

## Public Protection Outbreak Control Service plan 2020-2021

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## 1.0 Executive Summary

This document summarises the work of the London Borough of Havering's (LBH) Public Protection Outbreak Control Team. This is in accordance with statutory requirements and guidance set out in LBH's Covid-19 Enforcement Matrix.

The Outbreak Control Team are providing crucial additional capacity to LBH in response to the COVID-19 pandemic. However, it is emphasised that COVID-19 compliance work and related matters is the number 1 priority for Public Protection as a whole. The plan captures the contribution of the overall Public Protection service as well as focussing on that of the dedicated Outbreak Control Team.

It provides an overview of the routine and non-routine work carried out commencing at the beginning of the COVID-19 pandemic during the last financial year 2019/20 as well as the current and planned work in 2020/21.

The main body of the document sets out the work being undertaken in direct response to statutory requirements and guidance and also instructions received from the LBH Health Protection Board. In places the content is technically detailed by necessity.

The Strategic Aims and Objectives of the service are outlined and linked to the LBH Outbreak Control Plan.

There is an overview of the range and scope of work of the Public Protection Outbreak Control Team, together with the resources available to complete the task.

A risk-based Covid-19 Enforcement Policy detailing the options and methods available to deal with non-compliance is included in Appendix 1.

An Equalities and Health Impact Assessment (EqHIA) has been completed for this Service Plan which identifies some positive impacts of delivering this Service Plan. It is included in Appendix 2.

A list of detailed actions the Outbreak Control Team will undertake in the delivery of this Service Plan is provided in Appendix 3. It is envisaged that this action list is will continually expand in response to new COVID-19 pandemic challenges.

The impact of the COVID-19 pandemic in is already very significant and expected to continue to have a major impact on LBH in 2020-21 and beyond.

## 2.0 Introduction

### 2.1 London Borough of Havering Corporate Vision

The effective prevention and control of COVID-19 outbreaks is an essential element in achieving the Council's Corporate Vision.

#### 2.1.1 Opportunities – Making Life Better

The work of the PP Outbreak Control Team and their Public Protection colleagues enables engagement with:

- i) Businesses to improve their knowledge of how to ensure they operate safely in a COVID-19 secure manner and are thus compliant with their statutory obligations. This reduces the risk of COVID-19 outbreaks in the wider community.
- ii) Other LBH departments, PHE, partners, NGOs and others in the community and voluntary sector and wider stakeholders to assist their understanding of COVID-19 and how they can contribute to minimising the risk of COVID-19 outbreaks occurring.
- iii) The public generally to assist group and individual contributions to minimising the risk of COVID-19 outbreaks occurring.

#### 2.1.2 Communities – A Helping Hand

Interventions identified in this plan will help protect residents from the implications of COVID-19 outbreaks.

#### 2.1.3 Places – Great Place to Live

Outbreak Control interventions help businesses within the Borough control the risks of COVID-19 transmission and outbreaks.

### 2.2 Equalities, Diversity and Health

An Equalities and Health Impact Assessment (EqHIA) has been completed for this Service Plan and found no significant concerns (Appendix 2). This Plan will have positive impacts such as providing extra protection from COVID-19 for vulnerable groups such as the BAME community, older people and the immunocompromised.

### 2.3 London Borough of Havering Profile

Havering is geographically the third largest London Borough, covering some 43 square miles. It is located on the northeast boundary of Greater London. The Borough is bordered to the North and East by the Essex countryside, to the South by a three-mile River Thames frontage, and to the West by the neighbouring London Boroughs of Redbridge and Barking & Dagenham.

The population is growing with the current population estimated at 259,552 in 2019, served by 9,690 businesses of which one fifth are food businesses. Of all Havering businesses 92.1%, (compared to 89.6% for England) are microbusinesses. Only 51% of all businesses, still exist

after four years from the start of trading. This is referred to as 'Churn' and creates a significant challenge in outbreak control work.

The greater London Authority estimated that the black, Asian and minority ethnic population of Havering was 15.1%, rising to 16.6% in 2024. Havering has the lowest proportion of non-UK Nationals amongst London authorities at 7.8%, of which just over half are EU Nationals (ONS 2018).

Census data from 2011 showed that 4.6% of residents had English as a second language. According to School Census 2019 data, English is a second language for 19.7% of children in Havering. This suggests that at least amongst younger adults, the number of people with English as a second language has increased significantly.

Of Havering's resident population, 18% are 65 years of age or more, close to the English figure of 18.4% but well above the London figure of 12.1% (ONS 2018).

## 2.4 Potential Impact of Brexit

At this stage no significant impact has been identified connected with Brexit specific to COVID related legislation however this will be kept under review.

### 3.0 Role of the Public Protection Outbreak Control Team

While COVID-19 presents an unprecedented challenge, well-established local arrangements form the basis of an enhanced response. The team plays a key role in the implementation of the LBH Coronavirus Outbreak Control Plan ultimately by minimising the risk of harm to residents caused by COVID-19 and also the damaging effects on the local economy and the wider wellbeing of residents.

In the event of a local outbreak the team will work alongside colleagues in Public Health, utilising expertise in epidemiology infection control, analysis, good communication and engagement to assist in controlling an outbreak and ensuring a speedy conclusion. Where necessary, restrictions may be imposed on specific settings in relation to cleaning or temporary closure. In circumstances where a setting requires additional support or intervention, the team will work with NHS Test and Trace to ensure that settings of national significance are proactively identified and appropriately managed.

The team will be working proactively to prevent and control the spread of COVID-19 within the borough and assist in ensuring that the borough is COVID-Secure. This will include engagement with businesses, focussing on the highest risk first, to improve their knowledge of how to ensure they operate in a COVID Secure manner and are thus compliant with their statutory obligations and government guidance. This will take the form of email and telephone advice to businesses prior to reopening, responding to enquiries, complaints and requests for service, targeted webinars, development of template risk assessments and inspections in line with a risk-based inspection programme.

The team will work closely with other LBH departments, PHE, partners, NGOs and the community and voluntary sector and the general public to help promote understanding of COVID-19 and how they can contribute to preventing and controlling the spread of the virus. This will require close working with the Comms team to ensure the provision of timely and tailored communications across the borough. Essentially, the team will contribute to the message of reassuring residents and businesses that outbreaks are being effectively prevented and controlled.

All other officers in Public Protection are supporting the Outbreak Control Team. COVID-19 compliance work and related matters is the number 1 priority for Public Protection as a whole.



## 4.0 Legislative Framework

COVID-19 is identified as one of 31 notifiable diseases under The Health Protection (Notification) Regulations 2010. The majority of COVID-19 outbreaks will be dealt with at a local level and there are a number of powers available to LBH to enforce decision-making and control the spread of COVID-19 in the borough. These powers are as follows:

- The Health Protection (Coronavirus, Restrictions) (England) (No.3) Regulations 2020- give the power to close individual premises, close outdoor places and restrict events with immediate effect if three conditions are met; it is in response to a serious and imminent threat to public health in the local authority's area, the direction is necessary to prevent, protect against, control or provide a public health response to the incidence or spread of infection, and the prohibitions, requirements or restrictions imposed are a proportionate means of achieving that purpose.
- The Public Health (Control of Disease Act) 1984 [sections 45G, 45H and 45I]- an application can be made to a Justice of the Peace in the Magistrates' Court to impose restrictions or requirements to close contaminated premises, close public spaces in the area of the local authority, detain a conveyance or moveable structure, disinfect or decontaminate premises; or order that a building, conveyance or structure be destroyed.
- The Health Protection (Local Authority Powers) Regulations 2010 [Regulation 8]- provide a limited power to request persons or groups of persons to do or refrain from doing anything by serving a notice for the purpose of preventing, protecting against, controlling or providing a public health response to the incidence or spread of infection or contamination which presents or could present significant harm to public health.
- In relation to workplaces, under The Health and Safety at Work etc Act 1974 [sections 2 and 3], employers have a duty to protect people from harm. This includes an employer taking reasonable steps to protect their workers and others from coronavirus. Where an employer is failing in their duties, providing the main activity of the business falls within the local authorities enforcing remit, an authorised inspector may serve an Improvement Notice under section 21 or a Prohibition Notice under section 22. An Improvement Notice would be served where there is a contravention of the law (not guidance). A Prohibition Notice would be served where there is a 'risk of serious personal injury'. The Enforcement Management Model (EMM) will be used to inform the decision as to the course of action to be taken. In line with the EMM, unless exceptional circumstances apply, the justifiable course of action is likely to be a letter or Improvement Notice. No decision will be made without the EMM being used and the outcome fully documented.

## 5.0 Resources

### 5.1 Staffing

The Public Protection Outbreak Control Team is managed by the Public Protection Manager (Outbreak Control). Within the team structure there is a Senior Public Protection Officer and two Public Protection Officer posts. There is a requirement for these four staff members to all be qualified and experienced Environmental Health Officers.

The above posts are initially to be filled, on a temporary basis, by seconded and/or contract staff. One post has been filled by seconding a member of staff from another PP team. The remainder of the posts will be filled by temporary contract staff. The success of this approach is entirely dependent on market conditions. The demand for Environmental Health Officers is extremely high due to the COVID-19 pandemic. However, it is envisaged that all the necessary temporary staff will be in place by late September 2020.

There is also provision for the appointment of 3 technical support officers. These posts are not currently filled, but recruitment is taking place.

It is intended that all the posts within the Outbreak Control Team will be filled on a fixed term contract basis of up to 18 months.

It is possible that the funding initially identified for some or all of the Outbreak Control Team technical support posts may need to be reallocated to best deal with the threat of COVID-19.

To ensure the most successful service delivery it will be essential to attract high calibre staff. Currently there is a shortage of EHOs in the market place. Competition to employ EHOs is also fierce. It may be that pay scales and incentives need review to ensure the best staff are attracted to Havering as opposed to other boroughs.

The Outbreak Control Team is small and initially working without a full complement of staff. In any event, dealing with the consequences of the COVID-19 pandemic is viewed as being part of the normal business of Public Protection, as well as other services within the Authority should demand require it.

### 5.2 Financial

The government pledged a one off sum of £300 million to assist local authorities to develop and implement local outbreak control plans. These monies are allocated to local authorities in proportion to their share of national public health funding. The total allocation to Havering Council is £1.02m.

These monies fund the PP Outbreak Control Team. The LBH Health Protection Board's Outbreak Control Plan identifies the available financial resources thus:

Activity	Detail	Estimated cost
Public Health / Public Protection / Infection Prevention Control Capacity	Increase capacity (x 8 posts at various grades - 7 in PP) to support businesses / community settings to be 'COVID –secure' and to control outbreaks should they occur. Ensure ongoing IPC support to care homes / increase capacity to deliver IPC in schools and other settings	£1074K*
Programme Management	Dedicated PMO to coordinate delivery of OCP across Council	£121K*
Communications and engagement	To support both borough wide and targeted communications	£75K
Training	Develop (online) training and self-help aids re. IPC / COVID security for priority business / community settings	£35K
Information analyst	3 month contract to collate information regarding settings / businesses across borough to facilitate risk assessment	£15K
		£1320K

\*Assumes all posts filled for full 24 months

This spend covers a period of 24 months spread over 3 financial years – 20/21, 21/22 and into 22/23. All posts will be fixed term contracts for a maximum of 24 months with a notice period of 3 months or via agency.

The requirement for expenditure above the value of the OCP allocation is to be agreed by Cabinet by December 2022 and charged against the existing ring fenced Public Health reserve (currently circa £1.0m).

LBH has taken on local responsibility for NHS Test and Trace activity. It involves both Public Protection and the Contact Centre undertaking additional work not originally included in the overall LBH Outbreak Control Plan. It is clear that a worst-case scenario would see an additional £300k for the Contact Centre being charged against the above Outbreak Control budget. Therefore, charge against the Test and Trace Grant for 2020/21 with additional costs being met from the Public Health Grant Reserve is closer to £600K.

As dealing with the consequences of the COVID-19 pandemic is viewed as being part of the normal business of Public Protection it must be recognised that additional resources are being applied by the Council in support of the Outbreak Control Plan. One example of these additional resources is the provision of the out-of-hours Public Protection patrol and intervention service.

## 6.0 Principle Strategic Aims

The principle aim of this service plan is to deliver the Public Protection component of the Havering Health Protection Board Outbreak Control Plan. In doing so to minimise harm to residents caused by COVID-19 including the direct harm to health and the damaging effects on the local economy and the wider wellbeing of residents. This is underpinned by ensuring consistency with national guidance, relevant legislation and learning from national good practice.

This includes implementation of measures to prevent and control the spread of COVID-19 and rapid response to rises in infection to facilitate containment. This will require the provision of education, advice and support to businesses and community settings to ensure they are able to comply with the law and implement the requirements of the guidance. Where continued non-compliance is found the necessary enforcement action will be taken in line with the council's Covid-19 Enforcement Policy.

## 7.0 Strategic Priorities

The key priorities of the service are as follows:

- Implementation of measures to prevent the spread of COVID-19 and reduce the rate of infection focussing on high risk settings first.
- Rapidly responding to any rises in infection to permit quick containment.
- Planning for the management of local outbreaks in care homes and schools.
- Identifying and planning how to manage other high- risk settings.
- Development and implementation of a risk-based proactive COVID Secure inspection programme for businesses and organisations across the borough starting with the highest risk premises.
- Supporting businesses and organisations in complying with the latest government guidance.
- Proactively engaging with businesses and organisations across the borough to assist them in becoming COVID Secure and prepared for an outbreak.
- Taking enforcement action in line with the council's enforcement policy where advice and education are ineffective.
- Being a key source of advice for the Council in relation to COVID Secure and outbreak control matters.
- Working closely with the Comms team to ensure clear, consistent messaging and resources are readily accessible to the highest risk businesses and settings.
- In the event of an outbreak, contributing to the Outbreak Control Plan and working with affected settings / businesses to contribute to managing the outbreak. This will include contributing to extensive communications and widespread community engagement to ensure that the groups directly affected by the outbreak are reached and provided with information in the most appropriate format and in the most relevant languages.
- In the event of an outbreak certain businesses, venues or outside spaces may be closed and events cancelled.

In an outbreak situation it is recognised that new priorities will arise. In addition, existing priorities will change their ranking within the group appropriately in response to the situation. It is likely that the normal proactive inspection regime will be suspended, while work focusses on the outbreak in progress. Other prevention work will also be reduced or, temporarily suspended as necessary. This will enable targeted action to take place and ensure the most effective use of resources.

## 8.0 Service Delivery

### 8.1 Delivery Overview

The Havering Health Protection Board (Silver) is responsible for the creation and delivery of the LBH Outbreak Control Plan.

The Public Health (Control of Disease) Act 1984 places a statutory duty on registered medical practitioners (RMPs) to notify the 'proper officer' at their local Council or local Health Protection Team (HPT) of suspected cases of certain infectious diseases. This function has been delegated to the Consultant in Communicable Disease (CCD) or the Consultant in Public Health Medicine (CPHM) of Public Health England (PHE).

Notifiable diseases are specified in the Health Protection (Notification) Regulations 2010. There are currently over 31 notifiable infectious diseases. COVID-19 is one of these notifiable diseases. The up to date list is maintained by Public Health England and is available on the government's website.

Public Health England London – North East and North Central Health Protection team, Ground Floor, South Wing, Fleetbank House, 2-6 Salisbury Square. London, EC4Y 8JX also report to Health Protection Board (Silver) and provide advice and support with COVID-19 outbreak control.

The PP Outbreak Control Team – provide advice and support with COVID-19 outbreak control.

The Health and Safety Executive (HSE) are responsible for the enforcement of health and safety legislation in some premises within the borough. Their role is to ensure those premises are COVID-secure to help tackle any COVID-19 outbreak. If an outbreak occurs the HSE will work alongside LBH and public health authorities in the regulation of workplace health in those premises.

### 8.2 The Contain Framework

The government has produced a document to guide local authorities on how to control Covid-19: "COVID-19 contain framework: a guide for local decision-makers". The document sets out how national and local partners will work with the public at a local level to prevent, contain and manage outbreaks. Successful management of local outbreaks is a core element of NHS Test and Trace's ambition to break the chains of COVID-19 transmission to enable people to return to and maintain a more normal way of life.

The aim is for the national framework to support local decision-makers by clarifying their responsibilities and empowering them to take preventative action and make strong decisions locally, supported by mechanisms that safeguard key national assets and interests.

There are six principles identified to support effective implementation of an integrated national and local COVID-19 control system:

- the primary responsibility is to make the public safe
- build on public health expertise and use a systems approach
- be open with data and insight so everyone can protect themselves and others
- build consensus between decision-makers to secure trust, confidence and consent
- follow well-established emergency management principles
- consider equality, economic, social and health-related impacts of decisions

As a unitary metropolitan council, LBH is referred to as 'upper tier' local authority. Its role is to lead local outbreak planning, within a national framework, and with the support of NHS Test and Trace, PHE and other government departments.

The Health Protection Board (Silver) has created an outbreak plan in accordance with this guidance. The COVID-19 LBH outbreak plan is based on the tried and tested practice of preventing and containing outbreaks in individual settings like workplaces and care homes, enhanced with a broader range of partners, capacity, communications and governance.

The LBH Outbreak Control Plan is focused on 7 themes:

1. Healthcare and education settings – planning for local outbreaks in health, care and education settings (for example defining monitoring arrangements, potential scenarios and planning the required response).
2. High-risk workplaces, communities and locations – identifying and planning how to manage high-risk workplaces, communities of interest and locations (for example defining preventative measures and outbreak management strategies).
3. Local testing deployment – ensuring readiness to deploy mobile testing units to high risk locations (for example defining how to prioritize and manage deployment).
4. Contact tracing in complex settings – assessing local and regional contact tracing capability in complex settings (for example identifying specific local complex communities, developing assumptions to estimate demand and options to scale capacity).
5. Data integration – integrating national and local data and scenario planning through the JBC Playbook (for example data management planning, including data security).
6. Vulnerable people and diverse communities – supporting vulnerable local people to get help to self-isolate (for example encouraging neighbours to support identifying relevant community groups etc.) and ensuring services meet the needs of diverse communities.
7. Local boards – establishing governance structures led by existing COVID-19 health protection boards and supported by existing 'gold' command forums and a new member-led board to communicate with the general public.

Wherever possible, actions to address outbreaks of COVID-19 will be undertaken in partnership with local communities, on the basis of informed engagement and consent.

To this end the Public Protection Outbreak Control Team will take a lead role and participate in the creation and maintenance of a series of “Standard Operating procedures” (SOPs). The purpose of these SOPs is to summarise the process to be followed in the prevention and response to outbreaks of COVID-19 in specific types of settings in Havering. Each SOP will specifically:

- a) Identify the steps to be taken to prevent the spread and occurrence of COVID-19 within relevant target settings
- b) Identify the steps to be taken should concerns arise or a symptomatic case occur in one or more of the relevant target settings.
- c) Identify the steps to be taken should an outbreak occur in one or more of the relevant target settings.

Each SOP will be formally reviewed on an annual basis, commencing one calendar year from the date of initial approval and adoption. Additional reviews will be undertaken as necessary in response to statutory requirements, Government guidance and developing COVID 19 outbreak control best practice.

A range of SOPs are being developed for use London wide, led by the London Association of Directors of Public Health and the LCRC. These will ensure alignment of the local, regional and national response to outbreak planning. The Outbreak Control Team will assist in localising these London wide SOPs, identifying relevant networks, resources and lead officers.

Development of local SOPs and associated scenario planning affords an opportunity to gain a shared understanding of the National Test and Trace system; the process for preventing and managing an incident in a particular setting, the required communications and the roles and responsibilities of those involved in managing an incident.

The Public Protection Outbreak control Manager will take the lead in developing a structured SOP creation and development process. This will be supported and taken forward by the Project Management Office, and LBH Outbreak Control Project Manager.

### 8.3 National Restrictions

The COVID-19 pandemic is a fluid situation. The government is continually adopting new national, regional and local legislation and strategies in response. One of these strategies is the introduction of a three-tier system that relates the level of restrictions required in a defined area to its COVID-19 incidence /100,000 rate. This will make it easier to understand the controls that will be in place at any point in time that Public Protection, the Metropolitan Police Service and others will be seeking to enforce.

It is impossible to predict what further new legislation and strategies will be introduced in the coming months. This plan will be adapted to meet any new challenges that arise.



#### 8.4 COVID-19 Infection Terminology

On a sliding scale, there are a range of outbreak scenarios that require appropriate actions. The following terms are used:

- cases - refers to individual cases of COVID-19
- clusters - refers to 2 or more cases associated with a specific setting in the absence of evidence of a common exposure or link to another case
- outbreaks - refers to 2 or more confirmed cases associated with a specific setting with evidence of a common exposure or link to another case
- community spread - refers to sporadic or linked cases on a limited or extensive basis

#### 8.4 Enforcement Policy

The Department's enforcement policy sets out the action that can be expected where non-compliance with statutory obligations is found. The Policy includes:

- the approach we will adopt,
- practical arrangements for putting the policy into effect' and
- how we will endeavour to be fair to businesses whilst protecting public health.

The detail of the policy is set out in [Appendix 1](#)

#### 8.5 Data

##### *Inputs*

The Outbreak Control Team are informed by official data sourced from Government agencies, existing Public Protection databases and LBH business rates. Other data sources include community groups, partners and from individual members of the public.

A data dashboard is being created to draw together data from all diverse sources.

Data inputs from COVID Secure inspections will enable identification of issues within specific sectors or premises categories. Furthermore, specific types of issues will be highlighted. These inputs will allow targeting of specific issues or premises/ sectors to ensure failures are addressed and thus prevention is ensured.

##### *Outputs*

In terms of external outputs, Outbreak Control interventions with businesses are reported daily to the OPS until 31.7.20 and then weekly to the HSE from 1.8.20 onwards.

Internal inputs will include the production of weekly reports to the COVID-19 Compliance Working Group and to the Health Protection Board (Silver).

Data outputs are also in use for micro internal reporting to inform the service managers in the effective use of resources.

## 8.6 Outbreak Prevention

Under normal operational conditions, where one or more substantial outbreaks is not in progress, efforts will be focussed on preventing the spread of COVID-19 infection and an outbreak occurring.

### 8.6.1 General prevention principles

Prevention is the single most effective method of reducing transmission and outbreaks of COVID-19 through information, preparation, advice and communication. In particular, prevention and management of outbreaks in care homes, schools and other high-risk locations such workplaces and communities is essential.

LBH will continue to take the following steps in outbreak prevention:

- Work with the community to promote protective measures such as handwashing and social distancing and the provision of advice about what to do if people develop symptoms of COVID-19.
- Support local organisations, businesses, community groups and faith settings in relation to opening safely, developing risk assessments and complying with the law and guidelines.
- Ensure that high risk settings (i.e. care homes and schools), communities and locations have robust outbreak plans in place, are prepared to manage COVID-19 outbreaks and have access to advice.

The above will be achieved through measures including;

- Development of risk assessment templates that can be adopted by organisations and settings
- Delivery of targeted webinars to provide further education to operators and enable questions to be answered.
- Leaflets, videos and other resources will be available on social media channels and the LBH website.
- A proactive and reactive COVID Secure inspection programme whereby officers will be able to assess the prevention measures an organisation has in place and where necessary increase compliance through advice, education and as a last resort, enforcement action.
- A revisit programme whereby non-compliant organisations receive further visits to ensure they have adequate COVID Secure measures in place
- A clear communication strategy through the pandemic

### 8.6.2 Operational Prevention measures

The following prevention measures will be applied to reduce the risk of outbreaks within relevant settings across the borough:

- Ensuring up to date lists and contact details for businesses and organisations in the borough
- Continuing to engage and build relationships with businesses and organisations within the borough
- Keeping a record of specific concerns or issues to inform future communication strategies, event offering and resources
- The provision of tailored advice to specific organisations in relation to risk assessments and the implementation of COVID Secure measures
- Provision of assistance to businesses and organisations to enable them to access resources including posters and signage and providing resources in other languages, where possible
- Monitoring of COVID Secure compliance levels across businesses and organisations in the borough. Where LBH is the health and safety enforcing authority, businesses and organisations will be subject to a risk- based proactive inspection programme and enforcement action will be taken in line with the LBH enforcement policy. Where the HSE is the enforcing authority, LBH will liaise with them in regards to the identification of any non-compliances.
- Respond to enquiries, complaints and service requests in relation to COVID Secure matters
- Where possible, provide assistance to businesses and organisations to enable them to access COVID 19 training.
- Provide advice to businesses and organisations in relation to the action they should take if their staff, volunteers, clients, contractors, suppliers and other visitors develop symptoms of COVID-19.

### 8.6.3 General Advice

The Authority is committed to promoting local COVID-19 security and with it the general economy, through education and enforcement. Advice is provided in the following ways:

- Email and telephone advice to business prior to them opening after a lockdown situation;
- Both verbally and in writing during COVID-19 Secure Health and Safety inspections;
- Through informal visits
- Through participation in webinars targeted to specific settings
- Via the Council's web site, via LBH Comms
- Through use of multimedia routes, via LBH Comms.

#### 8.6.4 Safe to Trade Scheme

There are several 'Safe to Trade' schemes in operation in the UK. These schemes are operated commercially by existing food safety health and safety consultancies and focus on food businesses. To participate, a food business pays for an independent audit assessment of its COVID-19 secure arrangements. If an acceptable standard is met, then the business is presented with a certificate it can display at its entrance. An example of such a scheme is the one operated by 'Shield Safety Group'.

The Outbreak Control Team will consider the relevance and appropriateness of such a scheme within the Borough. If found relevant and appropriate, then further work will be undertaken to determine how best to implement such a scheme.

#### 8.6.5 Comms Strategy

The Outbreak Control Team work closely with LBH Comms to ensure the effective and efficient use of resources in the provision of the most appropriate advice to targeted audiences.

#### 8.6.6 Proactive Risk-based Inspection Programme

##### *Overview*

COVID-secure relates to businesses and workplaces assessing risks and putting in place measures to reduce the risk of coronavirus. The Health and Safety at Work etc. Act 1974 places a duty on employers to ensure the health and safety of their employees and others (i.e. visitors). The Outbreak Control Team (OCT) has a responsibility to ensure that employers are complying with their duties and to help promote compliance with the government's guidance.

In order to achieve the above, a risk-based inspection programme is necessary to ensure that the highest risk premises and those that may be struggling to access or interpret the advice can be targeted. The inspections will focus on assessing whether a business is complying with their health and safety duties and whether they are deemed to be meeting the COVID-Secure guidelines.

##### *Risk-based Approach*

In prioritising resources, a risk-based approach will be taken to ensure more intensive focus is directed at those businesses/ sectors that present the greatest risk to public health. This is determined by taking into consideration the following factors:

- The order in which premises were permitted to reopen i.e. those premises that were never closed will generally be deemed to be the lowest risk, whilst those that were last in being permitted to reopen will be deemed to be higher risk
- The size of the premises i.e. a large premises with over 50 employees would be deemed to be higher risk

- Intelligence of non-compliance from a reliable source i.e. another council department, an enforcing authority or a member of the public / employee who can provide sufficient evidence to demonstrate potential non-compliance
- Previous history of non-compliance with other requirements that fall under the jurisdiction of the Public Protection Function

Category	Type of premises
A	Nightclubs, dance halls, discotheques, indoor play areas (including soft play), sexual entertainment venues and hostess bars, beauty salons, massage parlours, tattoo parlours and body and skin piercing services and barbers (that involves work in the high risk zone- directly in front of the face), business where there is intelligence of non-compliance from a reliable source or due to previous history of non-compliance with other requirements that fall under the jurisdiction of the Public Protection function
B	Bowling alleys, indoor skating rinks, casinos, exhibition halls and conference centres, offices, warehouses and distribution centres (with over 50 employees)
C	Indoor fitness and dance studios, indoor gyms, indoor sports courts and facilities, indoor swimming pools, nurseries, children's homes
D	Beauty salons, massage parlours, tattoo parlours and body and skin piercing services (that do not involve work in the high-risk zone- directly in front of the face), hair salons, spas, nail bars, tanning booths and salons, places of worship, small offices, warehouses and distribution centres (with less than 50 employees), dress fitters, tailors
E	Indoor hospitality including; cafes, bars, pubs and restaurants, hotels, hostels, bed and breakfast accommodation, cinemas, theatres, museums, galleries, bingo halls, amusement arcades and other entertainment centres, social clubs, visitor attractions, crematoria, community centres, libraries
F	Outdoor hospitality including; cafes, bars, pubs and restaurants
G	Non-essential retail including; shops and branches
H	Essential retail including; supermarkets, convenience stores, off- licenses, pharmacies, food takeaway premises

#### 8.6.7 Care homes:

It is recognised that care homes for the elderly are particularly vulnerable because residents are typically at greatest risk due to age and comorbidities and because the nature of care homes means they are often closed spaces where the virus can spread quickly. However, the approach to care homes will not fall in line with the inspection programme above due to the fact that care homes have already been provided with a significant amount of resources to date. Also, unnecessary visitors to care homes could further increase the risk to the residents.

In line with government guidance, LBH's role will be to ensure that each care home in the borough has access to extra support to minimise the risk of infection and spread of infection within the care home. For example; to assist care homes with gaining access to face to face training on infection control offered by the NHS, that they have a named clinical lead, know

how to access testing for their staff and residents and are aware of best practice guidance for caring for their residents during the pandemic. Any issues in accessing this support will be escalated to regional and national levels for resolution as necessary.

#### 8.6.8 Responding to enquiries and service requests

It is recognised that a number of enquiries and service requests will be received by the team. In relation to enquiries for advice these will be dealt with by an officer. Where the enquiry does not fall within the remit of the team the officer will direct the enquiry to the correct team where possible.

In relation to complaints, a standard response has been drafted which officers will use to confirm receipt of the complaint and to advise that it will be investigated where appropriate in line with the team's priorities. The Public Protection Manager or Senior Public Protection Officer for the team will determine the appropriate course of action based on current priorities at the time.

In the first instance, complaints in relation to social distancing and COVID Secure matters should be dealt with by a phone call to the business. The business can be provided the opportunity to explain the measures they have taken and provide evidence such as photos by email. The officer will then make a decision as to whether a visit may be necessary. The officer will then have a discussion with the Public Protection Manager / Senior as to whether an emergency visit is needed or whether the business' COVID Secure inspection can be brought forward.

#### 8.6.9 Public Protection Out-Of-Hours Rota

The out-of-hours rota undertakes a tremendous amount of work. This has been on a monitoring and advisory basis to help Havering businesses to be compliant with COVID secure requirements.

This service is necessary as some premises, such as pubs and restaurants, are obviously busiest out of normal office hours. Other business are also busy at the weekends or in the evenings and may have different staff, customers and working arrangements to their daytime operation. It is also important to maintain the Council's profile in dealing with the COVID-19 situation with businesses and the public by undertaking out-of-hours work. This helps to maintain public confidence and the local economy.

It is impossible to assess the impact of this service on the fact that there has not yet been a substantial COVID-19 outbreak in Havering. However, it can more easily be argued that the service has helped prevent an outbreak, rather than an outbreak would not have occurred even if the service was not provided. Therefore, both on a practical and political basis this work must be viewed as essential. The service is to continue as the prevention of a COVID-19 outbreak is viewed as being paramount importance.

The service relies on the goodwill of Public Protection officers committing to voluntary participation in the out-of-hours rota. These duties are undertaken in time over and above the normal working week. However, it is important that staff do not become exhausted and when an outbreak occurs are fit to work at 100% to deal with it. Therefore:

- We will continue to provide an out-of-hours COVID-19 secure service.
- The service will be managed to enable staff to take rest days. This will ensure they are fit for work when an outbreak occurs.
- If a full service cannot be provided, because sufficient volunteers are not available to operate the service as planned, a remote service will be put in place where possible.

## 8.7 Outbreak Response - Operational Activity

When an outbreak occurs the role of the team, and others within Public Protection and the wider council, will be to assist the outbreak management effort being led by the Director of Public Health.

### 8.7.1 Reducing COVID-19 transmission in the workplace in an Outbreak situation

In an outbreak situation new priorities will arise. The normal proactive inspection regime may need to be temporarily suspended while work focusses on the outbreak in progress.

### 8.7.2 Risk profiling of businesses in an Outbreak Situation

It will be necessary to prioritise interventions in local businesses in an outbreak situation. This will enable targeted action to take place and ensure the most effective use of resources. The assessment will incorporate consideration of the following risk factors:

	Risk Criterion	Yes/No
1	Is this business <b>key</b> to the local/regional/national supply chain for essential services, e.g. food, transport, utilities? <b>Key</b> businesses will be prioritized.	
2	<b>Size of workforce:</b> Is it appropriate to target larger employers first, or their other overriding factors?	
3	<b>Profile of workforce:</b> Age, gender, transient, staff with multiple jobs (esp. health-related services), non-English speaking, ethnicity, vulnerabilities, e.g. disabilities, low paid, low skill, sick pay provision, occupational health provision	
4	<b>Working practices:</b> What is the nature of the business, e.g. food processing, garment manufacturing, construction that might make it difficult to operationalise IPC measures? PPE use, high pressure environment (e.g. target driven, bonus payments), HR practices, trades union (present or not)	

<b>5</b>	<b>Work environment:</b> specific risks associated with the building, equipment, noise levels, canteen, changing facilities, smoking shelters, capacity for social distancing and other IPC measures, e.g. hand sanitisers.	
<b>6</b>	Provision of <b>accommodation</b> (esp. shared) on or off site.	
<b>7</b>	Provision of shared <b>transport</b> to and from the workplace.	
<b>8</b>	Regulation/inspection/enforcement history. i.e. existing concerns about compliance.	
<b>9</b>	'Back street' businesses, derived from local intelligence	
<b>10</b>	Large businesses with multiple sites across area (need to work out who takes the lead – could be based on location of HQ, HS enforcing authority etc.)	

### 8.7.3 NHS Test and Trace - Local Contact Tracing

Anyone with symptoms of COVID-19 should go for a test and self-isolate until the test results come back. If the test results confirm that they have the disease then they should stay in isolation for at least 10 days.

LBH is one of many Councils across the country taking on the task of trying to trace and then contact people who have tested positive for COVID-19 but have not responded to contact from the National test and trace service.

The principal reasons for contact tracing is to ensure those who have tested positive for COVID-19 are self-isolating and to identify any contacts they may have had while in their infectious period.

There are various reasons why the national service may have been unsuccessful in contacting people. This includes:

- Incorrect phone numbers, email addresses and other data being provided by individuals or recorded on the system
- People being unwilling to respond to the phone numbers used by the national service
- A general unwillingness to comply and cooperate with the system

LBH will only be receiving the difficult cases, the straightforward cases all having been dealt with by the National service.

The Council has the role of reaching these people via phone, email or text message. The Council uses its internal data base resources to identify alternative phone numbers and other contact details. If they still do not respond then Public Protection officers visit their last known address to speak to them directly.

Residents being contacted by Havering Council should see the telephone numbers 0203 9281402 or 01708 434343 come up when contacted. Nobody the Council contacts will be asked for any new personal data or any other information such as bank details.

If residents are suspicious about a call, they can hang up and contact the Council's COVID-19 hotline on 0800 368 5201 line. Alternatively, they can phone the main Council switchboard



on 01708 434343 and the call can then be transferred, or they can email: [Covid19support@havering.gov.uk](mailto:Covid19support@havering.gov.uk) for confirmation.

Residents visited at home by a Public Protection officer, who all carry identification cards with them, can call the numbers above for confirmation of identity.

Public Protection officers will attempt to positively identify the covid positive individual, explain the situation and provide both verbal and written advice and guidance on how to comply with the requirements of NHS test and trace. Where Public Protection are unable to speak to a person, a letter will be left at the property that explains the requirements and provides a Freephone number for the individual to contact the Contact Centre.

Residents who must self-isolate, are unable to work from home, who are losing income, and who are claiming qualifying benefits or working tax credit, are eligible for a £500 'Test and Trace Support' payment.

People living in Havering who have been instructed by the NHS to self-isolate and meet the eligibility criteria mentioned above, can email [testandtrace@havering-eas.org.uk](mailto:testandtrace@havering-eas.org.uk) and they will be contacted by the middle of this month to complete an online application form.

Residents have been asked to download the NHS COVID-19 app on to their phones.

Among other things, the app can help you find out when other app users who have tested positive for coronavirus have been near you. It also lets you know the level of coronavirus risk in your postcode district.

The app is available in a number of different languages including Romanian, Urdu, Gujarati, Bengali and Turkish.

The app currently supports Apple iOS version 13.5 and higher, and Android version Marshmallow (v6.0) and higher.

## 9.0 Governance

The day to day delivery of the Outbreak Control service plan is managed by the Public Protection Manager (Outbreak Control). The Public Protection Manager (Outbreak Control) reports to the Head of Public Protection.

The Head of Public Protection reports to the Health Protection Board which has the status of Outbreak Control Silver Command within the LBH COVID-19 response management structure. The Health Protection Board brings together relevant professional expertise (LCRC, PP Environmental Health Officers) and decision makers from across the Council and NHS partners. The Board is responsible for the ongoing development and delivery of the LBH Outbreak Control Plan.

The Board has reporting lines to:

- Gold enabling the rapid engagement and mobilisation of the Council as a whole and other statutory partners,
- the Health and Wellbeing Board, chaired by the Lead member for Health and Wellbeing, leading the engagement of the public on behalf of wider health and social care partnership, and
- Cabinet.

It should be noted that the Council's Gold/ Silver / Bronze command structure will remain in place until and unless the threat posed by COVID-19 can be managed as business as usual.

## 10.0 Review

This service plan will be formally reviewed on an annual basis commencing 01 April 2021.

Additionally, reviews will take place in response to:

- New legislation
- New government guidance
- A direction for review by the Health Protection Board (Silver)
- A previously unknown operational need
- Best Practice evolving from experience of dealing with outbreak control within the borough and elsewhere.

## 11.0 References

1. 'Our plan to rebuild: The UK Government's COVID-9 recovery strategy – updated 24 July 2020 - <https://www.gov.uk/government/publications/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy/our-plan-to-rebuild-the-uk-governments-covid-19-recovery-strategy#fourteen-supporting-programmes>
2. London Borough of Havering Coronavirus Outbreak Control Plan – June 2020 Version 1
3. Havering Corporate Plan 2019-2020

## Appendix 1 – Risk-based Enforcement Policy

A risk-based Enforcement Policy detailing the options and methods available to deal with non-compliance is included.

## Appendix 2- Equalities and Health Impact Assessment (EqHIA)

An Equalities and Health Impact Assessment (EqHIA) has been completed for this Service Plan which identifies some positive impacts of delivering this Service Plan.

## Appendix 3 – Table of Specific Work Tasks

A list of detailed actions the Outbreak Control Team will undertake in the delivery of this Service Plan is provided below.

Since the start of the pandemic the following actions have been taken by Public Protection:

<b>Actions</b>	<b>Figures</b>	<b>Comments</b>
<b>Letters</b>		
To businesses	600	In relation to reopening following lockdown
<b>Telephone calls</b>		
To businesses	877	A total of 1350 were identified 16 identified as 'high priority' requiring a visit
<b>Visits</b>		
Compliant low-risk businesses allocated to officers	35	5% of the compliant low risk
Closed premises	152	Businesses closed or closed down
Social distancing visits	214	
Drive by visits	168	Visits where observations were made without entering the premises
Patrols	Unknown	Officer patrols conducted mid-week and weekend. Including proactive and reactive

The new Outbreak Control Team aims to deliver the following:

<b>Item No.</b>	<b>Task</b>	<b>Target date</b>	<b>Status/ notes</b>
1	Development and ongoing review of the Outbreak Control team service plan	Ongoing	
2	Development of a COVID-19 Risk Assessment template for businesses and other settings	24/7/20	Completed
3	Development of a COVID-19 Risk Assessment tailored to user group and multi-use settings	TBC	
4	Production of a COVID- Secure risk-based inspection programme	Ongoing	

5	Carrying out of the COVID Secure inspection programme	Ongoing	
6	Production of a COVID Secure inspection report	31 <sup>st</sup> July 2020	Completed
7	Production of a COVID Secure aide-memoir	31 <sup>st</sup> August 2020	
8	Advice, education and Enforcement action in line with the council's enforcement policy	Ongoing	
9	Revisit programme for non-compliant businesses	Ongoing	
10	Production of a training pack for officers in relation to COVID Secure and Outbreak Control matters	21/8/20	
11	Responding to complaints/ enquiries and requests for advice	Ongoing	
12	Creation and development of a standard response to social distancing and COVID Secure complaints	24/7/20	Completed
13	Creation and delivery of webinars	Ongoing	
14	Daily Returns to OPSS until 31/7/ HSE.	Ongoing	
15	Weekly Returns to HSE via Survey Monkey from 1/8/20	Ongoing	
16	Liaison with stakeholders (including HSE and PHE) in relation to COVID matters	Ongoing	
17	Responding to outbreaks	As required	
18	Creation and development of a Standard Operating Procedure (SOP) process	3 <sup>rd</sup> August 2020	Completed
19	Creation and development of Standard Operating Procedures for the following: <ul style="list-style-type: none"> <li>o hostels</li> <li>o manufacturing/ food production businesses</li> <li>o retail businesses</li> <li>o hospitality businesses including pubs/ restaurants</li> <li>o nightclubs</li> <li>o leisure centres</li> <li>o gyms</li> <li>o transport hubs</li> <li>o fire stations/ home from home environments</li> <li>o transport: taxi drivers</li> </ul>	Ongoing	
20	Involvement in the development of Standard Operating Procedures for the following: <ul style="list-style-type: none"> <li>o Care homes: older people</li> <li>o Care homes: all ages</li> <li>o Domiciliary care</li> <li>o Sheltered housing</li> <li>o Supported living: older adults</li> <li>o Education settings</li> <li>o Children's centres</li> <li>o Youth offending centres</li> <li>o Supported living: young adults / leaving care</li> </ul>	Ongoing	



	<ul style="list-style-type: none"> <li>○ Faith settings</li> <li>○ Neighbourhood clusters</li> <li>○ Community and voluntary group settings</li> </ul>		
21	Updating of APP for recording of COVID Secure workplace visits	Ongoing	
22	Dissemination of PHE action cards to relevant premises types	Ongoing	
23	Barbers have formed the start of the COVID Secure inspection programme due to the fact that through PP visits they have been identified as having the highest level of non-compliance. They are also carrying out beard trims / shaves in the 'high risk' face zone	Ongoing	
24	The COVID secure inspection programme will be flexible to respond to directions received from an Outbreak Incident Management Team. At the beginning of September a direction was received to focus on cafes and public houses in the RM11 and RM12 areas	September 2020	Completed
25	Through working in partnership with the HSE undertake a project targeting 500 businesses for COVID secure compliance spot checks.	Sept – Dec 2020	ongoing
26	Participation in management of the local delivery of the NHS test and trace system.	Commenced October 2020	ongoing
27	Undertaking the doorstep component of local delivery of the NHS test and trace system.	Commenced 12 October 2020	ongoing