TO: Department and Division Heads

FROM: Mayor Satya Rhodes-Conway

DATE: June 22, 2020

SUBJECT: REOPENING CITY SERVICES

Attached is the report of the Internal Recovery Task Force (IRTF) that was established through the City’s EOC to provide guidance on reopening City offices to the public and bringing employees who have been working remotely back to their normal work places in a safe manner. The document also includes some policies to ensure a consistent response across the organization. The initial draft was presented at the Mayor’s Management Team on May 27, with updates provided on June 16 and June 23.

The IRTF had representatives from Building Inspection, Public Health Madison Dane & Dane County, Facilities, Human Resources, Parks, Mayor’s Office, IT, City Attorney’s Office, and EAP. This work was augmented by interagency groups further researching and establishing policies on measures such as employee temperature checks and symptom screening.

This report (including the appendix) is intended to provide guidance so that each agency can develop staffing and operations plans necessary to provide services to the public. Although there is broad variability in City operations, all supervisors should follow this guidance as applicable. While the report provides a solid foundation, some additional direction is listed below:

1. Reopening Sequence. Agencies should first develop plans to phase employees back to the office so that basic services to the public can resume. After accommodating at least a minimal level of staffing, agencies should then establish plans for reopening offices to the public. Individual agencies will have discretion in establishing their agency’s return to work plan, including what constitutes a direct service and how that service can best be provided.
2. Staffing. Agencies should develop an in-office staffing plan to cover essential services with the fewest number of employees necessary. Such plans should consider the phased return of staff consistent with the phased return of all services following the guidance of the Internal Recovery Task Force Report, Public Health Madison & Dane County, and the Centers for Disease Control and Prevention. Plans should also consider providing ample time to allow staff returning to the office an opportunity to adjust to the policies and practices of the new work environment (such as face covering protocols and cleaning responsibilities).
3. Public Access. Agencies reopening plans should also identify when forward-facing services can be open to the public at some level. For instance, some agencies may want to initially provide services on a “by appointment only” basis to minimize staffing levels.
4. Phased approach. Public Health Madison & Dane County has developed the Forward Dane Plan for reopening activities. The Forward Dane Plan proceeds in phases, with certain metrics measured over a period of time dictating when the County will move from one phase to the other. While City department operations are not obligated to follow the exact phases of the Forward Dane Plan, each department should take a similar phased approach to reopening.
5. Teleworking. Departments should continue to promote teleworking where possible as the preferred option to reduce the number of staff in the office at any one time.
6. Staff Communication. Departments should be regularly communicating with their staff about the planning process and expected timelines. When departments have established their plans, they should communicate those to staff. Departments should anticipate receiving many questions from staff and should make time in order to answer those questions. Plans can be updated as needed, but staff should be notified as plans are modified. Staff who are transitioning back to work are going through substantial changes. Supervisors should make a commitment to check in with staff who are transitioned back to working in the office to discuss any concerns. EAP assistance is available for staff who may benefit from it.

Thank you all for your patience and resilience during this time. Please note that because we are looking forward and taking a deliberate and phased approach to reestablishing many City services and bringing back staff, does not mean that COVID-19 is not present in our community. We must continue to be vigilant to keep the public and our staff safe.

**City of Madison Internal Recovery Task Force**

**June 15, 2020**

**Guidance Summary**

The team’s main goal and focus is to provide a framework that is consistent for all agencies for the phased opening of City facilities and staff returning to work, including preparing physical spaces for safe interaction; preparing staff to return to the offices; and preparing staff to re-open services to the public. Returning to work must coincide with the PHMDC guidelines, including a carefully phased, rather than sudden, return of City services. Prior to reopening offices to the public, we must first ensure safe customer service areas and safe spaces for an adequate number of staff to serve the public.

**Preparing Physical Spaces for Safe Interaction (p. 2)**

* + - * Barriers
      * Signage and Markings
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**Preparing Staff to Return to Offices and Preparing to Reopen to the Public (p. 5)**

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**Preparing Physical Spaces for Safe Interaction**

The CDC, Public Health Madison and Dane County (PHMDC), OSHA and WEDC have published guidance for organization returning to partial or full operation. These publications contain recommended infection control strategies as well as links to technical data and instructions. The City of Madison provides a variety of functions in numerous locations. Each distinct function and location requires a separate hazard assessment and the application of individualized infection control strategies. The purpose of this document is to provide a framework so that implementation of OSHA infection control strategies and CDC guidelines is universal, consistent and effective. In order to implement these strategies properly, managers will need to familiarize themselves with the CDC, PHMDC, OSHA, and WEDC guidelines.

**Other venues to consider:**

* Clinics, childcare facilities, and community centers
* Construction Sites
* Convention Center
* Municipal Court
* Homes and Businesses
* Parks and pools
* Bus stops and transfer points

City of Madison properties and spaces where City services take place include spaces beyond what this document contains guidance for. The focus here is on spaces shard among most City of Madison facilities.

**Barriers**

When feasible, barriers for individual front desk positions should be a minimum of 4’ wide and 3’ high with an opening on the bottom for item exchange that is 12” wide and 4” high. If a front desk has multiple positions, a larger barrier can be installed as long as it provides the same coverage. Barriers can be installed between employees with the same specifications if the current spacing does not allow for proper physical distancing.

Due to the potential need to reopen earlier than anticipated, we recommend using the barriers from the polls as a temporary measure to suit spaces in need. The barriers from the polls could be replaced over the next couple of months. There are spaces that this team has never seen and is unsure how to fit them with barriers, so there may be a need to purchase other barriers. Using the poll barriers will address the more immediate need.

You will see from our spreadsheet of the compiled survey results, it shows that at least 40 front desk spaces need barriers. Some of these spaces will need multiple barriers, such as, the libraries with an estimated total of 119 individual barriers based on survey responses. Additionally, 23 spaces need a plan to allow for proper physically distancing of visitors, 51 will need floor markers, and all agencies will need new signage explaining new operating procedures for safe interaction. These numbers are all minimum estimates, as site surveys were not able to be completed.

**Signage and Markings**

In early June, the Emergency Operations Center will develop signage resources for managers to print and post as needed in common areas (see initial list below). *(NOTE: All signage should be attached with painters tape or another method recommended by Engineering-Facilities in easy-to-see locations)*

* Indicate capacity in customer service areas (lobbies, waiting areas, etc.)
* Mark waiting spots separated by 6 ft.
* Explain any new operational procedures for safe interaction unique to an agency/space.
* Designate specific doors as entrances and exits where possible, and encourage customer traffic flow in one direction to encourage physical distancing.
* Limit number of elevator riders and mark spaces inside elevators to maximize physical distancing.
* Encourage visitors to use hand sanitizer and wear face coverings
* Hand-washing signs near sinks

**Entrances and Lobbies**

* Signage shall instruct visitors on physical distancing requirements in the building in a variety of languages including English, Hmong, Spanish and Chinese.
* Designate specific doors as entrance and exit to reduce interactions.
* For elevator lobbies, mark waiting spots with 6 ft. separations, using adhesive floor markers or stanchions.
* Use signage to encourage/recommend limits to number of elevator riders and mark spaces inside elevator to maximize physical distancing.
* If multiple elevators, use signage to designate as up or down to limit time in cars.
* If multiple stairwells, designate as up or down to reduce interactions.
* Explore propping open common doors during business hours to allow air flow (follow fire code and consider security needs).

**Front Desk Spaces**

* Front desk should have a physical barrier between staff and public *(NOTE: Operations has prioritized this work, and will complete it in coordination with managers.)*
* Physical barrier can have opening at bottom, but must be solid at conversation level.
* If public drops off items larger than barrier opening, such as boxes, deliveries will need to be left in lobby for staff to retrieve at a safe distance.
* Reduce front desk staffing If possible. If there is more than one person at the front desk, positions should be separated by at least 6 ft. or have a physical barrier between positions.
* Signage should indicate capacity in/out of the waiting area.
* Mark waiting spots separated by 6 ft., by floor markers or stanchions.
* Rearrange and remove waiting area furniture as necessary to allow proper physical distancing (6 ft. apart). Allow seating that can be sanitized after every use (e.g. plastic chairs). All fabric chairs must be removed or roped off for non-use.
* Any items for use by public (pens, computers, etc.) must be cleaned after each use. Limit the use of public computers where possible.

**Work Spaces**

* Continue to promote teleworking where possible to reduce the number of staff in the office at any one time.
* Consider altering shift schedules to help physical distancing at shared work stations.
* Where telework and altering shift schedules is not feasible, install physical barriers between employees at shared work stations.
* Consider needs for partition extensions for cubicles *(NOTE: This is expensive and cannot be done quickly. Should be prioritized for locations where teleworking and staggered schedules cannot provide sufficient space for physical distancing. All requests to* [*cityeoc@cityofmadison.com*](mailto:cityeoc@cityofmadison.com)*)*
* Rearrange and remove furniture as necessary to allow for proper physical distancing.
* Encourage staff with standing desks to either always sit or to alternate standing position with colleagues to maximize distance.
* Place signage to encourage traffic flow in one direction to reduce interaction.

**Break Rooms**

* Rearrange/remove furniture and alter schedules for lunch/break times as necessary to allow for proper physical distancing.
  + Alternative: Close breakrooms and encourage staff to eat at their desk to prevent congregating.
* Staff should clean seating areas and frequently touched surfaces (faucet, microwave, refrigerator handles, etc.) after their use.

**Bathrooms**

* Display handwashing signs near all sinks.
* Install step and pull door openers where applicable and signs by doors in English, Spanish, and Hmong to encourage use of these.

**Conference Rooms**

* Teleconferencing should be the first mode of communication for meetings. If a physical meeting is necessary, see the considerations below:
  + Rearrange and remove furniture as necessary to allow for proper physical distancing.
  + Decrease the capacity of conference rooms.
* Staff should clean seating areas and shared items (remotes, whiteboards, markers, etc.) after meetings.

**Building Systems**

* When feasible, follow ASHRAE guidelines for ventilation systems. (<https://www.ashrae.org/technical-resources/building-readiness#restarting>)
* If building has been unoccupied for a period of time, flush water system.

**Preparing Staff to Return and to Re-open to the Public**

Returning to work should occur slowly and carefully, coinciding with PHMDC guidelines in [***Forward Dane***](https://publichealthmdc.com/coronavirus/forward-dane). City agencies will not be flipping a switch, but turning a dial to slowly reintegrate back into the workplace.

**For Managers / Supervisors**

**Determine risk level of employees based on job functions (per OSHA guide)**

**Very High** - high potential for exposure to known or suspected sources of COVID-19 during specific medical, postmortem, or laboratory procedures (Police, Fire, some PHMDC staff)

**High** – high potential for exposure to known or suspected sources (Metro, Library, Monona Terrace, Community Development, others)

**Medium** – frequent and/or close contact with (i.e., within 6 feet of) people (most City staff with varying degrees. Front desk staff more than those who are in contact with coworkers

**Lower** - minimal occupational contact with the public and other coworkers

Those in “Very High” and “High” categories should have appropriate PPE to conduct job duties.

1. Evaluate staff positions in terms of Risk (see details to the right), and request appropriate PPE
2. Evaluate staff positions in accordance to essential functions *(NOTE: “Vulnerable” staff may determine they are okay with returning to work, and should be allowed to do so)*
3. Continue to allow teleworking to the extent practical and/or stagger schedules to minimize number of people in offices.

1. If in-person services have been replaced by on-line services, maintain these to the extent possible, keeping in mind equity considerations.
2. Evaluate communal work spaces to ensure safe environment for employees who need to work in the office. *(NOTE: All requests should flow through cityeoc@cityofmadison.com)*
   1. Work with Engineering-Facilities to adjust work spaces (if possible) to maintain physical distance between employees
   2. If work spaces can’t be adjusted, work with staff to determine how to rotate days in office in order to maintain physical distance (Eg. 4 days in office, 10 days telework)
   3. Determine restrictions for waiting areas/lobbies, as applicable.
   4. Work with Engineering-Facilities to address air ventilation improvements/updates to assure sufficient air flow is maintained and lingering air particles are adequately filtered out of circulation.

Supplies:

* Hand sanitizers at all access points
* Disinfecting wipes (or spray and paper towels)
* Easily accessible trash bins
* Tissues
* Disposable masks for customers (if possible)
* Thermometers (if protocol is established)

1. Request from EOC and/or print signage, floor markings and supplies as needed
   1. Provide signage encouraging use of masks by visitors, and provide masks as supplies allow.
2. Consider Temperature Screening Protocol *(NOTE: to be piloted by Building Inspection)*
   1. Designate specific person (supervisor) with proper PPE to utilize a thermometer to test all employees;
   2. Ensure confidentiality of employees’ test status
3. Develop Cleaning Protocols, following guidance from the CDC for cleaning facilities:

<https://www.cdc.gov/coronavirus/2019-ncov/community/disinfecting-building-facility.html>

1. Communication with Staff

**Employee Resilience and Wellness**

This is a high stress time of great uncertainty. Understandably, staff is concerned and worried about health risks and economic uncertainty. Reduce stigma regarding seeking help for anxiety and other psychological/emotional concerns at this time.

The City should conduct assessment and response of resiliency and wellness with an equity lens, as the immediate crisis impacts employees unevenly. While office staff and managers have been able to telework, a substantial percentage of our employees have continued to work in the field. These stressors are imposed on top of existing disparities existing in the organization, such as those reflected in the MAC / WIC survey.

Responding to employee needs related to employee resilience and wellness will involve collaboration between EAP and Human Resources Organizational Development.

EAP brings subject matter expertise, crisis counseling and critical incident debriefing expertise, and is well-situated to provide direction, support and guidance, both directly to employees experiencing issues and to managers and supervisors to better understand how they might help better prepare their employees to deal with the stress and uncertainty of the pandemic recovery process.

Organizational Development expertise will be required to provide the leadership, change management and employee support training, as well as to provide departments with workplace climate support and interventions.

This shared response between EAP and OD will include proactive efforts to understand employee needs and concerns regarding a return to the workplace. Efforts to develop this understanding must occur on two levels:

1. Short term, such as through employee surveys focused on employees’ most immediate concerns with the objective of identifying needed interventions.
2. As soon as feasible, EAP recommends that all departments create systems for virtual one-on-one contacts with each employee with the objective of better understanding each employee’s needs, create lines of communication and ensure management has a firm grasp of the needs of all employees.
   1. Provide clear expectations of phasing back to new work schedule and setting
   2. Seek input from staff regarding concerns, scheduling, other health needs
   3. Front line supervisors to communicate regularly and consistently across work sites or work units with routine staff check-ins, reporting concerns to management
   4. Review face covering requirements, temperature checks, and encourage sick employees to stay home
   5. Encourage, normalize and allow staff to access EAP resources and services as needed
3. Key Considerations
   1. Transportation – bus schedules may limit staff ability to get to worksites on time.
   2. Childcare – limitations may impact ability for staff to return to work; leave allotments may be exhausted while there is still need for childcare into late summer and the rest of the year.

**For All Employees**

1. Adhere to Face Covering Policy for City Employees (also strongly consider using face coverings while in public, and particularly when using mass transit).
2. Stay home if sick or symptomatic (contact and follow advice of health provider)
3. Maintain physical distancing during travel, and self-monitor following travel (testing encouraged after travel)
4. Staff are responsible for cleaning their desk spaces
5. Self-screen temperature at home before going to work
6. Continue to practice good hygiene
   1. Wash your hands with soap and water or use hand sanitizer, especially after touching frequently used items or surfaces.
   2. Avoid touching your face.
   3. Sneeze or cough into a tissue, or the inside of your elbow.
   4. Disinfect frequently used items and surfaces as much as possible.

**For Employees in the Field Working with the Public**

1. Consider risk factors where performing work duties
   1. Is in-person contact required or can the interaction occur via phone, internet, or mail? (In assessing need, consider equity issues in terms of language and culture.)
   2. For in-person interactions between staff and members of the public:
      1. Minimize the **amount of time** in the same space
      2. Minimize the **number of people** from a household with whom staff interact
      3. Maximize the **distance** between staff and the public
      4. Prepare customers in advance to minimize risk during the interaction
2. Schedule fewer visits per day
3. Limit to Single Occupancy Vehicles unless appropriate PPE is provided for multiple employees in one vehicle *(NOTE: Questions on this can be sent to* [*cityeoc@cityofmadison.com*](mailto:cityeoc@cityofmadison.com)*)*
4. Maintain records to ensure knowledge of location of where field staff are and have been.
5. Establish protocols for out of office appointments (e.g. inspections and clinic visits)
   1. Contact customer ahead of time to:
      1. Confirm date and time of appointment
      2. Ask if anyone within the household has any COVID-like symptoms. (See <https://www.cdc.gov/coronavirus/2019-ncov/symptoms-testing/symptoms.html> for latest symptoms)
      3. Tell them that you are not recording any personally protected information or sharing it with anyone else.
      4. If anyone is ill, reschedule for at least 14 days if City department does not deem it as an urgent situation.
      5. Indicate that City staff will wear a mask and maintain physical distance during the entire appointment.
      6. Ask that member of the public to wear a face covering if possible, but do not require it.
      7. If there is a need for the member of the public to write, ask that they provide their own pen, or staff should be prepared to provide a sanitized utensil.
   2. At the site, maintain one’s own safety
      1. Sanitize hands before and after visit, avoid touching your face
      2. Wipe relevant surfaces with sanitizing wipes (one wipe per surface).
      3. Do not ask specific questions about an individual’s health.
      4. If member of public appears to be actively ill with COVID-like symptoms, discontinue the appointment and leave. Say that the appointment needs to be rescheduled.

**For Employees Working in the Field at City Facilities**

1. Establish protocol and procedures for field work at City facilities
   1. Cleaning/sanitizing standards
   2. Air handling/good ventilation
   3. Schedules to minimize contact group sizing
   4. PPE standards by classification/task
2. Limit to single occupancy vehicles unless appropriate PPE is provided for multiple employees in one vehicle
3. Limit the number of people in one place at one time
4. Maintain records to ensure knowledge of location of where field staff are and have been

**On-line Resources**

Public Health Madison & Dane County Recommendations:

* <https://publichealthmdc.com/coronavirus/business-owners-and-operators/best-practices-for-businesses>

CDC Recommendations:

* <https://www.cdc.gov/coronavirus/2019-ncov/community/guidance-business-response.html>
* <https://www.cdc.gov/coronavirus/2019-ncov/communication/print-resources.html?Sort=Date%3A%3Adesc>
* <https://www.cdc.gov/coronavirus/2019-ncov/community/guidance-business-response.html?CDC_AA_refVal=https%3A%2F%2Fwww.cdc.gov%2Fcoronavirus%2F2019-ncov%2Fspecific-groups%2Fguidance-business-response.html>

OSHA Guidance:

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

ASHRAE Guidance:

* <https://www.ashrae.org/news/ashraejournal/guidance-for-building-operations-during-the-covid-19-pandemic>

WEDC Guidance

* <https://wedc.org/reopen-guidelines/>
* <https://wedc.org/wp-content/uploads/2020/05/COVID-19-General-Guidelines.pdf>
* <https://wedc.org/wp-content/uploads/2020/05/COVID-19-Public-Facilities-Guidelines.pdf>

Wisconsin Department of Health Services Recommendations:

* <https://www.dhs.wisconsin.gov/covid-19/employers.htm>

White House Guidance:

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

Article and video featuring example office and techniques for physical distancing:

* <https://www.vox.com/recode/2020/4/14/21211789/coronavirus-office-space-work-from-home-design-architecture-real-estate>

Products

* Step and Pull: <https://www.stepnpull.com/>
* Loftwall: <https://loftwall.com/counter-shield/>
* Laird Plastics: <https://www.plasticsfaq.com/online-store>
* ASSESSING RISKS: <https://www.erinbromage.com/post/the-risks-know-them-avoid-them>

**Procedures Appendix**

This appendix is to provide additional guidance on next steps procedures to operationalize some of the aspects of the report in a consistent manner across the organization. While many aspects of returning to work and opening to the public are up to the individual agencies, it is important to set some protocols around some aspects.

**LOBBY / FRONT DESK AREAS**

Facilities staff has been working with individual agencies should determine the capacity of their individual lobby / front desk areas and providing necessary barriers, signage, floor markings, etc.to provide appropriate social distancing. For questions or additional assistance, please contact Brent Pauba in Facilities (bpauba@cityofmadison.com).

**CAPACITY OF CONFERENCE ROOMS AND OFFICE AREAS**

Per the recommendation from FEMA, the maximum capacity factoring for appropriate social distancing is based on an assumed area of 113 SF per person (area of space/113). Note this strategy notably reduces occupancy counts.(link: <https://www.usfa.fema.gov/coronavirus/planning_response/occupancy_social_distancing.html> ).

**EMPLOYEE TEMPURATURE CHECKS AND SYPTOM SCREENING**

There is a group meeting about this topic and Building Inspection is currently piloting a protocol. Further guidance will be forthcoming.

**HAND SANITZER**

Hand sanitizer dispensers will be provided by Facilities at entrances to buildings and distributed throughout agencies for placement in common areas. Hand sanitizer will not be provided for individual work spaces unless the work spaces are shared by multiple employees. Individual hand sanitizer will be provided for employees who work outside of an office environment (such as inspectors, or equipment operators) as determined by individual agencies.

**DISINFECTANT SPRAYS**

Disinfectant spray will be provided to agencies by Facilities and distributed throughout agencies for placement in common areas. Sprays will not be provided for individual work spaces unless the work spaces are shared by multiple employees. Agencies are responsible for acquiring their own paper towels for use with spray. Individual disinfectant spray will be provided for employees who work outside of an office environment (such as inspectors, or equipment operators) as determined by individual agencies.

**FACE COVERINGS**

The City has established a policy on face coverings for employees and that must be followed (link: <https://www.cityofmadison.com/employeenet/coronavirus/policies-procedures/face-covering-policy> ). Staff in “very high” and “high” risk levels (p.5 of IRTF Report) may require face shields as determined by the agency. Face shields will not be provided to employees in other categories. However, face shields may be provided as an accommodation for individual employees unable to wear a mask per the policy, such as for a medical condition as determined by the agency.

It is recommended that members of the public wear face coverings when conducting in-person business with the City, but they will not be required to do so. Disposable masks will be available for members of the public.

**GLOVES**

Staff in “very high” and “high” risk levels (p.5 of IRTF Report) may require gloves as determined by the agency. Gloves will not be provided to employees in other categories. However, gloves may be provided as an accommodation for individual employees unable to wear a mask per the policy, such as for a medical condition as determined by the agency. If gloves are worn, employees must adhere to the protocol as established by PHMDC.

(link: <https://publichealthmdc.com/documents/Glove%20use%20in%20the%20workplace.pdf> ).

**SIGNAGE**

A file has been created on SharePoint where all agencies will have access to common signage that they can print and post in public areas and in staff only areas to meet their needs. If additional signage is need for your agency, please request that by sending an email to [cityeoc@cityofmadison.com](mailto:cityeoc@cityofmadison.com) .

(link: <http://share/covid19planning/COVID19Signage/Forms/AllItems.aspx> ).

**REQUESTING SUPPLIES**

Agencies can request certain supplies and accommodations that they feel are reasonably necessary for staff to perform their duties and for the public to access services. Equal treatment across agencies, budget capacity, alternative operational and physical space adjustments, the IRTF Report, and PHMDC advice will be major considerations in evaluating requests. A request form is forthcoming. In the meantime, please submit requests to [cityeoc@cityofmadison.com](mailto:cityeoc@cityofmadison.com).