Overview

This document is intended to provide clarity on Lane County’s COVID-19 response priorities. A global pandemic requires a true community response and we rely on the combined effort of our residents, businesses, employees, government agency partners, non-profit organizations, and state and federal agencies. The community’s health, safety and well-being continue to be at the forefront of our planning and response efforts. This is a living document that is supported by additional detailed information that can be found at www.lanecountyor.gov/coronavirus. As the pandemic and its impacts continue to evolve, we will regularly update our plan. This plan establishes the following:

- Five priorities and subsequent strategies in place for areas of response
- Incident Command System and Emergency Operations Center structures
- COVID-19 alert level indicators matrix
- COVID-19 alert level dashboard
- Planning tools in place to make critical decisions

States and local communities that acted quickly and coordinated emergency response effectively have fared better than those that have not. While the first confirmed COVID-19 case in Oregon didn’t happen until February 28 and the first confirmed case in Lane County didn’t happen until March 17, Lane County began preparation and response efforts early, and has continued an aggressive approach to date:

- January 22: one day after the first case of coronavirus was confirmed in the United States, Lane County held its first Coronavirus coordination meeting with the Oregon Health Authority
- January 27: Lane County conducted its first coronavirus partner coordination meeting with PeaceHealth and the University of Oregon
- February 6: Lane County activated an Incident Command System structure to coordinate emergency response efforts. Public health officials conducted a neighborhood association presentation about COVID-19
- March 2: Lane County opened a Joint Information Center and held its first daily press conference
- March 3: Lane County held its first daily health care provider and partner coordination call
- March 8, 2020: Governor Kate Brown declared a state of emergency to address the spread of COVID-19 in Oregon
- March 9: Lane County held its first internal COVID-19 planning meeting with managers
- March 10: Lane County opened a non-emergency call center for the public to contact with questions
- March 17: the first positive COVID-19 case in Lane County was reported and the Board of Commissioners declared a local emergency. The local emergency declaration is a statement to the state and federal governments that additional resources are required for us to continue to fight the spread of COVID-19. The declaration also creates additional flexibility in responding to the local community needs, and allows the County Administrator to allocate additional resources in response to community needs
- March 20: Lane County announced the creation of a $400,000 small business loan program. The funding was committed to small businesses in need within the first day.
- March 23: Lane County opened the Personal Protective Equipment donation center at our Public Works Warehouse
- March 24: Lane County opened a respite shelter for unhoused residents at the Lane County Fairgrounds, including hygiene stations, mobile food service, sleeping areas and medical services
• March 30: Lane County opened a respite shelter for unhoused residents at the Memorial Building, including hygiene stations, mobile food service, sleeping areas and medical services
• April 16: Lane County closed on the purchase of the former VA clinic at 100 River Avenue for use as a COVID-19 recovery site for at-risk populations
• On May 8, 2020, Lane County released our blueprint for reopening; a response plan that focuses on a strong and collaborative community approach to containing the spread of the disease. The blueprint has been our guide in monitoring the spread of COVID-19 and has outlined our plan to adhere to state guidance into Phase 1 and Phase 2. Lane County’s overall blueprint was designed around 7 key criteria outlined by Lane County’s Senior Public Health Officer and was specifically geared towards identifying numerical thresholds moving into and phases of reopening.
• On May 15, 2020, Lane County moved into Phase 1 of Governor Kate Brown’s reopening plan for Oregon. After being in Phase 1 for at least 21 days and showing that we continued to meet state criteria for moving to Phase 2, we applied for and were later approved to move into Phase 2 effective June 2, 2020.
• As of August 17, 2020, there have been nearly 50,000 tests conducted in Lane County, with the daily average trending up to 800. Lane County represents approximately 9 percent of the state population and has conducted over 10 percent of the tests statewide. Additionally, Lane County has 2.7% of total statewide cases, 1 percent of statewide deaths and .05 percent of statewide hospitalizations. Lane County’s total cases per 100,000 population has averaged 17 for the past three weeks, while the state average is 53. Lane County’s test positivity rate has averaged 1.6 percent over the past three weeks, while the state average is 5.8.

Incident Command System

As noted previously, Lane County has organized its response efforts to COVID-19 by deploying an Incident Command System (ICS) structure and operating an Emergency Operations Center (EOC) since January of 2020. ICS is a standardized best practice approach to coordinating emergency response efforts with a tested structure of decision making, allowing responders from multiple agencies to be effective. ICS also ensures that the most pressing needs are met, and that precious resources are used without duplication or waste. The primary role of ICS is to establish planning and management functions for responding partners to work in a coordinated and systematic approach. Lane County’s ICS structure is organized with the positions outlined in Figure 1 below.

The ICS team outlined in Figure 1 conducts daily briefings, develops situation status reports twice weekly, holds news conferences twice weekly and updates its Incident Action Plan every week.
Lane County’s Five Priorities

To create clear strategic focus and alignment of resources, we have established five priorities that continue to guide our response moving forward. The priorities are:

1. Contain the Spread of Disease (Flatten the Curve)
2. Ensure Healthcare Providers, First Responders, and Hospitals Have What They Need
3. Minimize Economic Impacts on Businesses and Individuals
4. Provide Public Information and Guidance
5. Prepare for Fall & Winter

Under each of these five priorities, there are several strategies, specific tactical goals and target measurements to track progress. A summary is presented in Figure 2 followed by a more detailed overview.
# Lane County’s COVID-19 Response Plan

## One-Page Summary

<table>
<thead>
<tr>
<th>Strategic Priority</th>
<th>Strategies</th>
<th>Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong> Contain the Spread of the Disease (Flatten the Curve)</td>
<td>Achieve compliance: basic hygiene, mask wearing</td>
<td>Positivity rate % increase in new cases (cases/100,000)</td>
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<tr>
<td></td>
<td>Higher-risk individuals stay home &amp; stay safe</td>
<td>Average # tests/day (weekly)</td>
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<tr>
<td></td>
<td>Expand access to testing</td>
<td>% cases in last week w/ follow up w/i 24 hours</td>
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<tr>
<td></td>
<td>Conduct case contact investigations - known cases</td>
<td>% cases in last week traced to a known source</td>
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<td></td>
<td>Isolate positives &amp; quarantine close contacts</td>
<td>First Responder PPE certification (Y/N)</td>
</tr>
<tr>
<td><strong>2</strong> Ensure Healthcare Providers, First Responders, and Hospitals Have What They Need</td>
<td>Maintain PPE clearinghouse: distribute by priority</td>
<td>Availability of ventilators, ICU beds</td>
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<tr>
<td></td>
<td>Problem solve &amp; innovate with providers</td>
<td>$ Amount provided in local grants and loans</td>
</tr>
<tr>
<td></td>
<td>Coordinate ICU beds, ventilators, PPE countywide</td>
<td>$ amount distributed to individuals for rent</td>
</tr>
<tr>
<td></td>
<td>Provide supports for small business</td>
<td>$ amount energy assistance distributed to individuals</td>
</tr>
<tr>
<td><strong>3</strong> Minimize Economic Impacts on Businesses and Individuals</td>
<td>Provide access to available Federal &amp; State relief</td>
<td>Call Center calls answer/day</td>
</tr>
<tr>
<td></td>
<td>Share info &amp; resources for those most vulnerable</td>
<td># media stories placed or stories viewed</td>
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<tr>
<td></td>
<td>Provide a call center for access to information</td>
<td>#CBOs under contract in Lane County</td>
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<tr>
<td></td>
<td>Give media updates for community guidance</td>
<td>Reach and frequency of paid aids</td>
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<tr>
<td></td>
<td>Collaborate with local community organizations</td>
<td># Website hits/day</td>
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<tr>
<td></td>
<td>Support with paid messaging as appropriate</td>
<td># of school plans reviewed</td>
</tr>
<tr>
<td></td>
<td>Timely data responsive to needs and state info</td>
<td># of additional beds/locations created for unhoused</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Creation of a vaccine plan</td>
</tr>
<tr>
<td><strong>4</strong> Provide Public Information &amp; Guidance</td>
<td>Provide K-12 school efforts</td>
<td></td>
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<tr>
<td></td>
<td>Support higher education efforts</td>
<td></td>
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<tr>
<td></td>
<td>Engage community for shelter options</td>
<td></td>
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<tr>
<td></td>
<td>Prepare for intersection of flu and COVID-19</td>
<td></td>
</tr>
<tr>
<td><strong>5</strong> Prepare for Fall &amp; Winter</td>
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</tbody>
</table>

**Figure 2**

**Page 6**
Details of the Five Priorities and Strategies

Priority #1) Contain the Spread

a) **Achieve widespread compliance of basic hygiene, physical distancing, wearing of masks and a reduction of travel**
   In the absence of a vaccine, non-pharmaceutical interventions are critical tools to contain the spread of disease. These are actions that individuals can take to truly make a difference, and a key part of the strategy is to combine policies and messaging to achieve widespread compliance
   1. Conduct community surveys and analysis to determine attitudes and adherence related to these behaviors with the goal of informing ongoing strategies for outreach, communications and coordination with community partners
   2. Gather data on existing levels of compliance with the Governor’s Executive Order requiring face coverings

b) **Encourage high-risk individuals to stay home and stay safe**
   In the absence of reliable treatments, the public health advice is still for people in high-risk categories to stay home as much as possible.
   1. Support employer policies that allow vulnerable individuals to work remotely
   2. Provide public communications via all available outlets that provide important information about the need to stay home and stay safe

c) **Expand access to testing**
   In order to quickly detect any changes in the growth rate or localized outbreaks, the community needs access to widespread testing, particularly in the event that cases are increasing on the disease curve. Based on the total population in Lane County, the minimal number of testing each day should average 500, representing approximately 1% of the population being tested each week. Optimal levels would be closer to 1,000 tests per day.
   1. Partner with McKenzie Willamette Hospital and the University of Oregon to provide local lab PCR testing (providing faster turnaround time),
   2. Increase availability of rapid testing for critical populations
   3. Partner with the University of Oregon to advance work to make widespread saliva testing available for the campus and Lane County community
   4. Conduct surveillance testing in high-risk communities

d) **Conduct case contact investigations of known cases**
   Contact tracing involves identifying and reaching out to contacts of someone who tests positive for the disease in order to identify potential new cases, and stop the chain of transmission through quarantine and isolation.
   1. Continue to recruit, train and deploy contact tracing resources to maintain sufficient staffing to address any surge in disease
   2. Contract with the UO for support with contact tracing
e) Isolate COVID-19 positives & Quarantine close contacts (include case management & supports)
In order to contain the spread of disease, individuals who are positive for COVID-19 need to be isolated and their close contacts need to be quarantined.
1. Provide alternative care facility access for individuals unable to isolate or quarantine at home
2. Provide case management and basic supports such as groceries, assistance with medications, etc. to support isolation and quarantine
3. Work with Community Based Organizations contracted with Lane County or Oregon

Priority #2) Ensure Healthcare Providers, First, Responders and Hospitals Have What They Need

a) Maintain PPE clearinghouse: distribute by priority
In order to protect first responders and health care workers, communities need to maintain sufficient supplies of PPE on hand, and ultimately demonstrate that regular supply chains are available to meet emerging needs. As part of Oregon’s emergency response, counties are designated as local clearinghouses for PPE supplies from the state and national stockpile and distribute as needed across the community.
1. Confirm adequate PPE levels with first responders, hospitals, and healthcare provider
2. Monitor supply chains and stockpile as necessary and available

b) Problem solve and innovate with providers
Research, analysis and information on COVID-19 continues to grow, impacting guidance from state, national, and international health organizations. As the data changes, the provider community needs access to the new information, and a forum for local shared learning.
1. Host regular calls for healthcare providers across the community to share best and emerging practices
2. Convene and support local Medical Advisory Group with leaders from hospitals, laboratories, payers, and providers to identify and implement health care delivery system changes as needed

c) Coordinate on ICU beds, ventilators and PPE countywide
As the Local Public Health Department, Lane County monitors the HOSCAP data base regarding availability and utilization of ICU beds and ventilators, in order to coordinate access across hospitals in the County.
1. Coordinate with hospitals on access to ICU beds and ventilators
2. Work with hospitals to monitor surge capacity and address any shortages

Priority #3) Minimize Economic Impacts on Businesses and Individuals

a) Provide access to available Federal and State relief
In response to COVID, both the state and federal governments have made relief resources available through a variety of mechanisms. The challenge is to make those program accessible
to people in need in our community, and to ensure that we maximize the dollars available to people in Lane County
   1. Work with Federal and State Delegation to identify relief opportunities and secure funds for Lane County
   2. Work with community partners to make available rental assistance and low income energy assistance

b) **Share information and provide resources to those most vulnerable.**
The economic recession resulting from COVID has significantly impacted people in Lane County, especially those who were already vulnerable and marginalized. The County will work to connect those individuals with available resources, and advocate for additional resources
   1. Expand employment and training programs
   2. Advocate for additional relief funding to help individuals maintain their housing and meet basic needs during this time.

c) **Provide supports for small business**
Our local small businesses have been hit hard by the sudden shutdown in the spring, and the sustained limits of Phase 2 guidelines from the state. Many businesses have struggled to access federal and state relief programs, and those funds are often slow to arrive.
   1. Continue to seek funds for the small business grant program operated with Community LendingWorks to fund the waitlist of businesses

<table>
<thead>
<tr>
<th>Priority # 4) Public Information and Guidance</th>
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a) **Provide a call center for access to specific information and connection to available resources**
A central Call Center allows for timely access to information for community members concerned about COVID, particularly for individuals who might not have internet access or who would like to speak to a nurse about symptoms. The call center, and the related informational email address, also provides a mechanism to shift calls from otherwise overburdened hospitals and medical providers.
   1. Appropriately staff call center and surge hours of operation as needed based on volume

b) **Give media updates for broad community guidance**
Given the nature of this new virus, it is important to use a risk communication strategy to provide timely and trustworthy information to the public. As the knowledge about the virus and related prevention and treatment changes, it’s critical to deliver action-oriented information to the public. This includes traditional media and digital media, as well as coordinating messaging with other key local and state partners.
   1. Provide regular information and access to the media through the county Public Information Officer and community partners
   2. Use social and other digital media to reach targeted audiences directly with key messages
   3. Provide culturally specific communications to under-represented and at-risk groups
c) **Collaborate with local community based organizations (CBOs) to provide clear information about how to put health guidance into action**

Local community based organizations are an effective way to tap into existing, trusted networks, particularly for populations who might be high risk for COVID, or otherwise marginalized and without access to key information.

1. Work with local CBOs contracted with Lane County or the OHA to deliver key COVID messaging and calls to action
2. Work with CBOs to create a collaborative that will enable strong public health messaging into the future


d) **Conduct paid messaging as needed**

The addition of paid messaging will help boost and sustain the impact of key messages disseminated through the above mechanisms.

1. Use radio, television, billboards, and bus boards to reinforce key messages such as mask-wearing
2. Place targeted Spanish-language campaigns in appropriate media


e) **Provide timely data responsive to community needs and aligned with state metrics**

Throughout the pandemic response, we have worked to provide timely and accurate data about the spread of disease in our community and state, access to important resources and tools, and responses to frequently asked questions. Providing these resources is critical for transparency and trust, and also helps support calls to action.

1. Maintain and update a COVID-specific web page with educational materials, local data, original video content, and announcements
2. Provide regular epidemiological reports

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**Priority #5) Prepare for Fall and Winter**

a) **Support K-12 school efforts to safely provide instruction**

COVID-19 has significantly disrupted learning across the spectrum of public and private schools. Each school is responsible for developing its own plan for instruction, following state guidelines. Lane County is partnering with local education systems to develop plans that allow for a safe return to on-site learning, when conditions in the community allow.

1. Receive and review Ready Schools, Safe Learners plans from each local school; provide feedback on public health protocols, facilities and operations, and outbreak response plans
2. Provide training and support to school staff on health topics such as screening, face coverings, and isolation protocols
3. Provide regular phone call-in sessions for school personnel for guidance and advice
4. Work closely with each school on disease investigation and response in the event of an outbreak in the school community

b) **Support higher education efforts to safely provide instruction**

Higher education is a significant part of the Lane County community, including the University of Oregon, Lane Community College, and private colleges. Lane County is partnering with each of
these entities to review plans for reopening, and will continue to provide guidance throughout the academic year.

1. Receive and review re-opening plans; provide feedback and guidance
2. Work closely with each school on disease investigation and response in the event of an outbreak in the school community

c) Engage community partners in identifying non-congregant shelter solutions for people who are at-risk and homeless

There have been a large number of people who are unhoused in Lane County, well before the COVID-19 pandemic. This population is at particular risk for the disease because of chronic conditions. Traditional housing options such as congregate shelters lack physical distancing and create significant risk of disease spread. We are actively working to develop alternate shelter options for when the weather gets cold and wet in the late fall.

1. Partner with local cities, non-profits, and other community organizations to identify alternate sites for non-congregate temporary shelter
2. Identify funding strategies to quickly stand-up temporary options while also leveraging longer-term solutions

d) Engage with healthcare providers and the broader community on the intersection of flu and covid-19; prepare for a COVID vaccine

With fall comes the regular flu season, which will create additional burden on our health care delivery system, particularly hospitals. It’s important to plan as a system for this surge, and to do the planning work now to be able to quickly respond when a COVID vaccine is available

1. Work with providers and the Medical Advisory Group to create resources for providers and community members about strategies to differentiate flu from COVID and to efficiently address disease
2. Conduct table top exercise and planning events to ensure appropriate surge capacity, as well as trigger indicators for level of illness
3. Collaborate with health care, pharmacy, EMT, and other partners to develop a vaccine messaging and delivery plan

Alert Level Indicators

Lane County has worked closely with the University of Oregon to develop the following six community indicators to monitor and assess a number of factors when determining alert levels. These include prevalence of COVID-19 in Lane County, community spread of the disease, community observation of public health measures, and sufficient contact tracing and healthcare capacity.

The alert levels are intended to aid individuals and institutions in determining appropriate behaviors. The alert levels in Figure 3 and 4 are modeled after and align with the levels of operations in the COVID-19 Planning Guide and Self-Assessment for Higher Education. We go into more detail about the alert levels in the next section and in Figure 4.
<table>
<thead>
<tr>
<th>Key Question</th>
<th>Community Indicator</th>
<th>Triggers to Lower Level</th>
<th>Triggers to Raise To A Higher Level</th>
<th>LOW ALERT LEVEL 1</th>
<th>MODERATE ALERT LEVEL 2</th>
<th>HIGH ALERT LEVEL 3</th>
<th>VERY HIGH ALERT LEVEL 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is the prevalence of new cases?</td>
<td>Weekly average new case count per 100,000</td>
<td>Decreasing over a 14-day period</td>
<td>Increase more than 5% over a 14-day period</td>
<td>&lt;10 per 100,000</td>
<td>10-19 per 100,000</td>
<td>20-50 per 100,000</td>
<td>&gt;50 per 100,000</td>
</tr>
<tr>
<td>What is the rate overall rate of positive?</td>
<td>Percent of test results that are positive</td>
<td>Decreasing over a 14-day period</td>
<td>Increasing over a 7-day period</td>
<td>&lt;5%</td>
<td>5-9%</td>
<td>10-14%</td>
<td>15% or Higher</td>
</tr>
<tr>
<td>Do we have robust contact tracing?</td>
<td>Percentage of new cases linked epidemiologically to other known cases</td>
<td>Meet specified threshold over a 14-day period</td>
<td>Meet specified threshold over a 14-day period</td>
<td>95% or more cases linked to other known case</td>
<td>80-94% cases linked to other known case</td>
<td>30-79% cases linked to other known case</td>
<td>&lt;30% cases linked to other known case</td>
</tr>
<tr>
<td>Contact tracing and case management capacity?</td>
<td>Are we reaching new cases for follow-up within 24 hours?</td>
<td>Decreasing percentage reached within 24 hours</td>
<td>Increase percentage reached within 24 hours</td>
<td>95% or more cases reached within 24 hours</td>
<td>80-94% cases linked to other known case</td>
<td>50-79% cases reached within 24 hours</td>
<td>&lt;50% cases reached within 24 hours</td>
</tr>
<tr>
<td>What is sentinel testing telling us about prevalence?</td>
<td>Percent of positive tests from the sentinel groups</td>
<td>Decreasing over a 14-day period</td>
<td>Increasing over a 7-day period</td>
<td>&lt;2.5%</td>
<td>2.5 – 5%</td>
<td>6-9%</td>
<td>10% or Higher</td>
</tr>
<tr>
<td>Are we testing enough to detect cases?</td>
<td>County wide daily average (by week) test collection volume</td>
<td>Meeting daily threshold over a 14-day period</td>
<td>Not meeting daily threshold (500 per day)</td>
<td>&gt;over 500 per day on a 7-day average</td>
<td>500-400 per day on a 7-day average</td>
<td>&lt;less than 400 per day on a 7-day average</td>
<td>Prioritized testing for high risk groups</td>
</tr>
</tbody>
</table>

Figure 3.
COVID-19 Alert Levels

The concept of a simple alert level system is not new. Other examples of safety and public health alert level systems include air quality index and wildfire risk. The COVID-19 Alert Levels are similar to these systems, where each level has a specific color. The color makes it easy for people to quickly determine whether COVID-19 spread is increasing or decreasing significantly in the community. It also provides clear guidance on those actions both individuals and institutions should take based upon the level.

<table>
<thead>
<tr>
<th>COVID-19 Alert Level Dashboard</th>
</tr>
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<tbody>
<tr>
<td><strong>Low Alert Level 1</strong></td>
</tr>
<tr>
<td>• Reliable treatment and/or Vaccine</td>
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<td></td>
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<tr>
<td></td>
</tr>
<tr>
<td>• Take everyday precautions</td>
</tr>
<tr>
<td>• Generally corresponds to Reopening Phase 2 or Phase 3 guidance</td>
</tr>
<tr>
<td>• New-normal environments. Take everyday precautions while carefully watching progress.</td>
</tr>
</tbody>
</table>

Figure 4.