

COVID-19 STRATEGIC FRAMEWORK: ALLOCATION OF LEVELS TO LOCAL AUTHORITIES

REVIEW 10 NOVEMBER 2020

Purpose

1. This document sets out the outcome of the first review of the allocation of levels to local authorities published on 29 October 2020 (Annex A). It also sets out in summary the reasons for changes in allocation (Annex B).
2. An evidence paper setting out the data and analysis supporting these decisions is being published separately.

Summary of process for decision making

3. On 29 October 2020, as part of [Scotland's Strategic Framework](#), the Scottish Government published the initial allocation of levels to local authorities. These allocations came into effect on 2 November 2020.
4. The allocation document makes clear that decisions have to be based firmly in the best available evidence, assessed through a process that is open, transparent and collaborative and frequently reviewed so that restrictions are not kept in place longer than is strictly necessary to achieve the aim of suppressing the virus.
5. The allocations are reviewed weekly and this document sets out the outcome of the first review.
6. In line with the process set out in the allocations document, the National Incident Management Team (NIMT), chaired by Public Health Scotland and including representatives from local government as observers, met to discuss the latest analysis of data, which had been agreed with local partners including Directors of Public Health. The NIMT then provided advice to a group made up of the Scottish Government's chief advisers whose remit includes considering the "four harms" and observers from local government. This group helped form recommendations for Ministers on allocation of levels, which were discussed with the relevant local authorities, and then agreed by the Scottish Cabinet on 10 November 2020.
7. The key indicators which informed the initial allocation of levels on 20 November 2020 and which have now informed the review of those allocations are:
 - a) The number of cases per 100,000 people over the past seven days;
 - b) The percentage of tests that have been positive over the past seven days;
 - c) Forecasts of the number of cases per 100,000 consisting of the weekly number of cases in two weeks' time;
 - d) Current and projected future use of local hospital beds, compared with capacity;
 - e) Current and projected future use of intensive care beds, compared with capacity.

8. The status of these indicators, including relevant trends for each local authority, are set out in the separate evidence paper. These trends are important information alongside the indicators. The data itself do not determine the relevant level of any local authority, and are considered alongside other local, regional and national factors. Ultimately, it is a matter of judgement drawing upon all relevant information. The allocations document sets out a number of wider considerations that could have a bearing on the decision-making.

Summary of review

9. In announcing the initial allocation of levels to local authorities to Parliament on 29 October, the First Minister made it clear that the Scottish Government was taking a deliberately cautious approach. This was not only to reflect the fact that we were introducing a new framework for the first time, but also the fragility of the situation we were facing. That situation has not changed. Overall, the situation remains fragile with - as yet - no sustained evidence that we are changing the course of the pandemic.
10. We remain confident that with local authorities allocated to the appropriate level, the measures in place within the levels will impact positively on the course of the pandemic. That, however may take some time. So while the decisions set out in this document are justified, necessary and proportionate for each local authority, the overall national impact of the measures has also to be considered. That means local authorities not moving down levels until there is sustained evidence of improvement and moving up levels quickly to mitigate the risk of deterioration and associated harms.
11. The specific outcome of the review is that the allocation of level for three of Scotland's local authorities is changing. For Angus, Fife and Perth and Kinross, all initially allocated at level 2, from 13 November these local authorities will move to level 3. This reflects a concern that level 2 restrictions are not sufficient to suppress transmission in these areas and that pre-emptive action is needed to prevent further deterioration. In Fife, there is an imminent threat of exceeding NHS ICU capacity; in Perth and Kinross there is an increasing trend in case rates.
12. The allocation of level for the remaining 29 local authorities remains unchanged. This does not mean the impact of the pandemic on these areas is unchanged. We have seen some areas improve, some remain broadly static and some showing signs of deterioration. For those local authorities in those latter two categories in particular – areas of concern - we will continue to monitor on a daily basis, discussing the situation in depth with the local Director of Public Health and with the NIMT. The next scheduled review will be on 17 November. We may need to bring that forward for any one or more local authorities as the situation requires.

Scottish Government

10 November 2020

ANNEX A - ALLOCATION OF LEVEL TO EACH LOCAL AUTHORITY AREA AND SUMMARY OF RELEVANT INDICATORS

Local authority*	Cases / 100k	Test Positivity	Cases / 100k forecast	Hospital forecast	ICU forecast	Present level	Level from 13 Nov
East Ayrshire	H	H	M	M	L	3	3
North Ayrshire	H	H	M	M	L	3	3
South Ayrshire	H	H	M	M	L	3	3
Scottish Borders	L	M	VL	VL	VL	2	2
Dumfries and Galloway	L	M	VL	VL	VL	2	2
Fife	M	H	L	VL	M	2	3
Clackmannanshire	M	M	M	VL	VH	3	3
Falkirk	L	M	M	VL	VH	3	3
Stirling	M	H	L	VL	VH	3	3
Moray	VL	L	VL	VL	VL	1	1
Aberdeen City	L	L	VL	VL	VL	2	2
Aberdeenshire	L	L	VL	VL	VL	2	2
East Renfrewshire	H	VH	M	L	M	3	3
Inverclyde	H	H	M	L	M	3	3
Renfrewshire	H	VH	M	L	M	3	3
West Dunbartonshire	H	H	M	L	M	3	3
East Dunbartonshire	H	H	M	L	M	3	3
Glasgow City	VH	VH	M	L	M	3	3
Highland	L	L	VL	VL	VL	1	1
Argyll and Bute	L	M	L	VL	VL	2	2
South Lanarkshire	H	VH	M	VH	H	3	3
North Lanarkshire	H	VH	M	VH	H	3	3
East Lothian	L	H	M	VL	VL	3	3
Midlothian	M	H	M	VL	VL	3	3
City of Edinburgh	M	H	VL	VL	VL	3	3
West Lothian	H	H	M	VL	VL	3	3
Orkney Islands	VL	VL	VL	VL	VL	1	1
Shetland Islands	VL	VL	VL	VL	VL	2	1
Angus	M	M	L	VL	VL	2	3
Dundee City	M	H	M	VL	VL	3	3
Perth and Kinross	M	M	M	VL	VL	2	3
Na h-Eileanan Siar	VL	VL	VL	VL	VL	1	1

*Ordered by health board

VL = very low, L = low, M = moderate, H = high, VH = very high

ANNEX B – SUMMARY OF REASONS FOR CHANGE IN ALLOCATION OF LEVEL

Note: the following table sets out summary information only. Further data is contained in the supporting analytical paper. Broader information, including at the local level by the National Incident Management Team, has also been considered in reaching these allocation decisions.

Local authority	level	Summary of reasons for change in allocation of level
Aberdeen City	2	<ul style="list-style-type: none"> Potential early signs of stabilisation. No sustained improvement. Allocation unchanged.
Aberdeenshire	2	<ul style="list-style-type: none"> Small increase in cases and test positivity rate. Forecast improved but no sustained improvement. Allocation unchanged.
Angus	3↑	<ul style="list-style-type: none"> The case rate has increased 47% in last 7 days with increases in 4 days out of last 7 (up to 78 cases per 100,000 on 6 Nov). Increase in test positivity rate up to 4.2% on 6 Nov from 2.9% on 30 Oct. Test positivity increased 6 days out of last 7 (to 6 Nov). Case forecasts remain relatively high indicating continued risk requiring restrictions. Angus is currently allocated to level 2. Although Angus has not yet reached the point where all the indicators point to level 3, there is no confidence that established growth will be slowed or reversed before that point. Action is therefore recommended now to mitigate that risk. There is no basis to allocate Angus to level 4, therefore Angus is allocated to level 3.
Argyll and Bute	2	<ul style="list-style-type: none"> Potential early signs of stabilisation. No sustained improvement. Argyll and Bute continues to be allocated to level 2.
Borders	2	<ul style="list-style-type: none"> Borders has seen a slight deterioration in its position. A 50% increase in cases (43 to 65) and test positivity rate (2.7% to 4.0%). A slight deterioration in forecast cases suggesting area to be kept under review. No basis to increase level at this stage; on that basis Borders remains allocated at level 2.
Clackmannanshire	3	<ul style="list-style-type: none"> Some signs of improvement in cases, test positivity rates and forecast cases. No evidence of sustained improvement at this time but position to be monitored closely. No evidence of need to increase level therefore Clackmannanshire remains allocated at level 3.
Comhairle Nan Eilean Siar	1	<ul style="list-style-type: none"> Continued improvement in position following ending of recent outbreak.

		<ul style="list-style-type: none"> • Sustained improvement should be basis of review for potential level zero. • Comhairle Nan Eilean Siar continues to be allocated to level 1.
Dumfries and Galloway	2	<ul style="list-style-type: none"> • Initial signs of relative stability in both cases and test positivity rate. Forecast cases also improving. • Further evidence of sustained improvement required before consideration of reduction in level. • Dumfries and Galloway remains allocated to level 2.
Dundee City	3	<ul style="list-style-type: none"> • Reduction in cases, slight reduction in test positivity rate and improved forecast cases. • No evidence of sustained improvement. Situation to be monitored. • Dundee City continues to be allocated to level 3.
East Ayrshire	3	<ul style="list-style-type: none"> • Slight decrease in cases and test positivity rate. Forecast cases remain high. • Continued evidence of projected pressure on NHS Ayrshire and Arran. • East Ayrshire continues to be allocated to level 3.
East Dunbartonshire	3	<ul style="list-style-type: none"> • Slight reduction in cases. Reduction in test positivity rate (10.2% to 9.4%). Forecast cases remain high. • Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. • East Dunbartonshire continues to be allocated to level 3.
East Lothian	3	<ul style="list-style-type: none"> • Reduction in cases, slight reduction in test positivity rate. Forecast cases remains high. • No evidence of sustained improvement. Situation to be monitored in terms of possible future reduction to level 2 • East Lothian continues to be allocated to level 3.
East Renfrewshire	3	<ul style="list-style-type: none"> • Increase in cases and test positivity rate. Forecast cases remains high. • Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. • East Renfrewshire continues to be allocated to level 3.
Edinburgh	3	<ul style="list-style-type: none"> • No increase in cases, small increase in test positivity rate. Less positive forecast cases. • No evidence of need to increase level. Continue to monitor in terms of possible future reduction to level 2. • Edinburgh continues to be allocated to level 3.
Falkirk	3	<ul style="list-style-type: none"> • Improved cases and test positivity rate. Some improvement to forecast cases. • Continued evidence of projected pressure on NHS Forth Valley ICU capacity. • No basis to increase levels. Continue to monitor for evidence of sustained improvement. • Falkirk continues to be allocated to level 3.

Fife	3↑	<ul style="list-style-type: none"> Increases in cases in 6 of last 7 days, with an overall increases in cases of 40% (76 to 106). Increase in test positivity rate (4.5% to 6.0%). Forecast cases are not worsening. Continued evidence of current and projected pressure on NHS Fife ICU capacity. Fife is currently allocated to level 2. Although Fife has not yet reached the point where all the indicators point to level 3, there is no confidence that established growth will be slowed or reversed before that point. Action is therefore being taken now to mitigate that risk. There is no basis to allocate Fife to level 4 therefore Fife is allocated to level 3.
Glasgow	3	<ul style="list-style-type: none"> Glasgow remains an area of concern. Despite restrictions having been in place for some time we are not seeing improvements in cases or test positivity rates. Some improvement in forecast cases (reduction in probability of over 500 cases reduced from 19% to zero). Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. Situation will remain under close scrutiny, with potential to increase to level 4. Glasgow continues to be allocated to level 3.
Highland	1	<ul style="list-style-type: none"> Some increases in cases. Stable test positivity rate. Continued relatively low forecast cases. No evidence at this point to reduce allocation. Highland continues to be allocated to level 1.
Inverclyde	3	<ul style="list-style-type: none"> Inverclyde is an area of concern with 119% increase in cases over past week and increase in test positivity rate (3.4% to 5.5%). Forecast cases remain high. Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. Situation will remain under close scrutiny. Inverclyde continues to be allocated to level 3.
Midlothian	3	<ul style="list-style-type: none"> Some reduction in cases with small increase in test positivity rate (5.0% to 5.4%). Forecast cases remains relatively high. No basis to decrease allocation at this time. Situation to be monitored. Midlothian continues to be allocated to level 3.
Moray	1	<ul style="list-style-type: none"> Some increase in cases (73% from 11 to 20) and test positivity rate (0.9% to 1.5%). Forecast cases relatively low. No basis to increase allocation. On that basis Moray continues to be allocated to level 1.

North Ayrshire	3	<ul style="list-style-type: none"> • Reduction in cases and test positivity rate. Forecast cases is improving. • Continued evidence of projected pressure on NHS Ayrshire and Arran. • No basis to increase allocation. • On that basis North Ayrshire continues to be allocated to level 3.
North Lanarkshire	3	<ul style="list-style-type: none"> • North Lanarkshire remains an area of concern with cases and test positivity rates remaining stubbornly high. • Some evidence of improvement in forecast cases. Situation to remain under close scrutiny. • North Lanarkshire continues to be allocated to level 3.
Orkney	1	<ul style="list-style-type: none"> • Continued low level of cases and test positivity rate. • Sustained low levels should be basis of potential allocation to level 0. Situation should continue to be monitored. • Orkney continues to be allocated to level 1.
Perth and Kinross	3↑	<ul style="list-style-type: none"> • Increase in cases in 6 of the past 7 days with nearly 33% increase over period (73 to 97). • Test positivity rate has increased 0.5% from 4.1% to 4.6%. • Deterioration in forecast cases with probability of over 100 cases increased from 57% to 77%. • Perth and Kinross is currently allocated to level 2. Although Perth and Kinross has not reached the point where all the indicators point to level 3, there is no confidence that established growth will be slowed or reversed before that point. Action is therefore being taken now to mitigate that risk. There is no basis to allocate Perth and Kinross to level 4 therefore Perth and Kinross is allocated to level 3.
Renfrewshire	3	<ul style="list-style-type: none"> • Renfrewshire remains an area of concern with increases in cases in each of the last 7 days, up nearly 31% (219 to 286). • Test positivity rate has increased from 8.8% to 10%. • Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. • Situation to remain under close scrutiny, with potential to increase to level 4 • On that basis Renfrewshire continues to be allocated to level 3.
Shetland	1	<ul style="list-style-type: none"> • Continued low level of cases and test positivity rate. • Sustained low levels should be basis of potential allocation to level 0. Situation should continue to be monitored. • Shetland continues to be allocated to level 1.
South Ayrshire	3	<ul style="list-style-type: none"> • South Ayrshire is an area of concern. 33% increase in cases in 6 of the last 7 days (139 to 185). • Test positivity rate has increased from 6.7% to 8.3%.

		<ul style="list-style-type: none"> Continued evidence of projected pressure on NHS Ayrshire and Arran. Situation should remain under close scrutiny. South Ayrshire continues to be allocated to level 3.
South Lanarkshire	3	<ul style="list-style-type: none"> Despite slight decreases in cases and test positivity rate South Lanarkshire continues to be an area of concern. Cases and test positivity rate remain stubbornly high. There is some improvement in forecast cases with the probability of over 500 cases reduced from 81% to zero. Situation should remain under close scrutiny. South Lanarkshire continues to be allocated to level 3.
Stirling	3	<ul style="list-style-type: none"> Stirling is an area of concern with a 79% increase in cases over last 7 days and a significant increase in case positivity (4.4% to 7.6%). There is some improvement in forecast cases. Continued evidence of projected pressure on NHS Forth Valley ICU capacity. Situation should remain under close scrutiny. Stirling continues to be allocated to level 3.
West Dunbartonshire	3	<ul style="list-style-type: none"> West Dunbartonshire remains an area of concern with both cases and test positivity rate remaining stubbornly high. Forecast cases not improving quickly enough. Continued evidence of projected pressure on NHS Greater Glasgow and Clyde. Situation should remain under close scrutiny. West Dunbartonshire continues to be allocated to level 3.
West Lothian	3	<ul style="list-style-type: none"> Very slight increase in cases and test positivity rate. Some improvement in forecast cases. There is not yet any evidence of sustained improvement and levels remain too high. There is no basis to increase West Lothian to level 4. West Lothian continues to be allocated to level 3.