



CABINET – 20 OCTOBER 2020

**CORONAVIRUS (COVID-19) IMPACT AND RESPONSE OF THE
COUNTY COUNCIL – RECOVERY**

**SUPPLEMENTARY REPORT OF THE CHIEF EXECUTIVE AND
DIRECTOR OF PUBLIC HEALTH**

PART A

Purpose of the Report

1. This supplementary report outlines:
 - a) the work being undertaken within the County Council and with partners through the LRF (Local Resilience Forum) to address the challenges posed by Covid 19, as well as other emerging risks such as Winter Flu, Brexit and emergencies resulting from bad weather;
 - b) the on-going impact of coronavirus in the County and an update on the three Covid Alert Levels that have been introduced and restrictions that would apply;
 - c) an update on the Council's recovery strategy and on economic recovery;
 - d) the implementation of enforcement powers granted to the Council under the Health Protection No. 3 Regulations.

Recommendations

2. The Cabinet is asked to note:
 - a) the on-going LRF actions to deal with the significant risks posed by the coronavirus and other emerging risks;
 - b) the introduction of the three-tiered Alert Levels and that Leicestershire currently is classed as Level One – Medium, except for Oadby and Wigston which is currently classed as Level Two - High;
 - c) the continuing work being undertaken on recovery;
 - d) the additional pressures on staff from Trading Standards and Public Health arising from enforcement action being taken under the Health Protection No. 3 Regulations.

Reason for Recommendations

3. To advise on the current position on the response to the coronavirus pandemic, the plans in place to support the continued recovery of the County Council's functions and services, and the plans in place to support and address the winter pressures.

Background

4. Coronaviruses are a family of viruses common across the world in animals and humans. Covid-19 is the illness seen in people infected with a new strain of coronavirus not previously seen in humans and began in the Wuhan Province in China in December 2019. This has since spread to most parts of the world.
5. The Cabinet has considered reports on the matter at its meetings in March, April, May and June. These have covered issues such as the impact of the virus across Leicestershire, the Council's plans to respond, the joint working with partners, and the financial implications for the Authority. The County Council on 30 September noted a report which set out the impact of Covid-19 on the Council's finances.

Circulation under the Local Alerts Procedure

6. This report has been circulated to all Members of the County Council.

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PART B

Local Resilience Forum and County Council Covid-19 Governance Update

7. The Local Resilience Forum (LRF) continues to co-ordinate the response to Covid-19 across Leicester, Leicestershire and Rutland (LLR). A Gold Command Group, the Strategic Coordinating Group (SCG), is leading the response and is chaired by the Chief Executive of the Leicester, Leicestershire and Rutland CCGs, supported by a Tactical Co-ordination Group (TCG) and a number of topic and task-specific cells (officer groups). The meeting frequency of the SCG has varied in intensity in line with the necessary response to the pandemic and is currently weekly. A Strategic Recovery Co-ordinating Group, chaired by the Council's Assistant Chief Executive, is meeting fortnightly and is also supported by a tactical group and topic-specific cells.
8. The SCG is now taking on a broader role ahead of the coming winter where it will lead a co-ordinated response to a range of potential winter 2020 pressures including Covid-19, seasonal influenza, EU Exit Transition and other potential incidents (including possible storms and flooding). With respect to EU Exit Transition an LRF group has been established to co-ordinate the Leicester, Leicestershire and Rutland (LLR) response and reports in to the SCG.
9. The LRF recently ran an exercise to test local preparedness for several incidents occurring concurrently this winter and the output of that is being taken into account in the LRF's plans and activities, including through the development of a Winter Response Framework. Lessons have also been learnt, documented and responded to from the local lockdown in Leicester and parts of the County.
10. The Council's Crisis Management Group (CMG), chaired by the Chief Executive, is currently meeting weekly and continues to be supported by a corporate Resilience Planning Group (RPG) which is meeting twice-weekly with one of these meetings focusing specifically on recovery planning (see paragraphs 21-33 below). The CMG continues to oversee the Council's response across the key issues relating to the coronavirus and the Council's relationship with, and input to, the LRF.
11. A corporate EU Exit Group is being established to co-ordinate the Council's response to the end of the transition period.

Health Position

12. The rate of cases of Covid-19 in Leicestershire has continued to climb. Since early September cases have risen ten-fold. After a short spell when rates did stabilise, they have now trebled since the beginning of October.
13. Of concern has been the widespread increase across the County in October. Up to that time, the County position was largely characterised by low levels, with occasional hotspots in areas like Oadby and Wigston.

14. Although containing community outbreaks, such as occurred in Oadby and Wigton in September, was beyond the remit of Local Authority-led outbreak control plans, the Council was able to work with partner organisations to bring rates under control through deploying testing, engagement with the community, enforcement and communication.
15. In October, the rapid increase in cases across the County has stretched to the limit the Council's ability to control it. Given the current capacity of the testing system and the limitations of the national tracing system it is clear that only by people changing their behaviour can the virus be brought back under control.
16. Alongside the national 'hands, face, space' message, Leicestershire has led the launch of the 'it's down to us' campaign across the LRF area. This is a communications and social media campaign designed to reinforce the role everyone can all play in doing the right things to help stop the spread.
17. As of 14 October, admissions due to Covid-19 into the University Hospitals Leicester NHS Trust remain low compared to other areas, but are beginning to rise. Rates of cases in the over 60s are currently half that of the national average. Whilst a second wave affecting Leicestershire is inevitable, and largely is already here, it is not inevitable that it spreads into vulnerable populations and that deaths grow exponentially as cases have. As crucial as it is to stop the spread, it is just as vital to limit the harm caused to the most vulnerable populations.

Alert levels

18. The Government introduced a three-tier system of restrictions on Wednesday 14 October, details of which are attached at Appendix A. Oadby and Wigton 'transferred' from 'enhanced local restrictions' into Level Two 'high'. This prohibits household mixing indoors including in hospitality settings, but does allow for meetings outdoors subject to the national rule of six.
19. All other areas of Leicestershire were assigned level 1 'medium'. With rates continuing to climb, a further escalation in the level applying to Leicestershire cannot be ruled out. A number of indicators including case rates in the population, case rates in those aged over 60, hospital admissions and care home outbreaks are likely to influence future Government decisions on levels in Leicestershire.

Response

20. Leicestershire's Public Health Department continues to lead incident management teams for those areas of particular concern. These teams pull together representatives from the County Council including communications, trading standards and public health, the NHS (primary care), relevant district council colleagues, and the Police to coordinate the response in any one area through testing, enforcement and communication and responding to any outbreaks in a particular setting of concern.

Recovery

21. Given the nature of the Covid-19 pandemic, the consecutive 'Response' and 'Recovery' phases have had to be worked on concurrently for the Council's functions and services, particularly evident where local and national guidance have necessitated the easing and subsequent retightening of business and social restrictions since the start of the pandemic. As such, the recovery work has had to be both flexible and responsive to the changing situation.
22. The County Council's Recovery Strategy, agreed in June 2020, provides arrangements for three themes of recovery; Infrastructure, Community and Economic. This section of the report focuses first on the Infrastructure recovery of the County Council's functions and services before sharing progress on the Economic recovery theme.

Infrastructure Recovery

23. The Recovery Strategy sets out an approach to moving towards 'Full Recovery' utilising detailed departmental position statements to provide progress updates on how the Council's functions and services are adapting to ensure continued provision of services during, rather than after, the pandemic. Corporate themes have also been developed to ensure such service delivery is as affordable as possible, is in line with Government and Public Health guidance for the provision of services and that new working arrangements for Council staff are developed to support their wellbeing and productivity throughout the process. Planning guidance for Heads of Service has been produced to support this work with Departmental recovery cells established to oversee the recovery process within departments, utilising RPG to identify any issues.
24. The Member Working Group on Covid-19 Recovery (MWG) met on 28 July 2020 to receive the first position statements from each of the Council's departments on the phased delivery actions for functions and services. Given the high degree of uncertainty at that time, these plans provided for interim service delivery up to the end of September 2020, in most cases detailing when and how the majority of functions and services would be operational. Given the varied starting points, with a number of the Council's functions continuing throughout the early stages of the pandemic and additional functions being provided through the response phase, this exercise proved useful in clearly stating the planned delivery position at that time.
25. The current situation remains dynamic and things can change quickly, both locally and nationally, with the need for regular review of plans and position statements necessary, responding to changing priorities and guidance as required. Despite also being good practice, the regular review of service plans also ensures there is no default back to old ways of working which will likely not be either affordable nor appropriate for the longer term.
26. For supporting the development of these future ways of working for the Council the workplace programme within the Transformation Portfolio has been

refocused. The programme has ensured all County Council buildings and services are COVID-secure – ensuring clear guidance is in place for managers and staff to work safely, and the wellbeing of staff is supported through new initiatives such as the introduction of a working from home allowance for staff and regular wellbeing surveys and toolkits for managers. The emerging Ways of Working programme will be bold in its ambition in relation to reviewing the property estate, including the County Hall campus, changing the workplace model, investing in value-adding technology and, importantly, supporting people - maintaining and improving wellbeing, performance and productivity, as well as unlocking further opportunities for financial savings.

27. The Recovery Strategy initially provided for one round of interim service planning but recognised the high probability that this position would change. Given the long-term uncertainty the Council is not in a position to confirm long-term arrangements, but Heads of Service across the Council have been asked to revisit interim delivery plans, using updated corporate guidance (attached at Appendix B to this report), and to extend delivery plans to cover the six-month period to the end of March 2021. Departments are well-placed to coordinate the review of these plans and are preparing updated position statements with corporate support functions prioritising advice, support and challenge to the process.
28. Heads of Service and Departmental Management Teams have now completed this exercise. The outcome will be collated into departmental position statements which will be shared with the Member Working Group on Recovery before being presented to the Cabinet in due course.

Economic Recovery

29. Since the start of the pandemic in March 2020, the evidence gathered demonstrates beyond question the impact the pandemic is having on the local economy. This includes the impact on businesses in many sectors and particularly the tourism and hospitality sectors. In line with the rest of the UK:
 - a. Unemployment is increasing - 18,965 claimants for Job Seekers Allowance and Universal Credit in August 2020 in Leicestershire – up 625 from July and increased from 1.6% in February to 4.4% in August;
 - b. High numbers of people remain on furlough – 10.3% fully and 2.9% partially furloughed in the East Midlands in August (11.3% and 3.1% England). Unemployment levels are expected to continue to rise;
 - c. Job vacancies advertised are below what they were a year ago.
30. The Council is well connected to businesses in the County and is listening to their concerns, which include:
 - a. Financial, including cash flow;
 - b. A fall in business confidence;
 - c. Social distancing impacts on productivity;
 - d. Reduced opening hours in the hospitality sector;

- e. Uncertainty making it hard to plan – also need to consider impact of Brexit and the resulting new legislation, as well as Covid-19;
 - f. The need for diversification - opportunities are being considered by many businesses.
31. In response, the Council immediately launched the £750,000 Covid-19 Business Recovery Grant. This provides immediate and upfront funding to support businesses who need to respond to the impact of the pandemic. To date £400,000 has already been allocated to Leicestershire businesses. New applications for the grant are received each week. It is anticipated that the ending of the Government's furlough scheme at the end of this month will put greater strain on local businesses and this will be reflected in further applications to this scheme.
32. In addition to the direct support for businesses, the Council is also exploring other initiatives that will help address the economic impact of the pandemic. These include:
- a. providing additional support for skills and employment, potentially building on the Government's recently announced Kickstart programme;
 - b. further delivery of broadband to rural areas, over and above the existing Superfast Leicestershire Programme, to support those working from home or running businesses from rural locations;
 - c. looking at how the response to the economic impact of the pandemic can help meet the Council's commitment to zero carbon and wider green energy initiatives in the County.
33. The responsibility to respond positively to the economic impact of the pandemic in the County is a collective one. The Council is a full and active partner in the LRF's Economic Recovery Cell, the purpose of which is to provide an analysis of the impact of Covid-19 and Brexit on the economy of Leicester and Leicestershire and to co-ordinate decisions and focus within both the Leicester and Leicestershire Enterprise Partnership and wider LRF partners in terms of strategy, delivery and funding.

Enforcement Powers

34. On 18 July 2020, the Government introduced the Health Protection No. 3 Regulations which granted powers to local authorities *'to respond to a serious and imminent threat to public health and to prevent COVID-19 ("coronavirus") transmission in a local authority's area where this is necessary and proportionate to manage spread of the coronavirus in the local authority's area.'* These Regulations enabled the County Council to give a direction which imposes prohibitions, requirements or restrictions in relation to individual premises, events and public outdoor places. Details of the powers are set out below.

i. Individual premises

The Council may give a direction in relation to individual premises, for the purpose of closing those premises, restricting entry to them, or securing restrictions in relation to the location of persons when inside. There is a requirement to have regard to the need to ensure the public has access to essential public services and goods before issuing a direction and the Council may not give direction in relation to premises which form part of essential infrastructure. The statutory guidance contains a non-exhaustive list of a range of infrastructure that provide essential public services and goods as well as various means of transport which are also outside of the scope of the power.

The direction given by the Council may impose a prohibition, requirement or restriction on the number of persons in the premises, the purposes for which they are there, and the facilities provided in the premises.

ii. Restrictions on events

There is a power for the Council to prohibit certain events (or types of event) from taking place. A direction under this Regulation may only have the effect of imposing prohibitions, requirements or restrictions on the owner or occupier of premises for an event to which the direction relates or the organiser (or any person involved in holding such an event). Those simply planning to attend the event do not commit an offence.

iii. Restriction of access to public outdoor places

There is a power for the Council to direct the closure of, or restrict access to, a public outdoor place (or public outdoor places of a specified description). The statutory guidance refers to a known planned event or where past experience indicates a high risk that the numbers of people expected to seek to use a space would make it unsafe. There are additional consultation obligations if the closure will impact on the strategic road network.

Once a direction is made, people will not be allowed to enter or remain in the area without a reasonable excuse. The Regulations provide a non-exhaustive list of reasonable excuses, which include allowing access to a person's home or for work purposes etc.

The statutory guidance states that 'we would usually expect that the power would not be exercised so as to restrict social interaction between people living in the area and outside. We would usually expect directions to be drawn in such a way that visitors from outside the area, such as friends and family, would be able to visit people living within the area, unless the movement of people has been restricted within other Regulations. We would not usually expect directions to prevent people from travelling within an area if

the start and end of their journeys are outside it, for example long distance motorway journeys that pass through the area’.

Where the Council has given a direction relating to a public open space, the Council must take reasonable steps to prevent or restrict public access to the public outdoor place or places to which the direction relates in accordance with the direction.

Grounds and procedural requirements

35. The Council must satisfy itself that three conditions are met before it can give a direction under the powers referred to above. The conditions are that
 - i. the direction responds to a serious and imminent threat to public health in the local authority’s area;
 - ii. the direction is necessary to prevent, protect against, control or provide a public health response to the incidence or spread of infection in the local authority’s area of coronavirus;
 - iii. the prohibitions, requirements or restrictions imposed by the direction are a proportionate means of achieving that purpose.
36. There is a requirement to gather sufficient evidence to demonstrate the three tests above are met. The guidance suggests evidence may be required from experts through the Local Resilience Forum, from NHS Test and Trace (including the Joint Biosecurity Centre (JBC)), from Public Health England (PHE) and from other sources.
37. There is also a requirement to consult with the Director of Public Health (DPH) and assess whether the conditions for taking action have been met and to have regard to any advice given by the DPH prior to issuing a direction (or deciding to revoke such a direction). The guidance indicates that the Council should consult the Police prior to issuing a direction and, in relation to the closure of a public outdoor space, should consult neighbouring authorities (and the other tier in two tier authorities) about proposals to exercise the power. It is also necessary to engage with partners through the Local Resilience Forum to ensure emergency services are aware of proposals and manage risk, including the risk that people may travel to other local spaces.
38. An equality impact assessment is required, and the Council must have regard to its Public Sector Equality Duty during the decision-making process.
39. The Council must take reasonable steps to give advance notice of the direction to those that will be affected by it, i.e. the persons carrying on business from the premises, persons who own or occupy the land, those who are organising the event in question or who carry on a business from premises within the public outdoor space to which the direction relates.

40. The Council must specify the date and time on which the prohibition/ requirement/restriction in the direction comes into effect, and the date and time on which it will end. The notice must also include the basis on which the three conditions are met and why a specific prohibition, requirement or restriction is necessary. The Council must notify the Secretary of State that it has exercised these powers and must review its decision at least once every seven days, to see if all three conditions still apply.

Additional powers

41. The County Council may direct the district council to exercise any of its functions in a specified way if that is considered to be necessary and proportionate (having regard to the advice of the DPH) to prevent, protect against, delay or control the spread of coronavirus infection in the district council's area.

Powers of the Secretary of State

42. The Regulations also enable the Secretary of State to direct the Council to issue a direction under these powers if he is satisfied that the conditions above have been met.

Notification requirements

43. If the Council issues a direction, there is an obligation to notify the Secretary of State as soon as possible (within 24 hours maximum) via NHS Test and Trace and any neighbouring local authorities that may be affected and where notification is given that local authority must consider, as soon as may be reasonably practicable, whether to exercise its own powers under these Regulations and must notify the initiating local authority of what it has decided to do. There is also an obligation to notify the district council.

Appeals, enforcement and offence

44. Where a direction is made, the event organiser and/or owner or occupier of a premises has a right of appeal to the Magistrates' Court, and the right to make representations to the Secretary of State. However, they must fulfil the requirement of the direction until the appeal is resolved. Both the Council and the Police are given powers to enforce a direction once issued but the mechanisms are different. It is an offence to contravene the direction without a reasonable excuse and this is punishable by a fine. A fixed penalty notice can be given to a person who commits an offence and is aged 18 or over. There are powers to designate the environmental health officers of the district council to assist with the enforcement.

The County Council's approach

45. In response to and for the purposes of implementing the No. 3 Regulations the County Council has decided to:

- i. Revise the delegated authority of the Head of Regulatory Services to enable him to exercise the power to issue a direction. It is expected that the exercise of this power will be reported to the local member for information. It is believed that this will represent the best way of achieving directions in a timely and flexible way to meet the public health requirements arising, including out-of-hours action and enforcement.
 - ii. Designate environmental health officers from the district councils to assist with enforcement, as required.
 - iii. Work cross-departmentally to produce the procedures, guidance and templates to support the County Council's function in this area and to engage with the LRF to ensure multi-agency issues are managed appropriately.
46. It is expected that there will be further guidance from Public Health England and the Department of Health and Social Care in due course and the Council will take this into account as it develops its response to the Regulations
47. Since the No.3 Regulations were introduced enforcement action has been taken in relation to the following premises: the Tipu Sultan Restaurant in Oadby; the Bounty Public House in Hinckley; and the Satya and Saffron banqueting suite in Oadby.
48. The action has been taken in consultation with the Council's Legal Services Team and on the advice from the DPH following engagement with environmental health teams in district councils and Leicestershire Police.

Resource Implications

49. The Council's No. 3 Regulations Team consist of the Team Leader and 3x FTE Trading Standards Officers, all of whom are working solely on No. 3 intelligence gathering, attending Public Health and district council meetings with environmental health officers and also enforcement in the field. This has involved around 100 hours overtime at weekend/ evenings (including, for example, Bosworth Water Park monitoring). Additionally, the Head of Service and Team Leader have worked in excess of 30hours each much of which was over weekends. Additional resources are being deployed via agency staff and this will need to be kept under review.
50. The Council's Legal Services Team has worked a significant number of hours on establishing templates and providing legal advice. It may be expected that this will reduce as systems embed and model documentation is applied although each case is likely to require legal advice on the grounds/ proportionality of intervention.
51. Engagement with district councils is via agreements that their staff are made available to the County Council and that a proportion of the costs of the additional work undertaken will be payable from the local outbreak

funding provided to the County Council. It is too early to be clear on the costs of this work and invoices are awaited.

52. It should be noted that the following areas of work are being placed 'on hold' or reduced whilst the Trading Standards Service focusses on the enforcement work as a priority:
- Age restricted products related enforcement (counterfeit, illicit products and underage sales investigations)
 - General inspection duties of businesses which would normally identify a range of compliance issues

Summary

53. The Covid-19 pandemic has posed unprecedented challenges to Leicestershire's residents and businesses, including some areas of the county being part of the first local lockdown in the UK. The increasing infection rates set out in this report, and the potential impacts on hospitalisations, illness and mortality, are of real concern. Steps to address this will have economic and other impacts necessitating a nuanced and balanced approach to minimise overall negative impacts. Clear communications and messaging are critical and have been a priority for the LRF and the Council.
54. The Council has engaged effectively with partners, through the LRF, in responding to this major incident and in planning for the area's recovery. The Council has also had to make substantial changes to how it operates and how it provides services, and this has meant that staff have had to adjust to radically different ways of working, including for many an unprecedentedly long period working from home. New responsibilities, particularly in relation to enforcement, have been taken on and the Council has taken a lead role in prominent response activities including the shielding of vulnerable people. The very substantial financial impacts have previously been reported to the Cabinet.
55. It is very evident that the pandemic has a considerable distance to run with it likely that residents and businesses will be subject to restrictions at least across the winter of 2020, that infections, hospitalisations and deaths will rise further, and that the subsequent recovery challenge will be a very major one. The Council is better placed than many to address the challenges ahead of it and is fortunate to be part of a strong and effective LRF, but significant risks, particularly financial risks, exist and lie ahead and these will need resolving, in particular through support from central Government, if the Council is to maintain levels of service which will provide the necessary support to vulnerable and other residents.

Equalities and Human Rights Implications

56. There are no equalities or human rights implications arising directly from the recommendations in this report.

57. Although the Council does not have an adopted policy in relation to its approach, the Covid-19 pandemic has required the Council to be flexible and responsive in the way in which it delivers its services and performs its functions. The Council's Corporate Equalities Board, together with Departmental Equality Groups will play a key role in monitoring the impact of any changes.
58. A high-level Equality and Human Rights Impact Assessment (EHRIA) and improvement plan is in preparation to provide an initial overview of the existing or anticipated equality impacts of Covid-19 and the Council's response. This document is seen as a corporate log of impacts across the organisation/community and is not intended to replace detailed EHRIAs for service changes or easements within departments.
59. The intention is to initiate a corporate log of impacts and actions and to provide information to support departments in meeting the Council's equality and human rights duties.

Appendix

Appendix A – Local Covid-19 Alert Levels

Appendix B – Corporate Guidance – production of Interim Delivery Plans

Background Papers

Report to the Cabinet meeting on 23 June 2020 "Coronavirus (Covid-19) Impact and Response of the County Council – Recovery and Financial Impact"

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5996&Ver=4>

Report to the County Council on 30 September 2020 "Medium-Term Financial Strategy – Latest Position"

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=6041&Ver=4>

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