Annex O (Community Containment) to the Summit County Basic Plan

COMMUNITY CONTAINMENT

I. PURPOSE

The purpose of this Annex is to establish rationale for certain Non-Pharmaceutical Interventions (NPI's) to be used for mitigating a community-wide epidemic. The goal of this Annex is to reduce the total number of incident cases of disease, thus reducing community morbidity and mortality. Community containment is a strategy for implementation at the community level of intervention designed to slow or limit the transmission of a highly communicable infectious disease. The primary objectives of community containment measures are:

a. Delay or stop growth in the number of incident cases and shift the epidemic curve to the right in order to “buy time” for deployment of other effective countermeasures such as vaccines.

b. Decrease the peak amplitude of the epidemic curve.

c. Decrease the risk of exposure to susceptible people.

II. DEFINITIONS

As provided by the Ohio Department of Health (ODH)^1:

Quarantine is restriction of the movements or activities of a well individual or animal that has been exposed to a case of communicable disease during its period of communicability to prevent disease transmission of the disease during the incubation period if infection should occur.

Isolation is the separation of an infected individual from others during the period of disease communicability in such a way that prevents, as far as possible, the direct or indirect transmission of an infectious agent to those who are susceptible to infection or who may spread the agent to others.

Social distancing are measures to reduce contact between people in the community and workplace, i.e. cancellation of large public gatherings, alteration of workplace environments and schedules to decrease social density, and preserve a healthy workplace to the greatest extent possible without disrupting essential services.

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^1 Ohio Department of Health, Limitations on Movement and Infection Control Practices, Version 3.0, July 2011
Personal protective equipment (PPE) are resources designed to protect workers from serious workplace injuries or illnesses resulting from contact with chemical, radiological, physical, electrical, mechanical or other workplace hazards. Besides face shields, safety glasses, hard hats, and safety shoes, protective equipment includes a variety of devices and garments such as goggles, coveralls, gloves, vests, earplugs, and respirators.

Epidemic is the occurrence, within a defined population, community or region, of cases of illness or outbreak with a frequency greater than what would be normally expected.

III. SITUATION AND ASSUMPTIONS

A. Situation

1. Highly communicable infectious diseases which may require community containment strategies are those which can be transferred person to person and have high morbidity and/or mortality rates.

2. All policies and procedures related to community containment issues will adhere to local, state and federal regulations.

3. Emergencies/disaster/terrorist activities may cause situations to arise where community containment measures may need to be implemented.

4. The Summit County Emergency Management Agency (SCEMA) partners with the Summit County Public Health (SCPH), local hospitals and first responders to assist with community containment measures.

5. The SCPH’s Board of Health will be responsible for issuing community containment measures.

6. Evidence to validate the best strategies for protecting people during a community-wide epidemic is currently limited.

7. Timing of the initiation of community containment measures will influence their effectiveness.

8. The triggers to initiate various community containment strategies may vary based on the specific disease, transmission methods, transmission rate, case fatality rate, availability of pharmaceuticals/vaccine and other prophylaxis.

B. Assumptions

1. Judicial policies are in place to handle concerns of residents within Summit County as well as to provide enforcement authority support for SCPH.
2. Emergencies/disasters such as chemical spills, biological contamination or higher than normal disease percentages may require activation of this Annex.

3. Community containment measures may reduce communicable disease transmission by reducing contact between infected and uninfected susceptible persons.

4. While mass application of pharmaceutical measures such as vaccines or drugs are usually the most effective method to reduce transmission of communicable disease, such measures may not be available for deployment at the start of a community-wide epidemic or limited during a community-wide epidemic.

5. Community containment measures may increase the effectiveness of other epidemic response measures.

6. Implementing community containment measures may result in economic and social hardship for those affected.

IV. CONCEPT OF OPERATIONS

A. Phases of Emergency Management

1. Mitigation

   a. Establish response guidelines to community containment activities.

   b. Summit County’s mitigation interventions may include:

      (1) Isolation in the home or healthcare setting will depend upon the severity of an individual’s illness and/or the current capacity of the healthcare infrastructure.

      (2) Quarantine of susceptible individuals exposed or potentially exposed to disease may occur in the individual’s home or another location.

      (3) Dismissal of students from school (private, public, colleges and university), school-based activities, and closure of childcare programs, coupled with protecting children and teenagers through social distancing in the community may occur to achieve reductions of out-of-school social contacts and community mixing.
2. Preparedness
   a. Educate and train response personnel.
   b. Develop a public education program.

3. Response
   a. Work with Public Information Officer(s) (PIO) to distribute information to the media and general public.

4. Recovery
   a. Identify and address long-term community needs.
   b. Continue distribution of public information and public information as long as necessary.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. Summit County will utilize the least restrictive measures necessary to protect the public.

2. During an epidemic, decisions about implementation of community containment measures will be based upon scientific data, guidelines from state and national authorities, ethical considerations, consideration of the public’s likely response to protective measures and consideration of the full impact of such measures on the community.

3. All community containment measures should be used in combination with individual infection control measures, such as hand washing and cough etiquette.

4. Communities must be prepared for the potential consequences of community containment measures. An example of such a consequence is increased workplace absenteeism related to child-minding responsibilities if schools and childcare programs are closed as community containment measures.

5. When quarantine or isolation is ordered because of contagious diseases and when resources and capacity permit, all persons will be provided food, fuel, and all other necessities of life, to include access to medical devices and medications, as needed.
B. Assignment of Responsibilities

1. Summit County Public Health

   a. The SCPH has broad authority to issue orders of quarantine, isolation, social distancing measures and limitation of movement.

   b. Administer community containment strategies through recommendations or orders issued by the ODH, based on best current public health practices.

   c. Develop communications for the general public explaining the necessity for and provisions of community containment measures (refer to Annex C – Notification and Warning and Annex D – Public Information).

   d. Establish recommendations for personal protective measures for both the general public and response personnel.

   e. Employ quarantine guards, if needed.

   f. When resources and capacity permit, assure that quarantined persons receive adequate food, fuel, and all other necessaries of life, to include access to medical devices and medications, as needed.

   g. Coordinate community containment measures with the deployment of other community-wide interventions, such as mass vaccination or drug prophylaxis.

   h. Document and maintain records of community containment actions and activities.

   i. Track all costs relating to an order of quarantine.

   j. Notify, brief, and maintain liaison with the ODH and, if appropriate, with federal health officials.

   k. Assist public safety personnel with carrying out the seizure and destruction of contaminated articles.

   l. If animals or birds are involved with the transmission of the epidemic disease, work with zoos, the Ohio Department of Agriculture, the Ohio Department of National Resources, veterinarians or other local, state, and/or federal agencies to curb disease transmission to humans.
2. Ohio Department of Health
   a. The ODH has ultimate authority within the state in matters of quarantine and isolation, which it may declare and enforce, when neither exists, and modify, relax, or abolish, when either has been established.
   b. The ODH is charged to work in cooperation with the SCPH’s Board of Health and federal partners.

3. Hospitals
   a. Retain the responsibilities to assure medical care during isolation/quarantine.
   b. Notify SCPH of any suspected case of illness as requested or required by SCPH.
   c. Maintain all standard and transmission-based precautions for the prevention of spread of infectious disease as recommended by SCPH, ODH and/or federal agencies.
   d. Maintain procedure for influx of additional infectious diseases.

4. Emergency Medical Services
   a. Provide personnel to administer emergency medical assistance.
   b. Provide first aid/medical supplies for community, as available.
   c. Maintain communications with SCPH and hospitals.
   d. Report any suspected cases of illness as required or requested by SCPH.
   e. Technicians attending a person affected with a communicable disease shall use such precautionary measures to prevent its spread as are recommended by the SCPH, ODH and/or federal agencies.

5. Health Care Providers
   a. Notify the SCPH of any suspected cases of illness as requested or required by SCPH.
b. Physicians attending a person affected with a communicable disease shall use such precautionary measures to prevent its spread as are recommended by the SCPH and/or federal agencies.

c. Convey community containment recommendations of SCPH to patients.

6. Veterinarians

a. Report any suspected animal cases as required and/or requested by SCPH and/or the ODH.

b. Veterinarians attending an animal affected with a communicable disease shall use such precautionary measures to prevent its spread as are required by SCPH, ODH, the Ohio Department of Agriculture, and/or federal agencies.

c. Coordinate community containment measures with SCPH.

7. Summit County Emergency Management Agency

a. Notify and brief state and federal officials, as required.

b. Participate in action plan development with all participating agencies.

c. Coordinate all needed resources from within the county.

d. Coordinate all needed resources from outside the county.

e. Report any suspected cases of illness as required or requested by SCPH.

f. Facilitate the completion of an After Action Report and an improvement plan.

8. Fire Service

a. Conduct response activities as requested by other emergency response organizations.

b. Support evacuation efforts, if needed, in coordination with elected officials, SCPH, and law enforcement officers.
9. Law Enforcement

a. The maintenance of law and order and the protection of lives and property will be the objective of each law enforcement agency.

b. Local law enforcement agencies will assist with the warning and movement of individuals and families as needed.

c. Continuous flow of traffic will be maintained, to the extent possible.

d. Security for community containment activities will be provided to the extent that resources are available.

e. Support an area that is evacuated, for any reason, in coordination with elected officials, SCPH, and fire services, by utilizing roadblocks, line patrols and/or barricades.

f. Assist in the movement of essential personnel in and out of the area.

g. Assist in the movement of needed resources in and out of the area.

h. Assist SCPH with carrying out tasks as prescribed in the Ohio Revised Code 3707.04.

10. Judicial Branch

Afford the opportunity and ability for due process to individuals who are the subject of limitation of movement orders.

VI. DIRECTION AND CONTROL

Under the Ohio Revised Code 3707.04, SCPH is the authorized entity for issuance of community containment orders within their respective jurisdiction. The SCPH Board of Health will develop community containment measures for Summit County. Standard public health procedures will be followed as much as possible. State and federal support will be requested through the SCEMA or an activated Emergency Operations Center, but only after local resources have been expended or deployed.

All other direction and control issues will be handled as indicated in Annex H - Public Health.

VII. CONTINUITY OF GOVERNMENT

Involved agencies are responsible for their continuity of operations plans specific to their organization.
VIII. PLAN DEVELOPMENT AND MAINTENANCE

The SCPH is responsible for making changes to this Annex based upon deficiencies identified through drills, exercises, incidents, and changes in government function. The SCEMA will publish, distribute and forward all revisions of this Annex to all organizations with implementation or planning responsibilities.

IX. AUTHORITIES AND REFERENCES

A. Authorities

The major source of legal authority for public health interventions is Ohio Revised Code 3707 – Board of Health. Courts have repeatedly held that State quarantine and/or isolate laws are a proper exercise of public health agency authority. These laws may be used to detain individuals within an area and/or exclude healthy persons from entering an area.

B. References