

**IN THE MATTER OF** *the Inquiries Act 2014* (Vic)

**AND IN THE MATTER OF** a Board of Inquiry into the COVID-19 Hotel Quarantine Program

### **Statement of Simone Alexander**

#### **Introduction**

1. This statement is provided in response to 21 questions raised by the Board of Inquiry (**Board**) under cover of a letter to the Proper Officer of Alfred Health dated 20 August 2020 (Notice to Produce, **NTP**). Under cover of an earlier letter dated 18 August 2020, the Board also sought answers to 33 questions posed to Alfred Health's Manager of Infection Prevention, [Redacted: Alfred Health - Nurse Manager]. In addition to answering questions asked of me as the Proper Officer at Alfred Health, in this statement I seek where appropriate to answer questions which were addressed to [Redacted: Alfred Health - Nurse Manager] which she was unable to answer due to a lack of knowledge or information on her part concerning aspects of the Hotel Quarantine Program.
2. The answers to the Board's questions set out in this statement are included by me partly in reliance of my direct knowledge of Alfred Health's involvement the Hotel Quarantine Program, and also on the basis of information obtained by me after having made enquiries of Alfred Health staff and conducted a review of documentation held by Alfred Health to the best of my ability in the time available.

#### **NTP Question 1: What is your title and role within Alfred Health?**

3. I am the Chief Operating Officer of Alfred Health.

#### **NTP Question 2: What is your relevant professional background and work history?**

4. I assumed the role of Acting Chief Operating Officer in December 2017 and the role of Chief Operating Officer in August 2018. I am responsible for Alfred Health's clinical operations. From December 2011 until December 2017 I was a Clinical Service Director at Alfred Health, most recently as the Clinical Service Director for Emergency and Acute Medicine.
5. I have a Bachelor of Nursing, Masters of Clinical Nursing and a Masters of Health Administration.

#### **Overview of Alfred Health's role in the Hotel Quarantine Program**

6. Alfred Health was first contacted on 15 April 2020 by the Department of Health and Human Services (**DHHS**). The DHHS requested Alfred Health provide nurses, who were to make welfare check telephone calls to the returned travellers using a checklist/prepared questions provided by the DHHS. At that time there were (non Alfred Health) staff on site at the Hotels providing clinical care to quarantine guests, however there was to be no clinical care or face to face contact between the Alfred Health staff and quarantined travellers.
7. Alfred Health began providing nurses for the telephone welfare checks at five quarantine hotels on 16 April 2020. The arrangement between the DHHS and Alfred Health was initially for provision of nursing staff for two weeks.

8. On 23 April 2020 the DHHS requested Alfred Health provide staff for telephone welfare checks for a further month commencing 27 April 2020, with the number of hotels to be increased to 15 hotels. Alfred Health agreed to this.
9. Following this there were discussions between the DHHS and Alfred Health regarding extending the time frame for provision of Alfred Health services, and also potentially expanding the scope of services provided to incorporate general (face to face) nursing services. On 21 May 2020, Alfred Health advised it could continue providing nursing staff for telephone welfare checks for a further two weeks (until 7 June 2020) and during that time would reassess its capacity to provide staff beyond that period.
10. In late May and early June 2020 there were discussions between Alfred Health and DHHS regarding the potential for Alfred Health to provide clinical staff for quarantine hotels. It was discussed that Alfred Health would provide all registered nurses, team leaders and an alternate nursing workforce. Alfred Health would also provide concierge support and infection prevention consultancy services. It was proposed that these services would initially be provided to the Brady Hotel (a new hotel to be opened for COVID-19 positive guests) and then expand to other hotels with the Hotel Quarantine Program.
11. Under these arrangements Alfred Health was involved in the commencement of quarantine in the Brady Hotel, which opened as a "Health Hotel" on 17 June 2020. Shortly thereafter, it was agreed that Alfred Health would oversee cleaning and security services at the Brady Hotel (which were subcontracted by Alfred Health to its long term provider, Spotless).
12. Alfred Health's involvement was expanded across quarantine hotel sites in early July 2020. The services provided at hotels varied, but in large part included the provision of clinical nurse managers (who worked with agency nursing staff engaged by the DHHS), infection control and reviews, and cleaning and security (also both through Spotless).
13. In late July 2020 a significant number of hotels in the Hotel Quarantine Program ceased operating as quarantine hotels, in a context where Department of Justice and Community Safety (DJCS) assumed responsibility for the program and international arrivals stopped landing in Victoria. Alfred Health's involvement in the program decreased at that time, as the number of hotels requiring services decreased.
14. Alfred Health continues to provide services to the Brady Hotel and Parkroyal Hotel. At the time of making this statement, Alfred Health engages Spotless to provide cleaning services to the Rydges Hotel, however that is anticipate to end, at this stage as of 3 September 2020.

#### **Alfred Health's role prior to 26 May 2020**

#### **NTP Question 3: Prior to 26 May 2020, what was the role of Alfred Health in relation to the Hotel Quarantine Program?**

15. On 15 April 2020 the DHHS requested Alfred Health supply registered nurses to conduct telephone welfare checks on quarantined passengers in five hotels within the Hotel Quarantine Program for a period of two weeks. The hotels included Pan Pacific, Four Points at Sheraton, Novotel on Collins, Travelodge South Bank and Rydges Hotel. Alfred Health commenced providing those telephone nursing services to the Program on 16 April 2020.

16. On 23 April 2020, the DHHS requested Alfred Health to continue to provide telephone welfare checks for a further four week period from 27 April 2020, with an expansion of the service to a further eight hotels including Batman's Hill on Collins, Crown Promenade, Crown Metropol, Crowne Plaza Hotel, Mercure Welcome Melbourne, Novotel South Wharf, Holiday Inn Flinders and Marriott Hotel. The service was also provided at Stamford Plaza from 4 May 2020; Holiday Inn Airport from 13 May 2020; Grand Chancellor Hotel from 23 May; Pullman on Swanston and Parkroyal Airport from 28 May 2020; and Novotel on Collins from 6 July 2020.

**NTP Question 4: Prior to 26 May 2020, what services did Alfred Health provide as part of Victoria's Hotel Quarantine Program?**

17. Prior to 26 May 2020, and up until 17 June 2020, Alfred Health services were limited to providing nursing staff who conducted telephone welfare checks for quarantine passengers.
18. I understand that Alfred Health Crisis Assessment Treatment Team (CATT) may have provided emergency mental health services to guests in the Hotel Quarantine Program prior to 26 May 2020. I have not been able to confirm that as at the time of signing this statement. However, to the extent those services were provided, they would have been provided in the course of ordinary services provided by CATT to members of the community in the Alfred Health catchment (similar to ambulance or police emergency services) and not under any specific arrangement relevant to the Hotel Quarantine Program.

**NTP Question 5: For each quarantine hotel to which Alfred Health provided staff prior to 26 May 2020, please state:**

- a. **the name of the hotel(s);**
  - b. **the number of staff rostered to each shift at each hotel;**
  - c. **the role of staff rostered;**
  - d. **the number of shifts per day; and**
  - e. **the duties and responsibilities of the staff rostered for each shift.**
19. Prior to 26 May 2020, Alfred Health provided nursing staff for telephone welfare checks as outlined above in my response at paragraphs 15 and 16.
20. With respect to welfare checks, two Alfred Health staff per hotel were supplied to the morning shift (commencing 0700 hours) and two to the afternoon shift (commencing 1300), with no staff required for the overnight shift.
21. The welfare check role required nursing staff to attend the hotels where they conducted welfare checks by telephone. They did not have any face to face contact with guests. Alfred Health staff operated in an office-like environment at each of the hotels, usually from a conference room or board room. I understand that the purpose of the welfare

check was to ensure that guests were contacted each day and to identify any health or other concerns that needed to be addressed.

22. To complete the welfare check, Alfred Health staff used pro forma welfare surveys developed by the DHHS. The surveys were filed in a hard copy file designated to each room. This enabled continuity of care, as staff could review prior welfare checks to establish if issues had been identified in the course of previous daily welfare checks. If Alfred Health staff had concerns regarding guests' physical or mental health, those concerns were escalated to the (non Alfred Health) clinical team on site, or the DHHS team leader.

**NTP Question 6: Can you describe the management and leadership structure that was in place at Quarantine Hotels at which Alfred Health had a presence, prior to 26 May 2020?**

23. Prior to 26 May 2020 Alfred Health had a limited role in the Hotel Quarantine Program, as outlined above. Alfred Health was not responsible for leadership on site at the hotels, which was managed by the DHHS. Alfred Health's understanding was that the DHHS had a Team Leader onsite at each hotel and that person had responsibility for all aspects of the hotel's operations and could escalate issues with hotel management and internally at the DHHS.
24. With respect to Alfred Health staff, their involvement at the hotels was coordinated by Alfred Health Clinical Operations Manager, [REDACTED]. At the commencement of Alfred Health staff's first shift working in the Hotel Quarantine Program, staff were routinely given a briefing by either [REDACTED] or [REDACTED], Acting Deputy Director of Operations for Emergency and Acute Medicine at Alfred Health, regarding the scope of their role, the hotel and how to escalate concerns (either to the DHHS team leader on site and/or to the Alfred Health Clinical Operations Manager directly).

**NTP Question 7: Prior to 26 May 2020, which person (name, role and job title) was in charge of infection prevention and control at each of the Quarantine Hotels at which Alfred Health had a presence?**

25. Prior to 26 May 2020, the DHHS Team Leaders were in charge of operations onsite at the Quarantine Hotels. From Alfred Health's perspective, this role included responsibility for oversight of infection prevention..
26. The specific individuals who performed the Team Leader role at the hotels changed over time, and Alfred Health did not receive a comprehensive daily roster or record of the Team Leaders at each site until after 26 May 2020. However, the Alfred Health Clinical Operations Manager, [REDACTED], attended each of the hotel sites regularly (initially daily, and then every few days once Alfred Health involvement in the Program was expanded in late April) and therefore was in contact with both the Alfred Health staff and the DHHS team leaders on site.
27. The DHHS did not set requirements for infection prevention and control in relation to Alfred Health staff conducting welfare checks. All Alfred Health clinical staff, including those conducting welfare checks as part of the Hotel Quarantine Program, are trained

in infection prevention, including hand hygiene and PPE, as part of the routine requirements of their role. Alfred Health staff attending the hotels were not required by Alfred Health to wear PPE as they were only to be working in 'green' zones (with no contact with guests) and were not permitted to enter any 'red' zones (where guests would be and/or where donning and doffing of PPE occurred). However, they disinfected their work-spaces at the commencement and conclusion of each shift, and socially distanced. From time to time, whenever the Alfred Health Clinical Operations Manager identified that there was insufficient distance between workstations or limitations on the ability of staff to socially distance due to the rooms provided at the hotels, these issues were escalated to the DHHS Team Leader. These are discussed further below at paragraph 86.

**NTP Question 8: Prior to 26 May 2020, did Alfred Health engage any subcontractors to provide services as part of Victoria's Hotel Quarantine Program?**

28. No.

**The Brady Hotel**

**NTP Question 9: What has been the role of Alfred Health in the Hotel Quarantine Program at the Brady Hotel? Has that role changed over time? If so, please describe how.**

29. In around late May 2020 Alfred Health was requested by the DHHS to expand its involvement in the Hotel Quarantine Program beyond telephone welfare checks, to incorporate the provision of clinical services and infection control. It was discussed that Alfred Health would first provide these services to the Brady Hotel, a new "Health Hotel" (that is, a hotel which only accommodated passengers who were COVID-19 positive) being established in the Program, with a view to expanding the services across all hotel sites in the Program.

**Initial involvement at the Brady Hotel**

30. Alfred Health's expanded role commenced when the Brady Hotel opened on 17 June 2020. Under these arrangements, Alfred Health had responsibility for clinical operations and infection prevention consultancy services. From a practical perspective this meant that Alfred Health provided clinical nursing staff, including clinical nurse team leaders (a role analogous to a nurse unit manager). These staff provided direct (face to face) care for guests. The DHHS continued to provide on site mental health nursing staff until on or about 24 July 2020, when Alfred Health took over this role.
31. The DHHS retained oversight of hotel operations and continued to provide the Authorised Officer (the senior DHHS representative responsible onsite, including for formal authorisations or orders issued to quarantine guests) and the responsible onsite DHHS Operational Team Leader. However, clinical leadership was provided by the Alfred Health clinical nurse team leaders.

32. Shortly after the Brady Hotel opened, it was determined in consultation with the DHHS that Alfred Health would also arrange for security, cleaning and customer liaison staff to be appointed at the hotel. These services were subcontracted by Alfred Health to Spotless, which has a long-standing relationship with Alfred Health and provides services at the Alfred Hospital and other Alfred Health sites. Alfred Health considered Spotless was experienced in operating in clinical settings and environments where infection control considerations were important. Spotless provides an onsite team leader for its staff and undertakes pathogen cleaning of high touch points and guests rooms (after they have left).
33. In addition, Spotless subcontracted certain security services (being the provision of security guards on each floor) to a company called Southern Cross Protection. Alfred Health were familiar with the subcontracted company, which is engaged by Spotless from time to time to provide security services at Alfred Health.
34. Alfred Health also provided 'on boarding' training for all staff onsite at the Brady Hotel who were engaged directly by Alfred Health or pursuant to contracts with it and implemented infection control measures, including a process of regular auditing. Details of infection control measures are discussed below in relation to question 18 (paragraphs 58 to 65).

#### **Current involvement**

35. The services Alfred Health currently provides at the Brady Hotel are set out in the table below. Of the services provided by Alfred Health, currently cleaning and customer support services are subcontracted to Spotless.
36. As noted above, security was initially subcontracted by Alfred Health to Spotless, which also engaged Southern Cross Protection. On 13 July 2020 Alfred Health was requested by the DHHS not to use Southern Cross Protection for provision of security, and accordingly their services were not used from 14 July 2020. On 17 July 2020 the DHHS advised that Victoria Police would commence providing security services at the Brady Hotel as of that evening. Victoria Police have provided the security services at the Brady Hotel since then.
37. Alfred Health has also engaged infection prevention consultants through Healthcare Australia to provide input across hotel sites, including the Brady Hotel, which is discussed below in my statement at paragraph 58(g). Those consultants commenced on or about 13 July 2020.

Service	Provider	
	Alfred Health	Other
Authorised Officer		✓
Operational Team Leader		✓
Clinical Team Leader	✓	
Nursing Workforce	✓	

COVID-19 Testing Team	✓	
Mental Health Clinicians	✓	
Security		✓ <b>Note:</b> initially provided by Spotless (and Southern Cross Protection) engaged through Alfred Health. Security is currently provided by Victoria Police.
Customer Service Officers <i>(direct and indirect supervision of guests to ensure compliance with quarantine restrictions, provision of support and supervision (escort during fresh air breaks) to guests; and delivery of care packages to guests floors)</i> <i>(via Spotless)</i>	✓	
Clinical Cleaning <i>(via Spotless)</i>	✓	
General Hotel Cleaning & Housekeeping		✓
Clinical Waste Management <i>(to designated site point only)</i>	✓	
Clinical Waste Removal <i>(from site)</i>		✓
Infection Prevention Consultancy	✓	
Medical services (telephone GP service)		✓
Pharmacists		✓ Private scripts from contracted pharmacies
Pathology (COVID-19 Testing)		✓
Passenger Food services		✓
Contact tracing (all agencies and hotel staff on site)	✓	

**NTP Question 10: Please provide an overview of Alfred Health staff working at Brady Hotel, including:**

- a. the number of staff rostered to each shift at each hotel;**
- b. the role of staff rostered;**

c. the number of shifts per day; and

d. the duties and responsibilities of the staff rostered for each shift.

38. The details of these roles are set out in the table below.

	AM shift	PM shift	Night shift	
Clinical Manager	1			<p>Coverage is provided on weekdays (0800 to 1630) plus on an on call basis.</p> <p>Key communication &amp; escalation lead. Liaises with Alfred Health Operational Leadership team.</p> <p>Ensures compliance to infection prevention, risk and other clinical standards.</p> <p>Ensures workforce availability for each site.</p>
Clinical Team Leader	1	1	1	<p>Coverage is provided 7 days a week.</p> <p>Supports the DHHS/DJCS Team Leader onsite to meet operational requirements.</p> <p>Coordinates clinical nursing and alternate healthcare workers.</p> <p>Provides support to non-clinical workforce in collaboration with Spotless Team Leader.</p> <p>Escalates all relevant issues or actions to Clinical Manager or the DHHS/DJCS Team Leader as required.</p> <p>Leads daily operationalisation of infection prevention measures across site (Alfred Health and non-Alfred Health staff).</p>
General Nurse (EN/RN)	3	3	2	<p>Coverage is provided 7 days a week.</p> <p>Completes clinical assessments required and medical screening and responds to guests' needs.</p> <p>Provision of over the counter pharmaceuticals and checking of guests' personal script medication upon delivery.</p>
Alternate Healthcare Worker (e.g. AIN, AHA)	2	2	1	<p>Coverage is provided 7 days a week.</p> <p>This includes staff with allied health qualifications, such as social workers.</p> <p>Attends to guests' needs, as directed by Registered Nurse/Team Leader.</p>



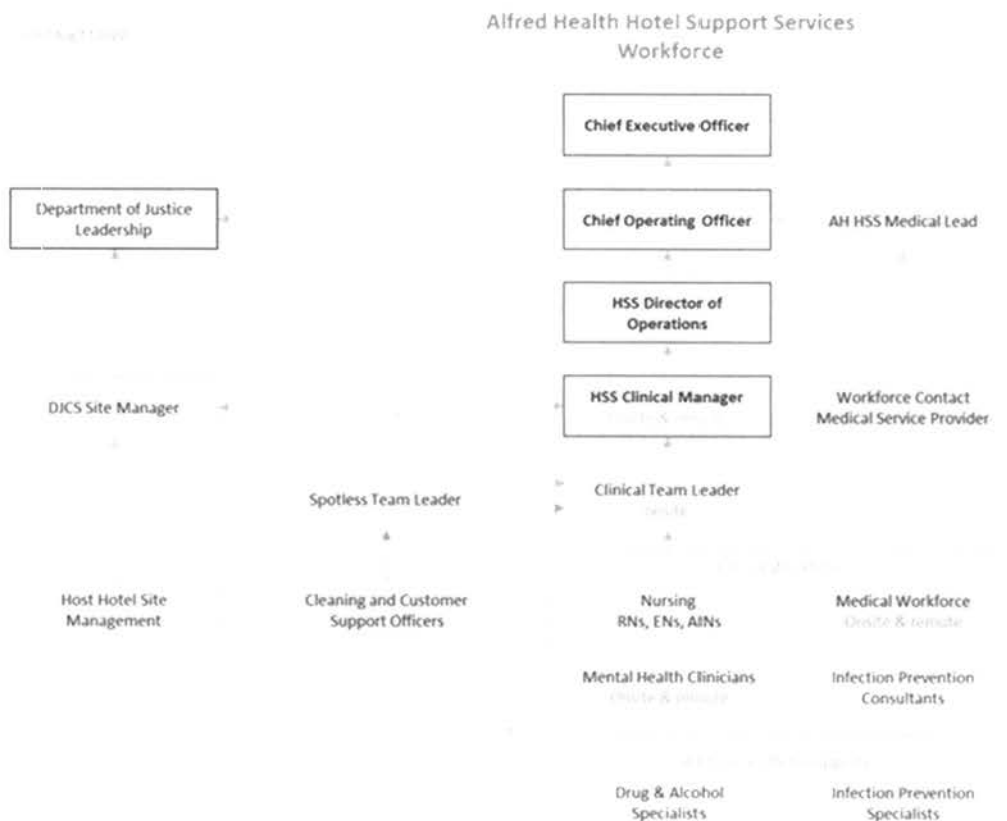
Infection Prevention Consultants (also referred to as clinical nurse consultants)	1 to 2			<p>Coverage is provided on weekdays..</p> <p>Alfred Health currently has an infection prevention lead who works together with infection prevention consultants engaged through Healthcare Australia to provide regular auditing and infection control advice at hotels where Alfred health provides clinical services, being the Brady Hotel and Parkroyal Hotel. Consultants from this team attend onsite each weekday.</p> <p>Onsite review</p> <ul style="list-style-type: none"> <li>Physical distancing compliance and layout, cleaning, PPE review, waste management plan, hand hygiene facilities, workflows (clinical and office based) including checklists and logs and auditing</li> </ul> <p>Education</p> <ul style="list-style-type: none"> <li>Ensure AH Clinical Team Leader is equipped for daily operational coaching role</li> <li>Education of clinical/non-clinical workforce</li> </ul>
Mental Health Clinician	1	1		<p>Coverage is provided 7 days a week.</p> <p>Rostered on site each day, plus out of hours onsite coverage.</p> <p>Provides direct and indirect assessment and intervention for guests experiencing mental health challenges.</p> <p>Provides specialist consultation and assistance to clinical teams. Access to Drug and Alcohol Specialist interventions.</p>
Spotless Manager	1			Coverage is provided on weekdays plus on an on call basis.
Spotless Team Leader	1	1		Coverage is provided 7 days a week.
Cleaning (Spotless)	5	5	1	Coverage is provided 7 days a week.
Customer Service Officers	2	2	1	Coverage is provided 7 days a week.
Security Bag Screening	2	2		Coverage is provided 7 days a week.

**NTP Question 11: What sub-contractors (if any) has Alfred Health engaged for the purposes of delivering services at the Brady Hotel?**

- 39. Alfred Health has engaged Spotless to provide security, cleaning and customer support services. Security services are currently provided by Victoria Police, who took over from Spotless in July 2020 as outlined above at paragraph 36.
- 40. Alfred Health engaged an external consultancy to provide infection control input, which is discussed below at paragraph 58(g).

**NTP Question 12: Can you describe the management and leadership structure that has been in place at the Brady Hotel, since Alfred Health has had a presence there?**

- 41. As the table set out above in response to question 10 indicates, Alfred Health shares responsibility for leadership and management with the Victorian Government Department in charge of the Hotel Quarantine Program, which is currently the DJCS. Alfred Health is primarily responsible for clinical operations and clinical leadership, and has instituted an operational structure for supervision and escalation. The current structure is illustrated below:



**NTP Question 13: At any given moment, of the people who are physically present at the Brady Hotel, which person (role or job title) is in charge of:**

- a. the Hotel Quarantine Program;
- b. infection prevention and control,

**at the hotel? If your answer differs depending on timing or other factors, please provide details.**

42. The person responsible for the Hotel Quarantine Program is the DJCS Site manager. The person responsible for onsite infection prevention and control is the Alfred Health Clinical Manager (when they are onsite, 0800 to 1630 weekdays) or Clinical Team Leader (when the Clinical Manager is not onsite).

### **Alfred Health's role after 26 May 2020**

**NTP Question 14: Since 26 May 2020, has the role of Alfred Health in relation to the Hotel Quarantine Program changed? If so, please provide details.**

43. As outlined above at paragraphs 15 and 16, from 16 April 2020 until 17 June 2020, Alfred Health was only engaged to provide nursing services for welfare check telephone calls to guests. Initially, Alfred Health was to provide services at five hotels, but this gradually increased to nineteen hotels operating within the Hotel Quarantine Program.
44. On 17 June 2020, Alfred Health first assumed clinical responsibility for services at a quarantine hotel, the Brady Hotel, which is discussed above in response to question 9 at paragraphs 29 to 37.
45. Alfred Health subsequently expanded the services it provided to the majority of other hotels in the Hotel Quarantine Program, at the request of the DHHS. This expansion commenced on 1 July 2020, however the expansion was gradual and Alfred Health did not increase services to all hotels on that date. The services provided by Alfred Health can be broadly described as follows:
- (a) at a number of hotels, Alfred Health provided a clinical nurse leader, while the clinical nursing team continued to be engaged through nursing agencies by the relevant government Department (currently the DJCS);
  - (b) for periods at the Pan Pacific, Grand Chancellor Hotel, Parkroyal and Novotel South Wharf, Alfred Health provided clinical nursing staff for all direct care of and engagement with guests (consistent with the approach at the Brady Hotel);
  - (c) across a number of hotels where Alfred Health provided clinical services, it also arranged cleaning and security services which were subcontracted to Spotless by Alfred Health (consistent with the approach at the Brady Hotel);
  - (d) across all hotels where Alfred Health provided (and where the hotel remains open, provides) clinical services, Alfred Health conducted infection control reviews and implemented rectification processes, consistent with the approach taken at Alfred Health hospitals and at the Brady Hotel (outlined below at paragraph 58).

46. The date Alfred Health commenced providing those services at each hotel varied and largely ceased around mid to late July 2020, when the majority of hotels ceased operating as quarantine hotels.
47. At the time of making this statement, Alfred Health is providing services to two hotels as part of the Hotel Quarantine Program: the Brady Hotel (a hotel for COVID-19 positive guests) and Parkroyal Hotel (a hotel for quarantined guests who have not been identified as COVID-19 positive). The services provided at the Brady Hotel have been outlined above. The services provided at Parkroyal Hotel include all clinical nursing services, infection control and review, and cleaning of high touch points and rooms that have been occupied by a COVID-19 positive guest (subcontracted to Spotless). In addition, Alfred Health engages Spotless to provide cleaning services to Rydges Hotel, although that is anticipated to cease as of 3 September 2020.
48. I attach, marked **Appendix**, a table summarising the dates of Alfred Health's involvement in providing increased clinical services at each hotel, based on enquiries at the time of making this statement. Alfred Health was not involved in any decisions regarding which hotels would remain operational in the Program.

**NTP Question 15: Since 26 May 2020, what services has Alfred Health provided as part of Victoria's Hotel Quarantine Program? Please provide details of all services, not limited to health services.**

49. The services provided onsite for hotels in the Hotel Quarantine Program are discussed above. I refer to my answers in response to questions 9 and 14 at paragraphs 29 to 37, and 43 to 48 above.
50. In addition to services provided onsite for the Hotel Quarantine Program, Alfred Health's Infection Control Unit has assisted with contact tracing following identification of a positive COVID-19 case amongst non Alfred Health staff of the Hotel Quarantine Program. Initially, this was provided for Alfred Health staff working at the Hotel Quarantine Program as an adjunct to DHHS contact tracing, in a context where Alfred Health routinely undertook contact tracing for all its staff, irrespective of whether they were employed at the Hotel Quarantine Program or working onsite at an Alfred campus. As of 30 July 2020, Alfred Health has assumed responsibility for contact tracing for all staff working onsite in the Hotel Quarantine Program, including staff from Alfred Health, Spotless, the DJCS, the DHHS, and Victoria Police.

**NTP Question 16: For each quarantine hotel to which Alfred Health currently provides staff, please state:**

- a. the name of the hotel(s);
  - b. the number of staff rostered to each shift at each hotel;
  - c. the role of staff rostered;
  - d. the number of shifts per day; and
  - e. the duties and responsibilities of the staff rostered for each shift.
51. Alfred Health is currently providing services to the Brady Hotel and Parkroyal Hotel.

52. The services provided to the Brady Hotel are outlined above in relation to question 9 at paragraphs 29 to 37.
53. The services provided by Alfred Health at Parkroyal Hotel are as follows:

Service	Provider	
	Alfred Health	Other
Authorised Officer		✓
Operational Team Leader		✓
Clinical Team Leader	✓	
Nursing Workforce	✓	
COVID-19 Testing Team	✓	
Mental Health Clinicians	✓	
Security		✓
Customer Service Officers <i>(direct and indirect supervision of guests to ensure compliance with quarantine restrictions, provision of support and supervision (escort during fresh air breaks) to guests; and delivery of care packages to guests floors)</i> (via Spotless)	✓	
Clinical Cleaning <i>(via Spotless)</i>	✓	
General Hotel Cleaning & Housekeeping		✓
Clinical Waste Management <i>(to designated site point only)</i>	✓	
Clinical Waste Removal (from site)		✓
Infection Prevention Consultancy	✓	
Medical services (telephone GP service)		✓
Pharmacists		✓ Private scripts from contracted pharmacies
Pathology (COVID-19 Testing)		✓
Passenger Food services		✓

Contact tracing (all agencies and hotel staff on site)	✓	
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54. Staff rostering at Parkroyal is as follows:

	AM shift	PM shift	Night shift	
Clinical Manager	1			<p>Parkroyal Hotel is a quarantine hotel accommodating guests who have not been identified as being COVID-19 positive. Routinely one Clinical Manager would be responsible for a number of these hotels. However, as there are currently a limited number of quarantine hotels operating, Parkroyal has a dedicated Clinical Manager.</p> <p>Coverage is provided on weekdays (0800 to 1630) plus on an on call basis.</p> <p>Key communication &amp; escalation lead. Liaises with Alfred Health Operational Leadership team.</p> <p>Ensures compliance to infection prevention, risk and other clinical standards.</p> <p>Ensures workforce availability for each site.</p>
Clinical Team Leader	1	1	1	<p>Coverage is provided 7 days a week.</p> <p>Supports the DHHS/DJCS Team Leader onsite to meet operational requirements.</p> <p>Coordinates clinical nursing and alternate workforce onsite.</p> <p>Provides support to non- clinical workforce in collaboration with Spotless Team Leader.</p> <p>Escalates all relevant issues or actions to Clinical Manager or DHHS/DJCS Team Leader as required.</p> <p>Leads daily operationalisation of infection prevention measures across site (Alfred Health and non-Alfred Health staff).</p>
General Nurse (EN/RN)	2	2	2	<p>Coverage is provided 7 days a week.</p> <p>Completes clinical assessments required and medical screening and responds to guests' needs.</p>

Infection Prevention Consultants	1				<p>Provision of over the counter pharmaceuticals and checking of guests' personal script medication upon delivery.</p> <p>Coverage is provided on weekdays plus on an on call basis on weekends.</p> <p>Onsite review</p> <ul style="list-style-type: none"> <li>Physical distancing compliance and layout, cleaning, PPE review, waste management plan, hand hygiene facilities, workflows (clinical and office based) including checklists and logs and auditing</li> </ul> <p>Education</p> <ul style="list-style-type: none"> <li>Ensure AH Clinical Team Leader is equipped for daily operational coaching role</li> <li>Education of clinical/non-clinical workforce</li> </ul> <p>Mental health clinicians are not rostered onsite for Parkroyal Hotel, which is not a hotel for COVID-19 positive patients. Mental Health response is provided via the Alfred Health Mental Triage Service.</p>
Mental Health Clinician					Offsite (coverage provided on an on call basis).
Spotless Manager	1 on call				Coverage is provided 7 days a week.
Spotless Team Leader	1	1			Coverage is provided 7 days a week.
Cleaning (Spotless)	2	2	1		Coverage is provided 7 days a week.
Customer Service Officers	1	1	1		Coverage is provided 7 days a week.
Security Bag Screening	1	1	1		Coverage is provided 7 days a week.

55. In addition, at Rydges Hotel Spotless currently provides cleaning of high touch points and cleaning for rooms where COVID-19 positive guests have stayed. At the time of making this statement, this is proposed to end as of 3 September 2020.

**NTP Question 17: Since 26 May 2020, have there been changes to the management and leadership structure at Quarantine Hotels at which Alfred Health had a presence? If so, please provide details.**

56. Operational responsibility for the Hotel Quarantine Program was transferred from the DHHS to DJCS as of 27 July 2020.
57. The division of responsibilities onsite at the hotels described above at paragraph 41 is in place at both of the quarantine hotels at which Alfred Health has a presence.

**NTP Question 18: Since 26 May 2020, has there been any change to who is in charge of infection prevention and control at Quarantine Hotels at which Alfred Health has a presence? If so, please provide details.**

58. Since 17 June 2020, an infection prevention team compiled by Alfred Health has taken over infection prevention and control measures at those sites where it provided clinical staff (being at the hotels and dates outlined in the **Appendix**). This included the following:
- (a) Alfred Health implemented infection control measures and requirements for its staff onsite - including for use of PPE, hand hygiene, temperature measuring and social distancing - consistent with those measures in place in its hospital settings.
  - (b) Alfred Health also provided 'on boarding' training for all its staff onsite at hotels who were engaged directly by Alfred Health or pursuant to contracts with it. This included clinical staff, as well as security and cleaning staff engaged through Spotless. Training encompassed site induction which incorporated infection control measures at the hotel (including PPE use). All staff managed by Alfred Health were required to have this training prior to commencing work in the hotel quarantine context.
  - (c) Alfred Health utilised materials to accompany this training, including information videos which demonstrate how to don and doff PPE, as well as comprehensive guidelines based on state and national guidance. Training is delivered by the Infection Prevention team as well as Clinical Managers, Team Leaders and Clinical Nurse Consultants.
  - (d) Alfred Health implemented a system of conducting a team meeting at the commencement of all shifts for all staff onsite at the hotels (irrespective of which organisation they are employed by) to provide a briefing as to any developments and a reminder regarding PPE use and infection control requirements. This meeting often incorporated a practical demonstration of correct technique for PPE donning and doffing.
  - (e) Alfred Health also implemented a system of regular auditing of hotels regarding infection control measures.
    - (i) This incorporated onsite review of processes, compliance with infection control measures and identifying areas for rectification and improvement, consistent with what would routinely occur in a tertiary hospital setting (including at Alfred Health sites).
    - (ii) Areas of risk and steps for improvement were identified and these were discussed with the clinical team leaders onsite, and escalated both to the DHHS and internally at Alfred Health. The approach to rectification by



Alfred Health was consistent to the approach taken at its hospital sites, with an expectation that rectification occurs immediately or within a 24-48 hour period, depending on the level of risk and the urgency identified.

- (iii) The outcomes of infection control auditing influence Alfred Health's understanding of the current risk of infection and how well it is managed. This understanding is recorded on an internal risk register covering Alfred Health's participation in the Hotel Quarantine Program. That register is maintained and updated by Alfred Health and discussed at a weekly (internal) governance meeting for the Alfred Health COVID-19 response.
  - (f) Infection control reviews were initially provided by staff from the Alfred Health Infection Prevention Team. However, from early July 2020, as the number of hotel quarantine sites increased significantly, Alfred Health sought to engage an external consultancy to assist with this task. Alfred Health considered the appointment of a consultancy was consistent with best practice as the consultancy had the capacity to provide a second and independent view on infection control measures. Additionally, it ensured infection control at hotel sites was being reviewed in a timely manner.
  - (g) In early July 2020 I made enquires with the DHHS as to whether they were aware of a consultancy service that may be able to provide staff for infection control input for the Hotel Quarantine Program. It was recommended I contact Healthcare Australia, who had been involved in the NSW Hotel Quarantine Program, and therefore had relevant experience. On or about 13 July 2020, Alfred Health engaged Healthcare Australia to provide a team leader and five infection control specialists. They worked together with the infection control specialists who operated under the oversight of the Alfred Health Infection Control Lead and Clinical Managers. As of 24 August 2020 there are three Healthcare Australia consultants engaged to assist the Alfred Health Infection Control Lead in undertaking infection control reviews of the Brady and Parkroyal Hotels.
59. The process outlined above was first implemented at the Brady Hotel. On 18 June 2020, the day after the Hotel was opened, an onsite audit of the infection prevention measures was undertaken. A number of risks/opportunities for improvement were identified, including:
- (a) Issues relating to PPE, such as the need for increased PPE stocks, and PPE storage and stations.
  - (b) Risks associated with nurses working from agencies, who may pose additional risk due to the disincentive to absent themselves when symptomatic or were working at multiple sites (I confirm that Alfred Health did not engage agency nurses to work at any hotels in the Hotel Quarantine Program).
  - (c) There was potential for strengthening of infection control training processes.
  - (d) Safe processes for receiving guests and dealing with linen/waste were still being determined.
60. These risks/opportunities for improvement were then fed back and improvements made to the site. These included:

- (a) Alfred Health engaged Spotless for cleaning of high touch points and pathogen rooms, and security services.
  - (b) The PPE access was resolved quickly with further supplies and storage provided by Alfred Health.
  - (c) Alfred Health developed a COVID-19 entry screening orientation booklet for staff and screening posters providing information to staff and patients.
  - (d) A PPE matrix for all hotel staff was developed and posted around the hotel. Alfred Health confirmed to the DHHS that staff on site could access PPE education via the nursing team leader at any time.
61. A further audit was performed on 26 June 2020 and significant improvements were noted. At the time of this review further risks/opportunities were identified including, for example, risks posed by security personnel in the lobby (including in relation to poor PPE compliance) and Uber drivers being allowed to enter the front door without temperature checking.
62. The results were again fed back to both the Alfred Health staff on site and the Alfred Health infection control unit for actioning. It was noted that all new staff commencing at the hotel should receive a practical demonstration in relation to PPE, mask fit checks and hand hygiene with ongoing mentoring by security team leaders. Further, there was to be written documentation and log of PPE training.
63. Another review was undertaken on 2 July 2020. At this time the risks associated with use of PPE previously identified were noted to have been resolved. The need for repeat and ongoing PPE training was noted.
64. Significant improvement was observed over the course of the three audits at the Brady Hotel to bring compliance with the infection prevention measures up to the standard required. The measures taken have been effective in maximising infection prevention and there have been no known transmissions of COVID-19 at the Brady Hotel.
65. The onsite review process outlined above was put in place for a number of hotels and currently continues at the Brady Hotel and Parkroyal Hotel. The reviews seek to monitor and ensure ongoing compliance with Alfred Health's infection prevention measures and to quickly identify and follow up on areas for improvement. This is an ongoing process for each hotel.

**NTP Question 19: Since 26 May 2020, has Alfred Health engaged any subcontractors to provide services as part of Victoria's Hotel Quarantine Program? If so, please provide details, including details of any sub-contractors currently engaged for that purpose.**

66. Alfred Health has engaged Spotless to provide the services listed at 32 and 35 above in the response to question 9, at a number of hotels as listed in the Appendix.
67. As noted at paragraph 58(g), in addition to engaging Spotless as sub-contractor, Alfred Health engaged Healthcare Australia to review infection control measures at hotel sites.

#### **Infection Prevention and Control**

**NTP Question 20: In your opinion, can (and should) operational responsibility be separated from responsibility for infection prevention and control, in a quarantine environment?**

68. The operation of a large-scale quarantine program, such as Hotel Quarantine Program, involves a number of operational responsibilities which are not clinical in nature and in my opinion are appropriately separated from responsibility for infection prevention. These functions include administrative and logistical management, for example engaging hotels to provide quarantining facilities and the allocation of passengers/guests to those hotels.
69. With respect to the provision of care for those guests who are accommodated in hotels, including onsite infection prevention, in my opinion these are ideally managed consistently with clinical infection control measures, akin to those that are routinely employed in a hospital or clinical setting. All aspects of quarantining relevant to infection control – including establishing the requirements for infection control and providing training to all onsite staff – should ideally be managed by a clinical service provider. This ensures that the requirements in place are aligned with clinical infection control standards; that staff have consistency in relation to training and infection control requirements onsite; and there is a clear line of responsibility for identifying and rectifying infection control risks.

**Additional information**

**NTP Question 121: If you wish to include any additional information in your witness statement, please set it out below.**

70. I understand that the Board requested a statement from [Alfred Health - Nurse Manager] in relation to a number of aspects of Alfred Health's involvement with Hotel Quarantine. [Alfred Health - Nurse Manager] has had limited involvement with the Hotel Quarantine Program and has advised me that she is not in a position to respond to some of the questions the Board has raised with her. I believe that my answers to the questions set out above should provide clarity for the majority of the issues raised with [Alfred Health - Nurse Manager]. With respect to a number of the queries [Alfred Health - Nurse Manager] was unable to respond to, I provide the following further responses to assist the Board.

**When and how did Alfred Health first become aware that there was to be a role for Alfred Health staff in the Hotel Quarantine Program?**

71. Alfred Health was first contacted by the DHHS on 15 April 2020 and asked to provide assistance by way of registered nursing staff to provide telephone welfare checks, as described above at paragraphs 15 and 16.

**Has Alfred Health entered into any agreement with the Victorian government to provide services as part of the Hotel Quarantine Program?**

72. There is no formalised agreement in place with the Victorian government regarding the services provided or to be provided by Alfred Health in the Hotel Quarantine Program. Discussions have been ongoing as follows:
- (a) In early June 2020 discussions commenced between Alfred Health and the DHHS, the department responsible for the Hotel Quarantine Program at that time, regarding the increased scope of services the DHHS had requested Alfred Health provide at the Brady Hotel and subsequently roll out at other hotels in the Program. At that time, the intention was for Alfred Health and the DHHS to reach a Memorandum of Understanding. The discussions were ongoing when the Brady Hotel opened on 17 June 2020 and were not concluded at the time operational responsibility for the Program was transferred from the DHHS to DJCS in late July 2020.
  - (b) Since that time there have been further discussions with the DJCS regarding formalising the arrangements for Alfred Health to provide services to the Hotel Quarantine Program, which are currently ongoing.
73. Notwithstanding that there is no formal agreement in place, the DJCS and Alfred Health have a shared understanding regarding the provision of services by Alfred Health, as outlined at 37 and 53 above.

**As far as you are aware, were medical staff provided to hotels by any agency or organisation other than Alfred Health? If so, what were those agencies or organisations?**

74. Alfred Health has not provided any medical staff (doctors) to the Hotel Quarantine Program. I understand that medical staff are engaged through a private supplier of medical services (called Medi7) by the DCJS to provide an on call service.

**The Board has posed a number of questions to Alfred Health - Nurse Manager regarding rostering of staff at the Hotels and staff movement across sites. I provide the following information to address those queries.**

75. During the period where Alfred Health services were limited to providing nurses for telephone welfare checks (being the period from 17 April 2020 up until the opening of the Brady Hotel on 17 June 2020), Alfred Health nursing staff who conducted the welfare checks were sourced from the Alfred Health nursing pool. The Alfred Health nursing pool is a group of nurses who are employed on a permanent basis by Alfred Health, but who are not allocated to a specific ward or unit. There was no strict requirement that Alfred Health staff who were conducting the telephone welfare checks could not be rostered to work at Alfred Health sites, in circumstances where those staff were having no direct engagement with guests at the Hotels and were otherwise undertaking appropriate infection control and social distancing measures.
76. From around May 2020 there was increased discussion and awareness at Alfred Health and amongst health practitioners generally, regarding the risks posed by clinical staff working across multiple units and sites. This discussion was relevant to all staff

and was not specific to staff involved in the Hotel Quarantine Program. Alfred Health's increased awareness was prompted by a number of factors:

- (a) a rise in cases of localised hospital transmission and outbreaks at hospitals in Melbourne (including, but not exclusively, at Alfred Health);
- (b) contact tracing undertaken by the Alfred Health infection control unit for Alfred Health employees, which highlighted the potential for increased risk of exposure where staff were working across multiple sites or units/floors;
- (c) in undertaking contact tracing of Alfred Health staff, two staff were identified that were employed at Alfred Health to undertake routine nursing duties (not related to the Hotel Quarantine Program) who had undertaken clinical shifts at the Rydges Hotel as part of the Hotel Quarantine Program, while employed through an agency;
- (d) an Alfred Health wide staff survey provided data that many staff working in the Hotel Quarantine Program had worked either at Alfred Health campuses or for other health services while working in the Hotel Quarantine Program. 29 staff indicated they had worked at an external (non Alfred Health) site and 3 staff indicated they had worked at an aged care facility;
- (e) on about 12 July (or shortly prior) Alfred Health requested its Clinical Service Directors stop the movement of nursing staff between wards and sites.

77. Consequently, since 12 July 2020, staff working in the Hotel Quarantine Program are rostered to work at one specific hotel and are not rostered to complete any shifts at other Alfred Health sites. In some circumstances upon staff request, they will be rostered to work in 'blocks', completing a block of shifts in the Hotel Quarantine Program (for example, over a two week period) and then a block of shifts at another Alfred Health site.
78. Whilst we encourage staff not to work across multiple health services (for example at both Alfred Health and for a nursing agency) staff cannot be prevented from completing shifts with other employers, if they choose.

**The Board has posed a number of questions to [Redacted] Alfred Health - Nurse Manager regarding the training provided for Alfred Health staff.**

79. My answers at paragraphs 27 and 58 outline the training provided to Alfred Health staff, which has adapted over time as the role of the organisation in the Hotel Quarantine Program has evolved. All Alfred Health clinical staff are trained in infection control and hygiene practices, including those staff involved in the Hotel Quarantine Program. From 17 June 2020, when Alfred Health assumed a role in onsite clinical care at quarantine hotels, training has been provided by Alfred Health to both Alfred Health staff and Spotless staff, including specifically in relation to infection control and practices at the hotels.
80. As far as I am aware, the DHHS and DJCS has not provided training to Alfred Health staff involved in the Hotel Quarantine Program.

**The Board has posed a number of questions to Alfred Health - Nurse Manager regarding provision of PPE and other medical equipment by Alfred Health.**

81. Prior to the opening of the Brady Hotel on 17 June 2020, Alfred Health did not have any involvement with the provision of PPE to the Hotel Quarantine Program.
82. When the Brady Hotel initially opened, it was agreed that the DHHS would arrange for provision of PPE at the Brady Hotel. However, there were instances where further PPE was required at the hotel at short notice and on those occasions it was provided by Alfred Health. It has now been agreed that Alfred Health will arrange provision of PPE to the Brady Hotel and Parkroyal Hotel, which is sourced from Victoria's central PPE stores.
83. With respect to other medical equipment, Alfred Health has supplied some limited medical equipment for the Hotel Quarantine Program, including thermometers, blood pressure cuffs and BSL machines. I am aware that an Alfred Health nurse undertaking a shift conducting telephone welfare checks reported that there was no defibrillator on site at a hotel in early May 2020.

**Were any complaints and concerns were raised by Alfred Health staff in relation to health and safety?**

84. In May 2020, prior to the Brady Hotel being opened, Alfred Health obtained feedback from some of its nursing staff engaged in the Hotel Quarantine Program indicating there was from time to time tension with the agency nursing staff, who were engaged through the DHHS and provided clinical services to guests. This frustration appeared to stem from agency staff not understanding that Alfred Health staff had a limited role and could not assist with any clinical tasks, other than telephone welfare checks.
85. We also received feedback from staff indicating they had some concerns regarding practices they had observed while on shift (not directly relating to their roles conducting welfare checks). Those concerns were fed back to the DHHS and can be broadly characterised as follows:
  - (a) At one particular hotel there was some concern about security not abiding by instructions for correct PPE use.
  - (b) Variability in the approach the DHHS Team Leaders across all sites in managing the site and dealing with issues escalated to them.
  - (c) Reports that, after a potential exposure, one site's security staff were being tested for COVID-19 and the kitchen staff were not (kitchen staff raised with the issue with Alfred Health staff and we referred to Team Leader but it is unclear what happened in response).
  - (d) Difficulty receiving pathology results for COVID-19 testing because the hotel did not have a fax machine, necessitating travel to another site to obtain swab results.
  - (e) Inconsistency of processes and breaches concerning PPE by security staff, in particular ill-fitting masks.

86. In late May 2020, the Alfred Health Clinical Operations Manager identified that there were difficulties social distancing at some hotels, in particular the Holiday Inn Airport, and requested the DHHS address the issue with hotel management so that increased space was provided to enable Alfred Health nurses to socially distance.

**The Board has posed a number of questions to [Alfred Health - Nurse Manager] regarding contact with government departments, requests and directions made by government departments and escalation of any issues identified.**

87. As outlined at paragraphs 15-16 above, Alfred Health's involvement in the Hotel Quarantine Program was initially limited to telephone welfare checks up until mid-June 2017. The services provided by Alfred Health were then increased in the context of the Brady Hotel opening on 17 June 2020.
88. Initially all discussions regarding Alfred Health's involvement were with the DHHS and subsequently primarily with the DJCS, once they assumed responsibility for the Program in late July 2020. I provide the following summary of discussions with the two departments:
- (a) At all times Alfred Health's involvement in the Program has been at the request of the relevant government department with responsibility for the Hotel Quarantine Program.
  - (b) In the initial period where Alfred Health provided telephone welfare checks, Alfred Health staff onsite could escalate concerns to the onsite the DHHS Team Leader, but also directly to the Alfred Health Clinical Operations Manager (who was onsite from time to time and otherwise available by telephone or email). The Alfred Health Clinical Operations Manager sought feedback from staff onsite and encouraged an open line of communication. Any issues identified were escalated to the DHHS management responsible for the Program, if they could not be addressed by the onsite team leader.
  - (c) In late May 2020 Alfred Health was asked by the DHHS to provide a proposal for provision of clinical services at the new Brady Hotel, with a view to expanding those services to all hotels in the Program. There were ongoing discussions regarding these services, including once the Brady Hotel had been opened. As outlined above at paragraph 72, those discussions were ongoing at the time that the DJCS took over responsibility for the Program, and Alfred Health is currently working towards finalising a formal agreement.

- (d) From the time that Alfred Health commenced providing clinical services at the Brady Hotel (17 June 2020), staff onsite have been able to raise any concerns or queries with their clinical team leader and the DJCS operational team leader. Any issues that are unable to be resolved are escalated to a management level at Alfred Health and where necessary, raised with the DJCS.



Simone Alexander

Proper Officer, Alfred Health

DATED: 1 September 2020