



A Tradition of Stewardship
A Commitment to Service

NAPA COUNTY'S

Recovery Roadmap

Protecting the Public ~ Reopening the Economy

COVID-19

Version 4.0, May 28, 2020



I. Introduction

The COVID-19 global pandemic is an evolving situation that requires a flexible and responsive approach by all sectors, including government. The purpose of this document is to provide a roadmap to recovery that works in conjunction with the State of California's Stay-at-Home Order, recent guidance from Governor Newsom, the Napa County local health emergency, and the Napa County Shelter-at-Home Order issued by our Public Health Officer. By documenting our methodology, our guiding principles, and our countywide plan, this roadmap provides valuable information for all sectors of business and the public as we begin to examine, prioritize, and strategically reopen Napa County in a way that protects the public. This roadmap adheres to the existing Shelter-at-Home Orders, and gradually and incrementally allows select community activities to resume in stages based upon the risk for the spread of COVID-19. There is a possibility that allowing these activities will cause community indicators to worsen, and if this happens these activities will immediately cease or reverse.

This document should be considered a living policy document as it relates to the safe reopening of Napa County businesses and activities. As local conditions evolve and further guidance is issued by the State, this roadmap will evolve and serve as guidance to the communities throughout Napa County. Furthermore, it is essential that this document is rooted in as much empirical data as is available, but given the circumstances of COVID-19, certain assumptions will have to be made until further analysis or best practices are identified.

II. Statewide Context

On April 14, 2020, Governor Gavin Newsom presented the State's Pandemic Roadmap, a four-stage plan for modifying the Statewide Stay-at-Home Order. As part of his announcement, he also unveiled six key indicators that will guide California's approach for when and how to modify Shelter-at-Home and other orders during the COVID-19 pandemic. The Governor noted that the progress in flattening the curve, increased preparedness of our health care delivery system and the effects of other COVID-19 interventions have yielded positive results. However, these actions have also impacted the economy, poverty and overall health care in California. Any consideration of modifying the stay-at-home order must be done using a gradual, science-based and data-driven framework.

Governor Newsom also explained that until we build community immunity, our actions must be aligned to achieve the following:

- Ensure our ability to care for the sick within our hospitals;
- Prevent infection in people who are at high risk for severe disease;
- Build the capacity to protect the health and well-being of the public; and
- Reduce social, emotional and economic disruptions.

California's six indicators for modifying the stay-at-home order are:

1. The ability to monitor and protect our communities through testing, contact tracing, isolating, and supporting those who are positive or exposed;
2. The ability to prevent infection in people who are at risk for more severe COVID-19;
3. The ability of the hospital and health systems to handle surges;
4. The ability to develop therapeutics to meet the demand;
5. The ability for businesses, schools, and child care facilities to support physical distancing; and
6. The ability to determine when to reinstitute certain measures, such as the stay-at-home orders, if necessary.

Napa County believes the Governor's framework is a responsible and prudent one that mirrors our approach to safely reopening our local economy. Of course, any reopening requires that we remain flexible in both the decision to move forward and reopen services or business (as indicators show improvement) or to move backward towards shelter-at-home (if indicators show regression).

On May 8 and again on May 18, 2020, the Governor issued updates to his four-stage framework for modifying the State's stay-at-home order. The latest guidance includes a recognition that the impact of COVID-19 is not uniform across the State. Accordingly, if counties are able to demonstrate an ability to protect the public and essential workers, they may be in a position to adopt aspects of California's roadmap at a faster pace than the state as a whole. To that end, the State has provided counties with a process, called a "Variance to Stage 2 of California's Roadmap to Modify the Stay-at-Home Order: COVID-19 County Variance Attestation Form." The County's next steps are discussed in more detail in Section VII.

III. Napa County's Progress on Key Indicators

While the County will continually monitor its progress in reaching all of the above six indicators, there are several areas worthy of specific attention given their significance to mitigating the impact of COVID-19 and protecting the community.

A. Testing - Contact Tracing – Hospitalization Capacity

As Governor Newsom has indicated, the widespread availability of testing capability in California and here in Napa County is critical to continuing to ease shelter-at-home orders and allow more people to return to work. Testing increases our ability to closely track potential cases, one of the most essential requirements to move into the next phases of the pandemic while stemming the spread of the virus and protecting the residents of Napa County.

Current state guidance on testing thresholds are that a county needs to test 2 individuals per 1,000 residents every day. Statewide, the goal is to reach a minimum of 60,000 to 80,000 tests a day. In Napa County, we are fortunate that our testing capacity has increased largely due to the

CORE/Verily mass testing site that opened in late April. This has enabled the County to exceed our State target of 280 tests per day – reaching a daily testing throughput of up to 400 individuals per day. At this point in time, Napa County has a low overall positivity test rate of 2.5%.

Napa County has also developed a COVID-19 surveillance testing plan. The plan strategically focuses on those at high-risk of testing positive for COVID-19 and vulnerable populations. This strategy is particularly important for anyone exposed to a COVID-19 case, and for anyone in congregate living situations where the risk of transmission is heightened and/or the population is comprised of older adults or those who are at-risk due to underlying health conditions.

Another focus area for the County is to ensure there is sufficient public health capacity to conduct contact tracing for all new cases and their contacts. Napa County currently has 21 staff dedicated to contact tracing. The County will also be strongly encouraging any contacts associated with a COVID-19 positive case to undergo testing, even those contacts who are asymptomatic. In so doing, our goal is to eliminate transmission of COVID-19 in our community to the greatest extent possible.

Finally, we must also ensure that our community continues to “flatten the curve” to avoid overwhelming our healthcare system. This is particularly important as Napa County reopens more businesses and activities. To that end, Napa County is actively monitoring various indicators, including, among other things, our daily case average, case doubling time, the percentage of cases hospitalized, the percentage of cases requiring an Intensive Care Unit (ICU) bed, the percentage of cases requiring a ventilator, congregate outbreaks, and hospital census.

B. Preventing Infections in High-Risk Populations

Older people (65 years and older), those with compromised immune systems, and people with certain underlying health conditions like heart disease, lung disease and diabetes, for example, seem to be at greater risk of serious illness. High-risk populations are still recommended to adhere to guidance as communicated by the California Department of Public Health (CDPH):

- Avoid crowds, mass gatherings or large events, and public transit, and stay home as much as possible.
- Stay home when sick.
- Clean and disinfect your home to remove germs: practice routine cleaning of frequently touched surfaces.
- Use “respiratory etiquette.” Cover cough with a tissue or a sleeve.
- Review and update your personal emergency plan.

Currently, when compared to the statewide distribution, Napa County’s COVID-19 incidence rate is much lower among those 65 years of age or older. As the County continues to assess potential rollbacks on restrictions, those individuals included under the high-risk population will likely be subject to more cautious restrictions to ensure public health safety.

With additional testing capacity, and in order to protect vulnerable populations, the County has also increased its testing in residential care facilities. The County has 6 skilled nursing facilities (SNFs) and 33 residential care facilities (RCFs) for a total of 39 facilities. Among those facilities are over 3,000 staff and 3,000 residents. For their ongoing protection, the County is conducting surveillance testing at its SNFs and will then focus on RCFs; the goal is initial testing followed by and ongoing testing every two weeks. This is yet another layered public health strategy being implemented by the County for the protection of its residents.

C. Personal Protective Equipment (PPE) & Cloth Face Coverings

As we adopt new strategies, the County needs to ensure that our critical infrastructure is protected. This means our healthcare system is able to safely care for all patients, including having appropriate personal protective equipment (PPE) for healthcare workers.

On May 7, 2020, as part of the County's amended Shelter-at-Home Order, our Public Health Officer also issued an order requiring the wearing of cloth face coverings with some exceptions; please refer to the Order itself for details. This requirement is an important public health strategy for Napa County, particularly as restrictions are loosened and more people return to workplaces and establishments thereby increasing the opportunities for and risk of increased transmission. It continues to be important because significant percentages of those who test positive for COVID-19 have no symptoms (they are "asymptomatic"), there are no therapeutics and no vaccine, and the virus remains as transmissible and contagious as when the County issued its first Shelter-at-Home Order on March 18, 2020.

The County is also proactively reaching out to its first responder partners and other stakeholders to help ensure there is adequate PPE for essential workers, with the goal of current needs being met as well as an ongoing mechanism to assess and procure PPE to meet future needs.

IV. Guiding Principles for Reopening Napa County

The reopening of businesses and activities within Napa County is predicated upon three guiding principles that shall guide decision-making over the foreseeable future.

The three Guiding Principles are as follows:

- 1) Allowable business and activities shall only include those not expressly prohibited by the California Stay-at-Home Order;
- 2) Allowable business shall establish that social distancing practices can be incorporated into their operations; and
- 3) Allowable activities shall minimize the use of shared or communal property or equipment and shall be amenable to social distancing practices.

The first guiding principle is subject to the alteration of the current California Stay-at-Home Order, which, as stated previously, now allows for counties – like Napa County – to seek further

advancement into Stage 2. The other Guiding Principles may change over time as restrictions are lifted, or as the local public health situation improves.

V. Strategies to Achieve a Safe Reopening

The County shall provide guidance/orders on which types of businesses and activities are allowed within the context of the State and County Orders. The intent of lessening restrictions is not to conflict with the State Stay-at-Home Order. Collaboration with businesses/agencies, including the local Chambers of Commerce, are necessary to engage industry in helping to design best management practices for each sector.

Our governance board, the Napa County Board of Supervisors, will play an essential role in informing this roadmap, soliciting stakeholder feedback and driving the content of this plan. All of these strategies shall be informed by local public health conditions concerning the progression and trajectory of COVID-19 in our community.

Throughout each phase of rolling back restrictions, the Public Health Officer and staff shall continuously evaluate key indicators including community-based cases, deaths, hospitalizations, and overall healthcare capacity. There are a variety of global, federal, state and academic documents providing guidance, including but not limited to Johns Hopkins' *Public Health Principles for a Phased Reopening during COVID-19: Guidance for Governors*, and the Centers for Disease Control's *Implementation of Mitigation Strategies for Communities with Local COVID-19 Transmission*. As evaluation continues (and at any time), regression in the indicators we are monitoring may be used to reverse business/activity in the County.

A. Guidance for Businesses

As more businesses and activities are allowed under the Governor's Pandemic Roadmap, *and under different timelines*, the following steps must be taken before reopening:*

- Businesses are required to meet State standards, and may follow best management practices that exceed State standards.

State standards can be found in State guidance documents for various businesses, such as restaurants, offices, retail, limited services, outdoor museums, and other businesses on the County's website or at <https://covid19.ca.gov/roadmap/>. Best management practices can also be found for restaurants, offices, and retail on the County's website.

- Businesses are required to prepare and post the following prior to reopening: 1) prepare and post the Checklist for your business type; 2) prepare and post your Social Distancing Protocol; and

The Checklist can be found in the previously referenced State’s guidance for your business type. The Social Distancing Protocol can be found in Appendix A of the County’s current Shelter-at-Home Order on the County’s website.

- Businesses are required to follow the cloth face coverings requirement in accordance with the Napa County Shelter-at-Home Order issued on May 7, 2020.

* Please make sure that you understand if your business is eligible to reopen by following the most current information on the County’s website. This is important because the State is frequently changing its list of businesses allowed to reopen under the various stages of the Pandemic Roadmap.

B. Guidance for Individuals

Individuals are the key to ensuring continued success in preventing outbreaks and an increase in community transmitted cases of the COVID-19 virus. Therefore, individuals must continue to:

- Social Distancing as defined in the current Napa County Shelter-at-Home Order, which means:
 - Maintaining at least six-foot social distance from individuals who are not part of the same household or living unit;
 - Frequently washing hands with soap and water for at least 20 seconds, or using hand sanitizer that is recognized by the Centers for Disease Control and Prevention as effective in combatting COVID-19;
 - Covering coughs and sneezes with a tissue or fabric, or if not possible, into the sleeve or elbow (but not into hands); and
 - Avoiding all social interaction when sick with a fever or cough.
- Follow the Napa County Health Officer Shelter-at-Home Order issued on May 7, 2020, which now requires that people wear cloth face coverings when inside places of business and in workplaces when interacting with any person and 6 feet of physical distancing cannot be accomplished. This requirement is part of the County’s layered strategies to prevent asymptomatic transmission of COVID-19 from the wearer to others. The requirement includes certain exceptions when outdoors, as well as not applying to children aged two years or less, not being recommended for children six years or under or those with respiratory conditions, and noting that it may not be appropriate for individuals who would have difficulty removing the covering without assistance.

VI. Businesses/Activities - Risk Assessment

Following State guidance and in conjunction with State timeframes, Napa County has outlined businesses and activities that are now allowed for reopening following the State’s approval of the County’s Variance Attestation Report. Please note that all activities must adhere to social

distancing, face covering guidance, and good hygiene practices as stated previously in this document. Additionally, as the State has made clear, we are continuing to work toward a *gradual* reopening.

The County's advancement further into Stage 2 is made with the acknowledgment that regional differences exist and Napa County is ready to proceed with more businesses and activities reopening. Of course, any list of businesses and activities will be subject to change, depending on the effectiveness of rolling out stages of loosened restrictions countywide. The Guiding Principles referenced previously in Section IV of this roadmap will be used in making these decisions.

Therefore, it must be noted that any and all businesses, activities, dates, and/or roll backs may be altered at any stage, due to either guidance from the Public Health Officer, Board of Supervisors, or new information gathered by staff and partner agencies that indicates a public health risk increase due to those activities.

This guidance in mind, any risk determinations will be made considering the likelihood of increased transmission, consequences of that transmission, and the County's ability to mitigation transmission where possible. As lower risk businesses and activities are gradually reopened, the County shall evaluate the continued staging strategy.

VII. Tentative Schedule

The following tentative schedule puts into the practice the risk assessment described above. As the County's response to COVID-19 evolves and more information is available, this schedule shall be updated according to guidance from the Public Health Officer and the State. Given the fluidity of the COVID-19 pandemic, the County response now and in future stages must provide for flexibility in its response. It cannot be bound to a single timeline or method to ensure public health and safety. The timelines set forth below are therefore subject to modification. The businesses and activities still require social distancing measures unless conducted with another member of the same household.

As the County plans for the upcoming stages of our reopening, we will be focusing on points of contact and the risk of exposure and transmission of the COVID-19 virus. It is important to note that the virus has not changed, it is not going away soon, and it remains as transmissible and contagious as when the State and County Orders were first issued in March 2020. Therefore, while we want to work toward gradually reopening our economy, we must take responsibility at all levels – individual, business, and government.

A. Stage 1

This is the stage the County was in from March 18, 2020 until May 7, 2020. On May 7, the County modified its Shelter-at-Home Order to be largely aligned with the State's Order. This modification

allowed Napa County to move from Stage 1 into Stage 2 on May 8, 2020, pursuant to the State’s timeline.

B. Stage 2

This is our current stage. As stated above, effective on May 8, Governor Newsom permitted counties, if their local Order permitted, to move into “early” Stage 2. Since May 8, the State has continually modified its Stage 2 list adding more businesses and activities. On May 19, 2020, the County received State-approval of its Variance Attestation Report lodged with the California Department of Public Health.¹ This approval allowed the County to move further into Stage 2 in what is being referred to by the State as Expanded Stage 2. Accordingly, at this point in time, the following **Lower Risk** and **Lower-Medium Risk** workplaces with adaptations may reopen:

Stage 2²:

- Retail
- Manufacturing
- Warehouses
- Childcare Facilities
- Office-Based Businesses
- Outdoor & Low-Touch Services – Car Washes, Pet Grooming, Tanning Facilities, Landscape Gardening
- Outdoor Museums and Open Gallery Spaces
- Places of Worship/Religious Services/Cultural Ceremonies

Expanded Stage 2³:

- Restaurants (Bars or Gaming Areas not Permitted)
- Schools – Effective June 1, 2020 (dependent upon the State issuing guidance)
- Barber Shops/Hair Salons

The County has posted links for the guidance documents for all of the above Stage 2 businesses on its website, and they can also be found on the State’s website at

¹ The State set forth a process by which counties can pursue further progression into Stage 2 upon submission and approval of a variance attestation form. This attestation required the County Public Health Officer to address and attest to criteria set forth by the California Department of Public Health. The criteria included: Epidemiological Stability of COVID-19, Protection of Stage 1 Essential Workers, Testing Capacity, Containment Capacity, Hospital Capacity, Vulnerable Populations, Sectors and Timelines, Triggers for Adjusting Modifications, and a Containment Plan.

² The State has continually made changes, as follows: Retail was initially part of Expanded Stage 2 and on May 25 was moved into Stage 2. Childcare Facilities, Office-Based Businesses, Outdoor & Low-Touch Services, and Outdoor Museums and Open Gallery Spaces were all added to Stage 2 on May 15. Places of Worship/Religious Services/Cultural Ceremonies was added to Stage 2 on May 25.

³ The State added this to its list of Expanded 2 businesses on May 26.

<https://covid19.ca.gov/roadmap/>. Please also refer to Section V, Subsection A of this document for the specific steps a businesses must take prior to reopening.

C. Stage 3

The State has not provided counties with a definitive timeline for moving to Stage 3. If local conditions remain stable and/or continue to improve, and we continue to meet the State's six indicators, it is expected that **Higher Risk** businesses and activities will be allowed. Expanding upon the requirements imposed in Stage 2, in Stage 3 higher risk workplaces are subject to gradually opening with adaptations and limits on the size of gatherings.

As Governor Newsom explained, those **Higher Risk** workplaces with adaptations and size gathering limitations include⁴:

- Community Centers, Playgrounds, and Picnic Areas
- Entertainment Venues (Movie Theaters, Pro Sports, Gaming, Gambling, and Arcades)
- Higher Education
- Hospitality Services (Bars, Lounges, and Gaming Areas)
- Hotels/Lodging for leisure and tourism
- Indoor Museums, Kids Museums and Gallery Spaces, Zoos, and Libraries
- Nightclubs
- Personal Services (Nail Salons, Tattoo Parlors, Gyms and Fitness Studios)
- Religious Services and Cultural Ceremonies
- Theme Parks

Note: The Governor has indicated that the entire State will move into Stage 3 together, and counties are not able to separately advance into this stage.

D. Stage 4

Once the Statewide and County Shelter-at-Home Orders are lifted and therapeutics are in place, then **High-Risk** mass gatherings will be allowed. Once we reach this final stage, then those highest risk businesses and activities will be allowed, which include:

- Concert venues
- Convention Centers
- Festivals
- Live audience sports

⁴ This is the listing reflected on the State's website as of May 27.

VIII. Conclusion

As the County moves forward in our recovery roadmap, it is important that we remain steadfast in our commitment to the health and safety of our community. The COVID-19 global pandemic is an evolving situation that requires a coordinated and responsible approach by all sectors, including government. It also requires the cooperation and support of all residents of Napa County to continue social distancing practices, wearing of cloth face coverings, and following the Shelter-at-Home Order. The County appreciates the community's support and we wish everyone continued health and safety.