

FURTHER MEASURES

This note sets out at a high level a set of further measures that the Government could take to increase compliance with social distancing and hence drive down the reproduction number. It is intended to support an initial discussion, prior to the commissioning of detailed work on the implementation of specific measures.

Latest data on compliance

Social distancing is happening, but it is uncertain whether there is a sufficient level of compliance to prevent infections growing exponentially.¹ More detail is set out at **Annex A**, and it is not possible to draw clear conclusions from this data about the overall level of compliance with social distancing, but in headline terms:

- there has been a big drop-off in transport by Londoners, with bus use down 61% Saturday compared to the same day last year, and tube use down 87%;
- this decline in journeys has been mirrored at a national level - based on Google data UK stations had 20-30% of usual levels on 21st and 22nd March;
- foot traffic in flagship shopping locations has fallen and continues to do so, with a near 80% reduction by the end of last week in Oxford Street;
- but, journey activity remains much higher in London and Manchester than in other major foreign cities (by a factor of ~5 based on citymapper data); and
- in London, parks are the only key category recording higher activity than normal according to Google data (see annex for further details).

In light of this uncertainty about the level of social distancing, and hence whether current measures are sufficient to push the reproduction number below 1 and therefore contain the spread, **the Government may wish to take further steps to increase social distancing.**

These options are set out in tables below, split across three categories:

- **communications** - moving to much more wide-scale and critically invasive means of disseminating guidance, as well as using targeted communications to reach specific groups that may not receive guidance by other means;
- **tightening** - building on existing measures, such as school and business closures, to limit time spent outside of homes and engaged in social contact; and
- **enforcement** - considering steps to compel compliance, including mirroring self-validation used in other countries.

It is important to note that the options set out below represent an initial assessment. If you wish to enact further measures quickly, it is recommended that you focus on communications, and the opening measures on tightening, whilst commissioning a fuller advice on implementing the more restrictive measures.

¹ SAGE modelling around containing the virus assumed that all households reduce contact outside of the household, school or workplace by 75%. Workplace contact rates are assumed to reduce by 25%, and household contact rates assumed to increase by 25%. This is a scenario and assumes that these levels of contact reduction can be achieved. If compliance is lower, then the impact will not be as large as modelled and indeed the uncertainty surrounding the modelling means that we might not contain the virus even if we meet a level of 75% or higher.

Category 1 - Communications

Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
1. Higher volume and more invasive comms	Push guidance through wide-audience channels: wrap-arounds on newspapers; infomercials ahead of programming including on streaming services; broadcast messages on mobiles and whatsapp; PM evening message on multiple channels.	Initial steps could be taken rapidly (e.g. guidance via newspapers). Could also commence discussions immediately with broadcasters / networks.	Singapore, Israel, South Africa, India using whatsapp bots. Hindu front page example.	Could increase public compliance, but could also have almost no effect.	Limited on top of existing impact. Limited on top of existing impact.
2. Targeted comms in key areas and for select groups	Particular push in London, in key premises that will remain open (e.g. supermarkets on distancing rules), and for select audiences (e.g. young men).	Again, initial targeted comms could issue this week.	Unknown.	Could increase public compliance, but could also have almost no effect.	Limited on top of existing impact. Limited on top of existing impact.

Category 2 - Tightening

Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
3. Social distancing standards in essential areas (supermarkets, pharmacies, hospitals)	Reduce the level of close social distancing happening within, for example, supermarkets.	Could strengthen guidance and communicate immediately.	France, Germany, Italy.	Mandating lower human density and 2m distancing will leave only indirect contact transmission as a plausible route of transmission. This is likely to have an effect.	Limited on top of existing impact.
4. Border screening from countries with high levels of CV-19 infection	Prevent imported cases from adding to further spread and setting up infrastructure to prevent future outbreaks.	Discussions required with HO and PHE to understand how quickly this could be set up.	EU, US, Japan, China.	Not considered relevant now.	Given steep reductions in cross-border travel, economic impact would likely be limited at this point.
5. Close non-essential retail and potentially other premises	Building on measures last week, close all non-essential retail, potentially including clothes and electronics shops, and potentially other premises such as places of worship, public buildings, parks and outdoor leisure, and outdoor and indoor markets.	Could request closures of further premises within 24 hours, and then update regulations.	France, Germany, Italy.	Previous advice from SAGE has indicated that the closure of places of leisure, work places and school should be priorities. Closure of other venues could potentially further reduce social interactions but the impact of this has not been quantified.	Very significant GDP, employment and fiscal impact (would likely lead to significant increase in usage of furloughed worker scheme announced by the Chancellor last Friday). There are c. 2 million UK non-food retail employees.

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Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
6. Ban public gatherings of more than X (e.g. 5) except for same household groups	Prevent all gatherings, including weddings, baptisms etc. Question against funerals given potential controversy.	Could request cessation immediately, and then legislate under Coronavirus Bill.	Germany, France, Spain, Italy, various US states.	This measure could potentially reduce the number of social interactions, which involve people in close proximity for extended period.	Impact would depend upon 'x' and how it was communicated. If the intention is to prohibit social gatherings then that would need to be made clear, as otherwise could be considered to be banning presence at retail sector, etc.

Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
7. Stop all non-home working, except for key workers	Move from advising that those who can work from home do, to requiring all except key workers to remain home. Effect of this enhanced by narrowing definition of key worker (see next option).	Could request this applies from tomorrow, although urgent work needed to set out options for narrowing definition of key worker - likely best left to businesses to identify critical staff, and provide some form of documentation.	France, China, Italy.	Work often involves many social interactions so this could potentially improve compliance levels. Modelling indicates that circa 30% of transmission occurs in the workplace.	Extreme economic impact as majority of the UK economy would no longer operate (most workers cannot perform their roles from home). This is unsustainable for anything other than the very shortest period (ie less than a month). Tax revenues would collapse, government spending on welfare (and our new job retention scheme) would rocket. This would lead to a financing crisis – i.e. the government would rapidly have to choose between funding public services, making welfare payments and paying pensions. They would also raise questions of the stability of the financial system.

Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
8. Narrow criteria for attending school	Reduce the number of children going to school, by one or more of: requiring children over a certain age stay home; moving from a one to two parent rule on key workers; tighten the definition of key worker.	Could request this applies from tomorrow, although same point as above on definition of key worker requiring urgent work.		<p>Any further reduction in the number of children in school may have some positive impact on social distancing and spread.</p> <p>However with some of the measures outlined here (e.g. tightening key worker definition), compliance challenges may be seen.</p>	<p>Extent of economic impact would depend on changes, and should only be considered once evidence exists of how school closures are being implemented. Existing UK approach makes clear that essential financial services workers are key workers, reflecting their role in keeping open bank branches, distributing cash, securing the operations of payment systems and financial markets and maintaining operational sites. These cannot be performed if all workers are working from home, and so restrictions that cut across this could pose a serious threat to peoples' access to money and the financial system. The impact on the real economy could also exacerbate existing strains on the financial system.</p>

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Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
9. Quarantine except for essential activity	Require citizens to stay home for all bar essential activity, which could be defined as: one trip to buy supplies; any medical need; one walk or run with appropriate social distancing; being within a certain distance of home; going to work if a key worker who cannot work from home - enhanced if definition narrowed.	<p>Short lead in required: need to move online all job centre interviews and other face-to-face public service provision.</p> <p>Risk of confusion around 'essential activity' if this is not properly developed/communicated.</p>	Spain, France, Italy, China.	<p>Could potentially increase compliance with the current intended social distancing measures.</p> <p>If non-essential retail and other premises are closed, all bar key workers are required to remain home and non-household congregations are limited then this measure is effectively being applied.</p>	<p>Extreme economic impact as majority of UK economy would no longer operate. This is unsustainable for anything other than the very shortest period (ie less than a month). Tax revenues would collapse, government spending on welfare (and our new job retention scheme) would rocket. This would lead to a financing crisis – ie the government would rapidly have to choose between funding public services, making welfare payments and paying pensions. They would also raise questions of the stability of the financial system.</p>

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Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
10. Limit transport services (especially city to city where there is limited need for key workers)	Reduce the number of transport services, and potentially close major roads; this would have consequences for movement of key workers including healthcare.	Need to consult with DfT. But once chosen, should be imposed swiftly to prevent pre-emptive moves across country (as happened in Italy).	China, Italy, India.	<p>Use of public transport is not considered a major driver of spread. However it could potentially reduce some social interactions.</p> <p>If social distancing is driven up by the measures above, then public transport is less relevant and can be kept open for key workers.</p> <p>No consideration of road travel.</p>	Disproportionately large impact on key workers (and so smooth operation of essential economic sectors), given strong evidence of compliance on transport services – e.g., 86% decline in London rail usage by 21/03 and 87% decline in London tube usage. Preventing key workers from working would lead to massive economic dislocation. See comments above on key workers in the context of schools.

Category 3 - Enforcement

Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
11. Self validation for movements	Require citizens to carry some self-validated reason for moving outside - could be via printed form/written statement/potentially app.	Days. Need to develop self-validation before it can be rolled out. If rushed too quickly, confusion about the process will undermine compliance.	France.	TBC	Extent of economic impact would depend on which measure this interacted with. It should not interact with, for example, key workers – as it is important that they continue going to work for continued operation of essential services.
12. Penalties (fines) attached to above measures	Provide for the police to issue fixed penalty notices for contravention of measures, once Coronavirus Bill is in force, with this power alone sending a clear signal of need for / importance of compliance.	Coronavirus Bill scheduled to finish in Lords Wednesday. Then need to pass SI. Measure in place Thursday.	Singapore, France (where fines increase nationally if compliance does not improve).	TBC	Extent of economic impact would depend on the measure to which this power was attached.
13. Deploy military for additional enforcement	Would provide more manpower to enforce measures, and send a clear signal of need for / importance of compliance.	Would be linked to other new measures; announcement of could be instant, even if deployment takes days.	Italy and China.	TBC	Negative impacts on economic confidence and perceptions of the UK, particularly as other countries have not mobilised the military to enforce restrictive measures.

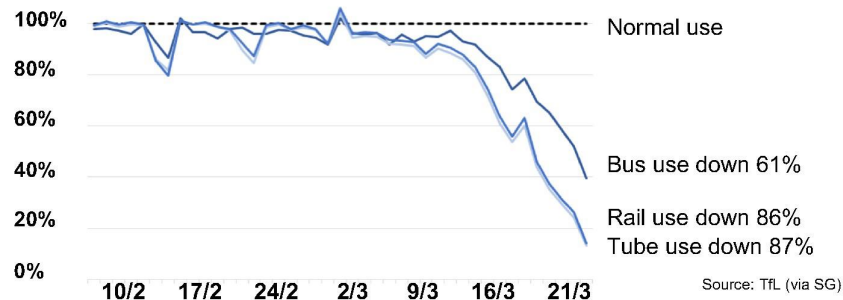
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Option	Description	Steps to implement	Application internationally	Impact on social distancing	Economic implications
14. Curfew	Impose a curfew between certain hours, e.g. 1900 to 0600.	Coronavirus Bill scheduled to finish in Lords Wednesday. Then need to pass SI. Measure in place Thursday.	India, Kuwait.	Misses peak movement/interaction times. May force a concentration of interactions into the non-curfew hours.	Carve-outs would be needed for key workers and key economic sectors to ensure continued operation of industry (e.g., supply chains operating overnight, public services relying on workers travelling at night). Not aware of evidence (post-closures of restaurants, bars etc) of levels of social contact at night.

ANNEX A – DATA ON SOCIAL DISTANCING COMPLIANCE

Compliance & Social Distancing A big drop in transport use in London and rest of the UK and clear declines in usage in London.

Intra-London transport is substantially down (although it should be noted that road traffic has experienced much lower changes)

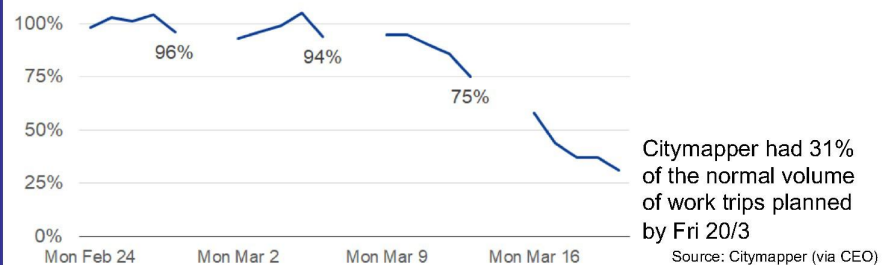


Many major non-food retailers are closing shops (beyond Gov. advice) following Friday 'hard' closure of pubs and restaurants.

- **Consumer sentiment** - which correlates with spending - fell over the weekend, continuing the trend over the past week.
- Footfall down 80% in key London locations week on week.
- Some major retailers going beyond government guidance and closing - e.g. John Lewis (50 shops), Timpson (all shops - 2150), Primark (all shops).

Source: HMT

Almost one-third of Londoners are still commuting to work.



On Sunday 22 March parks were generally more popular than usual and all other categories were down.

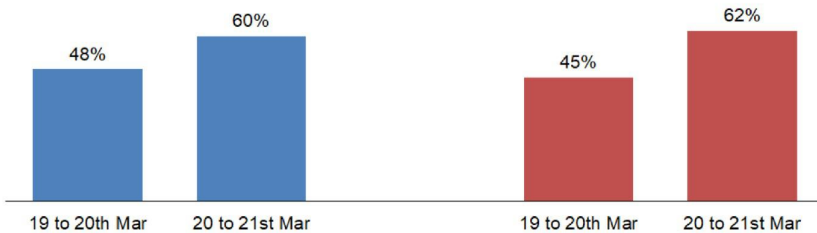


Social Distancing polling

Support for the Govt increased dramatically following the closure of pubs/restaurants and the further economic support for workers

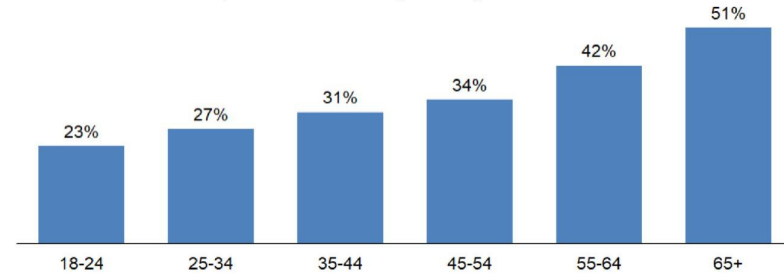
% that do not feel well or at all informed about what social distancing is and how it applies to them

% that think that the government is putting the right measures in place to protect them from coronavirus



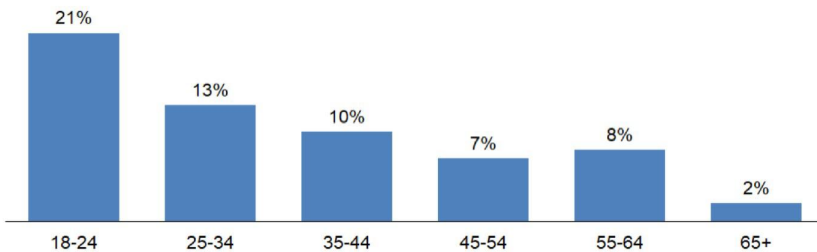
The public is increasingly concerned, though still only 51% of 65+ feel it's a major or significant risk to them personally

% think that coronavirus poses a risk to them personally



People know what to do - 91% feel well or very well informed on social distancing. Younger people are more likely to not know

% that do not feel well or at all informed about what social distancing is and how it applies to them



Coronavirus symptoms

- 5% think they've definitely or probably had coronavirus, 12% are unsure, 51% are pretty sure they haven't had it, 32% do not think they've had it.

Transport use in London

- 45% of Londoners claim to have **stopped using public transport** at all, with a further 19% saying that they never used it

Social cohesion

- 52% claim to have either **helped someone** and/or joined a **volunteer group** in the last few days

Sources: YouGov polling 20 to 21st Mar

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