



STAY SAFE

Isle of Man Government
medium-term response to COVID-19

www.gov.im/coronavirus

GD 2020/0013



Isle of Man
Government

Reiltsys Ellan Vannin

Contents

• Introduction	page 2
• Timeline	page 3
• Background	page 4
• Stage One: 'Stay at Home'	page 5
• Stage Two: 'Stay Safe'	page 7
• Our Approach	page 10
• Decision Framework	page 12
• Conclusion	page 13
• Appendix:	page 14
1. <i>Health Response</i>	page 17
2. <i>Society Response</i>	page 18
3. <i>Economic Response</i>	page 20
4. <i>'Stay Safe' to 'New Normal'</i>	page 22
5. <i>What 'Stay Safe' Means</i>	page 22
6. <i>Coronavirus Indicators</i>	page 23



Introduction

CHIEF MINISTER HOWARD QUAYLE, MHK

24th April 2020



COVID-19 has brought with it truly unprecedented times for our Island. Our friends across Europe and the world are suffering the most dreadful consequences due to this devastating virus and at the time of writing, it has claimed around 200,000 lives globally.

Our own Island has been impacted, and this has challenged our health, social and economic outlook. We have tragically lost members of our community. Many have lost jobs and some Island companies are facing a daily struggle. Relative to the UK and other countries, we have so far escaped the worst ravages of this pandemic. Our health and care sectors have capacity, we have good stocks of PPE and we have adequate resources to continue to prioritise the health and well-being of our residents.

But we did not get here by luck. We got here because of our people. As an Island, we have pulled together in these challenging times to demonstrate resilience, determination and courage. It is you, and the choices that you have made, that have helped us to drive down the growth rate of the virus and allow us time to plan so that we can be ready for the next chapter.

Initially, our first priority was the preservation of life, threatened directly from the virus. Our strategy to date has prioritised this, along with the maintenance of critical national infrastructure, maintaining public safety and confidence, and supporting a controlled return to normality. Now, as we move to a more medium-term outlook, we need to balance the protection of life with the various other risks we face. Our society and the economy are critical to ensuring we are in a strong position to recover when this invisible enemy loosens its grip on our Island.

This document outlines the Isle of Man Government's next phase of responses, including how a phased return to work might look for some sectors, but I must be clear that this is not about relaxing measures that have been put in place to protect lives. Throughout this pandemic we have urged workers and employers to facilitate working from home if at all possible, which has meant that the majority of people have been able to continue working, though these new ways of working have not always been easy, or efficient. We are now ready to signal that for many, it may be acceptable to return to your normal place of work - providing that you can do so safely. This will need to be phased in and some may need to remain at home for longer, but we are able to base these changes on the strength and resolve that you, the Manx public, have demonstrated.

We have had to make a number of decisions urgently, and I thank the majority of Tynwald members for supporting these. This is a living document, which will subject to ongoing review.

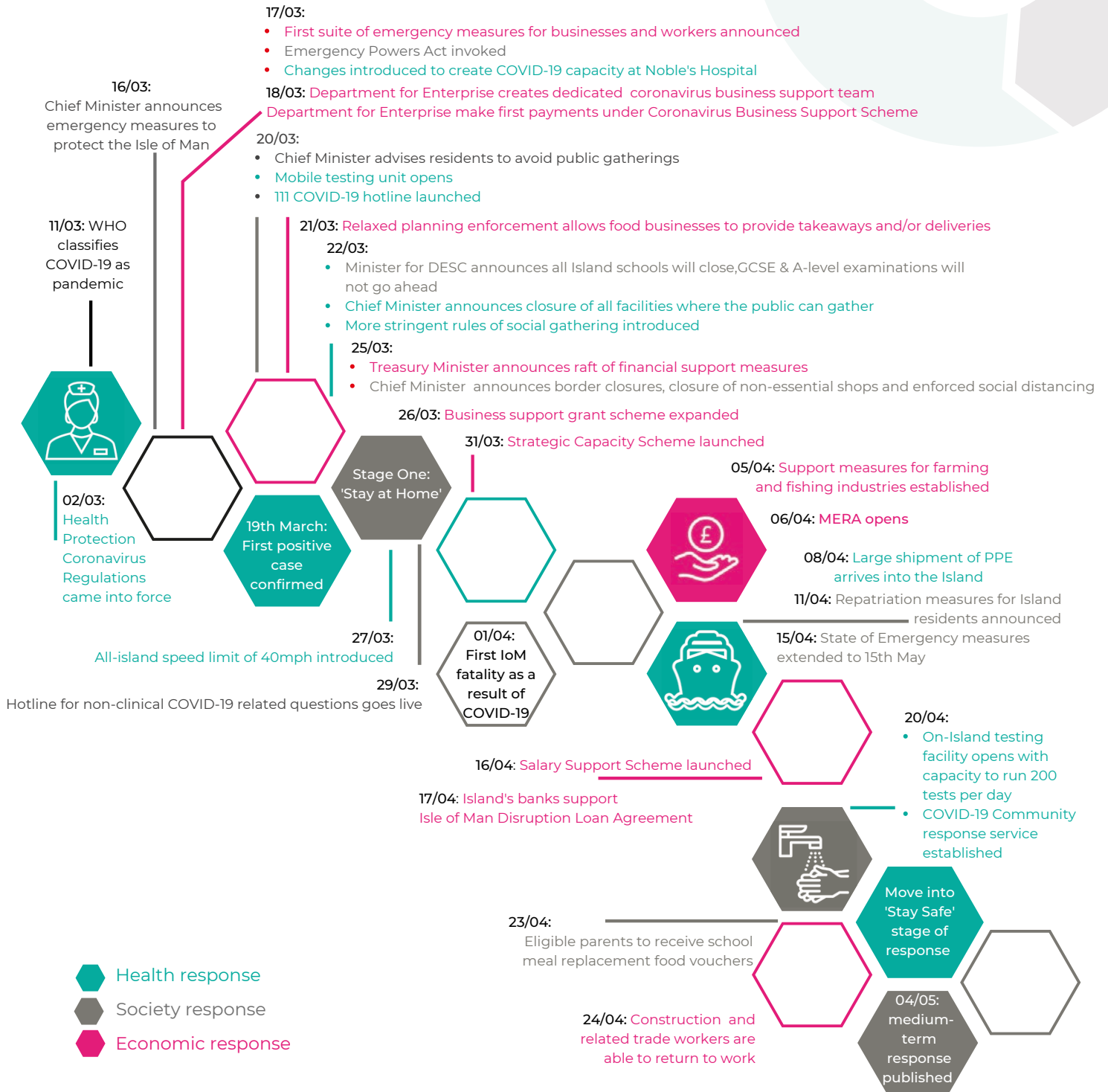
Our number one principle now is that we must ensure the protection of life, and we must balance our health system, our society and our economy in order to do this. There are real harms that flow from a sustained lockdown environment, and it is important that we ensure our measures are sustainable, fair, and enable good physical and mental health for our residents. We all understand the importance of social distancing and we need you to keep practising this – for yourself and others.

There remains a long road ahead which will continue to bring considerable challenges, but I know that we can get through this together. For you, for your Island, please stay safe.

A handwritten signature in black ink, which appears to read "Howard". The signature is stylized and written in a cursive-like font.

Timeline

The following is a high level summary timeline of the Isle of Man's response to threat of COVID-19 to date.



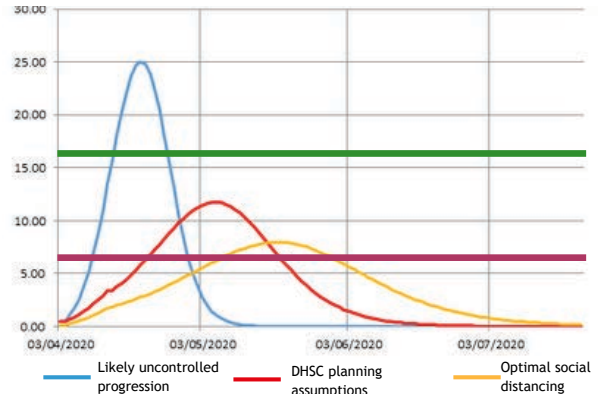
Background

Since the first case of the coronavirus related disease, COVID-19, was reported to the World Health Organisation more than 100 days ago, the world as we know it has changed beyond all recognition. We have seen the virus spread relentlessly and with great rapidity across the world. Health care systems have been quickly overwhelmed and more than 200,000 people have now died from the disease. It is clear that this pandemic is unprecedented in many ways. There is currently no vaccine and information in relation to the epidemiology of the virus is emerging and changing all the time. This makes formulating an effective response difficult as there is little evidence on which to base an approach. The Isle of Man Government has attempted to develop a plan which is flexible and responsive.

The first case of coronavirus was reported in the Isle of Man on 19th March 2020. The first death from the disease in the Isle of Man was recorded on 1st April 2020. In the early stages of the virus outbreak, the Government followed Public Health England's approach. Anyone who showed specific symptoms and had relevant travel history would be tested in the community. The Island's ability to test people was limited by capacity at UK testing facilities, availability of swabs with which to carry out the tests and limited testing resource.

Proclamation of Emergency

On 16th March 2020, the Council of Ministers made a specific policy decision to move away from the Public Health England approach to coronavirus and take a more robust stance to reduce the transmission rate of the virus in the Isle of Man. In order to achieve certain elements of the new plan, emergency powers were required. On 16th March 2020, the Governor in Council declared a State of



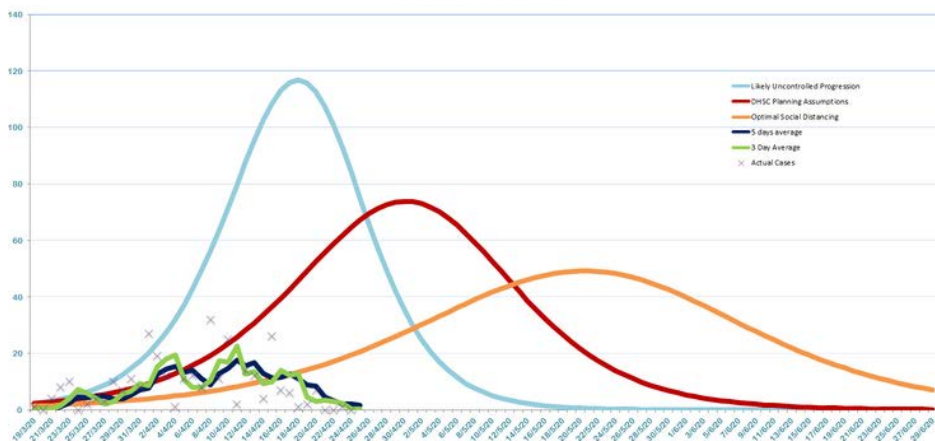
Above: Original modelling assumptions for coronavirus. Purple line represents original ITU capacity (6), green line represents capacity (16) with an additional 10 ITU beds.

Emergency. This allowed the Council of Ministers to put emergency measures in place to tackle the threat of coronavirus to the Isle of Man.

Flatten the Curve

The intent of the Council of Ministers was to flatten the rate of transmission in order to protect the Island's health services. Reducing the rate of transmission reduces the number of people who are ill at any point in time. This reduces the demand on health and care capacity but particularly intensive care beds, to ensure they are available for those who need them. Evidence from other countries who had experienced uncontrolled spread of the coronavirus, and current flu pandemic theory, showed that health services were soon overwhelmed and that intensive care units were the most vulnerable areas in hospitals.

Without robust and immediate measures, the Island's limited healthcare resources would have been overwhelmed and the Island would suffer greatly as a result.



Left: Current coronavirus figures against the model showing number of confirmed cases tracking well below the best case scenario.

Stage One: 'Stay at Home'

From 16th March 2020, it was made mandatory for all people arriving in the Isle of Man to self-isolate for two weeks. The Island's biggest event, the Isle of Man TT, was cancelled. Community testing was increased, including the creation of a new, dedicated drive through testing centre. This required careful negotiation with the UK who had stopped community testing by this time. The Island was testing far more people per head of the population than the UK and an agreement was reached whereby the UK test facilities would continue to process the relatively higher number of Isle of Man tests.

The Government's strategy focussed on four main aims:

1. Preservation of life
2. Maintain critical national infrastructure
3. Maintain public safety and confidence
4. Support a controlled return to normality

These were underpinned by a strategy of continued community testing supported by contact tracing. Hospital ICU capacity was increased to 16 beds, an increase of ten beds, with two being held available for non-COVID-19 cases. Additional community 'step-down' capacity was commissioned on the Noble's site, creating an extra 50 bed spaces with access to oxygen therapy. This was supported by an aggressive plan to suppress the virus in the community to ensure the health services would not be overwhelmed. This would not necessarily reduce the number of cases, but would delay them over a longer period of time and reduce the demand on health and care capacity at any point in time.

On 26th March 2020, the Government put further measures in place to protect the community:

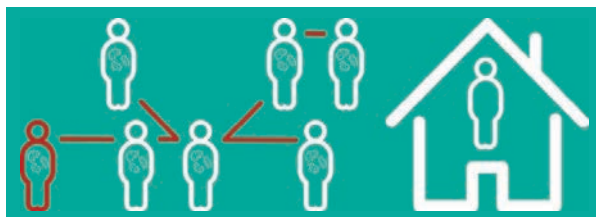
- Borders were closed to all inbound traffic, with certain exemptions for critical workers
- New and more stringent measures on daily life were introduced, requiring everyone to stay home, except for very specific reasons
- Many businesses were closed
- The very vulnerable were told to stay home for at least 12 weeks
- Schools were closed, with exceptions for vulnerable children and those of key workers
- Community testing continued at an increased rate, supported by robust contact tracing
- On-Island testing capacity and capability was being developed

The lockdown was originally intended to last for 21 days, but on 15th April 2020, these measures were extended by a further week to 23rd April 2020.

On 6th April 2020, the Government announced a repatriation scheme for residents who had been unable to return to the Island following the closure of its borders.

This scheme started on 15th April 2020. All returning residents were required to be quarantined for a period of 14 days at a specified location. This quarantine approach ensured that the Island's resident population would be protected from people returning from the UK. The UK was seeing high levels of community spread of COVID-19, meaning that there was a significant risk that people returning to the Island could be infected and thus present a risk of spreading the virus here on their return.

Right: A programme of public education and engagement was established to communicate the measures with the Isle of Man public

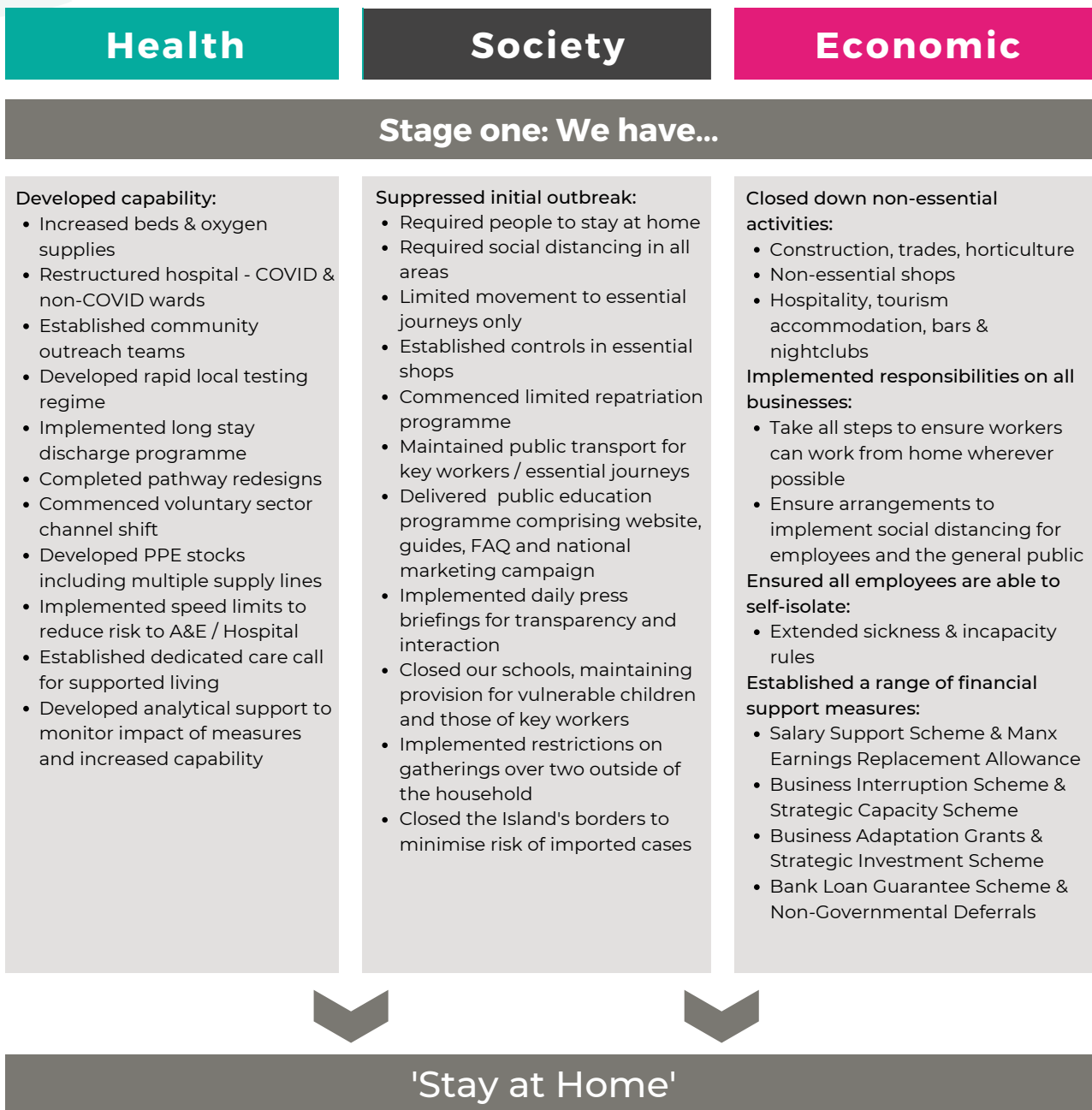


'Stay at Home' Progress:

Since March, the Isle of Man Government has delivered an extensive response across many areas whilst also, in parallel, adjusting its own working practices to deal with the pandemic and emergency measures.

It has taken best practice learning from other countries around the world, whilst at the same time competing for valuable resources such as equipment and PPE.

A summary of some of the progress in the first stage of response, 'Stay at Home', is shown below.



Stage Two: 'Stay Safe'

The current downward trend in daily positive COVID-19 cases gives us confidence that our approach is working. Measures taken to date appear to have flattened the curve, reducing the spread of transmission to the originally determined 'best case scenario', however, this has not been without economic, financial and social cost. The sacrifice from everyone in the community has been monumental. Businesses have struggled and individuals are struggling financially. The social costs have been significant. Unemployment has increased to levels not seen for over two decades. There has been an increase in the number of mental health calls to the Police, and the number of recorded incidents of domestic abuse has risen.

The Council of Ministers has always had a key aim to ensure that there is a controlled return to normality when the time is right to reduce the negative effects caused by prolonged lock down. The immediate and wide ranging effect of these measures cannot be understated. The Treasury and Department for Enterprise have introduced a series of measures to attempt to support the Island's businesses and individuals from the worst of the effects, but the reality of the situation is that our economy has been significantly impacted and the long term impact of the virus will be substantial.

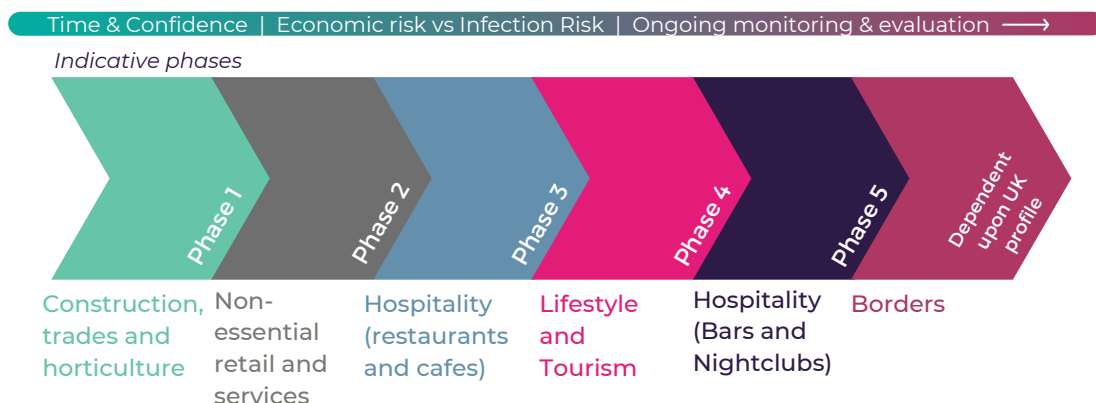
The financial measures announced to support people and businesses are not sustainable in the long term. These measures, coupled with the considerable loss of income due to reduced economic output, mean that without a plan to return to normality, the future viability of the Isle of Man would be at risk. It is vital that economic activity is allowed to continue on a restricted basis and that further measures and changes are subject to ongoing review.

Although some economic activity has continued on a restricted basis, these new ways of working have impacted the outputs and operations of our businesses and often the well-being of employees. Therefore, consideration should be given to allowing other sectors to reopen, if they are able to work safely and practice social distancing. An initial outline of six phases of a return to work by sector is outlined (see: below), with the first phase already completed on 24th April 2020.

Having consulted extensively with clinicians, the Public Health Directorate and industry leaders, and recognising the medium-term response now required - and the broader harms associated with a sustained lockdown, the Council of Ministers has adjusted its policy principles. This means our economy can start recovering and some people can go back to work, provided they follow social distancing guidelines.

The revised policy principles are:

1. Protection of life
2. Maintain critical national infrastructure
3. Maintain public safety, confidence & welfare
4. Support a controlled return to normality, balancing social, economic & health impacts



The medium-term response will be addressed in three key strands:

1. Health: maintaining suppression measures to avoid exponential growth of the virus

See Appendix 1.

- Continue to provide Public Health advice to contain and suppress transmission of the virus
- Continued focus on testing: 'Test, test, test':
 - Community & hospital admissions
 - High risk settings
 - Key workers
- Continue Contact Tracing: 'Trace, trace, trace':
 - Close contacts of cases
 - Explore innovative tools such as apps
 - Consider health surveillance ("*the continuous collection, analysis and interpretation of health-related data*" - World Health Organisation) opportunities to understand spread across the Island
- Provision of multi-disciplinary health and social care teams
- Restoring health and social care services to the 'new normal'

2. Society: staying safe and well

See Appendix 2.

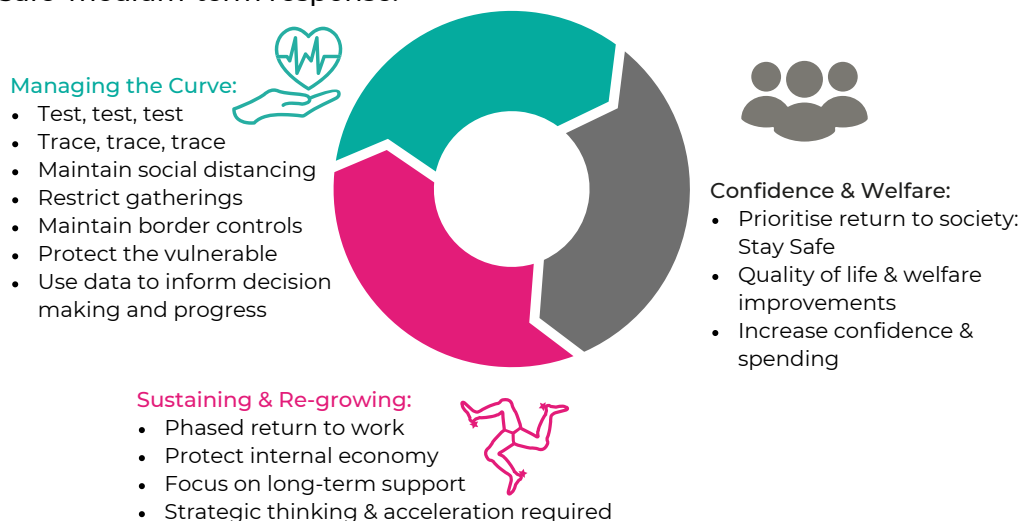
- Allow people to leave home for non-essential journeys
- Focus on mental and physical health
- Remove restrictions on exercise
- Allow some leisure and recreation activities where it can be done alone or at a safe distance from others

3. Economy: facilitating a return to work, where it is safe to do so

See Appendix 3.

- Allow a phased return to work for those sectors which can go back to work and are low risk, because robust social distancing rules can be followed, initially beginning with:
 - Construction
 - Gardening, landscaping and horticulture
 - Trades such as building, plumbing and roofing
- Consider further future changes in a phased manner for non-essential retail and services
- Expand school hubs as required to support children of employees gradually returning to work
- Maintain work at home where required and able to do so
- Continue to offer financial support to businesses and individuals worst affected

'Stay Safe' medium-term response:

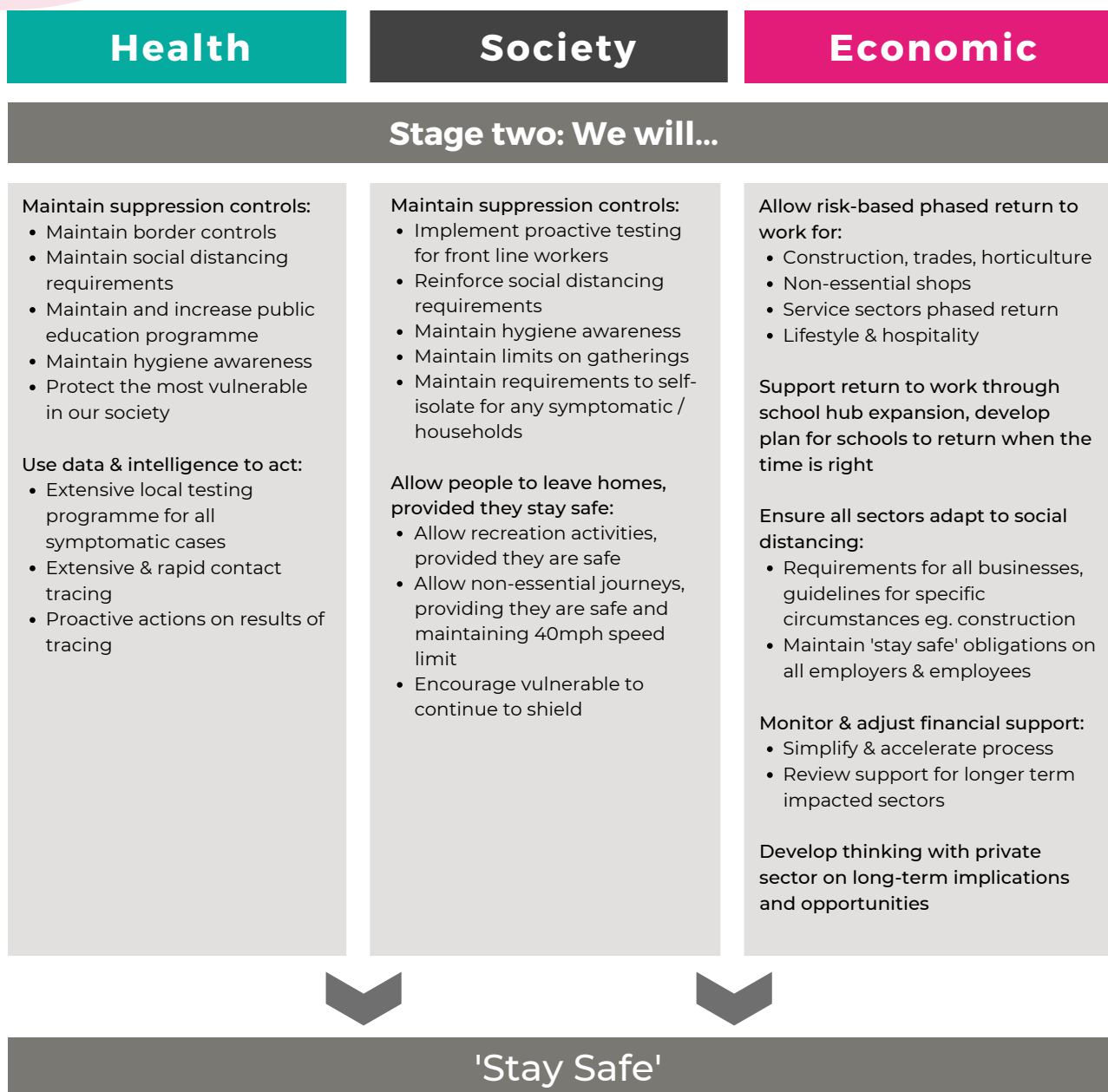


Stage Two: Actions

'Stay Safe' means that you are able to leave your house for some work, and for non-essential activities, but only providing that you take responsible steps to stay safe. As an Island, and as a community, we have risen positively to the challenges that COVID-19 has presented. 'Staying safe' is an extension of this collective responsibility and offers us an opportunity to reintroduce important elements of our daily life by being cautious, careful and responsible together. This means continuing to take strict precautions when going outside the household.

Further detail on what 'Stay Safe' means for individuals and businesses can be seen in *Appendix 5*.

In moving to stage two, 'Stay Safe', the Isle of Man Government will balance the health, societal and economic needs of the Isle of Man's population through the following actions:



Our Phased Approach

The Isle of Man Government has set out three broad levels which specify the current position we are in as an Island. These will inform the measures to be taken at that time in order to reduce the spread of coronavirus. Level 1 reflects a situation where there is a high risk to the community from transmission of the virus and the health service must be protected. The lowest level, 3, describes a situation where there is low or no community transmission and the health service is functioning normally with enough capacity to cope with increased demand if required. Government will need to progressively move toward level 3 in a measured way, including considering many factors such as the rolling three day average of new cases. It is important to note that Phases can be reversed should it be required due to monitoring of the situation.

The measures to be taken will be informed by the risk from coronavirus balanced against the three different areas of health, society and economy, informed by the indicators in each of those areas. The Council of Ministers recognise that measures must be carefully balanced, flexible and responsive to need.

Government will hold formal meetings regularly to review the latest information and decide what measures, if any, will need to be put in place, adjusted or removed.

The measures will be based on the latest scientific advice, local factors and local input from a wide range of professional sources including the clinical groups and the command structures established to deal with the response to coronavirus.

This framework will help us keep a steady hand on the tiller, guiding the Island through uncharted waters. But we will make sure we are open about what we are doing and why, and publish the information we are using so you can see what is guiding our thinking. Our framework will be guided by the following principles:

Consistency

The overall status will be considered at every Council meeting and we will formally review after major changes have been made so as to determine and communicate the next phase to be considered.

Clarity

We will be clear on the timings for when new measures will be introduced. We will give as much notice as possible. We will consult with others early where possible.

Openness

We will publish the data that we are using to make our decisions and make it available in an open form so others can use it, where appropriate.

Balance

We will make our decisions based on a wide range of factors, considering the economic, social and health effects of the measures we're taking, including careful consideration of those who are most vulnerable in our society.

Listening

We will listen to the views of others and take their views into consideration when we are making our decisions. We will seek consensus where possible and demonstrate leadership where necessary.

Our aim is to ensure a measured transition towards 'the new normal'. Where we put new measures into place, we will ensure there is sufficient time to assess the impact of those measures. To account for the incubation period of the virus, we will allow between 8 and 14 days to assess whether there has been any change to the underlying trend in the number of new cases. We will also ensure we consider all new measures in totality to assess the full impact across all areas of our community.

A summary of this model is shown below. The further detail on each theme and level, as recommended at each stage of review will be published regularly, and is shown in format within appendix 4, that will be considered within the different levels.

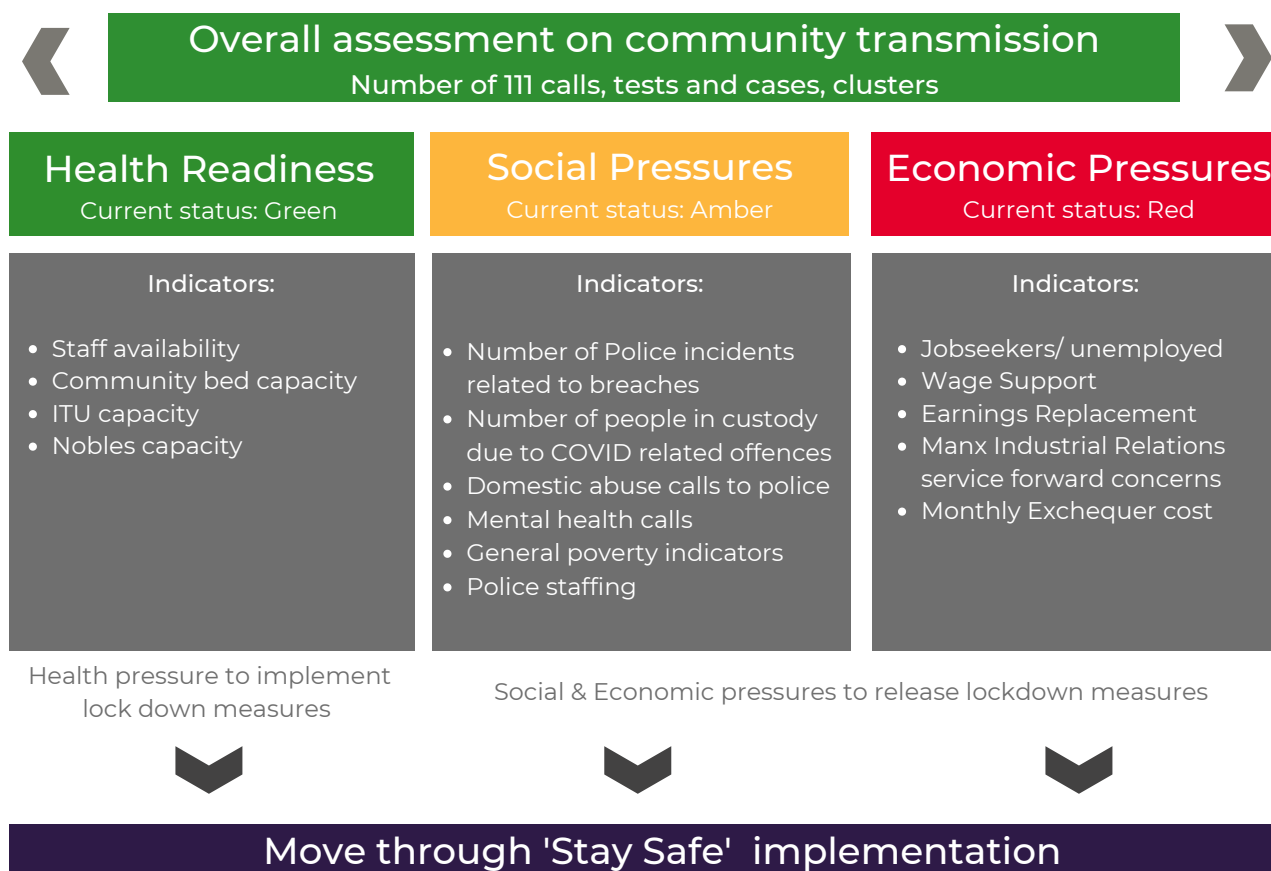
	Level		
	1	2	3
	Stay at Home	Stay Safe	The 'new normal'
Individuals	<ul style="list-style-type: none"> Only leave home for essential purposes including exercise Most people work from home No gatherings 	<ul style="list-style-type: none"> More scope to leave house, including exercise and leisure. No gatherings Work from home if possible 	<ul style="list-style-type: none"> People can leave home as usual Gatherings permitted - up to a limit
Hospitality/ Entertainment	<ul style="list-style-type: none"> All closed except takeaway 	<ul style="list-style-type: none"> Cafes / restaurants open with social distancing limits Pubs / bars closed 	<ul style="list-style-type: none"> Cafes open as usual Pubs/ bars open, subject to gathering limits
Transport	<ul style="list-style-type: none"> Essential journeys only 	<ul style="list-style-type: none"> Open, on a reduced basis 	<ul style="list-style-type: none"> Open
Retail	<ul style="list-style-type: none"> Closed save for essentials 	<ul style="list-style-type: none"> Open with strict social distancing measures in place 	<ul style="list-style-type: none"> Open, practising social distancing
Schools & Nurseries	<ul style="list-style-type: none"> Hub schools only 	<ul style="list-style-type: none"> Expanded hub schools and nurseries 	<ul style="list-style-type: none"> Open
Other businesses	<ul style="list-style-type: none"> Closed to all, with essential exemptions 	<ul style="list-style-type: none"> Phased opening where it can be done safely and in a socially distanced way 	<ul style="list-style-type: none"> Open where it can be done safely and in a socially distanced way
Borders	<ul style="list-style-type: none"> Closed to all, with essential exemptions 	<ul style="list-style-type: none"> Restricted - allow return with quarantine 	<ul style="list-style-type: none"> Open with border controls
<ul style="list-style-type: none"> Everyone should maintain two metres apart wherever possible Everyone with symptoms should be tested Robust and in-depth contact tracing for all new and confirmed cases Self-isolation for everyone with symptoms or confirmed cases 			

Decision Framework

While the effects of COVID-19 on our population and our health services are widespread and severe, there are also other competing pressures to consider. The measures we have taken to suppress the spread of the virus and protect our health services have been profound. They have affected our economy, our mental health and changed the fabric of our society. These effects must be considered together and the harm of both in the short and long-term must be balanced.

There is not one simple test or measure that will show us that the coronavirus epidemic is over in the Isle of Man. We will not go back to normal over the coming months, but we will enter a period of a 'new normal'. The Council of Ministers has developed a set of indicators which will help to guide us over the coming months. These measures will determine where our limited resources are best targeted and will consider the spread rate of the virus, the impact on people and communities and the economic position. Each of these will allow the Isle of Man Government to make clear, evidence-based decisions. These will be Manx decisions for the Manx people.

The Council of Ministers will be constantly monitoring a suite of indicators about these competing pressures using a traffic light ('RAG') system to indicate the status of health, social and economic considerations. For a further detailed description of the indicators that will be used, please refer to *appendix 6*. Depending on what these indicators show, Isle of Man Government may be in a position to continue to release some of the measures that have been put in place in recent weeks. However, if the indicators start to suggest a transmission rate that is likely to lead to growing pressure on the health services, then it may be necessary to stop or re-introduce measures that had previously been lifted.



Conclusion

It is now clear that there will be no return to normality as we knew it for some time to come.

Instead, we will be moving towards a 'new normal'. The virus and the measures we have had to take to contain it have been unprecedented and have changed our community, our economy and our Island profoundly. Even within the darkest of days though, our community has shone. We have looked out for each other and we have played by the rules. We have made huge personal sacrifices, staying away from those that we hold most dear, because it was the right thing to do. We are a close-knit community, but by staying apart we have come closer together.

As we move towards our recovery, it is important that we hold on to the values that unite us. We must consider at all times our primary principle - the protection of life - but we must do this in a balanced, reasoned, and progressive way.

We have developed an initial outline of phases for return to work, and considered how the social changes and health changes will also need to adapt towards the new normal, and we will need to consider any changes with a holistic assessment of the risks.

This document sets out 'Stay Safe' - the approach to this second phase of our overall response, following on from Stay Home, our first. It will undoubtedly need to change but is a general framework that indicates how we get to our third phase – the new normal. There is still a great degree of uncertainty on what this might look like, and when we might get there, but get there we will.

Together we can overcome the harm which the virus has brought and work to rebuild our Island nation.

Medium-term response principles:

1. Protection of life
2. Maintain critical national infrastructure
3. Maintain public safety, confidence & welfare
4. Support a controlled return to normality, balancing social, economic & health impacts

ISLE OF MAN GOVERNMENT COUNCIL OF MINISTERS

APRIL 2020



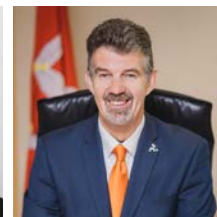
Hon Howard Quayle MHK
Chief Minister



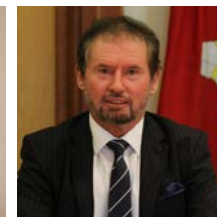
Hon Chris Thomas MHK
Minister for Policy and Reform



Hon Dr Alex Allinson MHK
Minister for Education,
Sport and Culture



Hon Laurence Skelly MHK
Minister for Enterprise



Hon Geoffrey Boot MHK
Minister for Environment,
Food and Agriculture



Hon David Ashford MHK
Minister for Health and
Social Care



Hon Graham Cregeen MHK
Minister for Home Affairs



Hon Ray Harmer MHK
Minister for Infrastructure



Hon Alfred Cannan MHK
Minister for the Treasury

Appendix 1:

Health response

- **Continue to provide Public Health advice to contain and suppress transmission of the virus**
- **Continued focus on testing: 'Test, test, test':**
 - **Community & hospital admissions**
 - **High risk settings**
 - **Key workers**
- **Continue Contact Tracing: 'Trace, trace, trace':**
 - **Close contacts of cases**
 - **Explore innovative tools such as apps, working with NHSX**
 - **Consider health surveillance opportunities to understand spread across the Island**
- **Provision of multi-disciplinary health and social care teams**
- **Restoring health and social care services to the 'new normal'**

The Department of Health and Social Care's approach to the continued suppression of COVID-19 will continue to be informed by medical and scientific evidence, and the information gathered on the Island through its new dedicated Information Centre and through liaison with other parts of Government. It remains the Department's core intent to:

- Protect life and to manage the impact of the COVID-19 pandemic on the Isle of Man's Health and Social Care system in such a way which avoids a situation where our system becomes overwhelmed and not only fails to deliver care to those who have COVID-19 but also fails to look after those that need health and social care services for other conditions.
- Balance the needs and support improvements in the wider determinants of health and care (such as economic stability including enabling return to employment, societal improvements etc) within the Isle of Man.

The Department's strategy during this next phase is:

- **Continue to provide Public Health advice** around social distancing, hand washing and restricting gatherings to contain and suppress transmission of the virus.
- **Testing** – We will continue to test and diagnose mild cases in the community as well as those requiring hospital admission. With the new dedicated testing facilities on the Island, rapid results reporting and the Government's decision from the outset to continue with community testing, testing will be central to the next phase of management of COVID-19. We are confident that our enhanced facilities - which can undertake 200 tests per day if required - and procured supplies (including necessary PPE & swabs) provide enough capacity for the Island.

a. Clinical Testing: Timely and accurate laboratory testing of specimens from possible cases is essential to support appropriate clinical response and decisions on contact tracing and infection control strategies.

b. Health surveillance Testing: surveillance testing should occur in both hospital and community. It complements clinical testing by identifying people who have COVID-19 but who either have no symptoms or only mild sub-clinical symptoms which they would not report. The objectives are to:

- Monitor the intensity and geographical spread of the virus in the population
- Identify risk groups for severe disease

- Measure the impact on the population and health and care services
- Measure the impact of the mitigation measures and identify triggers for escalation/de-escalation measures (as part of ongoing 'suppress and lift', or 'hammer and dance' strategy).

We will undertake enhanced testing in high risk settings, for example, testing all staff and residents in residential care homes following confirmation of a single positive case, in order to contain and prevent spread in a group as high risk of severe disease. We will also enhance testing for key workers.

Testing programmes in place that will continue:

1. *Clinical testing*
2. *Health surveillance testing*

Testing Programmes currently in the planning and implementation phase that will continue:

1. *Enhanced testing for health and care and other key workers (symptomatic, first test negative)*
2. *Enhanced testing for health and care and other key workers (COVID-19 positive)*

New testing programmes that will be introduced:

1. *Enhanced testing in residential care settings*
2. *Discharge planning prior to transfer to residential care*
3. *Pre-admission and pre-transfer testing for asymptomatic people prior to admission to residential care from the community or transfer between residential facilities – a single negative test would be required before admission or transfer.*

Enhanced testing where further evidence is required before local progression:

1. *Routine screening/testing for health and care workers and other key workers*
2. *Extended community health surveillance – e.g. 'one-off, snap shot' assessment of current levels and distribution of infection*
3. *Routine testing after death*

Further testing programmes on the horizon:

1. *Antibody testing – no antibody test has yet been validated as fit for purpose but it is hoped that one will be validated and become available over the next few weeks.*
2. *IoM participation in the Public Health England/UK Overseas Territories/Crown Dependencies Proposal for Serum Storage for Serology and Genomics*

Tracing - Contact tracing is a vital tool to help prevent the spread of a disease, in this case coronavirus. Rigorous identification of those who have been in contact with a confirmed case enables self-isolation in order to stop the spread of the virus to others, and this approach was critical to controlling the initial spread of the disease. It will also be vital to quickly limit any future.

We will therefore continue with the effective contact tracing approach to enable the rapid tracing and tracking of close contacts of those with COVID-19 who are likely to be 'at risk'.

Provision of multi-disciplinary Health and Social Care Community teams to quickly undertake testing locally, advise on self-isolation and provide wide ranging practical help and support to those who need it to stay at home and stay safe. There are further dedicated Community teams to support those in Residential/ Nursing homes and for those self-isolating, or recovering, in their own homes.

Residents with signs of COVID-19 may be transferred to the Community COVID ward, depending on their individual needs and the care home/ nursing home factors (e.g. infection prevention and control measures staffing capacity etc). The aim is to provide the most appropriate care to the individual whilst also being able to minimise risk to other residents and staff.

Those being treated in their own homes will receive twice-daily visits or telephone calls from the dedicated DHSC Community team depending on their needs. The team will guide people on the use of oxygen in the home (as appropriate) and will co-ordinate the involvement of other care agencies/ social services.

- **Restoring health and social care services to the 'new normal'** - As a result of the need to respond to the COVID-19 pandemic, a number of health and social care services were either suspended, significantly reduced (both to enable the reduction in transmission and/or to release critical resources to meet potential demand for Health and Social Care services) or altered in terms of the method, location or other aspect of their delivery.

Safely returning services to the 'new normal' is essential in terms of providing a comprehensive health and social care service to the citizens of the Island, including children, to respond as quickly as possible to new and emerging non-COVID-19 health and care needs, and to deal with the inevitable backlog of such services as quickly as possible that has arisen during the period of lockdown – both for those with existing conditions and those that have emerged during or immediately after this period. This will remain a balance of potentially competing priorities which will remain under constant review.

The following demonstrates the difficult balance to be achieved:



Above: Balancing the threats to life as a result of health, social and economic risks

However, in restoring services, these cannot just be switched 'back on' without consideration of:

- The on-going risk of COVID-19 and the need to manage that, and any future outbreaks, effectively
- The clinical risk to patients of the continued absence of a non-COVID-19 service or large parts of it
- The availability of the necessary workforce to provide the service
- The availability of facilities necessary to provide such services
- Anticipation of a surge of new referrals and requests for services
- The changes in the delivery of care which the response to COVID-19 has necessitated, some of which have transformed and improved for the user the approach to delivery of the services that, subject to review of their longer term sustainability, could be continued as the service is more fully re-instated.

Therefore, a framework that provides some overarching criteria within which the consideration of which, when, where and how services may be returned, likely over a period of time (possibly months) will be developed, agreed and followed, based upon the following principles and then used to risk stratify and ensure the entire health and care system is meeting its core aims:

- a. Life saving
- b. Life prolonging
- c. Quality of life
- d. Managing the health and social care impacts of the lockdown measures

Any restoration of services needs to be continually assessed against the position of the Isle of Man's demand on its available health and care services and anticipated future outbreaks of COVID-19. A range of measures will be used as a guide to inform decision making regarding the services being restored, their on-going provision or necessary further suspension.

Appendix 2:

Social response

- **Allow people to leave home for non-essential journeys**
- **Focus on mental and physical health**
- **Remove restrictions on exercise**
- **Allow some leisure and recreation activities where it can be done alone or at a safe distance from others**

As previously stated, the impact of the measures we have had to take to protect our community and our health service from the potential effects of COVID-19 will have a profound and long-term effect.

That's why the new measures take the community's longer term physical and mental health into account. It's important that people are able to leave their house more often for exercise and recreation. Both for their physical and mental health. It's important too, that if people have jobs they can continue to do them. This must still be considered within the principles of effective social distancing and keeping households separate for the time being.

Mental health is an increasing issue. Many people are suffering from higher than normal levels of anxiety. This is due to the increased amount of time people must spend at home and also because of uncertainty around the virus itself. Many people worry about whether they will be able to cope financially and there are increasing numbers of domestic abuse cases being reported to the Police.

These and other consequences of a sustained lockdown must be considered.

That said, the response to this threat to our existence has been remarkable. Most people have followed the rules to keep themselves, their community and their health service safe. This should be acknowledged.

It is now time to ensure the balance is right. Recognising the need for some restrictions to remain in place, but recognising that people should be trusted to make the right choices for them and their families.

With more choice in how we live our lives, people can begin to build a form of new normal.

This requires a fundamental shift, encouraging people to 'stay safe', remembering that the safest place to be is still at home.

It is important to say that this is not a relaxation. We cannot be complacent.

Whilst the Island's transmission rate is currently better than planned assumptions, any marginal change could have dramatic consequences.

It is our responsibility to ensure our community is kept safe.

The society response is therefore:

- **Maintain the suppression of activities whilst enabling a general move away from lockdown to stay safe;**
- **Maintaining social distancing, strong hygiene practices, restrictions on gatherings, and avoiding cross household contact; and**
- **The removal of restrictions on non-essential journeys (with speed restrictions maintained to continue to protect the hospital and emergency services), enabling people to enjoy the outdoors more as part of a general well-being move within the constraints still in place.**

Appendix 3: Economic response

- **Allow a phased return to work for those sectors which can go back to work and are low risk, because robust social distancing rules can be followed, initially beginning with:**
 - **Construction**
 - **Gardening, landscaping and horticulture**
 - **Trades such as building, plumbing and roofing**
- **Consider further future changes in a phased manner for non-essential retail and services**
- **Expand school hubs as required to support children of employees gradually returning to work**
- **Maintain work at home where required and able to do so**
- **Continue to offer financial support to businesses and individuals worst affected**

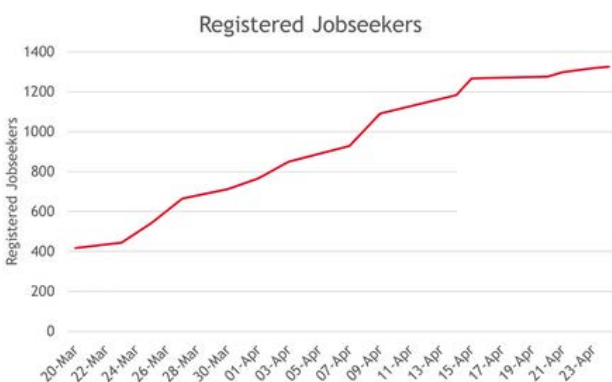
Swiftly following the Proclamation of an Emergency on 16th March 2020, the Closure of Premises Regulations came into force on 23rd March 2020 and principally affected the following sectors:

- Construction, Trades & Horticulture ~4,500 jobs
- Retail (apart from essential)~2,000 jobs
- Hospitality (apart from delivery) ~2,000 jobs
- Tourism (apart from self-isolation / repatriation) ~1,000 jobs

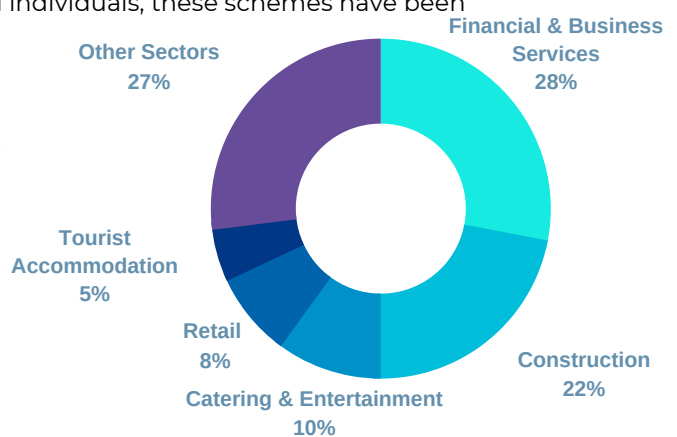
The Isle of Man Government took decisive and deep action to stem the initial growth from the virus – deeper measures than in the UK where construction and trades remained open, and borders likewise remained open.

In addition, our biggest area of private sector employment, the financial and digital services industries, were told that they must take every reasonable step possible to work from home. The former internal economy sectors suffered a catastrophic and immediate loss of income and have been the primary focus of the initial support schemes. The latter services sectors have also now started to signal issues with the extensive forced home-working model influencing viability – exacerbated by global economic and societal challenges.

Since the Regulations came into effect, unemployment has climbed to over 1,300 and although the rate of increase has steadied off, the total number is still climbing. Whilst the financial support schemes deployed have helped a great many businesses and individuals, these schemes have been



Above: Registered jobseekers in the Isle of Man in 2020.



Above: Jobseekers breakdown by sector, 24/04/20

designed to provide short term assistance alongside other initiatives, such as deferral of payments. In the longer term, there is a clear and pressing need to allow the sectors most affected by the Closure Regulations to come back into work when they are able to do so without risking an exponential increase in transmission.

The return to work must be balanced against the economic, social and health risks of doing so. All phased return to work should follow the following principles:

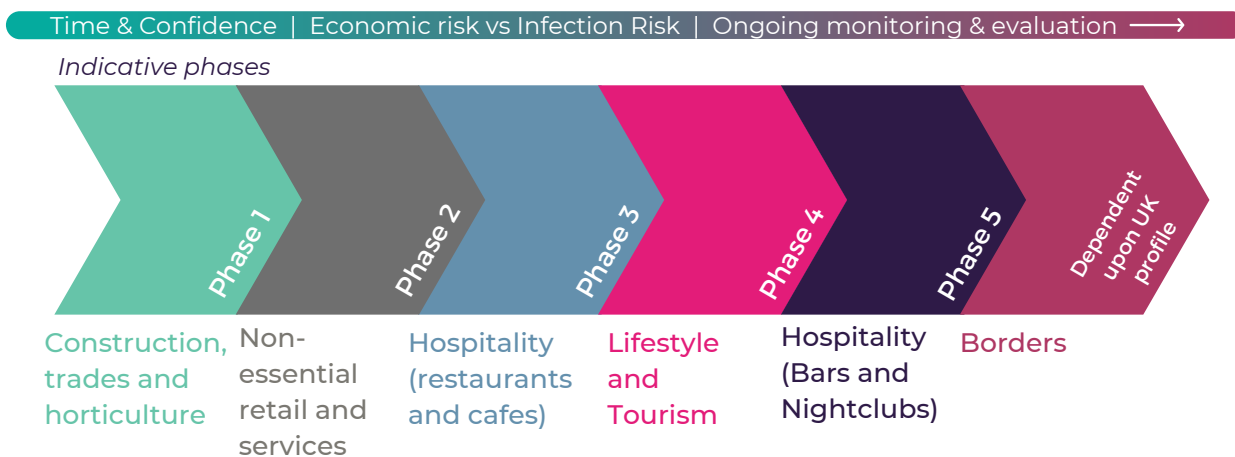
- Minimal person to person interaction;
- Ability to maintain 2 metre social distance;
- Ability to maintain basic cleaning and hand washing measures.

Construction, trades and horticulture represented the largest single sector of closed jobs, and circa 4,500 jobs in total have been affected. By allowing these to return to work, a significant pressure on the welfare system will be removed and the economic impact from this sector will swing back to a positive contribution from the current draw. It could also have a positive well-being effect on those who are able to once again resume work and earn income directly.

There are additional significant allied services and downstream supply chains, which will also benefit from such an approach, and the sectors combined represented the large concentration of self-employed individuals. Importantly as well, working with Construction Isle of Man, a set of guidelines to ensure safe practice occurs within the industry has been prepared. This builds on the UK guidance as the UK equivalent industries remain open. The guidance includes requirements surrounding travel to/from work, site access restrictions, minimising public and staff contact, maintaining social distancing and adequate welfare and hand washing facilities, and has been reviewed by Public Health. It requires all employers to consider their workforce and ensure that vulnerable employees are not required to return to work, and they will meanwhile continue to be eligible for financial schemes in support of doing this.

The benefits of restarting parts of the construction industry are significant and, as with the UK advice, with more data now understood, any remaining risks are able to be managed by businesses that are already used to a working environment where risks are regularly assessed, managed and minimised due to the nature of their work. Employers are required to *“take all reasonable steps to ensure they implement procedures to protect the staff and public from the transmission of COVID-19”*. Any employers that do not take appropriate precautions will have action taken against them.

A number of key indicative factors will be used to assess the effectiveness and success of the phased return to work approach, and the Council of Ministers will consider further changes in a phased manner, with priority sectors potentially being the non-essential retail and a partial and gradual return for some of the services sectors which are currently mandated to work from home wherever possible.



Appendix 4: 'Stay Safe' to 'New Normal'

		HEALTH RESPONSE		SOCIAL RESPONSE						
		Health Services	Care Services	Social Distancing	Borders	Gatherings	Recreation	Schools and Nurseries	Transport	
Lockdown to Stay Safe	Lockdown up to 23.04.20	Essential Only Non-Essential Services Closed	Restricted No visitors	Mandated 2 metre Distance	Closed Resident Repatriation Programme	Prohibited 2 or more	Restricted 1 x Exercise only	Restricted Key workers / Vulnerable	Restricted Essential only	
	Stay Safe Base Level from 24.04.20	Essential Only Non-Essential Closed	Restricted End of Life Visits Only	Mandated 2 metre Distance	Closed Resident Repatriation Programme	Prohibited 2 or more	Stay Safe Sole / Household	Restricted Key workers / Vulnerable	Stay Safe Limited Services	
Options to be considered Pick range of options from each theme	Level 1	Essential Only Non-Essential Closed	Restricted End of Life Visits only	Mandated 2 metre Distance	Closed Resident Repatriation Programme	Prohibited 2 or more	Prohibited 1 x Exercise only	Restricted Key workers / Vulnerable	Essential Only Sunday Services	
	Level 2 <i>(indicative only)</i>	Phased Non-Essential Phase 1	Restricted Visitors Excepting Vulnerabilities	Encouraged 2m Distance	Restricted Residents and non-residents to quarantine	Stay Safe Restricted to 10 & Extended Families	Stay Safe Phased approach: Household & Facilities	Phased Return Employment & Optional Attendance. Nurseries open	Stay Safe Reduced Services	
	Level 3 <i>(indicative only)</i>	Phased Non-Essential Phase 2	Visiting Allowed Social Distance & Hygiene	Encouraged Best Practice	Open Self-Isolation on Travel History/ Risk	Stay Safe Restricted to 50 & Friendship groups	Stay Safe Sports - Group Activities	Stay Safe Educational Cohorts	Stay Safe Social Distancing the new norm	
Decision & Implementation Points	24/04/2020	Essential Only	Restricted	Mandated	Closed	Prohibited	Stay Safe	Restricted	Stay Safe	
	Review Point & Next Phase									
	07/05/2020									
	Review Point & Next Phase									
	Review Point & Next Phase									
Review Point & Next Phase										

ECONOMIC RESPONSE

All Employees	Construction, Trades & Horticulture	Services	Retail	Restaurants	Lifestyle Treatments	Tourism	Pubs / Nightclubs

Lockdown to Stay Safe	Lockdown up to 23.04.20	Restricted <small>Combination of work from home & closed</small>	Closed <small>Essential Only</small>	Work from Home <small>Critical Only</small>	Essential Only <small>Non-Essential Closed</small>	Closed <small>Take Away Only</small>	Closed <small>No Exceptions</small>	Closed <small>Isolation only</small>	Closed <small>Food Take Away only</small>
	Stay Safe from 24.04.20	Phased Return to Work <small>Prioritised on risk & economic value</small>	Stay Safe <small>Risk Assessed</small>	Work from Home <small>Critical Only</small>	Essential Only <small>Non-Essential Closed</small>	Closed <small>Take Away Only</small>	Closed <small>No Exceptions</small>	Closed <small>Isolation only</small>	Closed <small>Food Take Away only</small>
Options to be considered Pick range of options from each theme	Level 1	Work from Home <small>Mandated</small>	Closed <small>Essential Only</small>	Work from Home <small>Critical Only</small>	Essential Only <small>Non-Essential Closed</small>	Closed <small>Take Away Only</small>	Closed <small>No Exceptions</small>	Closed <small>Isolation only</small>	Closed <small>Food Take Away only</small>
	Level 2 <i>(indicative only)</i>	Phased Return to Work <small>Prioritised on risk & economic value</small>	Stay Safe <small>Risk Assessed</small>	Work from Home <small>Phased Return</small>	Stay Safe <small>Phased opening: Non-Essential</small>	Stay Safe <small>Dining allowed with Restrictions</small>	Stay Safe <small>Risk Assessments & Protections</small>	Stay Safe <small>Open with Risk Assessments</small>	Stay Safe <small>Social Distancing Restrictions</small>
	Level 3 <i>(indicative only)</i>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>	Stay Safe <small>Social Distancing the new norm</small>
Decision & Implementation Points	24/04/2020	Phased Return	Stay Safe	Work from Home	Essential Only	Closed	Closed	Closed	Closed
		Review Point & Next Phase							
	07/05/2020								
		Review Point & Next Phase							
		Review Point & Next Phase							
	Review Point & Next Phase								

Appendix 5: What 'Stay Safe' means

'Stay Safe' means that you are able to leave your house for some work, and for non-essential activities, but always and only provided that you take responsible steps to stay safe. As an Island, and as a community, we have risen positively to the challenges that coronavirus has provided. 'Staying safe' is an extension of this collective responsibility and offers us an opportunity to reintroduce important elements of our daily life by being cautious, careful and responsible together. This means continuing to take strict precautions when going outside the household.

These new measures are based on evidence and data, and represent an initial step as part of a broader strategy formulated by the clinical community and political members. The Isle of Man Government will be continually monitoring and updating its guidance and management of these measures. The following are some examples of what staying safe means for individuals, workers and employers:

	Individuals (if you do not have symptoms and neither you nor any of your household are self-isolating)	Employers (when an employee does not have symptoms and neither they nor any of their household are self-isolating)
Things you can do	<ul style="list-style-type: none"> • Leave your home to go shopping • Exercise, making sure you stay 2 m away from people outside your household • Do some recreation and leisure activities, provided they can be done alone or at a safe (2 m) distance from others • Go to see your doctor for urgent medical appointments • Go to work if you are a key worker, or if you cannot work from home • Take your child under 18 to their other parent's house where they don't live in the same household • Go to another person's house to provide care for them • Take public transport where necessary, taking care to stay 2 m away from others • Take taxis, but only with members of your household • Maintain a 2 m distance from others at all times • Wash your hands with soap and water often, for at least 20 seconds • Taking care about visiting places for exercise that could be crowded • Being careful about touching solid surfaces • Only share car rides with people from your household 	<ul style="list-style-type: none"> • Take every possible step to facilitate employees working from home, including providing suitable IT and equipment • Ensure employees who need to be in the office or on site are able to follow Public Health employer's guidelines • Minimise all meetings and gatherings • Exercise social distancing at all times • Ensure employees wash their hands (or using hand sanitiser gel if soap and water is not available) • Ensure clear welfare facilities in place to support enhanced hygiene regimes • Provide clear guidance for employees including social distancing guidelines • Protect vulnerable workers by limiting or managing their return • Communicate policies for situations in which an employee becomes unwell with COVID-19 symptoms on site • Ensure employees travel to/from work separately wherever possible • Restrict contact with members of the public
Things you shouldn't do	<ul style="list-style-type: none"> • Gather with people from outside your household • Go to see friends or family at their home until we say it is safe to do so • Allow your children to gather in groups with other children, unless at schools where specific measures will be put in place • See people who are classed as vulnerable or very vulnerable except to provide essential care for them • Carry out exercise or activities that might put you in danger. This may put additional pressure on emergency and health services • Use public drinking water fountains 	<ul style="list-style-type: none"> • Some businesses have been mandated to close so should not open – employers may still be able to adapt and operate in other ways

Appendix 6: Coronavirus Indicators

We will use the following information to determine the overall position in the Isle of Man. Each of these indicators must be considered in context, balanced against other competing factors.

Overarching coronavirus data:

This information will help to determine the risk of coronavirus transmission in the Isle of Man, and therefore the risk posed to the public and in turn the health service. It will inform the level at which the overall coronavirus risk status is set, which will inform the measures we can take in the health service, society and the economy. The Cabinet Office is establishing a dedicated Information Centre to pull all this information together so that all those involved in the effort to control the disease can see the full position at any particular point in time.

Indicator	Data Source	Why it's important
Total number of positive cases	DHSC hospital lab	Total number of cases allows us to benchmark ourselves against other countries and to ensure the number isn't moving upwards too rapidly to indicate a growth in cases.
Three day average of new cases	DHSC hospital lab	The three day average helps to give a better indicator as to whether the community spread of Covid is increasing or not. The three day average helps smooth out any short term fluctuations and is important given the relatively small size of our dataset.
Calls to 111	111 contact centre	This is a helpful leading indicator which can provide a useful proxy of public concerns in relation to increasing numbers of Covid related symptoms and potential increases in new cases.
Number and size of cluster outbreaks	111 contact centre	Where a number of cases develop in one area, it's important to capture these and report on them as a cluster as they can often lead to other cases in the community.

Government will assess the overall risk to the Island of increased transmission based on the rolling three day average of coronavirus cases.

3 day average 0 - 5	Green
3 day average 6 - 10	Amber
3 day average 11 - 20	Red
3 day average 21+	Black

Estimates for R_0^1 for SARS-CoV-2 (coronavirus) vary, with Imperial's paper of 30th March quoting 3.87 (range 3.01 to 4.66). Calculating R_t on a daily basis is an inexact science, to say the least, and even the Robert Koch Institut in Germany consider their figures to be an estimate, based on much bigger numbers than we have here. In the Isle of Man with such low numbers (both of cases so far, and of the population as a whole) the wide confidence intervals and day to day variation would make such calculations practically useless.

This is why the dataset on the previous page has been identified by clinicians on the Island as the most appropriate way to identify whether we are in control of coronavirus or not.

Health Readiness:

The below dataset describes how much capacity exists within the Health service and how it is coping with both non-Covid demand and Covid related demand

HEALTH READINESS		
Indicator	Data Source	Why it's important
Staff Availability/ RAG	Nobles Hospital/ Office of Human Resources	The number of available staff determines the capacity of the health service to cope with increasing demand.
Community bed capacity	via DHSC	This describes the capacity of beds in the community, that is, outside of Nobles. Part of the COVID-19 response plan requires that certain patients receive treatment in the community for COVID related conditions to free up the hospital for the most serious and vulnerable patients
ITU capacity	Nobles	ITU capacity in Nobles is limited. In the event of a surge in Covid cases, up to 1% of Covid positive cases would require admission to ITU, so capacity in this sector is key.
Nobles capacity	Nobles	This represents overall capacity in the hospital and is an important factor in determining the ability of the health service to cope with an increase in demand.

1: A note on R_0 :

R is the reproduction number of an infection and indicates how many people each infected person will pass it on to. R_0 is known as the basic reproduction number, and is the value of R in a previously uninfected population with no immunity and no social measures introduced. It depends not only on the characteristics of the infection itself, but also on the social structures of the population being infected, for example, R_0 in a densely packed urban population will be higher than that in a sparsely populated rural community.

R_t refers to R at a specific time point t , usually after various measures such as social distancing, border closure, lockdown etc. have been put in place. Once R has been reduced to less than 1 an epidemic will eventually die out - the lower the value of R the quicker this happens.

Social Indicators:

These indicators show how the community is coping with the effects of lockdown. It is important to ensure the risk of harm from the effects of the coronavirus is balanced against the harm to people arising from the restriction on movement, in particular mental health and domestic abuse.

SOCIAL INDICATORS		
Indicator	Data Source	Why it's important
Number of Police incidents related to breaches	IOM Constabulary	This represents the number of incidents recorded by the Police where a person has failed to comply with emergency powers regulations intended to limit the spread of coronavirus. It is a useful leading indicator of public compliance and acceptance of covid measures.
Number of people in custody due to Covid related offences	DHA	This measure shows how many serious breaches of emergency legislation there have been and is also useful in understanding overall compliance with current coronavirus measures.
Domestic abuse calls to Police	IOM Constabulary	Lockdown measures can increase the opportunity for perpetrators of Domestic abuse to harm their victims. The harm to victims of abuse must be balanced against the harm caused by coronavirus and this indicator is an important part of helping to measure that.
Mental health calls	IOM Constabulary	The Police are in most cases the first point of call for mental health crisis calls in the community, ranging from anxiety to those who try to take their own life or harm others. As with Domestic abuse, the harm caused by coronavirus must be balanced against the harm caused to the community's mental health through continued lockdown.
Poverty Indicators	Cabinet Office, Treasury & Third Sector	An increase in welfare payments and socio-economic indicators together with pressures across third sector, private and community organisations who provide support to those most vulnerable people will provide an indicator of potential increases in poverty and associated outcomes
Police Staffing/ RAG	DHA	The Police will ensure those who are required to self-isolate because of coronavirus are following the requirements in the direction notice given to them by DHSC. If Police levels become too low, enforcement of Covid related activity may fall and lead to increased spread of the virus.

ECONOMIC INDICATORS

Jobseekers/ Unemployed	Economic Affairs	This gives a good measure of how the economy is coping and the impact of the lockdown on the economy.
Wage Support	Economic Affairs	This is the monthly numbers and cost of the Salary Support Scheme and indicates those businesses and employees that are affected by the pandemic and need support.
Earnings Replacement	Economic Affairs	This is the weekly cost of those claiming the Manx Earnings Replacement Allowance and sits alongside jobseekers and salary support to give an overall indication of the impact that has been seen.
Manx Industrial Relations Service forward concerns	MIRS	As the Manx Industrial Relations is likely to see issues from employers and employees before they seek formal support mechanisms this is useful to bring into the overall picture
Monthly Exchequer Cost	Treasury	This is the total cost to the Treasury of lost revenues and money paid out through support schemes. It helps capture the total cost to the Government of the coronavirus and will inform decision making on economic stimulus and ongoing sustainability.



Isle of Man
Government

Reiltys Ellan Vannin

STAY SAFE

www.gov.im/coronavirus