

A Multi-Agency Framework to Support Cumbria's Recovery from Covid-19

Version: 0.4

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**CUMBRIA
RESILIENCE**

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1. Introduction

Cumbria has been significantly impacted by the COVID-19 Global Pandemic, with some localities' experiencing amongst the highest rates of infection in the UK. Our approach will recognise the long-term impact of COVID-19 for those who have experienced loss of family members or friends, and the impact on businesses, communities and organisations.

A national recovery strategy was published on 11th May 2020, titled '[OUR PLAN TO REBUILD: The UK Government's COVID-19 recovery strategy](#)'. The subsidiarity principle applies, this means that decisions are made at the lowest appropriate level of delivery. This framework sets out the initial steps for the transition from response to recovery.

The approach to recovery needs to be sustainable, embedded into the county's existing governance structures, so that it becomes part of our everyday business.

2. Responding to the pandemic

After a period of active monitoring, Cumbria's Local Resilience Forum activated its Strategic Coordinating Group (SCG) on the 4th March 2020, whilst the UK Government declared a pandemic on 11th March. In response to this the SCG declared a major incident on the same day and since then has been coordinating the county's response to the pandemic. The SCG strategy and response structure (up until 27th May) is presented in [Appendix 1](#).

The Recovery Advisory Group (RAG) was activated on 16th April with the purpose of developing the approach to recovery and ensuring decisions made by the Strategic Coordinating Group (SCG) do not compromise medium to long term recovery.

The Tactical Coordinating Group (TCG), which delivered the tactical response to the SCG strategy underwent a review on the 27th May, prior to becoming 'dormant'. The TCG identified one of following three statuses for each of the sub groups, Business as Usual (BAU), Recovery or 'existing governance mechanisms already in place'. On the 4th June the SCG and TCG merged to form a single Strategic Coordination Group.

RAG has agreed that a Strategic Recovery Coordinating Group should be activated by the third week in June. It is recognised that this will mean managing the stabilisation¹ of the major incident.

The risk of a second or third wave of disease will be high during the transition to recovery, and there will be a need for on-going countermeasures to reduce this risk. It is vitally important that health surveillance is coordinated as restrictions are lifted.

3. Transition to recovery and new governance structure

The RAG understands the imperative to establish a Strategic Recovery Coordinating Group. To hasten the transition the RAG has encouraged the sub groups to transition into existing partnership structures. This is exemplified by the Homelessness Sub Group (Housing, Health & Wellbeing

1. ¹: '...the exercise of interim control following an incident in order to increase public safety, and to mitigate the risk of secondary impacts occurring.'

Partnership), Waste Sub Group (Strategic Waste Partnership) and the Business & Economy Response & Recovery Group move to Local Enterprise Partnership 'Sector Panels'.

In late May national guidance was issued regarding the creation of Health Protection Boards and Outbreak Engagement Boards. The Health Protection Board concept has been introduced to place responsibility for managing health issues related to Covid-19 and outbreak control clearly under the responsibility of the Director of Public Health (DPH) and Cumbria County Council. The creation of the Health Protection Board provides specific oversight for the management of the disease in Cumbria.

It will be the responsibility of the Health Protection Board to develop and implement an Outbreak Control Plan and it will report directly to the National Biosecurity Centre and the Chief Executive of the County Council. [Appendix 2](#) illustrates the potential relationship between the Strategic Coordinating Group, the Health Protection Board and other groups.

The Health Protection Board can also activate the SCG, in order that, should any change in health monitoring suggest, there is a need for countermeasures to be increased. The responsibility for implementing such actions would be passed to the SCG.

Until such circumstances, the SCG is likely to become dormant, though this is subject to decision, thus allowing its membership to focus on their business as usual and recovery-focused actions (In some cases, SCG members will also remain engaged as part of the outbreak control operations). Reactivation of the SCG would then occur if either:

- a. The Health Protection Board requests multi-agency assistance with countermeasures.
- b. A concurrent emergency (e.g. flooding) requires multi-agency coordination.

Taking these new arrangements into consideration the Strategic Recovery Coordination Group (SRCG) will meet for the first time in the third week in June. The RAG will then stand down.

The SRCG will then take responsibility for coordinating the critical aspects of a recovery strategy, whilst also collaborating with the Health Protection Board and SCG (if active) to understand any implications that health protection decisions might have for recovery.

This will involve coordination and active collaboration between three principal groups: the SRCG, the Health Protection Board and the SCG, if activated. The Terms of Reference for the Strategic Recovery Coordinating Group are presented in [Appendix 5](#). The full terms of reference for the Health Protection Board and Outbreak Engagement Board are currently under development.

4. Recovery Strategy

The approach will be built around existing partnership and programme structures rather than establishing a new set of subgroups. An indicative list of partnerships and programmes is mapped out in [Appendix 3](#).

The overall "strategy" for Cumbria will be shaped by the partnerships at county and local level, and will be articulated in their programmes and plans. The development of a single Cumbria Recovery Strategy² would reflect the priorities of those partnerships, and will be a matter for the SRCG. It could include:

² As suggested by the Cumbria Recovery Plan v3.0

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- a. An Impact Assessment and dashboard
- b. Risk assessment and action plan(s)
- c. Engagement and involvement with stakeholders
- d. Co-ordinated information and media
- e. Political involvement and community liaison (linked to the Local Outbreak Engagement Board)

The progress so far towards this draft strategy includes:

- f. Weekly RAG with Category 1 and 2 Responders
- g. The Impact Assessment work is underway, through the Multi Agency Information Cell (MAIC)
- h. In order to understand the activities being carried out to mitigate impacts each RAG sub-group have submitted a template record of all actions to the MAIC
- i. The RAG has agreed a set of SITREP³ headlines to act as pointers for action planning
- j. Engagement with business sector through the LEP surveys
- k. Community Resilience Group Draft Recovery Strategy
- l. The Strategic Media Advisory Cell (SMAC) has shifted from response to recovery messages
- m. City Centre and Town Centre recovery partnerships underway
- n. Draft Terms of Reference for the SCRG
- o. Draft Principles and Framework for recovery work

A draft, guiding set of generic and working principles is presented in [Appendix 4](#).

It is envisaged that the SRCG will provide assurance to the wider partnership that recovery work is being undertaken. It will help avoid duplication and ensure the aligning resources to key priorities. There is an opportunity to bring the chairs of the key strategic partnerships together in a “Chairs Forum” to provide oversight of all plans and arrangements, that the SRCG would link with.

Accountability and decision making will continue in line with organisations’ and partnerships’ existing responsibilities, within existing structures and in line with existing accountabilities for delivery.

The MAIC will transfer from supporting the SCG and RAG, to supporting the SRCG and the various involved partnerships when transition occurs.

The SMAC has been coordinating the media messaging on behalf of the Strategic Coordination Group (SCG) during the Covid-19 response. A recovery communications plan is being drafted by the SMAC, chaired by Cumbria County Council.

³ SITREP: Situational Awareness Reporting

Appendix 1: SCG strategy and response structure

The Current SCG Strategy (Published 14th May 2020)

Overall Aim: To protect life; to minimise the impact of the Covid 19 outbreak on health, society and the economy; and to maintain public trust and confidence in those working together to protect people in Cumbria.

Strategic Objectives:

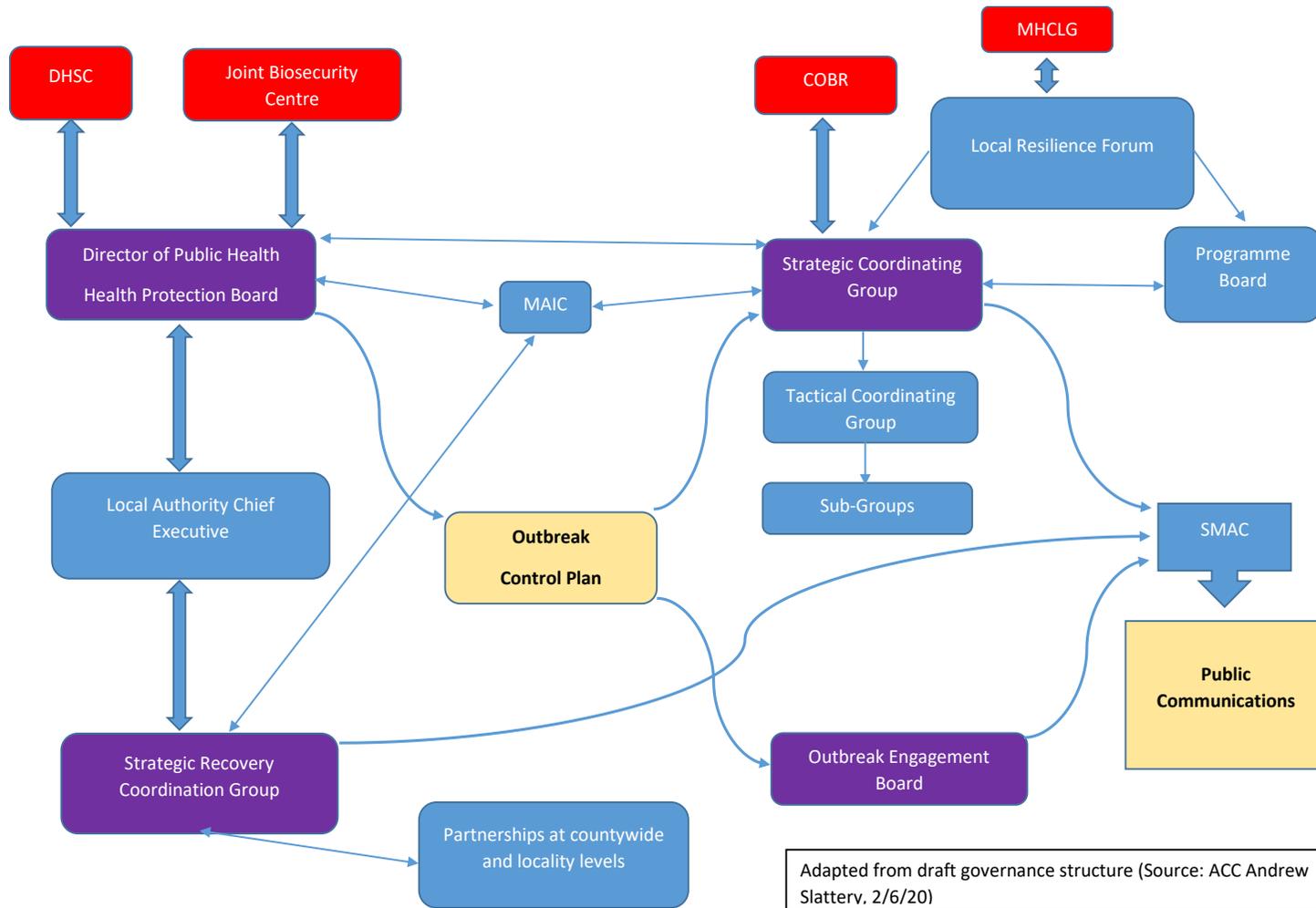
1. To protect life and suppress excess deaths by supporting the NHS and other partner agencies to plan and prepare for a second, or subsequent, peaks in infection.
2. To protect life and reduce excess mortality by taking robust steps to prevent the virus entering care homes or affecting home-care settings, and to contain the spread when it is present.
3. To protect the most medically vulnerable by ensuring their health and wellbeing in the community whilst reducing their likelihood of infection and to protect and support those who have become vulnerable as a result of lockdown measures
4. To track and monitor the progress of the epidemic in Cumbria in order to enable agencies to take effective local action, including the implementation or releasing of social restrictions, having regard to the government strategy to reduce transmission of the virus in the community.
5. To manage and respond to individual cases and outbreaks through implementation of a local Testing and Tracing system that works with national and regional processes to identify those at risk of developing and spreading the virus and responds quickly to any local outbreaks.
6. To support the social and economic recovery of our communities and businesses as restrictions are removed.

This is the structure showing the relationship between the RAG and the SRCG, and the various TCG sub-groups up until 27/05/2020.



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Stabilisation-Framev

Appendix 2: Draft new structure:



Appendix 3: Indicative list of partnerships and programmes:

Countywide

Local Enterprise Partnership
Health and Wellbeing Board
Public Health Alliance
Children's Trust Board
Safer Cumbria
Cumbria Housing Group
Safeguarding Adults Board
Cumbria Safeguarding Children Partnership
Cumbria Local Resilience Forum
Cumbria Strategic Flood Partnership
Cumbria Strategic Waste Partnership

Locality/District

6 Health and Wellbeing Fora
6 Locality Children's Partnerships
3 Community Safety Partnerships
Borderlands
Future High Street Fund Partnerships
Town Fund Partnerships
Heritage Action Zone Partnerships
High Street Task Force Partnerships
Local partnerships and networks

This is not a comprehensive list of all the active partnership work in Cumbria.

Appendix 4: Draft principles

It is important for the recovery effort to be guided by appropriate principles. Primary amongst these are the seven 'Principles of Public Life', which are the basis of the ethical standards expected of public office holders.

These are '**Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty, Leadership**'.

Recovery will be a long-term process that requires a **flexible** and **sustainable** approach, as there are still many unknowns. Many of the impacts of Covid-19 are not yet clear, and the national approach to recovery is still emerging.

- We will work through **existing partnerships** where possible but build **new partnerships** where necessary in order to make effective use of resources.
- We will continue to **learn and adapt** from our experience (and that of others), **building on positive changes** and letting go of unhelpful ways of working, and we will support people as they learn to work in new ways.
- Our approach to recovery will be informed by a wide range of **evidence**, including the stories of those affected.
- This will require a **collaborative** approach, based on strong relationships and clear structures, involving a wide range of people, communities and organisations.
- We will need to **listen and consider** viewpoints that are very different from our own, and develop a **common vision** of the "new normal"
- Building relationships through **trust, kindness** and **listening** will be as important a contributor to success as will be formal structures, targets and data.
- We will ensure that **leadership** of recovery takes place at the most appropriate level. Some recovery activities will be best identified, planned and coordinated within local communities; others will require a consistent approach across parts or all of Cumbria.
- We will continue to encourage **neighbourliness** and **informal community action**. We will involve the **community networks** that exist, and support the development of new networks, to build lasting **resilience and thriving communities**

Appendix 5: SRCG Draft Terms of Reference

Strategic Recovery Coordination Group (SRCG)

Terms of Reference

a) Purpose

- Facilitate and enable recovery of Cumbria from the COVID-19 pandemic, focusing on the impacts at community and county wide level, and the opportunities to reimagine and rebuild a better future for the county, its places, and communities.
- Promote collaboration across and through partnerships at county wide and locality level and support the development and delivery of recovery strategies and plans.
- Facilitate an approach to recovery in Cumbria that includes community voices, builds community resilience and so supports communities to thrive.

b) Role

- Facilitate and enable effective recovery through Cumbria's partnerships at county wide and local level to maximise opportunities for Cumbria.
- Develop an approach to recovery that builds on our learning from previous events and the response phase to date, with the flexibility to incorporate emerging best practice.
- Understand the impacts of COVID-19 using a range of data and information, and support the development of appropriate plans to establish new ways of living and working for communities, organisations and businesses across Cumbria.
- Work collaboratively in aligning the work programmes between the strategic partnerships and locality partnerships within the context of recovery.
- Support strong collaboration and co-production with communities, and support the approach to recovery that builds resilience and supports communities to thrive.
- Work collaboratively with partnerships in developing and supporting delivery of recovery plans. Receive reports on a regular basis from each of the partnerships to capture recovery outcomes, identify opportunities and enable effective delivery at county and locality level.
- Advise the Chairs Forum on plans for recovery within Cumbria reflecting feedback from partnerships on emerging priorities, opportunities and delivery/ action plans.
- Provide support to the Chairs Forum in achieving a coordinated approach to recovery, reducing duplication of effort or resources, and maximising opportunities.
- Collaborate with the Strategic Coordination Group and the Health Protection Board as appropriate whilst they are in operation.

- Liaise with government departments and officials on recovery and reporting, helping to influence the development of central government decision making and policy. Identify learning / good practice from other areas, and share notable / good practice identified by Cumbria with other areas.

Key Principles: Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty, Leadership

c) Chair and Vice Chair

Chair to be the Chief Executive of Cumbria County Council

Vice Chair to be agreed at the first meeting of the SRCG

d) Membership

Organisation	Name
Cumbria County Council (Chair)	Katherine Fairclough
Cumbria Constabulary	Michelle Skeer
Allerdale Borough Council	Andrew Seekings
Barrow Borough Council	Sam Plum
Carlisle City Council	Jason Gooding
Copeland Borough Council	Pat Graham
Eden District Council	Rose Rouse
South Lakeland District Council	Lawrence Conway
Cumbria Community Foundation	Andy Beeforth
Cumbria Resilience Group (short term)	David Allen/ Carolyn Otley
Cumbria Local Enterprise Partnership	Jo Lappin
Cumbria County Council	Fiona Musgrave
Lake District National Park Authority	Richard Leafe / Stephen Ratcliffe
Yorkshire Dales National Park Authority	David Butterworth
North Cumbria Integrated Care	Lyn Simpson
North Cumbria CCG	Mark Adams / Peter Rooney
University Hospital of Morecambe Bay	Kate Maynard
Morecambe Bay CCG	Jerry Hawker / Hilary Fordham
Public Health	Colin Cox
Government Liaison - MHCLG	Christine Gough / Graham Scott

In attendance:

Local Government Association	Matthew Dodd
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Members of the SRCG will provide links to the key partnership arrangements at locality and county- wide level and will facilitate reporting into the SRCG.

e) Secretariat Support

The SRCG will be supported by a secretariat consisting of CCC staff

f) Frequency of Meetings

The SRCG will meet on a weekly basis initially via a MS TEAMS call, the day and time of the meeting will be Thursday at 3pm, unless an alternative is agreed by the SRCG.

*Version 2.2
15 June 2020*