EMERGENCY ORDINANCE NO. 21-E()

AN EMERGENCY ORDINANCE TO PREVENT THE SPREAD OF THE NOVEL CORONAVIRUS, SARS–CoV–2, AND THE DISEASE IT CAUSES, COMMONLY REFERRED TO AS COVID-19

WHEREAS, on March 11, 2020, the World Health Organization declared the outbreak of the novel coronavirus, SARS–CoV–2, and the disease it causes, commonly referred to as COVID-19, a pandemic (for reference in this Ordinance, this virus and the disease that it causes are referred to as "COVID-19"); and

WHEREAS, on March 12, 2020, the County Executive, acting as the Director of Emergency Management, declared a local emergency because of the COVID-19 pandemic pursuant to his authority under Virginia Code § 44-146.21, and this declaration was confirmed by the Board of Supervisors on March 17, 2020; and

WHEREAS, also on March 12, 2020, Governor Ralph S. Northam issued Executive Order Number Fifty-One ("EO 51") declaring a state of emergency for the Commonwealth of Virginia because of the COVID-19 pandemic; EO 51 acknowledged the existence of a public health emergency arising from the COVID-19 pandemic and that it constitutes a "disaster" as defined by Virginia Code § 44-146.16 because of the public health threat presented by a communicable disease anticipated to spread; and

WHEREAS, on March 13, 2020, the President of the United States declared a national emergency in response to the spread of COVID-19; and

WHEREAS, COVID-19 is extremely easy to transmit, can be transmitted by infected people who show no symptoms, and the population has not developed herd immunityⁱ, and in recent months several variants of COVID-19 now exist both globally, in the United States, and the Commonwealth of Virginia, including the variant identified as B.1.1.7, and which appear to be more contagious, resistant to certain medications, moderately reduce the effectiveness of antibodies generated by a previous COVID-19 infection or COVID-19 vaccine, or some combination thereofⁱⁱ; and

WHEREAS, these person-to-person, close contact, transmissions occur primarily through infected secretions such as saliva and respiratory secretions, or through their respiratory droplets, which are expelled when an infected person coughs, sneezes, talks or sings; and some outbreak reports related to indoor crowded spaces have suggested the possibility of aerosol transmission, combined with droplet transmission, for example, during choir practice, in food establishments, or in fitness classesⁱⁱⁱ; and

WHEREAS, COVID-19 spread is more likely when people are in close contact with one another (within about six feet), and by airborne transmission, which may be able to infect people who are further than six feet away from the person who is infected or after that person has left the space^{iv}; and

WHEREAS, the United States Centers for Disease Control and Prevention ("Centers for Disease Control") caution that: (1) the more people a person interacts with at a gathering and the longer that interaction lasts, the higher the potential risk of becoming infected with COVID-19 and COVID-19 spreading; (2) the higher level of community transmission in the area that a gathering is being held, the higher the risk of COVID-19 spreading during the gathering; and (3) large in-person gatherings where it is difficult for persons to remain spaced at least six feet apart and attendees travel from outside the local area pose the highest risk of COVID-19 spreading^v; and

WHEREAS, the World Health Organization, the Centers for Disease Control, and the Virginia Department of Health have identified several behaviors and practices that are fundamental in controlling the spread of COVID-19 in the community: (1) wearing a cloth face covering when in public; (2) maintaining a separation of at least six feet between people ("social distancing" or "physical distancing");

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(3) limiting the size of gatherings in public places; (4) limiting the duration of gatherings; (5) frequently washing hands; and (6) sanitizing frequently touched surfaces;^{vi}; and

WHEREAS, the Centers for Disease Control state that cloth face coverings are strongly encouraged in settings where persons might raise their voice (*e.g.*, shouting, chanting, singing)^{vii}; and

WHEREAS, the Centers for Disease Control advise, in restaurants: (1) wearing cloth face coverings when less than six feet apart from other people or indoors; (2) wearing face coverings as much as possible when not eating; (3) maintaining a proper social distancing if persons are sitting with others who do not live with the person; and (4) sitting outside when possible^{viii}; and

WHEREAS, for these and related reasons, the Virginia Department of Health has stated that those businesses that operate indoors and at higher capacity, where physical distancing "recommendations" are not observed, sharing objects is permitted, and persons are not wearing cloth face coverings, create higher risk for the transmission of COVID-19^{ix}; and

WHEREAS, since Governor Northam issued EO 51 on March 12, 2020, he has issued several more Executive Orders jointly with Orders of Public Health Emergency issued by M. Norman Oliver, MD, MA, State Health Commissioner, pertaining to COVID-19; and

WHEREAS, on December 10, 2020, Governor Northam issued Executive Order Number Seventy-Two (2020) and Order of Public Health Emergency Nine, Common Sense Surge Restrictions, Certain Temporary Restrictions Due to Novel Coronavirus (COVID-19) (collectively referred to as "EO 72") which imposes further directions and restrictions, and it has since been amended, most recently on March 23, 2021; and

WHEREAS, on July 27, 2020, the Board of Supervisors adopted Ordinance No. 20-E(5), "An Emergency Ordinance to Prevent the Spread of the Novel Coronavirus, SARS-CoV-2, and the Disease it Causes, Commonly Referred to as COVID-19," which became effective August 1, 2020, established regulations pertaining to: (1) the maximum indoor occupancy allowed at restaurants, farm wineries, limited breweries, and limited distilleries; (2) the maximum size of public and private gatherings; and (3) the requirement for persons to wear face coverings in public places; and

WHEREAS, the ordinance first adopted as Ordinance No. 20-E(5) has been amended as necessary as both emergency and non-emergency ordinances since its original adoption, most recently on January 6, 2021 (Ordinance No. 21-A(1)), and Ordinance No. 21-A(1) expires on April 7, 2021; and

WHEREAS, as of April 5, 2021, three COVID-19 vaccines have received emergency use authorization by the United States Food and Drug Administration^x, and there are treatments available for persons with COVID-19 in certain circumstances^{xi}; and

WHEREAS, as of April 5, 2021, the total number of persons in the United States fully vaccinated against COVID-19 is approximately 57.4 million, or approximately 17.5% of the population^{xii}; the total number of persons in Virginia fully vaccinated against COVID-19 is 1,520,918 or 17.86% of the population^{xiii}; and

WHEREAS, as of April 5, 2021, the COVID-19 case, hospitalization, and death rates are as follows: (1) in the United States, the seven-day average number of new daily cases is 136 per 100,000 persons^{xiv}; (2) in the Commonwealth of Virginia, the seven-day average number of daily cases is 16.2 per 100,000 persons, the seven-day average of new daily hospitalizations reported is 0.7 per 100,000 persons, and the seven-day average number of new daily deaths reported is 0.2 per 100,000 persons ^{xv}; and (3) in Albemarle County, the seven-day average number of daily cases is 9.9 per 100,000 persons, the seven-

day average of new daily hospitalizations reported is 0.7 per 100,000 persons, and the seven-day average number of new daily deaths reported is 0.1 per 100,000 persons^{xvi}; and

WHEREAS, in the past week in the Commonwealth of Virginia, new daily reported COVID-19 cases fell 8.4%, new daily reported COVID-19 hospitalizations rose 0.9%, and new daily reported COVID-19 deaths rose 53.8%^{xvii}; and

WHEREAS, despite national caseloads and warnings of a surge in COVID-19 cases resulting from the relaxation or complete lifting of COVID-19-related public health protocols^{xviii}, EO 72 describes itself as a slight easing of certain restrictions and cautions that "every Virginian must continue to practice measures that are proven to keep people safe: avoid gatherings with anyone outside your household, practice hand sanitation, maintain proper physical distance from others, stay home when possible, and wear masks while indoors and in public^{xix}; and

WHEREAS, the Blue Ridge Health District states that "current public health conditions are favorable for loosening the current mitigation strategies [in the County's current ordinance, Ordinance No. 21-A(1)], and aligning with the changes in Executive Order 72".

NOW, THEREFORE, BE IT ORDAINED by the Board of Supervisors of the County of Albemarle, Virginia, that:

Sec. 1. Purpose

For the reasons stated in the recitals, the purpose of this Ordinance is to prevent the spread of COVID-19.

Sec. 2. Authority

This Ordinance is authorized by Virginia Code § 15.2-1200, which enables the County, through its Board of Supervisors, to adopt "necessary regulations to prevent the spread of contagious diseases among persons . . ." that "are not inconsistent with the general laws of the Commonwealth." This Ordinance is adopted as an emergency ordinance pursuant to Virginia Code § 15.2-1427(F).

Sec. 3. Definitions

The following definitions apply to this ordinance:

- A. "Entertainment and amusement businesses" includes performing arts venues, concert venues, sports venues, convention centers, expos, movie theaters, museums, aquariums, fairs, carnivals, public and private social clubs, botanical gardens, entertainment centers, historic horse racing facilities, bowling alleys, skating rinks, arcades, trampoline parks, arts and craft facilities, escape rooms, amusement parks, zoos, and other places of indoor public amusement.
- B. "Face covering" means an item normally made of multiple layers of cloth or various other breathable materials that complies with the Centers for Disease Control's recommendations for face coverings, with elastic bands or cloth ties to secure over the wearer's nose and mouth in an effort to contain or reduce the spread of potentially infectious respiratory secretions at the source (*i.e.*, the person's nose and mouth).
- C. "Family members" are all individuals residing in the same household or visiting such household pursuant to a child custody arrangement or order.
- D. "Farm winery" means an establishment that is required to be licensed as a farm winery under Virginia Code § 4.1-207.

- E. "Food establishment" means a food establishment as defined in 12VAC5-421-10 and the term includes, but is not limited to, any place where food is prepared for service to the public on or off the premises, or any place where food is served, including restaurants, lunchrooms, short order places, cafeterias, coffee shops, cafes, taverns, delicatessens, and dining accommodations of public or private clubs. For purposes of this Ordinance, "food establishment" does not include kitchen facilities of hospitals and nursing homes, dining accommodations of public and private schools and institutions of higher education, and kitchen areas of local correctional facilities subject to standards adopted under Virginia Code § 53.1-68.
- F. "Gathering" includes, but is not limited to, parties, celebrations, wedding receptions, or other social events, whether they occur indoors or outdoors. The following are not "gatherings": (1) the gathering of family members who live in the same residence; (2) the presence of persons performing functions of their employment or assembled in an educational instructional setting; (3) the presence of persons in a particular location, such as a park or retail business, provided that those persons do not congregate; and (4) the presence of persons in shared spaces not expressly addressed in Section 5 but which may be subject to restrictions on the maximum size of gatherings in EO 72 or any state or federal law or order that are unique to that institution, business sector, facility, activity, or event.
- G. "Limited brewery" means an establishment that is required to be licensed as a limited brewery under Virginia Code § 4.1-208.
- H. "Limited distillery" means an establishment for which a limited distiller's license is required under Virginia Code § 4.1-206.
- I. "Parties" means an individual patron consuming food and/or beverages alone, or a group of patrons consuming food and/or beverages together.
- J. "Public place" means: (1) any indoor place shared by other persons, including, but not limited to, local government buildings, retail stores, food establishments, theaters, personal care and personal grooming services, and transportation facilities and vehicles other than a personal vehicle as well as waiting and congregating areas associated with boarding public transportation; or (2) any outdoor place shared by other persons who are not family members. "Public place" does not include a person's residence or personal vehicle. "Public place" also does not include institutions of higher education and other schools, fitness and other exercise facilities, religious institutions and places where religious rituals are conducted, areas under state or federal jurisdiction or control, indoor shooting ranges, and the County courthouse buildings, provided that they, and any other institutions, business sectors, and locations shared by other persons not expressly addressed in Section 6 may be subject to face covering requirements in EO 72 or any state or federal law or order that are unique to that institution, business sector, facility, activity, or event.

Sec. 4. <u>Limitation on the Number of Persons at Food Establishments, Farm Wineries, Limited</u> <u>Breweries, and Limited Distilleries</u>

- A. *Indoor occupancy*. All parties at food establishments, farm wineries, limited breweries, and limited distilleries must be separated by at least six feet, including in the bar area. Tables at which dining parties are seated must be positioned six feet apart from other tables. If tables are not movable, parties must be seated at least six feet apart, including in the bar area. All private bookings are limited to 50 people indoors and 100 people outdoors.
- B. *State requirements, recommendations, and guidance.* This section does not affect any requirement, recommendation, or guidance in EO 72 including, but not limited to, those requiring or recommending physical distancing and wearing face coverings, which are referred to in EO 72 as "masks," that apply to food establishments, farm wineries, limited breweries, and limited distilleries

This section also does not affect any Order of Public Health Emergency of the State Health Commissioner, any workplace safety regulations, or any other State or federal laws related to the COVID-19 pandemic.

Sec. 5. Limitation of the Number of Attendees at Gatherings and Certain Events and Activities

- A. *Generally*. All public and private in-person gatherings, as defined in Section 3(F), of more than 50 persons if they are indoors, or 100 persons if they are outdoors, are prohibited, except as provided in Sections 5(B) and (C).
- B. *Entertainment and amusement businesses*. The total number of attendees (including both participants and spectators) at entertainment and amusement businesses may not exceed 30 percent of the lowest occupancy load stated on the certificate of occupancy, provided that if there is not a stated occupancy load, the total number of attendees may not exceed 30 percent of the resulting number when the square footage of the venue likely to be accessed by attendees is divided by 40 square feet per person. Private bookings at entertainment and amusement businesses may not exceed 50 persons if they are indoors, or 100 persons if they are outdoors.
- C. *Recreational sports*. The total number of attendees (either spectators, or spectators and participants, as stated below) at indoor and outdoor recreational sports activities are limited as follows:
 - 1. *Indoor sports*. For sports played indoors, the total number of spectators may not exceed the lesser of 30 percent of the occupancy load stated on the certificate of occupancy for the venue or 100 persons per field.
 - 2. *Outdoor sports*. For sports played outdoors, the total number of spectators may not exceed the lesser of 30 percent of the occupancy load stated on the certificate of occupancy for the venue or 500 persons per field.
 - 3. *Races or marathons*. For races or marathons, the total number of attendees (including participants and spectators) may not exceed 30 percent of the resulting number when the square footage of the venue likely to be accessed by persons is divided by 40 square feet per person, and with staggered starts separating runners into groups of 50 persons or less.
- D. State requirements, recommendations, and guidance. Sections 5(A), (B), and (C) incorporate the corresponding limitations in EO 72 on gathering sizes and persons attending certain events and activities in the County. However, this section does not affect any other applicable requirement, recommendation, or guidance in EO 72 including, but not limited to, those requiring or recommending physical distancing pertaining to entertainment and amusement businesses and recreational sports and wearing face coverings, which are referred to in EO 72 as "masks." This section also does not affect any requirement, recommendation, or guidance pertaining to business sectors and other events and activities subject to EO 72, or as it may be further amended or superseded, any Order of Public Health Emergency of the State Health Commissioner, any workplace safety regulations, or any other State or federal laws related to the COVID-19 pandemic. This section also does not affect the exceptions in section I(D)(3) of EO 72.

Sec. 6. Face Coverings

- A. *Face coverings required*. Face coverings must be worn by all persons aged five years and older in public places, as defined in Section 3(J), except as provided in Sections 6(B) and (C).
- B. *Persons not required to wear face coverings*. Face coverings are not required to be worn by the following persons:

- 1. Children. Children four years of age or under.
- 2. *Wearing face covering poses certain risks.* Persons for whom wearing a face covering poses a bona fide and substantial mental or physical health risk, such as persons who have trouble breathing, a health condition, or a disability. For this exception to apply: (i) the person must present a valid document from a physician or other health care practitioner licensed, accredited, or certified to perform specified health care services, including mental health services, consistent with state law, stating that wearing a face covering would be contrary to the person's health or safety, and the date on which the person may begin wearing a face covering again; and (ii) the public place must be unable to provide goods, services, or activities outdoors to the person or to the adult accompanying a child four years of age or under. This section does not require either the person or the physician or other health care practitioner to disclose the underlying health risk, health condition, or disability
- 3. *Certain employees*. On-duty employees exempt from wearing face coverings by workplace safety regulations promulgated by the State Safety and Health Codes Board or exempt from face covering rules established by an applicable Executive Order of the Governor or an Order of Public Health Emergency of the State Health Commissioner.
- C. *Circumstances when face coverings are not required to be worn by persons.* Face coverings are not required to be worn by persons in the following circumstances:
 - 1. *Outdoor activities*. While a person is outdoors in a public place such as a parks and other open space, provided that at least six feet of physical distancing from any person who is not a family member defined in Section 3(C) is maintained.
 - 2. *Eating or drinking*. While a person is eating food or drinking a beverage.
 - 3. *Exercising*. While a person is exercising or using exercise equipment.
 - 4. *Certain musical instruments*. While a person is playing a musical instrument, whether indoors or outdoors and in a rehearsal or during a performance, when wearing a face covering would inhibit playing the instrument, such as a wind instrument, if at least 10 feet of physical distancing can be maintained from other persons.
 - 5. *Incapacity*. Any person who has trouble breathing, or is unconscious, incapacitated, or otherwise unable to remove the mask without assistance.
 - 6. *Communicating with the hearing impaired*. While a person is communicating with the hearing impaired and for which the mouth must be visible.
 - 7. *Receiving services*. While a person is receiving governmental or medical services if removing the face covering is necessary to receive the services.
 - 8. *End of the waiver of Virginia Code § 18.2-422.* When the waiver of Virginia Code § 18.2-422, currently established in section II(F) of EO 72, or as it may be further amended or superseded, ends.
- D. *Responsibility of adults accompanying minors*. Adults accompanying minors should use their best judgment regarding placing face coverings on any minor between the ages of two through four in public places. Adults accompanying minors between the ages of five through 17 must use reasonable efforts to prompt the minor to wear face coverings while in public places.

Sec. 7. Effect of More Restrictive Executive Order or Order of Public Health Emergency

Section 4, 5, or 6 does not apply when a more restrictive requirement in an Executive Order of the Governor or an Order of Public Health Emergency of the State Health Commissioner is in effect.

Sec. 8. <u>Penalties</u>

- A. Penalty for violation of Section 4. A violation of Section 4 by the owner of the food establishment, farm winery, limited brewery, or limited distillery, and any manager or assistant manager, however titled, responsible for the operation and management of the food establishment, farm winery, limited brewery, or limited distillery on the date of the violation, is punishable as a Class 3 misdemeanor. Violations of the requirements of EO 72 referenced in Section 4(B) are enforced pursuant to EO 72 rather than this Ordinance.
- B. Penalty for violation of Section 5. A violation of Section 5 by the owner or tenant of the private property on which the gathering is located, is punishable as a Class 1 misdemeanor. A violation of Section 5 by any person attending the gathering, after first being warned by a law enforcement officer to disperse from the gathering because it exceeds the limitation for a gathering and having failed to disperse after a reasonable period of time not to exceed two minutes, is punishable as a Class 1 misdemeanor. Violations of the requirements of EO 72 referenced in Section 5(D) are enforced pursuant to EO 72 rather than this Ordinance.
- C. *Penalty for violation of Section 6*. A violation of Section 6 by any person subject to its requirements is punishable as a Class 1 misdemeanor. No person under the age of 18 is subject to a criminal penalty for failing to wear a face covering.
- D. *Injunctive relief*. The County, the Board of Supervisors, and any County officer authorized by law, may seek to enjoin the continuing violation of any provision of this Ordinance by bringing a proceeding for an injunction in any court of competent jurisdiction.

Sec 9. Succession to Ordinance No. 21-A(1) and Duration

This Ordinance succeeds Ordinance No. 21-A(1) and is in effect on April 7, 2021 and continues in full force and effect for 60 days unless it is re-adopted following a noticed public hearing on or before the 60-day period expires.

Sec. 10. Effect of this Ordinance on the Powers of the Director of Emergency Management

This Ordinance does not affect the powers of the County Executive, acting as the Director of Emergency Management pursuant to Virginia Code § 44-146.21 during the COVID-19 disaster.

Sec. 11. Severability

It is the intention of the Board of Supervisors that any part of this Ordinance is severable. If any part of the Ordinance is declared unconstitutional or invalid by the valid judgment or decree of a court of competent jurisdiction, the unconstitutionality or invalidity does not affect any other part of this Ordinance.

State law reference – Va. Code §§ 15.2-1200, 15.2-1427(F), 15.2-1429, 15.2-1432, 18.2-11.

I, Claudette K. Borgersen, do hereby certify that the foregoing writing is a true, correct copy of an Ordinance duly adopted by the Board of Supervisors of Albemarle County, Virginia, by a vote of ______ to _____, as recorded below, at a regular meeting held on ______.

Clerk, Board of County Supervisors

	<u>Aye</u>	<u>Nay</u>
Mr. Gallaway		
Ms. LaPisto-Kirtley		
Ms. Mallek		
Ms. McKeel		
Ms. Palmer		
Ms. Price		

ⁱ Xponential Fitness v. Arizona, No. CV-20-01310-PHX-DJH, 2020 WL 3971908, at *1 (D. Ariz. July 14, 2020) and cases and authorities cited therein.

ⁱⁱ <u>https://www.mayoclinic.org/diseases-conditions/coronavirus/expert-answers/covid-variant/faq-20505779</u> (March 23, 2021); <u>https://www.health.harvard.edu/diseases-and-conditions/covid-19-basics</u> (updated March 9, 2021); <u>https://www.nbc12.com/2021/03/25/first-cases-californian-covid-variants-found-virginia/</u>.

ⁱⁱⁱ World Health Organization Scientific Brief, July 9, 2020 https://www.who.int/news-

room/commentaries/detail/transmission-of-sars-cov-2-implications-for-infection-prevention-precautions.

iv How Coronavirus Spreads | CDC; https://www.vdh.virginia.gov/coronavirus/local-exposure/

https://www.health.harvard.edu/diseases-and-conditions/covid-19-basics (updated March 9, 2021).

v https://www.cdc.gov/coronavirus/2019-ncov/community/large-events/considerations-for-events-gatherings.html;

see also https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/social-distancing.html; How Coronavirus Spreads | CDC.

^{vi} See <u>https://www.cdc.gov/coronavirus/2019-ncov/community/large-events/considerations-for-events-gatherings.html</u> and <u>https://www.cdc.gov/coronavirus/2019-ncov/community/organizations/business-employers/bars-restaurants.html</u> and links therein; <u>https://www.vdh.virginia.gov/coronavirus/prevention-tips/</u> and links therein.

^{vii} https://www.cdc.gov/coronavirus/2019-ncov/community/large-events/considerations-for-events-gatherings.html.

^{viii} <u>https://www.cdc.gov/coronavirus/2019-ncov/daily-life-coping/personal-social-activities.html; Deciding to Go</u> <u>Out | COVID-19 | CDC.</u>

ix https://www.vdh.virginia.gov/coronavirus/schools-workplaces-community-locations/businesses/;

https://www.vdh.virginia.gov/coronavirus/schools-workplaces-community-locations/social-gatherings/

x https://www.cdc.gov/coronavirus/2019-ncov/vaccines/different-vaccines.html.

xi https://www.health.harvard.edu/diseases-and-conditions/treatments-for-covid-19.

xii https://www.washingtonpost.com/graphics/2020/health/covid-vaccine-states-distribution-

<u>doses/?itid=sf_coronavirus_sn_covid-vaccine-states-distribution-doses_3; https://coronavirus.jhu.edu/region/united-states.</u>

xiii https://coronavirus.jhu.edu/vaccines/international.

xiv https://www.washingtonpost.com/graphics/2020/national/coronavirus-us-cases-deaths/.

^{xv} <u>Locality – Coronavirus (virginia.gov)</u>

^{xvi} <u>Locality – Coronavirus (virginia.gov)</u>

xvii https://www.washingtonpost.com/graphics/2020/national/coronavirus-us-cases-deaths/.

xviii https://www.washingtonpost.com/nation/2021/03/22/coronavirus-covid-live-updates-us/;

https://www.cnn.com/2021/03/30/health/us-coronavirus-tuesday/index.html (March 30, 2021).

https://www.washingtonpost.com/nation/2021/03/30/coronavirus-covid-live-updates-us/ (March 30, 2021).

xix <u>EO-72-FOURTH-AMENDED-and-Order-of-Public-Health-Emergency-Nine-Easing-of-Commonsense-Surge-</u> <u>Restrictions-Due-to-Novel-Coronavirus-(COVID-19).pdf (virginia.gov)</u>