



Milwaukee County COVID-19 Public Health Emergency
Phased Re-Opening Guidance for Milwaukee County Services and Facilities
Administrative Order 20-13v1

Version 1 Issued and Effective as of 12:01 p.m. on Wed., May 13, 2020

Version 2 Issued and Effective as of 12:01 p.m. on Wed., May 13, 2020

Federal, state, and local authorities have issued guidance for phased re-opening of organizations and services based on the trajectory of the coronavirus and response capacity to needs created by the pandemic. While Milwaukee County has continued to provide many critical services throughout the pandemic to support the community, a number of services have been partially or fully shut down to help protect public health.

Milwaukee County must prepare to safely bring affected services back up safely, which will require leaders and staff to think about how to redesign spaces, technology, and service formats to meet the needs of the public during a prolonged public health emergency. Furthermore, while services that have continued to operate during the pandemic have gone to great lengths to reformat service delivery and work place standards to meet public health guidance, the County is dedicated to continuous improvement to enhance the safety of services and meet the emerging and evolving needs of service users.

This Administrative Order establishes the Gating Criteria and county-specific data the County will use to inform a phased re-opening, Minimum Requirements for Phase 1 re-opening planning, and a Re-Opening Steering Committee (ROSC) to guide a re-opening process that meets the distinct needs of our services. This order is subject to change as public health guidance evolves.

Version 2 of the “Phased Re-Opening Guidance for Milwaukee County Services and Facilities” Administrative Order is effective as of 12:01 p.m. on Wednesday, May 13, 2020, and replaces Version 1. In response to the Wisconsin Supreme Court over-ruling the Governor’s Stay-at-Home Order, Milwaukee County is adjusting the gating criteria for phased re-opening planning to focus exclusively on the “Health and Safety Indicator Dashboard” until more information is known about local public health orders. All other elements of Version 1 of this Order remain unchanged.

I. Scope of Order

This Administrative Order outlines Minimum Requirements for re-opening for County departments and elective offices providing:

- Any service that is fully or partially *non-operational*¹ at the effective date of this order;
- Any service previously designated as *non-essential* (i.e., non-mandated services, services that are not legally required); or
- Services that are currently able to be conducted (entirely or partially) remotely.

¹ “Fully or partially non-operational” should be interpreted from the perspective of an end-user. A service currently being delivered in a new format due to the pandemic is considered to be operational if end users still have access to the service.

For services that are currently operational:

- Every effort should be made to come into compliance with the Minimum Requirements for Re-Opening outlined for Phase 1, whenever possible, regardless of the status of the gating criteria.
- The ROSC, described below, is available to help support solutions for all services to continue to protect the health of our employees, contractors, and the public.

Recognizing that certain unique County services do not easily lend themselves to all the outlined re-opening protocols, the ROSC will work with County leaders operating those services to ensure that their re-opening plan is consistent with minimum requirements to the extent possible, and with the guiding principles of this Administrative Order.

II. Gating Criteria

With the State's Safer-at-Home Order no longer in effect, Milwaukee County is going to exclusively rely upon the Health and Safety Indicator Dashboard to inform the decision to move to Phase 1 until more information is known about local public health orders. For the time being, there is one way departments or elected offices may be allowed to move forward with the execution of their re-opening plans for Phase 1-level re-opening:

1. All gating criteria in the [Health and Safety Indicator Dashboard](#) are either yellow or green (no single indicator can be red for Phase 1 re-opening to commence).

Milwaukee County will follow the "Gating Criteria" established by local Public Health Officials (PHOs), which is informed by the State of Wisconsin's Badger Bounce Back Plan² and by White House and CDC guidance.³ Additional guidance on future re-opening phases and the connection to gating criteria is forthcoming.

III. Guiding Principles and Operating Assumptions for Re-Opening Planning

Milwaukee County will use the following principles and assumptions to guide its approach to the re-opening planning.

1. Guiding Principles

- When evaluating any service re-opening, Milwaukee County's primary focus is the health of its residents, employees, and contractors. Services currently interrupted by the pandemic will resume operations at a time and in a manner that is reasonably safe for everyone based on then current public health criteria. A driving force in decision making will be to maximize teleworking and minimize workforce and public interaction in County spaces to minimize the spread of COVID-19.
- Decisions on process improvement and re-design of County services will be made through a racial equity lens while keeping in mind the best interest of our employees and the community.

² <https://www.dhs.wisconsin.gov/covid-19/prepare.htm>

³ <https://www.whitehouse.gov/openingamerica/#criteria>

- The impact to the County’s budget as a result of COVID-19 has been substantial and therefore any decisions made on re-opening services will be made while being conscientious of the impact reopening will have on the County’s budget.
- Recommendations for re-opening or re-design of any County service is made by following the lead of Public Health Officials (PHOs) at state and local levels. This includes recommending a phased approach to service re-opening that is proposed by the federal government and Wisconsin’s Badger Bounce Back plan.

2. Assumptions

- There are likely to be additional waves of COVID-19 in 2020 and beyond until a vaccine is developed. All County services must be prepared to enforce strict public health measures at any time, especially if re-opening a service leads to a spike in COVID-19 cases.^{4, 4}
- The County will have to remain flexible when re-opening services. Moreover, if re-opening contributes to a spike in infection rates, certain services may have to close again. The indicator dashboard will guide this decision-making.
- Not all County services may be able to come back fully operational because the nature of the service may prevent the County from meeting necessary public health standards. This will mean that services may look different than they did before the pandemic.
- Physical Distancing will be enforced for the first two phases of re-opening.

IV. Ongoing Expectations for Employees, Contractors, and Service Users

Whatever phase the County is in for re-opening, all employees, contractors, and service users must continue to follow CDC recommended practices to promote good public health hygiene and take the necessary steps to prevent the spread of sickness. People must:

- Wash their hands with soap and water or use hand sanitizer, especially after touching frequently used items or surfaces.
- Avoid touching their face.
- Avoid shaking hands.
- Sneeze or cough into a tissue or the inside of their elbow.
- Disinfect frequently used items and surfaces as much as possible.
- Use cloth face coverings while in public as recommended or required, and particularly when physical distancing of 6 feet may not be possible.
- Stay home if sick, or if a member of their household is sick, with fever, cough, shortness of breath, sore throat, unusual fatigue, muscle aches, or chills.
- Follow medical advice from a medical provider.
- Telework, if jobs duties allow.

V. Governance of Re-Opening Plans

The County Executive has established a Re-Opening Steering Committee (ROSC) to help guide the development and execution of re-opening plans, tailored to the specific needs of departments

⁴ <https://thehill.com/homenews/news/495215-fauci-second-wave-of-coronavirus-in-fall-inevitable>

⁴ <https://www.nytimes.com/2020/04/18/health/coronavirus-america-future.html>

and elected offices. The ROSC will partner with departments and elected offices, prioritizing re-opening planning for those with fully or partially closed services, to:

- Develop re-opening plans that meet the procedures and guidelines for phased re-opening per this administrative order.
- Support the development and execution of service re-design solutions (e.g., re-designing physical spaces, moving services online, process improvement efforts).
- Serve as a resource for departments and elected offices in identifying and mitigating re-opening and operational risks.
- Secure CDC-recommended PPE to support re-opening plans.
- Provide quality assurance measures for execution of re-opening plans.

The ROSC will, at minimum, consist of the designated amount of people from the following departments, providing the listed functional expertise:

- County Executive Office (1 person, County Policy & EOC Alignment)
- DAS, IMSD (1 person, Information Technology)
- DAS, FMD (1 person, Facilities and PPE)
- DAS, PSB Continuous Improvement Office (2 people, Process Improvement)
- Human Resources (1 person, Personnel)
- Office of Corporation Counsel (1 person, Legal)
- DAS, Risk Management (1 person, Risk Management & Workplace Safety)
- Public Health (1 person, Public Health Advisor)

The ROSC will routinely inform and consult with the County Board throughout the re-opening planning, policy decisions, and the execution of any re-opening plans. The ROSC will work with department and elected office leadership to identify the person or people to partner with for re-opening planning.

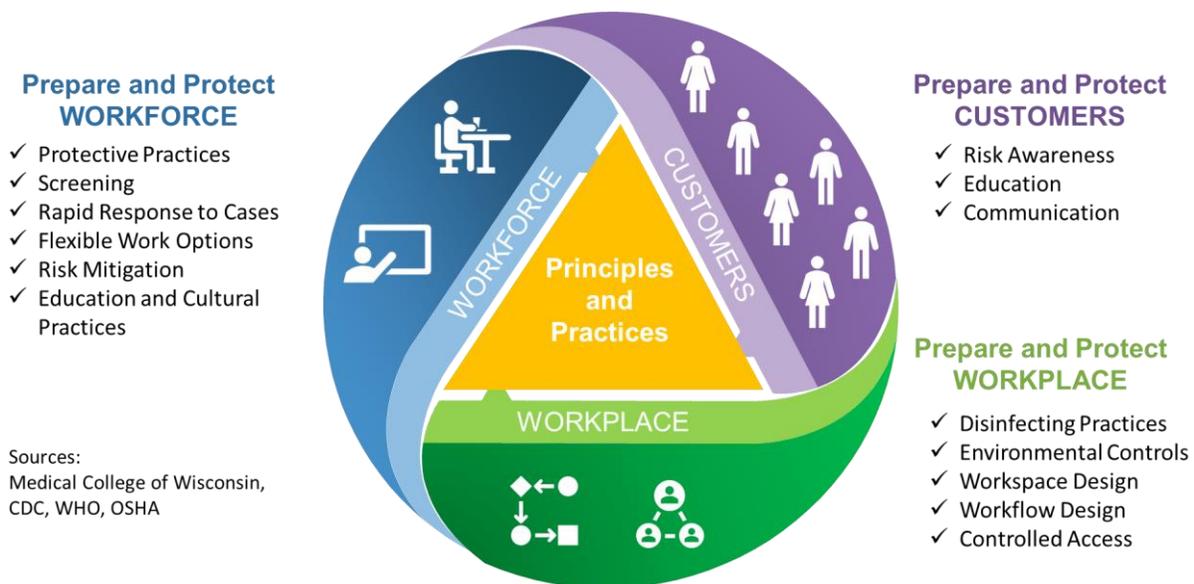
The ROSC will use the following criteria to prioritize its re-opening planning and solutioning efforts with departments, with a general priority being initially given to services that are fully or partially non-operational:

- **Legal (statutory or regulatory) requirements** (if the County is not meeting statutory requirements because a service is fully or partly non-operational, the service will be given priority).
- **Impact on vulnerable populations** (if a service disruption is disproportionately harming vulnerable populations, the service will be given priority).
- **Impact on Public Health or Public Safety** (if a service disruption directly harms public health or public safety, the service will be given priority).
- **Impact on budget** (if a revenue-generating service is fully or partially down, the service will be given priority).

Re-opening plans, the execution of these plans, and local policy decisions about services and resource needs will be collaboratively made between the ROSC, the elected official or department head, and the County Executive or Chief of Staff.

VI. Phase 1 Responsible Reopening Procedures and Guidelines

Departments and elected offices with services that are fully or partially non-operational should follow the minimum requirements and recommendations below to inform the development of their re-opening plans for Phase 1. Procedures and guidelines for additional phases of re-opening will be forthcoming. The guidance provided for Phase 1 is informed by the best practices developed by the Medical College of Wisconsin (MCW),⁵ State of Wisconsin's Badger Bounce Back Plan,⁶ the federal Opening Up America Again Plan,⁷ and OSHA Guidance on Preparing Workplaces for COVID-19.⁸ The framework for re-opening is guided by the local MCW re-opening framework:



Below are the required and recommended re-opening minimum requirements to guide Phase 1 re-opening planning for County services that are currently not fully operational because of facility or service closures due to COVID-19. Minimum requirements are indicated by underlining; considerations for how to achieve the minimum requirement are provided based on best practices and leaders should consider their local context and needs in order to achieve the minimum requirement. **In general, if a department or elected office is not able to meet certain minimum requirements, they should clearly state why and work with the ROSC (who will facilitate consultations with Public Health Officials) to identify appropriate risk mitigation controls.**

⁵ <https://covid19.mcw.edu/restart>

⁶ <https://www.dhs.wisconsin.gov/publications/p02653a.pdf>

⁷ <https://www.whitehouse.gov/openingamerica/>

⁸ <https://www.osha.gov/Publications/OSHA3990.pdf>

1. Workplace

Preparing the physical workplace prior to day one of reopening operations to the workforce and service users must be the first consideration once a green light is given to implement Phase 1 re-opening plans.

Minimum Requirements – Phase 1

Workspace and Workflow Controls

- Physical Distancing. Create a plan that promotes physical distancing of at least 6 feet. The plan should include, or at least consider, the following:
 - **Indoor, closed, or confined County facilities, office spaces, or vehicles.**
 - Only 10 people maximum are allowed in any closed or confined space.
 - The maximum amount of people in a room may be less depending on square footage (e.g., room cannot accommodate 10 people allowing for 6 ft distance).
 - All shared rooms must have a room capacity sign⁸ posted, including: elevators; conference rooms; and shared spaces, such as lunchrooms, breakrooms, and bathrooms.
 - Staggered use of shared spaces.
 - Control access to and circulation within County facilities.
 - Evaluate the flow of customers to increase space between and avoid contact with each other and County staff (i.e., entry way queues/lines, one-way aisles, wider aisles, necessary waiting areas).
 - Use lines on floor or ground and arrange furniture to increase awareness of space distance.
 - Control vendor/contractor access. Verify they have a pandemic preparedness plan and are complying. (See [Contracting Procedures Admin. Order 20-11](#)).
 - Eliminate “back door” entrances and evaluate access at loading docks.
 - Workstations should be set up with at least 6 feet of distance between people.
 - If physical distancing between workstations is not possible, install barriers, partitions, or close workstations in between those in use (e.g. consider in combination with staggered work shifts).
 - Whenever possible, employees should have a designated work station to minimize the number of people sharing space.
 - Kitchen seating areas or other sitting areas (not including necessary waiting areas) should remain closed and not be available for use.
 - Only one person allowed to a vehicle, unless occupants are members of the same household, or engineering controls can be placed (e.g., barriers or partitions) and proper PPE is worn.
 - Certain public health and safety functions may be exempt, such as law enforcement and emergency services.

- **Outdoor and open spaces on County property.**
 - Picnic tables, outdoor eating areas, or similar outdoor seating areas should not be available for use, unless they are spaced 10 or more feet apart and sanitized following every use.
 - Control circulation of people in outdoor areas and open spaces
 - Evaluate the flow of customers to increase space between and avoid contact with each other and County staff (i.e., pedestrian lines and walkways).
- Appropriate Signage. In order to establish a consistent message regarding COVID-19 public health guidelines and requirements for County facilities and property, the following ROSC-approved signs must be posted in appropriate areas. Signage will be provided to departments and elected offices by the ROSC on the following topic areas:
 - General public health and hygiene guidance in County facility.
 - Hand-washing guidance near sinks.
 - Face covering guidance.
 - Signs to help control the flow of people through facilities.

Environmental Controls

- Masks, cloth or disposable (if available), should be distributed at entry points.
- Hand sanitizer should be available at transaction points, entry points, and just outside of bathrooms.
- Increase ventilation.
 - Increase ventilation rates.
 - Increase the percentage of outdoor air that circulates into the system.
 - Keep bathroom doors propped open (when not an invasion of privacy). This also limits touch-points.
 - Doors in facilities should be propped open, unless doing so is a violation of code, a threat to safety, or poses a similar type of problem. This also limits touch-points.
- Limit all communal touch-points.
 - All trash and recycling bins should not require a person to touch the container in order to dispose of something (e.g., remove lids or flaps).
 - Eliminate shared workspaces. (e.g., in combination with staggered work shifts)
 - Discourage people from using other workers' phones, desks, offices, writing utensils, white board markers, or other work tools and equipment, when possible.
 - If necessary, post signs requiring users to clean and disinfect communally used equipment (e.g., printers, desktop computers) before and after use and make sanitizers available in the area.
 - Install controls at transaction points that work to minimize touch-points and areas of close contact. If possible:
 - Avoid or limit the exchange of objects during a transaction (e.g., employee should avoid physically taking a license or credit card).
 - Place a barrier between the employee and customer.
 - Sanitize any equipment (e.g., credit card readers) between each use and provide plastic covers and disposable digit touchers.

Cleaning and Disinfecting

- Re-opening plans should include both pre-opening and ongoing cleaning and disinfecting protocols that delineate CDC guidelines for their industry and how they are meeting those guidelines.⁹ Generally, some considerations are:
 - Access to cleaning supplies should be readily available to all employees.
 - Develop comprehensive touch-point disinfection protocols.
 - Review any cleaning contracts with janitorial services to ensure each facility is maximizing cleaning of high surface touch-points (especially in public areas) and there is ongoing sanitation throughout the day. Additional cleaning and disinfecting protocols should be assigned to staff if janitorial services aren't available for routine (every 2 to 3 hours) daily disinfecting.
 - See the CDC's website on [Cleaning and Disinfecting a Facility](#).

Food Service Areas

- Cafeterias currently closed will remain closed unless they are able to accommodate pick-up or walk-up service that meets mass gathering (<10 people in a closed space) and physical distancing (>6 feet between people) requirements. **If pick-up service is available:**
 - Cash payments are not allowed.
 - Online ordering and payment methods are preferred.
 - If seating is available:
 - For enclosed spaces, there should be no more than 10 people in the seating area at a time, including staff.
 - Tables should be at least 10 feet apart for both indoor and outdoor seating areas.
 - Tables and seats should be sanitized between each use.
 - It is recommended that indoor seating areas for food not be made available for employees and guests waiting for food. It is best for employees and guests to go back to a properly-distanced work or waiting spaces.
 - Disposable tableware and utensils are preferable; disposal bins should be open (e.g., person should not have to push on a flap to throw something away).

Retail Shops (Gift Shops and Pro Shops)

- Stand-alone gift shops and pro shops with entrances to the outside may be open, but can only allow a maximum of five (5) customers in the shop at a time.
 - If physical distancing of 6 feet or more is not possible with five customers inside due to shop size, a maximum limit under five may be necessary.
 - Face coverings are required for employees and customers (see sections for Employees and Customers below).
 - Cash payments are not allowed.
 - Entrances through interconnected passage may not be open.
 - Develop a plan for physical distancing for customers in line for entry, as well as between customers and employees inside the shop.

2. Employees & Contractors

Employees and Contractors should enter the workplace on day one with knowledge of any new or changed work practices and understand what will be expected of them.

Minimum Requirements – Phase 1

Reporting to County Facilities

- Employees who are able to telework, fully or in-part, should continue to do so.
- Any symptomatic employees or contractors should not report to work.
 - If a person does report to work, they should be sent home. Continue following procedures, including return to work procedures, per the [Responding to Symptomatic Individuals Admin. Order 20-7](#).
 - It is advised if a person feels sick they should contact and follow the advice of their medical provider immediately.
- Physical Distancing. Create a plan with flexible work options and practices aimed at minimizing contact from occurring within 6 feet.
 - Institute staggered work shifts for in-person workers.
 - Stagger arrival of employees or contractors.
 - Prohibit congregating in shared spaces (e.g., in combination with limiting number of people to 10 or below).
 - Limit in-person meetings, including pre-shift roll call.
 - If necessary, conduct meeting in a room large enough to accommodate attendees (i.e., do not exceed maximum capacity and follow physical distancing).
 - Have additional security force or staff in place to move people through common congregating areas and reinforce physical distancing.

Protective Practices

- Face coverings are required for all employees and contractors, unless wearing a face covering is:
 - Not advisable by a healthcare professional,
 - Not in line with documented industry best practices, or
 - Not permitted by federal or state laws/regulations.
- A face covering is not required if an employee is working alone in an enclosed area (e.g., a person working alone in their office).
- The appropriate face covering depends on industry occupation⁹
 - For a majority of employees and contractors, the following are acceptable:
 - Homemade cloth masks or disposable procedural masks supplied by the employee or contractor, or
 - County-supplied cloth mask or disposable procedural mask (if available).
 - All cloth face masks must be washed after every shift, prior to reusing.
- Avoid or limit work practices that may cause the spread of the virus.
 - Avoid all unnecessary physical contact with other people (e.g., shaking hands).

⁹ <https://countyconnect.milwaukeecountywi.gov/New---County-Intranet-Files/COVID19/COVID-19GUIDANCE-UseofN95RespiratorsandFacemasks20-v1002.pdf>

- Discourage people from using other workers' phones, desks, offices, writing utensils, white board markers, or other universal work tools and equipment, when possible.
 - If necessary, post signs requiring users to clean and disinfect communally used equipment (e.g., printers, desktop computers, refrigerators, microwaves, time clocks, etc.) before and after use and make sanitizers available in the area.
- Avoid cleaning dirty dishes while at work; dirt dishes should be brought home for cleaning to avoid sharing dirty sinks, sponges, etc.
- Avoid sharing food, crockery, utensils, cups, and other personal hygiene items.
- Institute a clean desk policy.
- Protocol for required hand washing at least every 2-3 hours for employees/contractors.
 - If soap and running water are not immediately available, provide alcohol-based hand sanitizer or rubs containing at least 60% alcohol.¹⁰ Due to the limited supply of hand sanitizer, soap and water is preferable at this time.
- Non-essential business travel is prohibited.
 - Non-essential personal travel is discouraged (See [Travel Admin. Order 20-2](#))

Symptom Screening

- Reopening plans must consider whether available employee screening methods are feasible and appropriate according to CDC and public health recommendations for industry type. Employee or contractor health attestation and temperature screening are not required, but may be warranted depending on the particular service or operation. The following screening methods should be considered together, and **only in combination with** required face covering and proper physical distancing rules, with guidance from ROSC and public health consultation.
- Employee Health Attestation Questionnaire: If department or elected office is opting to administer a health attestation questionnaire, they should include the questions and reasoning for conducting questionnaire in their re-opening plans for review.
- Temperature Screening:
 - Temperature of 100.0 degrees Fahrenheit or higher is considered a fever.
 - Temperature screening is most appropriate in environments where people congregate for long periods of time (e.g., long-term care facilities, jail, court rooms).
 - Temperature screening, if being conducted, should be done in combination with an Employee Health Attestation Questionnaire.
 - Technology considered for temperature screenings should be listed in re-opening plan.
- An appropriate procedure should be developed if employee has an affirmative response to either screening method. (See [Responding to Symptomatic Individuals Admin. Order 20-7](#)).
- Contractors/vendors should comply with screening method in their pandemic preparedness plan. (See [Contracting Procedures Admin. Order 20-11](#)).

Communication and Training

- Reopening plans should include a plan for communicating new requirements and procedures (e.g., face coverings, physical distancing) that are expected in their workplace prior to reporting to work, as well as a plan for day one training that should include, but not limited to:
 - Universal hygiene methods aimed at preventing infection and stopping the spread
 - Face covering and physical distancing expectations of them while at work
 - Job- or task- specific education, such as:
 - Additional cleaning and disinfecting protocols within their area or duties
 - Appropriate PPE usage (e.g., what PPE is appropriate, donning and doffing methods)
 - How to effectively communicate and enforce physical distancing guidelines to service users
 - How employees can ask questions or have concerns addressed, such as submitting them to the County's email COVID-19@milwaukeecountywi.gov

3. Service Users and Visitors

Minimum Requirements – Phase 1

Entry to County Facilities or Property

- If possible, stagger arrival of service users.
 - An appointment system is highly encouraged for services, whenever possible.

Protective Practices

- Face coverings are required for all visitors and service users ages 3 and over to indoor County facilities, unless wearing a face covering is:
 - Not advisable by a healthcare professional,
 - Not in line with documented industry best practices, or
 - Not permitted by federal or state laws/regulations.
- Service user may bring their own face covering (cloth or disposable), or use County supplied cloth mask
- Face masks should be distributed and worn upon entry to the County facility.
- All cloth face masks must be washed after every use.
- Children ages 2 and under must stay in a stroller, wagon, or within 6 feet of guardian.
- ROSC will prepare press releases, in consultation with leadership and Public Affairs team, related to public face covering requirement at County facilities.
- Departments that manage controlled access points to County facilities should work with the ROSC to develop procedures and processes for the distribution, collection, and laundering of cloth face masks.

Symptom Screening

- Additional controls for symptom screening are most appropriate in environments where people congregate for long periods of time (e.g., long-term care facilities, jail, court rooms). If a department or elected office wishes to instate additional symptom screening controls (above and beyond required face coverings, physical distancing, and signage at entry points to do passive symptom screening), the following are recommended:

- Visitor Health Attestation Questionnaire: If department or elected office is opting to administer a health attestation questionnaire to visitors, they should include the questions and reasoning for conducting questionnaire in their re-opening plans for review.
- Temperature Screening.
 - Temperature of 100.0 degrees or higher is considered a fever.
 - Temperature screening is most appropriate in environments where people congregate for long periods of time (e.g., long-term care facilities, jail, court rooms).
 - Temperature screening, if being conducted, should be done in combination with a Health Attestation Questionnaire.
 - Technology considered for temperature screenings should be listed in re-opening plan.
- An appropriate response should be developed if customer has an affirmative response to either screening method. (See [Responding to Symptomatic Individuals Admin. Order 20-7](#)).

High-Risk Visitors or Service Users: Consider a plan for visitors or service users that are high-risk for COVID-19 complications and death, such as older adults or people of any age who have serious underlying medical conditions.

- Have a virtual option in place for someone who has identified themselves as high risk.
- Offer deferment plans or alternate participation mechanisms to mitigate risks to high-risk individuals.
- Offer specific times of the week, ideally after a cleaning, that is designated for high risk individuals, and enforce proper physical distancing and face coverings requirements by all during that time.