

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	14 July 2020
Title:	Hampshire Local Outbreak Control Plan and Local Outbreak Engagement Board
Report From:	Chief Executive

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Purpose of this Report

1. The purpose of this report is to update and seek the Cabinet's endorsement for the steps taken by the County Council to put in place a Local Outbreak Control Plan for Hampshire.
2. This report recommends the establishment of a Local Outbreak Engagement Board, as a sub-committee of Cabinet chaired by the Leader of the County Council, to provide political oversight of the local delivery of the Test and Trace Service, to lead the engagement with local communities and to be the public face of the County Council's response in the event of any local outbreaks of COVID-19.
3. This report also recommends the establishment of a Hampshire Covid-19 Health Protection Board chaired by the Director of Public Health to manage the COVID-19 pandemic in Hampshire, particularly with regard to identifying and dealing with future outbreaks of the disease, and the report delegates to the Director of Public Health authority to allocate the funding provided accordingly.
4. The report also recommends a revision to the title of the existing Cabinet Advisory Sub-Committee on Economic Development to the Cabinet Sub-Committee on Economic Growth and Recovery to better reflect the parallel challenges and responsibilities of economic recovery that face the county and the County Council further to this crisis.

Recommendation(s)

It is recommended that Cabinet:

5. Endorses the steps taken so far to establish a Local Outbreak Control Plan for Hampshire attached at Appendix A (anticipated first iteration at end of June for inclusion in Cabinet papers). This plan will be subject to regular update and review under the direction of the Director of Public Health and the Hampshire Covid-19 Health Protection Board.
6. Approves the establishment of a Local Outbreak Engagement Board for Hampshire on the basis set out in this Report and the Terms of Reference for the Board set out in Appendix B including the appointment of County Council Cabinet Members to the Board, and the invitation to Opposition representative, District Council Rep, CCG Non Exec Rep)].
7. Approves the establishment of a Hampshire Covid-19 Health Protection Board on the basis as set out in this Report and the Terms of Reference and Membership for the Board as set out in Appendix C
8. Delegates to the Director of Public Health the authority to spend the funding allocated to the County Council in accordance with the Local Authority Covid-19 Test and Trace Service Support Grant Determination, and the County Council's existing financial regulations, the Constitution and departmental scheme of delegation, including consultation with the Chief Executive where appropriate.
9. Approves the change of name from the existing Cabinet Advisory Sub-Committee on Economic Development to the Cabinet Sub-Committee on Economic Growth and Recovery.

Executive Summary

10. This report explains the requirement for the establishment of a Local Outbreak Control Plan for Hampshire, updates Cabinet on the progress made towards the creation of the Plan, and seeks Cabinet's endorsement of the first iteration of the Local Outbreak Control Plan attached at Appendix A.
11. This Report also explains why the County Council needs to establish a Local Outbreak Engagement Board and a Hampshire Covid-19 Health Protection Board and seeks approval for the draft Terms of Reference for the Boards set out in Appendices B and C.

Contextual Information

12. The Government has recently launched the Test and Trace service, which is a central part of the Government's Covid-19 Recovery Strategy. The primary objectives of the Test and Trace service are to control the Covid-19 rate of reproduction, reduce the spread of infection and save lives, and in doing so help to return life to normal as soon as possible, for as many people as

possible, in a way that is safe, protects our health and care systems and releases the economy.

13. Achieving these objectives will require a co-ordinated effort from local and national government, the NHS, Public Health England, businesses and employers, voluntary organisations and other community partners, and the public. Local planning and response are an essential part of the Test and Trace service, and the County Council has a central role to play in the identification and management of infection as an “upper tier” authority with responsibility for public health through the statutory Director of Public Health.
14. Based on the foundation of the role of the Director of Public Health at the County Council, and working with Public Health England’s local health protection teams, the County Council will build on existing health protection plans to put in place measures to identify and contain outbreaks and protect the public’s health. The response will be delivered at different levels and by different organisations, however these will need to be directed and brought together at upper tier local authority level under the leadership of the Director of Public Health to optimise place-based planning, monitoring and response.
15. The Director of Public Health is responsible for defining these measures and producing the Local Outbreak Management Plan, working through the newly established Hampshire Covid-19 Health Protection Board. The Director of Public Health will be supported by and work in collaboration with Gold command of Hampshire County Council, Local Resilience Forum and the Hampshire Local Outbreak Engagement Board. The Local Outbreak Engagement Board, led by the Leader of the County Council, will provide political ownership and public-facing engagement and communication relating to outbreak response.
16. Government Guidance has indicated that Local Outbreak Control Plans should be centred around seven themes:

Care homes and schools - planning for local outbreaks in care homes and schools (e.g. defining monitoring arrangements, identifying potential scenarios and planning the required response).

High risk places, locations and communities - identifying and planning how to manage other high-risk places, locations and communities of interest including sheltered housing, dormitories for migrant workers, transport access points (e.g., ports, airports), detained settings, rough sleepers etc (e.g. defining preventative measures and outbreak management strategies)

Local testing capacity - identifying methods for local testing to ensure a swift response that is accessible to the entire population. This could include delivering tests to isolated individuals, establishing local pop-up sites or hosting mobile testing units at high-risk locations (e.g. defining how to prioritise and manage deployment)

Contact tracing in complex settings - assessing local and regional contact tracing and infection control capability in complex settings (e.g. Tier 1b) and the need for mutual aid (e.g. identifying specific local complex communities of interest and settings, developing assumptions to estimate demand, developing options to scale capacity if needed)

Data integration - integrating national and local data and scenario planning through the Joint Biosecurity Centre Playbook (e.g., data management planning, including data security, data requirements including NHS data linkages)

Vulnerable people - supporting vulnerable local people to get help to self-isolate (e.g. encouraging neighbours to offer support, identifying relevant community groups, planning how to co-ordinate and deploy) and ensuring services meet the needs of diverse communities

Local boards - establishing governance structures led by a Covid-19 Health Protection Board and supported by existing Gold command forums and a new member-led Board to communicate with the public

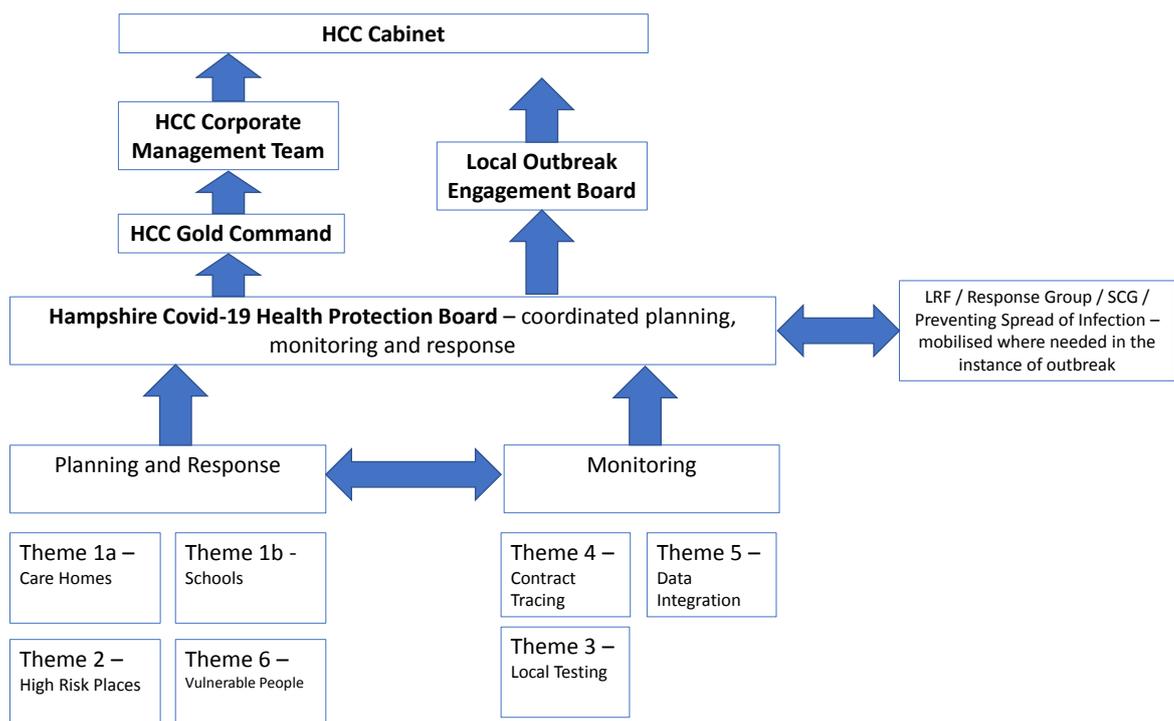
The Local Outbreak Control Plan for Hampshire

17. The Plan has been developed based on the work of 11 early adopter Local Authorities and also in partnership with key agencies including thematic leads from the County Council, District Councils and CCG representatives.
18. The rapid development of the Plan has been undertaken with a theme lead working to develop action cards to identify key processes and guidance for each setting. These action cards are informed by Standard Operating Procedures for local outbreak control alongside the specific application to the setting and national and local learnings so far in Covid-19 response. The outline Plan is attached in Appendix A.
19. Testing, contact tracing and data integration are key strands in monitoring the incidents, informing decisive and timely local responses and ultimately stopping the spread of the virus. The Plan will bring together these cross-cutting aspects to ensure an efficient, informed and joined up approach. This aspect will be in collaboration with other relevant partners.
20. Given the fast changing nature and on-going learning of Covid-19 incidents, it is imperative that the Plan is dynamic and regularly updated under the oversight of the Hampshire Covid-19 Health Protection Board.
21. Access to national data has been given to the Director of Public Health and the Chief Executive through a secure web-based portal, and protocols are

already established for holding and sharing this data. Where additional personally identifiable data will need to be shared between organisations for purposes of outbreak response, it is anticipated that this will be performed under existing data sharing arrangements and powers. If new arrangements are required as part of the development of outbreak control plans these will be subject to Data Protection Impact Assessments (DPIA).

Governance Structure

22. As detailed in the diagram below, the governance has been built on the key thematic areas identified in the Local Outbreak Control Plan, recognising the importance of coordinating planning and response and ensuring the alignment of testing, contract tracing and wider data integration. Each theme has a nominated lead, who will be responsible for aligning requirements to existing governance structures and standard operating procedures for outbreak control.
23. The thematic leads will report into the Hampshire Covid-19 Health Protection Board, which will draw on additional response groups, such as the Local Resilience Forum (LRF), as necessary and in accordance with triggers set out in the Local Outbreak Control Plan.
24. The Hampshire Covid-19 Health Protection Board will then be accountable to the HCC Gold Command and the Local Outbreak Engagement Board.



The Hampshire Local Outbreak Engagement Board

25. The Hampshire Local Outbreak Engagement Board will provide political oversight of the local delivery of the Test and Trace Service, lead engagement with local communities and be the public face of the County Council's response in the event of an outbreak of COVID-19. The terms of reference for the Board are included in Appendix B.
26. The Board will be formally constituted as a County Council Cabinet Sub-Committee and will be chaired by the Leader of the County Council. The County Council members will be the Leader of the County Council, The Executive Member for Public Health, The Executive Lead Member for Children's Services and Young People and the Executive Member for Adult Social Care and Health. In addition, a representative of the main Opposition Group at the County Council, a representative of the District and Borough Councils in Hampshire and Non Executive Board Member from Hampshire IoW Partnership of Clinical Commissioning Groups (CCGs) will be invited to attend meetings of the Board.
27. The County Council's Standing Orders and Executive Procedures will apply to the proceedings of the Board, with the exception that the Opposition Group representative and the District Council representative will have the right to speak at any meeting of the Board.
28. The Board will seek to reach a consensus on any matters or decisions which come to be made by the Board. However, for the avoidance of doubt in the event that a vote is required on any item, as a Sub-Committee of Cabinet voting rights will be restricted to the County Council Cabinet Members of the Board in accordance with Executive Procedures.
29. Separately, there currently exists a Sub-Committee of Cabinet, the Cabinet Advisory Sub-Committee on Economic Development. The purpose of that Sub-Committee has been to assist Cabinet in its work to understand and help improve the economy of the county of Hampshire on behalf of its residents. It is immediately apparent that alongside the grave risks to the wellbeing of the population brought about by the risks of the Covid-19 pandemic in and of itself, the risks represented by the severe economic implications are arguably at least as grave. It is proposed here that while this sub-committee must be retained at this critical time, it should be re-named Cabinet Sub-Committee on Economic Growth and Recovery. The purpose of this name change, and some potential future amendments to terms of reference of this Sub-Committee, is to ensure there is clarity of focus for the County Council and its stakeholders with regard to its parallel duties on economic development generally, and especially in the context of recovery from the impact of the virus.

The Hampshire Covid-19 Health Protection Board

30. The Covid-19 Health Protection Board is responsible for strategic oversight and delivery of health protection regarding Covid-19 in Hampshire including prevention, surveillance, planning and response, to ensure the needs of the population are met. The Terms of Reference for the Board are included in Appendix C, and the Board will support local delivery of the primary objectives of the Government strategy to:
- control the Covid-19 reproduction number (R);
 - reduce the spread of infection;
 - lower the incidence of cases and save lives; and
 - in so doing help return life to as normal as possible, for as many people as possible, in a way that is safe, protects our health and care systems and our economy.
31. Under the leadership of the Director of Public Health the Board will be responsible for the on-going development and delivery of the Local Outbreak Control Plan, including the specific thematic areas. The Board will comprise of officer representatives from Hampshire County Council, District Councils and the NHS to ensure collaborative oversight and engagement.

Local Authority and Public Health Protection Powers

32. Generally there is no need to compel people to take action to protect their own and other people's health. Occasionally, however, voluntary measures are insufficient and legal powers are needed to deal with infections or contamination that present a significant risk to human health. The powers now available to local authorities include powers that can be exercised without judicial oversight and other powers that involve an application to a JP for a Part 2A Order. Regulations also include provision for enforcement actions covering the closure of premises and business during the emergency. The measures are contained in the Public Health (Control of Disease) Act 1984 (as amended) together with the Health Protection (Local Authority Powers) Regulations 2010, the Health Protection (Part 2A Orders) Regulations 2010, the Coronavirus Act and Regulations made thereunder.
33. The powers will usually be exercised in consultation with other organisations, such as Environmental Health, Public Health England, the NHS or the emergency services and are detailed in the Outbreak Control Plan, including the criteria and assessment of the potential for significant harm to human health, risk of spread to others and necessity for action to be taken in order to reduce or remove that risk. This is a fast moving area of the law which is likely to be amended further by Government as the emergency moves into different stages.

Finance

34. The County Council has been awarded £4,789,993 under the Local Authority Covid-19 Test and Trace Service Support Grant.
35. The purpose of the grant is to provide support to local authorities in England towards expenditure lawfully incurred or to be incurred in relation to the mitigation against and management of local outbreaks of COVID-19. The Director of Public Health will be responsible for utilising and allocating this funding in accordance with the Local Authority Covid-19 Test and Trace Service Support Grant Determination, and it will be administered within the County Council's existing financial regulations, the Constitution and departmental schemes of delegation.
36. In two tier areas such as Hampshire, this grant is conditional on upper tier authorities working closely with their lower tier partners and ensuring those partners are given opportunities to deliver the outcomes this grant is meant to support where delivery by those partners would be the most efficient and cost-effective means of delivery.
37. The Chief Executive and Chief Internal Auditor will be required to sign and return to the Department for Health and Social Care a declaration, with timings in line with normal MHCLG reporting processes as follows:

“To the best of our knowledge and belief, and having carried out appropriate investigations and checks, in our opinion, in all significant respects, the conditions attached to the LOCAL AUTHORITY TEST AND TRACE SERVICE SUPPORT GRANT DETERMINATION 2020/21: No 31/5075 have been complied with”.

Conclusions

38. This report sets out the steps taken by the County Council under the leadership of the Director of Public Health to develop a Covid-19 Local Outbreak Control Plan and establish the necessary governance and oversight arrangements.
39. These steps are critical in delivering the objectives of reducing the spread of infection and ultimately saving lives through the coordinated local efforts of a range of organisations across local and national government, the NHS, Public Health England, businesses and employers, voluntary organisations and other community partners, and the public.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents	
The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)	
<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

See guidance at <https://hants.sharepoint.com/sites/ID/SitePages/Equality-Impact-Assessments.aspx?web=1>

Insert in full your **Equality Statement** which will either state:

- why you consider that the project/proposal will have a low or no impact on groups with protected characteristics or*
- will give details of the identified impacts and potential mitigating actions*

Appendix A

Local Outbreak Control Plan for Hampshire

Appendix B

Hampshire Local Outbreak Engagement Board Terms of Reference

Overall Purpose

The Hampshire Local Outbreak Engagement Board will:

- Provide political oversight of the local delivery of the Test and Trace Service,
- Lead the engagement with local communities,
- Be the public face of the County Council's response in the event of an outbreak of COVID-19.

Membership

The County Council members of the Board will be:

- The Leader of the County Council,
- The Executive Member for Public Health,
- The Executive Lead Member for Children's Services and Young People and
- The Executive Member for Adult Social Care and Health.

In addition, a representative of the main opposition group at the County Council, a representative of the District and Borough Councils in Hampshire and a Non Executive CCG representative will be invited to attend meetings of the Board.

The Leader of the County Council will be the Chairman of the Board.

Procedure rules

The Board is a County Council Cabinet Sub-Committee and will be chaired by the Leader of the County Council.

The County Council's Standing Orders and Executive Procedures will apply to meetings of the Board with the exception that the Opposition Group representative and the District and Borough Council representative will have the right to speak at meeting of the Board

The Board will seek to reach a consensus on any decisions which come to be made by the Board but in the event that a vote is required on any item only the County Council Cabinet Members of the Board will be able to vote in accordance with the County Council's Standing Orders and Executive Procedures.

Frequency of Meetings

The Board will meet as and when considered necessary by the Chairman of the Board

Appendix C

Hampshire Covid-19 Health Protection Board Terms of Reference

Overall Purpose

The Covid-19 Health Protection Board is responsible for strategic oversight of health protection regarding Covid-19 in Hampshire/ IOW, including prevention, surveillance, planning and response, to ensure they meet the needs of the population.

The Board will support the local delivery of the primary objectives of the Government strategy to control the Covid-19 reproduction number (R), reduce the spread of infection, lower the incidence of cases and save lives, and in doing so help to return life to as normal as possible, for as many people as possible, in a way that is safe, protects our health and care systems and releases our economy.

The response will be delivered at different levels and by different organisations, however these will need to be brought together at Upper Tier local authority level under the leadership of the Director of Public Health to optimise place-based delivery. In addition to the place-based approach overseen by the Board the levels will include:

- Oversight of NHS Test and Trace – national and regional; and
- Links to and collaboration with organisations working at for delivery of Local Outbreak Control Plans across local authorities.

Membership

Director of Public Health (Chair) HCC
Consultants in Public Health and Public Health Principal HCC
Head of Public Health Intelligence HCC
District/ Borough Representative
Programme Manager – Covid 19 HCC
Communication Lead HCC
Emergencies and Resilience Team HCC
Relevant Directorate leads HCC Childrens Services, Adult Services and ETE
Finance HCC
Public Health England Consultant in Communicable Disease Control
CCG Managing Director
CCG Quality Lead
Testing lead (may be covered by another role)
A defined post-holder will act as 'Secretariat' to the Group – to be agreed . Specific invitations to persons in other roles may be made where warranted by the business of the meeting.

Objectives

The Board will:

- Be responsible for the ongoing development and delivery of the Local Covid-19 Outbreak Control Plan, including:
 - Planning to prevent and respond to local outbreaks in settings such as care homes and educational settings
 - Identification and management and prevention of outbreaks in other high-risk places, locations and communities of interest
 - Identifying methods for local testing and directing resource as appropriate to ensure a swift response that is accessible to the entire population.
 - Oversight and support to contact tracing and infection control capability and capacity in local complex settings and identifying and escalating requirements
 - Ensuring local services can support vulnerable people to self-isolate
- Make recommendations for allocation of resources to support the effective delivery of the Plan
- Receive and act on data and intelligence, including epidemiology and Early Warning indicators, provided from sources including Covid-19 Data and Modelling Cell, Public Health England, NHS Test and Trace and the national Joint Biosecurity Centre (JBC)
- Ensure integration of the NHS Test and Trace programme with local communities and services in line with the Local Outbreak Control Plan
- Advise and agree on community engagement, including with vulnerable and/or higher risk communities of interest
- Advise on communications strategy, including informing the Covid-19 Comms Cell and the Covid-19 Member Led Group
- Approve implementation measures (or make recommendations to other bodies where appropriate) that will prevent virus transmission, for example those contained within the JBC 'playbook'.
- Monitor the response to local outbreaks and ensure learning informs future practice
- Make recommendations for the wider Covid-19 response and policy agenda including the Recovery workstream and NHS Recovery and Restoration programme
- Identify, monitor and escalate risks and issues as appropriate.

Accountability

The group will be accountable to HCC Gold in its role as overseeing the local authority response at local level.

It will also have reporting relationships to:

- Local Outbreak Engagement Board.

Where appropriate the group will liaise with:

- Health Protection Boards in the other Local Authorities in Hampshire and IOW on cross boundary issues;
- The Hampshire and IOW Resilience Forum and Hampshire and IOW Integrated Care System;
- Local Integrated care Partnerships.

Frequency of Meetings

Meetings will be held weekly at first, but with extraordinary meetings convened if required. Meetings are not open to the public. An agenda and papers will be circulated at least 1 working day before the meeting. Conflicts of interest must be declared by any member of the group.

Quoracy

There will be least six representatives, one of whom will be the Chair or nominated Co-chair.

Review

Terms of reference will be reviewed on a bi-monthly basis.