



DENVER
THE MILE HIGH CITY

Denver Citywide COVID-19 Action Plan

Incident Name: COVID-19

Incident Number: DEN20200304001

Version 1.1
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SECTION 1: INTRODUCTION

1.1 PURPOSE

COVID-19 is a respiratory disease caused by a novel (new) coronavirus that was first detected in China and which has now been detected in almost 70 locations internationally, including in the United States. This action plan defines citywide objectives and strategies for managing the impacts of COVID-19 on the Denver community.

1.2 SCOPE

This action plan is intended to define coordinated strategies for whole community preparedness and response actions related to COVID-19 within the City and County of Denver (City). This action plan supports existing Denver public health and emergency plans by applying their principles to the specific needs and challenges of COVID-19. City agencies and community partners should use the strategies in this plan to refine or create detailed procedures for management of anticipated impacts of COVID-19.

1.3 AUTHORITIES

The following legal authorities underpin this action plan:

- Mayoral Directive for COVID-19 Task Force
- Title 1, Article II, Part 12 of the Denver City Charter
- Chapter 16 of the D.R.M.C
- Mayoral Executive Order 85

1.4 PLANNING ASSUMPTIONS AND PRINCIPLES

The City and County of Denver has based this action plan on several key principles and planning assumptions. These assumptions and principles are listed below:

- This action plan is informed by the following documents:
 - Denver Emergency Operations Plan, February 2020
 - Denver Continuity of Government Plan, May 2016
 - Denver Public Health and Environment All Hazards Emergency Operations Plan: Annex H Pandemic Influenza, June 2019
 - Denver Public Health and Environment All Hazards Emergency Operations Plan: Annex M Communicable Disease Response and Control, Denver International Airport, February 2020.



- Denver Public Health and Environment Non-Pharmaceutical Interventions Guidelines, September 2019
- Each City agency maintains a Continuity of Operation Plan, and these plans should be followed when preparing for and responding to interruptions to agency operations.
- This action plan relies on a whole community response, and coordination from key external entities is essential to its success.
- City agencies may be required to adjust their operations to accommodate additional taskings related to COVID-19 preparedness and response.
- This action plan reflects the City’s commitment to equitably serve all Denver residents.



SECTION 2: CONCEPT OF OPERATIONS

2.1 COORDINATION AND MANAGEMENT STRATEGIES

2.1.1 PUBLIC HEALTH AND ENVIRONMENT DEPARTMENTAL OPERATIONS CENTER

In accordance with Section 2.2.7 of the Denver Emergency Operations Plan, The Joint Public Health and Environment Departmental Operations Center (DOC) was activated on March 2, 2020 to coordinate citywide public health management actions for COVID-19. The DOC is responsible for guiding public health strategies related to COVID-19. The DOC is also responsible for coordinating directly with the Colorado Department of Public Health and Environment’s (CDPHE) DOC and with the Centers for Disease Control and Prevention (CDC). All public health protective orders will be coordinated through the Joint Public Health and Environment DOC.

2.1.2 DENVER EMERGENCY OPERATIONS CENTER

In accordance with Section 2.2.3 of the Denver Emergency Operations Plan, The Emergency Operations Center (EOC) will be activated by the Office of Emergency Management Executive Director or the Mayor if citywide preparedness and response needs exceed normal processes. If the EOC is activated, the EOC’s Public Health and Environment Branch will coordinate directly with the Joint Public Health and Environment DOC.

2.1.3 DENVER JOINT INFORMATION SYSTEM/CENTER

In accordance with Section 2.2.4 of the Denver Emergency Operations Plan, public information needs related to COVID-19 are being managed through a Joint Information System led by the Public Health and Environment Public Information Officer (PIO). In this system, the Public Health and Environment PIO is responsible for public messaging but is supported by other City PIOs, and partner organization PIOs. The Joint Information Center will be activated by the Office of Emergency Management Director or the Mayor if citywide public information needs exceed the ability of the Joint Information System to manage.

2.1.4 CITYWIDE COVID-19 TASK FORCE

A task force of key City agencies and critical community partners has been established to maintain this action plan and monitor its implementation. This task force will manage community preparedness and response actions to COVID-19 prior to an EOC activation. The task force will also distribute a weekly information bulletin to all City employees and compile a weekly situation report for City leadership on COVID-19 preparedness and response efforts. The task force will establish key information requirements for the weekly situation report, and members will be expected to email their by 8:00 AM on each Friday. OEM will then compile this report and distribute it to key stakeholders. If the EOC is activated, the task force’s assignments will be absorbed into the EOC.



The COVID-19 Task Force will consist of a representative designated by the chief executive of the following agencies:

- Agency for Human Rights and Community Partnerships
- City Attorney's Office
- Department of Public Health and Environment (co-chair)
- Office of Emergency Management (co-chair)
- Denver Public Health
- Denver Public Schools
- Department of Aviation
- Department of Finance
- Department of Parks and Recreation
- Department of Safety
- Mayor's Office
- Office of Economic Development and Opportunity
- Office of Human Resources
- Office of Technology Services
- Other organizations designated by the Mayor's Office

The task force will be supported by workgroups organized around certain objectives listed in Section 2.5 of this plan. The purpose of these workgroups is to complete the tasks listed under their assigned objective and advise the task force on further actions. Additional workgroups may be added as objectives are updated. Workgroups will begin meeting the week of March 9, 2020 and include:

- **Internal Communication and Public Information Workgroup:** This workgroup will be coordinated by Public Health and Environment to address Objective 2 in Section 2.5 of this action plan. The workgroup will include the following organizations:
 - Agency for Human Rights and Community Partnerships
 - City Attorney's Office
 - Denver Public Libraries
 - Denver Public Schools
 - Department of Aviation
 - Department of Safety
 - Office of Emergency Management
 - Office of Human Resources
 - Office of Technology Services
 - Other agencies designated by the taskforce co-chairs
- **Continuity and Workforce Protection Workgroup:** This workgroup will be coordinated by Emergency Management to address Objective 3 in Section 2.5 of this action plan. The workgroup will include the following organizations:
 - Agency for Human Rights and Community Partnerships
 - City Attorney's Office
 - Denver Public Health



- Department of Finance
 - Department of Transportation and Infrastructure
 - Department of Public Health and Environment
 - Department of Safety
 - Office of Human Resources
 - Office of Technology Services
 - Other agencies designated by the taskforce co-chairs
- **Protective Actions Workgroup:** This workgroup will be coordinated by Public Health and Environment to address Objective 4 in Section 2.5 of this action plan. The workgroup will include the following organizations:
 - Agency for Human Rights and Community Partnerships
 - Auraria Campus
 - City Attorney's Office
 - Denver Health Paramedic Division
 - Denver Public Health
 - Denver Public Libraries
 - Denver Public Schools
 - Department of Aviation
 - Department of Finance
 - Department of Housing Stability
 - Department of Parks and Recreation
 - Department of Safety
 - Office of Emergency Management
 - Regional Transportation District
 - Other agencies designated by the taskforce co-chairs
- **Economy and Finance Workgroup:** This workgroup will be coordinated by Economic Development and Opportunity to address Objective 5 in Section 2.5 of this action plan. The workgroup will include the following organizations:
 - Agency for Human Rights and Community Partnerships
 - Arts and Venues
 - City Attorney's Office
 - Denver Chamber of Commerce
 - Department of Aviation
 - Department of Finance
 - Department of General Services
 - Downtown Denver Partnership
 - Office of Emergency Management
 - Office of Special Events
 - Visit Denver
 - Regional Transportation District
 - Other agencies designated by the taskforce co-chairs



2.1.5 WEEKLY MANAGEMENT SCHEDULE

To ensure a coordinated citywide preparedness and response to COVID-19, the below schedule has been established to manage coordination efforts.

Meeting/Task Name	Day
Economy/ Finance Workgroup meeting	Monday
Citywide COVID-19 information bulletin sent out	Monday
Daily Public Information Workgroup Call	Monday
Citywide PIO Call	Tuesday
COVID-19 Task Force Meeting	Tuesday
Daily Public Information Workgroup Call	Tuesday
Continuity/ Workforce Protection Workgroup meeting	Wednesday
Daily Public Information Workgroup Call	Wednesday
Daily Public Information Workgroup Call	Thursday
NCR Public Health Coordination Workgroup Call	Thursday
CDPHE COVID-19 PIO Call	Thursday
Situation report updates due to OEM	Friday
Citywide PIO Call	Friday
Public Protective Actions Workgroup meeting	Friday
Big City Emergency Managers COVID-19 Coordination Call	Friday
Daily Public Information Workgroup Call	Friday
Situation Report distributed to City leadership	Friday

2.2 PUBLIC HEALTH STRATEGIES

While there is currently no vaccine for prevention of SARS-CoV-2 (the virus that causes COVID-19), the Department of Public Health and Environment, with support from additional City agencies, may recommend the use of Non-Pharmaceutical Interventions (NPIs). NPIs are mitigation measures



implemented to reduce the spread of an infectious disease, such as COVID-19, but one that does not include pharmaceutical products, such as vaccines and medicines. Examples include social distancing and community infection control measures.

As defined in Denver Public Health and Environment Non-Pharmaceutical Interventions Guidelines, the goal of the Public Health and Environment DOC response efforts should be to implement Non-Pharmaceutical Interventions early enough and long enough to maximize effectiveness while minimizing economic and social costs.

Non-Pharmaceutical Intervention Strategies:

1. Isolation and Quarantine of individuals or groups: issuance of orders which restrict movement of an individual or group based on suspicion of illness (isolation) or suspicion of exposure (quarantine).
2. Social Distancing: recommending or enabling reduction of in-person interactions, such as utilizing telework policies, or allowing for virtual university classes.
3. Closures: temporarily closing places, limiting travel or prohibiting events where people gather, such as schools, sporting events, or conferences.

2.3 ECONOMIC PROTECTION STRATEGIES

COVID-19 has already begun to affect the Denver economy, and additional impacts are expected. The Office of Economic Development and Opportunity will lead the City's response to COVID-19 related economic impacts in close partnership with the Department of Finance. Emphasis will be placed on supporting Denver's small businesses and minimizing unnecessary impacts to the City's budget.

Tracking costs incurred by City agencies related to COVID-19 will be an essential part of preparedness and response efforts. The Department of Finance will inform City agencies when they should begin tracking COVID-19 costs. This will include the use of PG001005 as the cost code to track non-personnel related expenses.

2.4 CITY CONTINUITY STRATEGIES

The City maintains a Continuity of Government Plan that establishes 33 citywide primary essential functions. In the event of an interruption to government operations, the City will prioritize resources according to these functions. Each City agency also maintains a Continuity of Operations Plan that sets essential functions for that agency along with strategies to ensure these essential functions are maintained.

To support each agency's Continuity of Operations Plans, Emergency Management will host a workshop for Agency Continuity Coordinators to assist with any unmet needs related to possible impacts on their workforce, revenue, or mission-essential functions as a result of COVID-19. Denver Technology Services and Human Resources will support this effort by reviewing citywide telework



procedures, resources, and equipment to ensure they are capable of meeting continuity needs.

Agencies may activate any portion of their Continuity of Operations Plan at the direction of their Executive Director. Public Health and Environment and Emergency Management will advise the Mayor's Office if citywide continuity actions should be implemented.



2.5 CITYWIDE RESPONSE AND PREPAREDNESS OBJECTIVES

Objective #1: Coordinate COVID-19 consequence management activities among City agencies and community partners		
Lead City Agency: Emergency Management Lead Agency Point of Contact: Matthew Mueller Supporting City Agencies: Public Health and Environment Community Partners: Denver Public Health (Division of Denver Health and Hospital Authority)		
Task 1.1	Maintain activation of the Public Health and Environment Departmental Operations Center until the COVID-19 threat subsides.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Emergency Management Community Partners: Denver Public Health
Task 1.2	Evaluate if an Emergency Operations Center activation is needed and advise the Mayor’s Office if an activation should be considered.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Matthew Mueller Supporting City Agencies: Public Health and Environment Community Partners: N/A
Task 1.3	Maintain the COVID-19 Task Force to continue citywide action planning.	Lead City Agency: Emergency Management and Public Health and Environment Lead Agency Point of Contact: Matthew Mueller and Bob McDonald Supporting City Agencies: Aviation, Economic Development and Opportunity, Safety, City Attorney’s Office, Human Resources, Technology Services, Finance, Parks and Recreation, and Human Rights and Community Partnerships Community Partners: Denver Public Health and Denver Public Schools
Task 1.4	Publish weekly COVID-19 situation reports for City leadership starting March 6, 2020.	Lead City Agency: Emergency Management Lead Agency Point of Contact: David Powell Supporting City Agencies: Public Health and Environment, Economic Development and Opportunity, Safety, and Aviation Community Partners: Denver Public Health, Denver Health Paramedic Division, and Denver Public Schools
Task 1.5	Develop a strategy to ensure COVID-19 preparedness and response actions equitably serve the whole Denver Community	City Agency: Mayor’s Office Lead Agency Point of Contact: Erin Brown/Kimberly Desmond Supporting City Agencies: Public Health and Environment, Human Rights and Community Partnerships, and Emergency Management Community Partners: As requested



Objective #2: Provide coordinated and proactive public information about COVID-19 facts, risks and protective actions.		
Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bob McDonald Supporting City Agencies: Mayor’s Office, Emergency Management, Technology Services, Human Rights and Community Partnerships Community Partners: Denver Public Health (Division of Denver Health and Hospital Authority)		
Task 2.1	Lead the citywide Joint Information System to ensure consistent COVID-19 messaging.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Mayor’s Office, Emergency Management, and Technology Services Community Partners: Denver Public Health
Task 2.2	Evaluate if a Joint Information Center activation is needed and advise the Mayor’s Office if an activation should be considered.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Loa Esquilin-Garcia Supporting City Agencies: Public Health and Environment Community Partners: N/A
Task 2.3	Continue to update the City’s website pages with up-to-date and accurate COVID-19 information.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Emergency Management and Technology Services Community Partners: N/A
Task 2.4	Conduct media monitoring and rumor control.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Emergency Management and Technology Services Community Partners: Denver Public Health
Task 2.5	Ensure public messaging is consistent with key state, federal and private sector partners.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Emergency Management and Technology Services Community Partners: Denver Public Health
Task 2.6	Ensure messaging is tailored to the Denver community, including those with access and functional needs.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Emergency Management, and Human Rights and Community Partnerships Community Partners: Denver Public Health



Task 2.7	Develop protocol for implementation of a joint call center for COVID-19.	<p>Lead City Agency: Technology Services Lead Agency Point of Contact: Laura Dunwoody Supporting City Agencies: Public Health and Environment, Emergency Management, and Human Rights and Community Partnerships Community Partners: 211, Denver Public Health</p>
Task 2.8	Publish a weekly employee COVID-19 information bulletin starting March 9, 2020	<p>Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Tammy Vigil Supporting City Agencies: Emergency Management and Technology Services Community Partners: Denver Public Health</p>



Objective #3: Ensure Denver’s agency continuity plans are ready for implementation in the event of disruptions related to COVID-19		
Lead City Agency: Emergency Management Lead Agency Point of Contact: Matthew Mueller Supporting City Agencies: All City agencies Community Partners: All private organizations should also consider reviewing their continuity plans		
Task 3.1	Ensure the City workforce is educated about COVID-19 and prepared to continue providing services to Denver residents.	Lead City Agency: Human Resources Lead Agency Point of Contact: Chris Longshore Supporting City Agencies: Emergency Management, and Public Health and Environment Community Partners: N/A
Task 3.2	Send out correspondence to City agencies by March 6, 2020 reminding them to review their continuity plans to ensure they are prepared for potential workforce impacts.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Elizabeth Floro Supporting City Agencies: Public Health and Environment Community Partners: N/A
Task 3.3	Review citywide telework and workforce staggering procedures by March 13, 2020 and ensure they provide adequate options to manage potential COVID-19 impacts.	Lead City Agency: Human Resources Lead Agency Point of Contact: Chris Longshore Supporting City Agencies: Emergency Management and City Attorney’s Office Community Partners: N/A
Task 3.4	Review citywide equipment and IT infrastructure by March 13, 2020 and ensure it can provide adequate teleworking options to manage potential COVID-19 impacts.	Lead City Agency: Technology Services Lead Agency Point of Contact: Dave Rhiel Supporting City Agencies: Emergency Management Community Partners: N/A
Task 3.5	Host a work session for Agency Continuity Coordinators by March 13, 2020 to assist agencies to evaluate any continuity planning gaps for COVID-19.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Elizabeth Floro Supporting City Agencies: Public Health and Environment Community Partners: N/A
Task 3.6	As requested, assist private sector agencies with questions about continuity needs during a communicable disease incident.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Elizabeth Floro Supporting City Agencies: Public Health and Environment Community Partners: Requesting organizations



Task 3.7	Ensure City technology systems can adequately support a virtual EOC environment.	<p>Lead City Agency: Technology Services Lead Agency Point of Contact: Dave Rhiel Supporting City Agencies: Emergency Management Community Partners: N/A</p>
Task 3.8	Monitor continuity impacts to critical infrastructure providers and coordinate City support if needed.	<p>Lead City Agency: Emergency Management Lead Agency Point of Contact: Elizabeth Floro Supporting City Agencies: Transportation and Infrastructure, and Public Health and Environment Community Partners: Requesting organizations</p>



Objective #4: Prepare and implement public health measures for COVID-19 management		
Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bob McDonald Supporting City Agencies: Emergency Management, Housing Stability, Safety, Finance Community Partners: Denver Public Health		
Task 4.1	Advise City agencies and the Denver community on suggested and mandated protective actions.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Emergency Management and Finance Community Partners: Denver Public Health
Task 4.2	Coordinate with Denver Public Schools, Denver Public Libraries, higher education campuses, and other key partners to better define thresholds for closure.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Amelia Iraheta Supporting City Agencies: Public Health and Environment Community Partners: Denver Public Schools, Denver Public Libraries, colleges and universities, and other key partners
Task 4.3	Continue to manage the potential for COVID-19 cases in the Denver jail by March 13, 2020.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Safety Community Partners: Denver Public Health
Task 4.4	Develop a strategy for management of COVID-19 cases in populations experiencing homelessness by March 13, 2020.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Housing Stability, Safety, Mayor's Office, and Parks and Recreation Community Partners: Denver Public Health, Denver Public Libraries, and local homeless service providers.
Task 4.5	Develop a strategy for management of COVID-19 cases in populations in assisted living facilities and other congregate care locations by March 13, 2020.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Safety Community Partners: Denver Public Health and Denver Health Paramedic Division



Task 4.6	Develop thresholds for when public health control measures for COVID-19 may be appropriate by March 13, 2020.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Emergency Management Community Partners: Denver Public Health
Task 4.7	Ensure all potential public health protective actions have been approved by the City Attorney.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: City Attorney's Office Community Partners: N/A
Task 4.8	Advise the Department of Safety, EMS providers (including Denver Health Paramedic Division), and other public facing organizations concerning personal protective equipment.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Safety Community Partners: Denver Public Health, Denver Health Paramedic Division, Regional Transportation District, and Denver Public Libraries
Task 4.9	Coordinate with Denver International Airport to ensure a coordinated public health response to potentially infected individuals traveling through Denver International Airport.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Aviation and Safety Community Partners: Denver Public Health and Denver Health Paramedic Division
Task 4.10	Identify sites for quarantine, isolation and alternate care.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Finance and Emergency Management Community Partners: Denver Public Health, local hospitals, and local lodging providers.
Task 4.11	Monitor the status of healthcare supplies in the community and assist with strategies to address any shortfalls.	Lead City Agency: Public Health and Environment Lead Agency Point of Contact: Bill Benerman Supporting City Agencies: Emergency Management and Safety Community Partners: Denver Public Health



Objective #5: Coordinate strategies to manage economic impacts to the Denver community		
Lead City Agency: Economic Development and Opportunity Lead Agency Point of Contact: Eric Hiraga Supporting City Agencies: Emergency Management, Finance, Arts and Venues, Special Events, General Services, and Public Health and Environment Community Partners: Visit Denver, Downtown Denver Partnership, Denver Chamber of Commerce, and others.		
Task 5.1	Track and quantify impacts to the Denver economy from COVID-19 related event cancellations and tourism.	Lead City Agency: Economic Development and Opportunity Lead Agency Point of Contact: Eric Hiraga Supporting City Agencies: Arts and Venues and Special Events Community Partners: Visit Denver, Downtown Denver Partnership, and the Denver Chamber of Commerce
Task 5.2	Evaluate potential supply chain impacts due to COVID-19 and analyze how these may impact critical supplies and the Denver economy.	Lead City Agency: Economic Development and Opportunity Lead Agency Point of Contact: Eric Hiraga Supporting City Agencies: Emergency Management and General Services Community Partners: Local businesses
Task 5.3	Work with the community to develop strategies to ensure Denver’s economic resilience if business closures or other economic impacts are encountered.	Lead City Agency: Economic Development and Opportunity Lead Agency Point of Contact: Eric Hiraga Supporting City Agencies: Emergency Management Community Partners: Downtown Denver Partnership and the Denver Chamber of Commerce
Task 5.4	Evaluate impacts to critical infrastructure that serves Denver.	Lead City Agency: Emergency Management Lead Agency Point of Contact: Elizabeth Floro Supporting City Agencies: Public Health and Environment Community Partners: Regional Transportation District and other Critical infrastructure providers
Task 5.5	Evaluate COVID-19 response impacts to Denver’s operating budget and reserves.	Lead City Agency: Finance Lead Agency Point of Contact: Brendan Hanlon Supporting City Agencies: Emergency Management Community Partners: N/A



SECTION 3: ACTION PLAN MAINTENANCE

Once this action plan is finalized it will be maintained by the Office of Emergency Management and the Department of Public Health and Environment until such a time that EOC is activated (and an EOC Action Plan supersedes this plan) or the Executive Directors of the Department of Public Health and Environment and the Office of Emergency Management agree that the threat of COVID-19 is reduced to a level where this plan is no longer needed. Objectives, tasks, schedules and other details may be updated as conditions change. All changes should be noted in the Record of Changes section.