

# Memo (Amended)

To: Common Council  
From: Staff  
Date: 5/28/2020  
Re: COVID 19 Opening Policies

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**County Phase orders:** Rock County lifted the Safer At Home order on Thursday, May 21, 2020. In place of an order, Rock County has prepared guidelines for the reopening of businesses and public places. (See attached) These guidelines do not have an enforcement mechanism. Given the COVID data, the County guidelines place the Rock County at Phase 1 at this time.

Some cities are implementing enforceable standards under State Statute 323.14 similar to Safer at Home standards. Because a local order would have virtually no impact on protecting our citizens from COVID since people can simply travel a few miles and engage in activities that would be restricted here, a local order is not recommended.

If the Council does not pursue a local order, then Rock County is asking all municipalities to encourage residents and businesses to voluntarily implement the guidelines they have prepared in an effort to inhibit the spread of COVID. There are several areas that are within the control of the Council.

**Events requiring approval of an event packet:** If local event organizers choose to go forward with their events, the Council will have to decide if it will approve event packets. Most events will not meet the Phase 1 criteria and are not even automatically recommended to be allowed under Phase 2. Possible actions the Council could take are:

- Deny events packets in hopes that the event organizers would not proceed with the event. If they did proceed, they would be doing so without City services. The Council should provide direction to the Police Department as to whether to enforce against the prohibited activity;
- Approve an event packet even if it is contrary to the County guidelines; or
- Approve the packet with the condition that the event organizers hold the event only if the event can comply with County guidelines. Staff would only provide services if the event complies with County guidelines. The Council should provide direction to the Police Department as to whether to enforce against the prohibited of the activity.

**Team sports (baseball, softball and soccer):** While leagues do not seek specific approval from the City, the City is very involved in supporting the leagues with field preparation and concessions. These activities take place at a city park which gives the City the authority to control the activities. The County Plan does not recommend these

activities take place in either Phase 1 or Phase 2 and are not even automatically recommended to be allowed under Phase 3. Possible actions the Council could take are:

- Prohibit team sports in public parks and do not provide support services until recommended by the County guidelines. This action is enforceable by local police since the activity takes place in a public park. The Council should provide direction to the Police Department as to whether to enforce against the prohibited of the activity.
- Allow team sports without restrictions and provide support for the activities (field prep, concession stand, lighting, etc.).
- Do not prevent team sports, do not enforce against those that play team sports, and do not provide support services until team sport play is in compliance with County guidelines.

### **DHS Website regarding Youth Sports:**

At this time, the Department of Health Services (DHS) recommends that all youth sporting events planned for this spring and summer be postponed or canceled due to the spread of COVID-19. Until we meet the benchmarks established in the Badger Bounce Back plan, it is not safe to bring together groups of youth and coaches for practice or to host sporting events. You can track the state's progress on these benchmarks on the [DHS COVID-19 Response website](#).

DHS recommends that individuals avoid all public and private gatherings of any number of people that are not part of a single household or living unit. This applies to events like youth sporting events and team practice. We will re-evaluate this recommendation on in-person public events once Wisconsin has seen progress in the "gating criteria," including a sustained downward trend in COVID-19 cases, and the ability of hospitals and health systems to treat all patients. This is a rapidly changing and evolving situation, but it is unlikely that any large gatherings would be recommended throughout the summer.

Youth sporting events present unique challenges, as successful events typically bring in large numbers of teams and families from a wide geographic area, and many require regular interactions between team members and opposing teams. In addition, communal areas like vendor stalls, shelters, and bathrooms at such events makes it especially challenging to accommodate necessary physical distancing and sanitation recommendations during this time.

DHS understands that there are many positive benefits from participating in youth sports, and that children and families look forward to attending sporting events in the spring and summer. A child and their family can still acquire some of the same benefits of being physically active by going for a family walk, bike ride, or other physical activities that follow safe social distancing guidelines.

### **Actions to Take**

- Stay informed about local COVID-19 information and updates. We recommend checking the website or social media of your local health department and [the Department of Health Services website](#) for the most updated information.
- Close all sporting facilities and fields, and limit services to only needed maintenance and upkeep. Post relevant signage indicating limitations on use.
- Coaches can:
  - Consider ways to provide practice virtually or guiding individual practice by providing at-home training instructions.
  - Host virtual team calls or send out team emails to keep the team members connected, provide support and encouragement, and offer tips to stay in shape and practice skills.

Once it is safe to start holding youth sporting events again, you should coordinate with local public health departments, families, and other community members to ensure that any sporting event meets all expectations and requirements for social distancing or other public health protections.

**Park Restrooms:** Central and Racetrack Parks have public restrooms. Under normal circumstances, the restrooms at Central Park are open when the pool is open and are maintained by pool staff. Restrooms on the hill at Racetrack Park are open when there are shelter rentals. DPW staff maintains these restrooms. Restrooms connected to the concession stand at Racetrack Park are open for soccer and baseball. DPW maintains them during the week. Restrooms at Rock County and Dane County parks are currently closed due to COVID from a lack of staff to appropriately clean them. Possible actions the Council could take are:

- Leave all restrooms closed until team sports are recommended to be allowed by County guidelines (Phase 3). Once open additional staff time will be required if restrooms are sanitized daily.
- Open restrooms when pool is open and when the concession stand is open at Racetrack Park. Will require more staff time to clean restrooms.
- Open all restrooms and perform daily sanitization.
- Provide a key to the restroom with a shelter rental so restrooms near the shelter at Racetrack Park are available at those times only.

**Pool:** If pools are open, the County plan recommends pools restrict the number of patrons to 25% of capacity for Phase 1 and 50% of capacity for Phase 2 as long as we also implement physical distancing, protective measures, and best business practices. If the Council elects to open the pool, staff recommends the earliest opening date of June 14. The pool was originally scheduled to open May 31, 2020.

Staff has evaluated recommendations from the CDC, the Wisconsin Department of Health Services, Rock County Health Department and other available sources regarding pool operation during the COVID 19 pandemic. While all individuals will come to their own conclusions as to the safety of any activity, staff believes we can implement most of the operational modifications recommended by health agencies. Chlorinated water has been shown to kill the virus and does not pose a health issue of transmission through the pool water.

Pool capacity: Maximum pool capacity is 692 patrons. 25% capacity is 173 patrons. Below are pool statistics for 2015-2019 (not including 2016). The statistics indicate that at 25% of capacity on an average day, we would have to restrict admission to a small degree and on a peak load day, we would have to severely limit access. Assuming the County reaches thresholds needed to move to the next Phase of the guidelines, capacity would increase.

2015-2019 (not 2016)	June	July	August
Afternoon patron average	183	192	137
Evening patron average	41	50	44
	Afternoon highest 545	Afternoon highest 475	Afternoon highest 300

Protective measures and best practices: If the pool opens, staff is recommending the following measures: additional signage about the virus, best practices, and risk warnings; request patrons wear masks while not in the pool; staff will receive training on practices to prevent the virus such as not coming to work when sick; use of disposable gloves when sanitizing frequently, PPE for rescues; and having a staff position dedicated to social distancing enforcement (not a life guard on duty or in a chair during surveillance of the water).

Swim lessons: Staff recommends we do not have swim lessons this year as social distancing is too difficult until we reach Phase 3 of the guidelines. (Estimated loss of “profit” \$3,145)

Swim team: Staff recommends we do not have swim team until we reach Phase 3. (Estimated loss of “profit” \$875)

Lap Swim: CDC recommends that there is one lap swimmer per lane and that the swimmer is in the middle of the lane.

Aerobics: CDC recommends that each person bring his/her own equipment or that the shared equipment be disinfected between users. Social distancing would be practiced during the exercise time as well.

Concessions: Staff recommends we serve only prepackaged food at the concession stand this year. This will likely reduce concession revenue. It is very difficult to estimate how these changes will impact sales. (Average annual revenue from concessions \$20,764.)

Entrance fees: If the City limits capacity as recommended by the County guidelines, staff recommends the City offer only daily passes. Given the unknowns of this situation, offering season passes with limited access may prove problematic. (Average annual daily pass revenue \$38,030; average annual season pass revenue \$21,658 .)

Financial impacts: Many of the proposed modified operational policies are apt to increase operational costs to some degree. Pool revenue comes from daily passes (43%), annual passes (24%), swim team (2%), swim lessons (8%) and concessions (23%) with an average annual revenue of \$89,220. The pool operates at an annual average **operational loss** of \$53,812 and, when including capital costs, a total annual average loss of \$70,489. The 2020 budget anticipated a \$58,700 operating “loss”. If the City enforces the capacity limits established by the County plan or if people chose not to go to the pool simply for concern about the virus, revenues will be greatly reduced. The loss of revenue is a significant risk to the city’s budget.

The pool is the most significant city operated recreational service and provides important activities for families in Edgerton. If the Council elects to open the pool, we will have to closely monitor expenses and revenues, and hours of operation. We may have to cancel evening swim hours or close the pool early in the season to limit budget exposure. Staff would have to have latitude to adjust operations as needed.

Possible actions the Council could take are:

- Do not open the pool.
- Open the pool and follow County guidelines regarding capacity.
- Open the pool and do not enforce capacity recommendations and implement as many COVID best practices as possible.
- Cancel evening swim hours as a costs saving measure. The Director would like to offer evening swim at least initially for families who cannot use the pool during the day.
- Increase daily admission fees. (Currently \$4 for day swim and \$2 for night swim. Fees were last increased in 2016.). If fees are increased the Director recommends even dollar amounts to eliminate change.
- Limit swim “time blocks” so more people can use the pool in any one day.

**City Liability:** City Insurance agent, Mike Zagrodnik’s, response to the question of the City’s liability for facilitating events or activities.

"I have one municipality that is requiring sports teams, farmers market organizers, other events to sign an agreement to follow CDC guidelines.

If someone were to contract COVID and want to claim it was at a City permitted event and that ergo the City is liable we will defend the City. The burden of proof is on the claimant, your liability is limited in general to no more than \$50,000 by statute, and as far as parks and rec facilities are concerned there is "recreational immunity" as an additional defense. Some Villages and Cities are posting notices that while open you use these facilities "at your own risk"

So I guess our advice is to take reasonable precautions following available state and federal recommended procedures as much as is practical and proceed with opening up to the extent you are comfortable realizing there are no 'silver bullets'."

## Rock County Reopening Phased Plan

Action	SAFER AT HOME	PHASE ONE 5/21/2020	PHASE TWO	PHASE THREE
Phase progression	Most Restrictive	If major outbreaks occur, enact all measures possible to stay within current phase and consider return to previous phase		
Benchmarks to Meet to Move to Next Phase. Assess at 14 days after implementation of each phase. If criteria are not met after 14 days, assess regularly until criteria are met.	If all benchmarks are at least yellow, move to Phase 1.	If 50% of benchmarks that entered Phase 1 as Yellow improve to Green and there are no Red, move to Phase 2.	If benchmarks are all Green, move to Phase 3.	Continue in this phase until widespread protections are available, i.e. vaccine.
<b>General guidance for all Rock County residents: Physical Distancing and Protective Measures*</b> *Individuals who are at higher risk should consider taking additional precautions; telework & tele-education is encouraged <b>Guidance to follow:</b> <b>WEDC: <a href="https://wedc.org/reopen-guidelines/">https://wedc.org/reopen-guidelines/</a></b> <b>CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/prevention.html">https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/prevention.html</a></b> <b>DHS: <a href="https://www.dhs.wisconsin.gov/covid-19/protect.htm">https://www.dhs.wisconsin.gov/covid-19/protect.htm</a></b>				
Wash hands often	Yes	Yes	Yes	Yes
Cover coughs	Yes	Yes	Yes	Yes
Don't go out if ill, contact provider about being tested for COVID-19	Yes	Yes	Yes	Yes
Use of mask or cloth face covering	Yes	Yes	Yes	Yes
Surface and object cleaning	Yes	Yes	Yes	Yes
Isolation of positive cases	Yes	Yes	Yes	Yes
Quarantine of contacts of positive cases	Yes	Yes	Yes	Yes
Voluntary quarantine of travelers from high-risk areas	Yes	Yes	Yes	Yes
Physical distancing to 6 feet	Yes	Yes	Yes	Yes
<b>Limits on Gatherings*</b> *Individuals who are at higher risk should consider taking additional precautions <b>Guidance to follow:</b> <b>CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/community/large-events/index.html">https://www.cdc.gov/coronavirus/2019-ncov/community/large-events/index.html</a></b>				

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## Rock County Reopening Phased Plan

<b>Allow mass gatherings in public venues with physical distancing</b> <i>Must also follow other phase guidelines</i>	No	25% capacity with physical distancing and protective measures	50% capacity with physical distancing and protective measures	To be determined based on progress
<b>Private Gatherings</b>	No; outdoor weddings and funerals allowed with physical distancing	Yes, 10 people or less; outdoor weddings and funerals allowed with physical distancing	Yes, 50 people or less; outdoor weddings and funerals allowed with physical distancing	Yes, maximum size of gathering will be determined; outdoor weddings and funerals allowed with physical distancing
<b>Long-Term Congregate Living*</b> *Individuals who are at higher risk should consider taking additional precautions <b>Guidance to follow:</b> <b>CMS: <a href="https://www.cms.gov/files/document/4220-covid-19-long-term-care-facility-guidance.pdf">https://www.cms.gov/files/document/4220-covid-19-long-term-care-facility-guidance.pdf</a></b> <b>DHS: <a href="https://www.dhs.wisconsin.gov/covid-19/ltc.htm">https://www.dhs.wisconsin.gov/covid-19/ltc.htm</a></b>				
<b>Long term care facilities</b>	No outside visitors, essential services only	No outside visitors, essential services only	Yes, limited number of adult family members based on CMS guidance with screening for signs and symptoms	Increased visits based on CMS guidance
<b>Public and Private Schools, Childcare Centers, Summer Programs, and Institutions of Higher Education*</b> *Individuals who are at higher risk should consider taking additional precautions; telework & tele-education is encouraged <b>Guidance to follow:</b> <b>DPI: <a href="https://dpi.wi.gov/sspw/2019-novel-coronavirus">https://dpi.wi.gov/sspw/2019-novel-coronavirus</a></b> <b>DCF: <a href="https://dcf.wisconsin.gov/covid-19/childcare/providers">https://dcf.wisconsin.gov/covid-19/childcare/providers</a></b> <b>DHS: <a href="https://www.dhs.wisconsin.gov/covid-19/schools.htm">https://www.dhs.wisconsin.gov/covid-19/schools.htm</a></b> <b>CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/community/schools-childcare/index.html">https://www.cdc.gov/coronavirus/2019-ncov/community/schools-childcare/index.html</a></b> <b><a href="https://www.cdc.gov/coronavirus/2019-ncov/community/colleges-universities/index.html">https://www.cdc.gov/coronavirus/2019-ncov/community/colleges-universities/index.html</a></b>				
<b>K-12 schools</b>	No; virtual classes are allowed	Follow State and DPI guidance	Follow State and DPI guidance	Follow State and DPI guidance
<b>Post-secondary education institutions</b>	No; virtual classes are allowed	No; virtual classes are allowed	Virtual classes still recommended; physical distancing, protective measures, and best business practices if considering reopening	Yes, with physical distancing, protective measures, and best business practices

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## Rock County Reopening Phased Plan

Regulated childcare centers	Yes, with limit of 50 children and 10 staff	Yes, following current DCF recommendations; physical distancing, protective measures, and best business practices should be followed	Yes, following current DCF recommendations; physical distancing, protective measures, and best business practices should be followed	Yes, following current DCF recommendations; physical distancing, protective measures, and best business practices should be followed
Summer Programs	No	Refer to State and DPI limits and requirements	Refer to State and DPI limits and requirements	Refer to State and DPI limits and requirements
Library	Curbside pickup	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
<b>Faith &amp; Spiritual Communities*</b> *Individuals who are at higher risk should consider taking additional precautions; virtual services are encouraged <b>Guidance to follow:</b> CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/community/organizations/index.html">https://www.cdc.gov/coronavirus/2019-ncov/community/organizations/index.html</a> DHS: <a href="https://www.dhs.wisconsin.gov/covid-19/community.htm">https://www.dhs.wisconsin.gov/covid-19/community.htm</a>				
Faith-based services and places of worship (indoor)	Allow religious gatherings below 10 per room.	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
<b>Continuation and Resumption of Businesses and Workplaces*</b> *Individuals who are at higher risk should consider taking additional precautions; telework is encouraged <b>Guidance to follow:</b> WEDC: <a href="https://wedc.org/reopen-guidelines/">https://wedc.org/reopen-guidelines/</a> CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/community/organizations/businesses-employers.html">https://www.cdc.gov/coronavirus/2019-ncov/community/organizations/businesses-employers.html</a>				
Office Settings / Professional Services	Yes, with exemptions	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices

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## Rock County Reopening Phased Plan

Restaurants, bars, food trucks, & retail food dining areas	No, but allow take-out, delivery, and curbside	Yes, with 25% capacity limits, no self-service, and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, self-service allowed with physical distancing, protective measures, and best business practices
Food production, transport, and agriculture	Yes	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Non-essential retail & service establishments	Yes, mailing, delivery curbside or for stores with outside-facing entrances allowed up to 5 patrons	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits, no self-service, and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Salons, body art facilities, pet groomers, & spas	No	Yes, one client per employee, no walk-ins, and with best business practices	Yes, one client per employee with best business practices	Yes, with best business practices
Lodging (hotels, motels, short-term rentals, campgrounds)	Yes, if comply with other requirements (common areas, pools, gyms, etc.)	Yes, if comply with other requirements	Yes, if comply with other requirements	Yes, if comply with other requirements
Community Centers	No	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Senior Centers	No	No	Yes, with 25% capacity limits and physical distancing, protective measures, best business practices, and screening for signs and symptoms	To be determined based on progress
Car Washes	Yes	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices

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## Rock County Reopening Phased Plan

Cleaning Services	No, residential; yes, commercial	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Exterior Home Work (Aesthetic or Optional)	Yes, if it can be completed by one person	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Interior Home Work (Aesthetic or Optional)	No	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Photographers	No, indoor; Yes, indoor as part of under 10 funeral or wedding or religious gathering limit; yes, outdoor with social distancing	Indoor, limited to gathering limits; outdoor allowed with physical distancing	Indoor, limited to gathering limits; outdoor allowed with physical distancing	Indoor, limited to gathering limits; outdoor allowed with physical distancing
Indoor Shopping Malls	No, except for stores with outside-facing entrances allowed up to 5 patrons	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Auctions	Yes, state FAQs indicates essential and non-essential	Yes, with 25% capacity limits indoors and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits indoors and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
<b>Recreational Activities*</b> *Individuals who are at higher risk should consider taking additional precautions <b>Guidance to follow:</b> <b>WEDC: <a href="https://wedc.org/reopen-guidelines/">https://wedc.org/reopen-guidelines/</a></b> <b>CDC: <a href="https://www.cdc.gov/coronavirus/2019-ncov/community/parks-rec/index.html">https://www.cdc.gov/coronavirus/2019-ncov/community/parks-rec/index.html</a></b>				
Low Risk Recreational Activities (e.g. walking, bike riding, tennis, disc golf, pickle ball, dog parks)	Yes, with physical distancing requirements	Yes, with physical distancing and protective measures	Yes, with physical distancing and protective measures	Yes, with physical distancing and protective measures

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High Risk Recreational Activities (e.g. contact and team sports)	No	No	Yes, with limits to be determined	Yes, with limits to be determined
Gym/recreational facilities	No	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Beaches	No	Yes, with physical distancing and protective measures	Yes, with physical distancing and protective measures	Yes, with physical distancing and protective measures
Outdoor playgrounds	No	Yes, 10 people or less, with physical distancing and protective measures	Yes, 50 people or less, with physical distancing and protective measures	Yes, with physical distancing and protective measures
Golf Courses	Yes, with physically distancing requirements	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Outdoor recreational rentals	Yes, with safe business practices and physical distancing	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Licensed Swimming Pools & Splash Pads	No	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
Indoor Places of Public Amusement and Activity (i.e. museums, funplexes, bowling alleys, movie & other theaters, social clubs)	No	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices

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<b>Outdoor places of amusement and activity (i.e. miniature golf, go karts)</b>	No	Yes, with 25% capacity limits and physical distancing, protective measures, and best business practices	Yes, with 50% capacity limits and physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices
<b>Entertainment: Festivals, Carnivals, Fairs, Concerts, Parades</b>	No	No	To be determined based on event	Yes, with limits to be determined and physical distancing, protective measures, and best business practices
<b>Garage Sales, Rummage and Yard sales</b>	No	Yes, 10 people or less, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices	Yes, with physical distancing, protective measures, and best business practices

\*Individuals who are at higher risk should consider taking additional precautions; telework & tele-education is encouraged