

A Back-to-Business Framework for Memphis & Shelby County

Working through the Joint COVID-19 Task Force, Shelby County government, the City of Memphis, and the six suburban municipalities have implemented proactive measures to prevent the spread of COVID-19, the disease caused by the novel coronavirus. These measures have helped mitigate the progression of the disease locally.

While the community should remain vigilant about adhering to social distancing guidelines and hygiene practices, local governments must also evaluate introducing measures that alleviate some burdens on the economy — while also balancing the need to protect citizens. **A phased approach, informed by data and constantly monitored and adjusted, is the most prudent strategy for this.** The approach will be informed by indicators (measurements of the status of the pandemic) and conditions (measurements of our capacity to deal with the pandemic), with policies and phasing flowing in response.

About this Framework

A flexible, data-driven approach to implementation of this framework is paramount. Additional phases and appropriate guidelines will be added as needed based on available data and expert recommendations. A dedicated email address and workflow will be established for authorities to consider and evaluate proposals for entities and/or industry groups to use alternative or additional methods of compliance.

Public messaging must be clear about the fluidity of this framework, so as to balance expectations with the requirement of adjusting guidelines based on data.

Shelby County, the City of Memphis, and the six suburban municipalities will enact this Back to Business framework through any applicable orders, including mayoral executive orders, resolutions, and ordinances. It is vitally important that as much as is practicable, the entire region operate under the same set of guidelines.

Shelby County, the City of Memphis, and the six suburban municipalities will vigorously enforce the orders developed from this plan, subject to the authorities granted. Success of the phased approach depends on consistent and timely communication, collaboration, and enforcement, as well as compliance by individual entities and the public.

In this framework, you will find the following items:

1. Indicators and conditions that will drive decision-making
2. Recommendations for each re-opening phase, including universal guidelines for all phases
3. COVID-19 Compliant Protocol
4. A grid (separate document) of sector-specific conditions for each phase

Indicators and conditions

The framework for this phased re-opening is premised on the following indicators and conditions:

Indicator/Condition	Metric	Analysis Based On
Trajectory of new confirmed cases	Daily number of confirmed new cases	Green = Flat or negative growth rate in new cases in the most recent 14-day period
Capacity of healthcare systems to treat all patients without crisis care conditions	Total effective ICU bed capacity percentage	Green = 85% or less Yellow = 86-95% Red = Greater than 95%
Capacity of public health system to conduct surveillance, contact investigations, monitoring, outbreak management, and enforcement	Ability to conduct syndromic surveillance, and rapidly detect any resurgence, outbreak, and/or hotspot.	Green/Red status
	Ability to receive lab reports within 24-48 hours, assign case to investigation within 12-24 hours, and complete investigation and tracing within 48 hours of assignment.	Green/Red status
	Ability to provide monitoring of individuals in isolation or quarantine at regular intervals, and identify barriers to compliance/refer for assistance.	Green/Red status
	Ability to respond to enforcement requests within 24 hours.	Green/Red status
Availability of testing resources, capacity, and rapid data sharing of results	Average tests per day available outside of hospitals, which test approximately 1,000 per day. Non-hospital tests must have broad coverage distributed throughout the community.	Green = Capacity of >2,400 average tests per day Yellow = Capacity of 700-2,400 average tests per day Red = Capacity of <700 average tests per day
	Sufficient capacity of labs to run tests	Green/Red status
	Rapid turnaround time for result sharing sufficient to meet Health Department needs	Green/Red status

In addition, the following contextual indicators will be monitored to provide further information for decision-making:

- Trend in COVID-19 deaths
- Hospitalizations of COVID-19 positive patients
- Percentage of ventilators utilized in healthcare system
- Percentage of hospital beds utilized in healthcare system
- COVID-19 Compliant Protocol compliance by entities, monitoring reports from law and code enforcement
- Social distancing compliance by members of the public
- Adequate supplies of PPE, monitoring inventory assessments of healthcare system and Joint Task Force (for first responders)

Using the above metrics, the Back to Business subgroup of the Joint Task Force will meet frequently to review, evaluate potential adjustments, and make recommendations to leadership. This could include reversals of advancements between phases based on negative trends in the data and metrics. Trends that would prompt a reversal do not necessarily have to be 14-day trends.

A dashboard of these metrics will be created for ongoing decision support and public visibility on progress toward phase implementation.

Phase Guidelines

Universal requirements applicable to all phases

All entities must comply with the following universal guidelines, which are applicable to all phases:

- Implementation of **COVID-19 Compliant Protocol (CCP)** (attached as Appendix A).
- Adherence to social distancing protocol [as outlined by the Centers for Disease Control \(CDC\)](#).
- Adherence to sanitization practices [as outlined by the CDC](#).
- Encourage and facilitate telework and minimize business travel to the greatest extent possible.
- Implementation of policies to ensure employees do not work when ill.
- Adherence to all other applicable CDC and industry “best practice” guidance and regulations.

Phase One

Indicators and conditions to enter this phase:

- **New cases:** Green
- **System capacity:** Green or yellow
- **Public health capacity:** Green on all categories
- **Testing:** Green or yellow (availability), green (capacity), green (timing)

General recommendations

- Operations remain status quo for entities currently deemed essential, provided they continue to meet the CCP conditions.
- Entities currently deemed non-essential, which have limited personal contact between staff and/or visitors, may re-open facilities with restrictions and limited occupancy as outlined in the sector-specific framework. This includes restaurants and gyms/fitness facilities.
- Purposeful groups of more than 10 are not permitted.
- Indoor and outdoor facilities and public spaces may open for general recreation and non-contact sports subject to the restrictions of the CCP.
- Non-essential manufacturers/distributors, as well as offices and call centers, may re-open with restrictions and limited occupancy as outlined in the sector-specific framework.
- Elective medical procedures that are deemed medically necessary may resume.

Phase Two

Indicators and conditions to enter this phase

- **New cases:** Green for a 14-day period after entering Phase One
- **System capacity:** Green or yellow
- **Public health capacity:** Green on all categories
- **Testing:** Green or yellow (availability), green (capacity), green (timing)

General recommendations

- Non-essential businesses with close personal contact, such as hair and nail salons, may re-open with restrictions and limited occupancy as outlined in the sector-specific framework.
- Facilities for contact sports may re-open with restrictions and limited occupancy as outlined in the sector-specific framework.
- Purposeful groups of 50 or more not permitted.

Phase Three

Indicators and conditions to enter this phase

- **New cases:** Green for a 14-day period after entering Phase Two
- **System capacity:** Green or yellow
- **Public health capacity:** Green on all categories
- **Testing:** Green (availability), green (capacity), green (timing)

General recommendations

- Purposeful groups of 50 or more are not permitted, although gatherings of 50+ may be allowable if supported by the characteristics of the space and a clear social distancing plan.
- Larger venues may be permitted to operate under limited capacity and physical distancing protocols.