

## COMMISSION MEMORANDUM

TO: Mayor Dan Gelber and Members of the City Commission  
FROM: Jimmy L. Morales, City Manager  
DATE: May 8, 2020  
SUBJECT: COVID-19 Reopening and Recovery Planning

### **Background**

Miami Beach continues to mitigate the threats of COVID-19 and plan for reopening and recovery. Weekly updates are provided at special City Commission meetings and direction has been given to the administration to provide detailed reopening plans.

At the April 24, 2020 Finance and Economic Resiliency Committee, I provided a draft framework for reopening and recovery, leading with strategic goals to carefully reopen and rebuild a resilient economy. I reviewed our multi-faceted approach, which includes leveraging all public health, industry association and best practice research, leading Miami Beach business and hotel groups, and participating in all industry, county and state task forces. I also outlined the next steps, which included tailored public health, medical expertise, and testing essential to inform our city's reopening. This draft plan was informed by the Opening Up America Again plan, the Johns Hopkins Bloomberg School of Public Health, Center for Disease Control (CDC) guidelines and best practice research. This information was provided as a draft framework for discussion without dates as there were no available plans from the State of Florida or Miami-Dade County at that time.

At the May 1, 2020 City Commission Meeting, I presented an update on the administration leadership structure for reopening and recovery, the COVID-19 Health Advisory Team, the Rockefeller Foundation National COVID-19 Testing Plan, COVID-19 Testing Center at Miami Beach Convention Center, an update on the reopening framework and regulations with information on Miami Beach parks reopening, education and enforcement, hurricane preparation, and city government workforce and workforce.

The City Commission requested that administration provide a detailed phased reopening plan for review at the May 8, 2020 City Commission Meeting, recognizing that reopening dates and timing must be guided by public health officials, the State of Florida, Miami-Dade County, and ultimately the Miami Beach City Commission.

### **Public Health Indicators and the Health Advisory Team**

Since public health data is so important for reopening, I requested that the public health experts on the Health Advisory Team provide their professional opinions on identifying the right signals for reopening as requested by the City Commission. Specifically, I asked them to provide the most important two to three indicators with targets/ benchmarks. Commonalities among the experts include:

1. Healthcare system capacity to safely care for all patients, including providing appropriate personal protective equipment for healthcare workers. Capacity must exist to deal with future cases.
2. Availability of widespread surveillance testing and robust contact tracing.
3. Downward trajectory of daily percent positive tests as percentage of total tests for Miami-Dade County over a 14-day period.
4. Downward trajectory of new COVID-19 admissions to Miami-Dade hospitals (combined data)/day over a 14-day period.

Experts stressed the need to continue some level of social distancing at each phase.

### **Rockefeller Foundation National Action Plan on Testing and Contact Tracing for the Greater Miami and the Beaches Resilient305 Strategy**

As advised by our health experts, it is apparent that contact tracing will be a critical component to any smart reopening and recovery approach. That is why the City of Miami Beach, along with the City of Miami and Miami-Dade County, has partnered with the Rockefeller Foundation's national testing collaborative. With this partnership, Greater Miami & Beaches will participate in a nationwide initiative to rapidly ramp up testing efforts, to resource contact tracing programs and to continue robust research on potential vaccine solutions. With expert doctors, economists, scientists, business and government leaders from cities across the county, we will have the tools and insights we need to make informed decisions as we inch towards a new normal. Specifically, Miami Beach will be a participant city in the Rockefeller Foundation's 'Testing Solutions Group' – a task force to collect real-time data, share best practices, and develop policy recommendations that can help to move our state and country safely forward. The first kickoff meeting is scheduled for Thursday, May 7<sup>th</sup>, and I look forward to providing an update at the City Commission meeting. We have also spoken with the Florida Surgeon General and the Office of Emergency Management to make sure that the State and the Department of Health will cooperate with this initiative. A call is being scheduled for next week with Rockefeller staff, City staff and representatives of the state.

### **Miami Beach Convention Center COVID-19 Testing Center**

I fully expect that the Rockefeller Foundation work will complement the Miami Beach Convention Center testing. The State Office of Emergency Management has authorized the creation of a COVID-19 testing center at the Miami Beach Convention Center. The National Guard unit will handle the testing, with the testing kits and PPE supplied by the state. No appointments are required. This will be the first hybrid center in the State, which will include both a drive through facility and a walk-up facility. The center should have the capacity to perform 400 tests daily. Anybody who believes they have been exposed will be tested and tests will be free of charge. This center, combined with the Rockefeller program referenced above, could be a critical piece in meeting the gating criteria for a prudent reopening program. The testing center should be up and running by May 8<sup>th</sup>.

### **Preparing for Reopening**

Reopening a healthy Miami Beach is my top priority, and the plan must be informed by public health and medical expertise as well the actual industry owners and operators that need to follow the requirements to operate. This health crisis is without a doubt also an economic crisis for people without work, businesses without customers, our tourism, arts and culture industry, and even our city government.

While Miami Beach has been innovative and forward thinking in preparing for reopening, the city ultimately cannot go before nor be less stringent than Miami-Dade County. Miami Dade County has not released, nor shared with the cities any reopening plans with the exception of parks and open spaces. However, as previously advised, staff is monitoring County assembled committees developing guidelines and many Miami Beach businesses and associations are participating in the groups. In parallel, Miami Beach staff has excellent relationships with our stakeholders through our routine business meetings and hotel groups, which were established at the beginning of the COVID-19 response.

Miami Beach specific reopening guidelines, in draft form, will be reviewed in the City Commission meeting.

Developing reopening guidelines is an iterative approach with many stakeholders:

- Monitoring the new Miami Beach Advisory Panel appointed by Mayor Dan Gelber on May 1, 2020, with process and forum led by the Miami Beach Chamber of Commerce (Attachment 1)
- Refining draft Miami Beach reopening guidelines, including communications and enforcement, to include feedback from the Health Advisory Team and the Miami Beach Chamber
- Continuing to monitor County working groups producing the draft countywide regulations
- Providing preliminary reopening guidelines provided to City Commission
- Re-evaluate and finalize Miami Beach reopening guidelines when the County requirements are released

### **Education and Enforcement: Miami Beach is Ready**

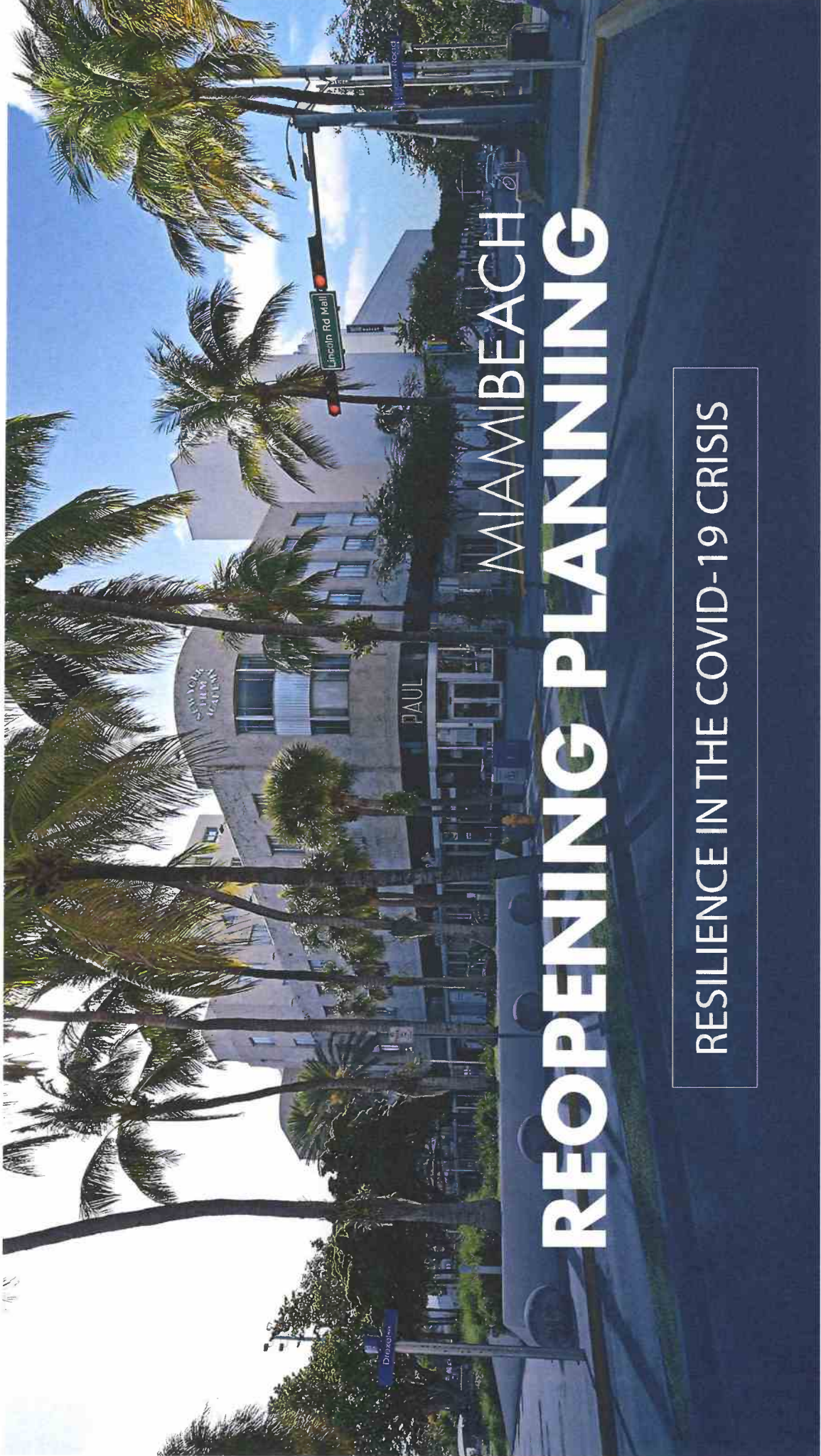
As establishments prepare to reopen with detailed guidelines, new government orders and new industry protocols, I am working closely with our Code Compliance, Police and Communications, and all departments to finalize a plan that will monitor and enforce the new set of rules. Initial and follow-up inspections will take place at every establishment upon reopening. Miami Beach has protocols in place for compliance. The purpose of the Education and Enforcement Plan, however, is to keep all workplaces, workforces and customers safe. It is not our intention to shut anyone back down.

The key here is to have excellent pre-opening education and outreach efforts that will prepare each of our businesses to reopen in a safe and violation-free way. The education and outreach piece will require the help of multiple city departments, community partners and organizations to disseminate clear and informative steps to businesses, explaining all preparations that must be taken prior to reopening. Miami Beach has an operational plan that will be agile to anticipate and adjust to this dynamic situation.

### **Recommendation**

Holistic and aggressive planning is essential to bounce back as quickly as possible while minimizing the risk of relapse. For Miami Beach's reopening efforts to succeed, they must also be tailored to our vulnerable population of seniors and those with underlying health conditions while addressing the unique issues presented by the tourism-based economy. As City Manager I will proceed with this operational approach given the dynamic COVID-19 epidemic and welcome discussion.





MIAMI BEACH

# REOPENING PLANNING

RESILIENCE IN THE COVID-19 CRISIS

# TODAY'S PURPOSE

- Practical Considerations for Reopening
- Gating Criteria Data and Updates from the Health Advisory Team
- Miami Beach Draft Reopening Plan and Guidelines

# PRACTICAL CONSIDERATIONS FOR REOPENING

1. We cannot open before the County. We must wait for them to act.
2. We can be stricter than the County, but not more lenient.
3. There is great risk if we are the first to act. Part of what happened with South Pointe Park is that the other major cities in the County (e.g. Miami, Hialeah, Miami Gardens, North Miami) did not open their parks. SPP drew large crowds from the mainland.
4. We have unique venues that are very challenging for social distancing (e.g. Lincoln Road, Ocean Drive, the beach, Espanola Way). One size approach does not fit Miami Beach.

# GATING CRITERIA

**The reopening strategy that is recommended by most medical and public health professionals consists of three critical pieces:**

1. The healthcare system can safely care for all patients, including providing appropriate personal protective equipment for healthcare workers. Capacity must exist to deal with future cases.
2. Evidence that the virus has reached manageable levels. Based on discussions with our Health Advisory Team, two important indicators are highlighted:
  - Downward trajectory of positive tests as a % of total tests within a 14-day period
  - Downward trajectory of numbers of new COVID19 admissions to Miami-Dade hospitals (combined data)/day
3. A robust and properly staffed surveillance testing and contact tracing system for all new COVID-19 cases and their close contacts, with quarantining.

Gating Criteria is applicable to enter both phase 1 and to then enter phase 2

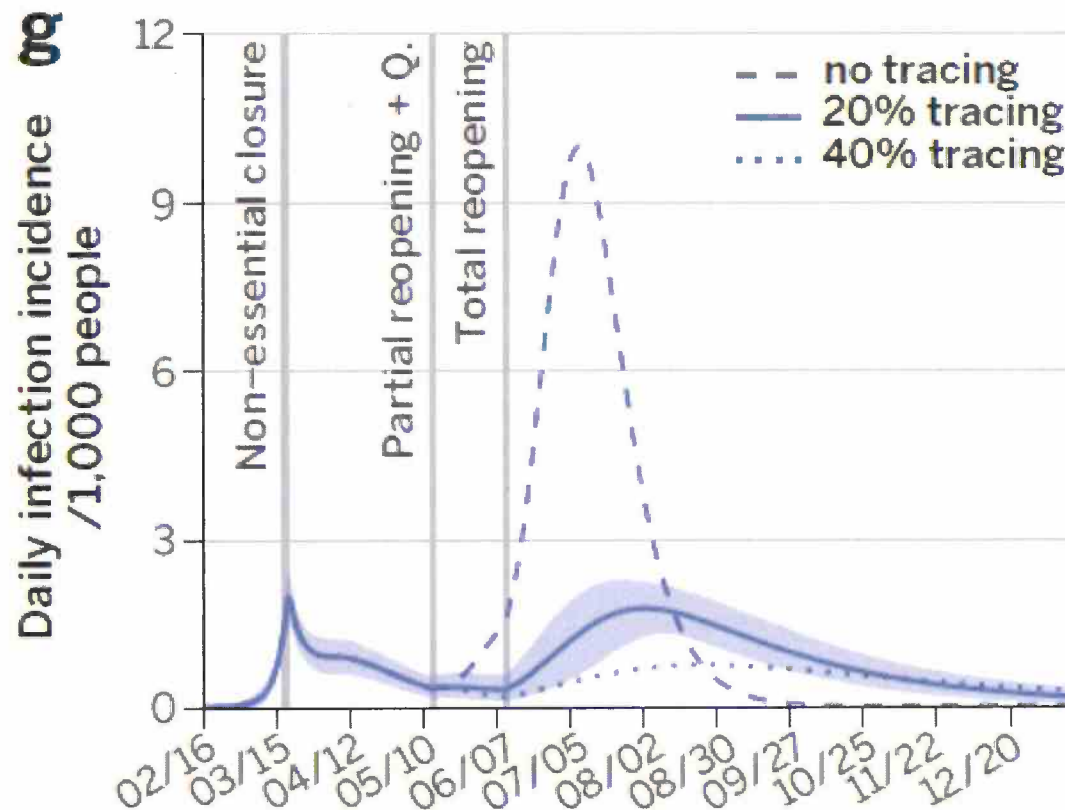


“We find that enforcing strict social distancing followed by a policy based on a robust level of testing, contact-tracing and household quarantining, could keep the disease at a level that does not exceed the capacity of the health care system. Assuming the identification of 50% of the symptomatic infections, and the tracing of 40% of their contacts and households, which corresponds to about 9% of individuals quarantined, the ensuing reduction in transmission allows the reopening of economic activities while attaining a manageable impact on the health care system. Our results show that a response system based on enhanced testing and contact tracing can play a major role in relaxing social distancing interventions in the absence of herd immunity against SARS-CoV-2.”

**Aleta et al, with co-authors from the University of Florida Emerging Pathogens Institute**



# IMPACT OF CONTACT TRACING

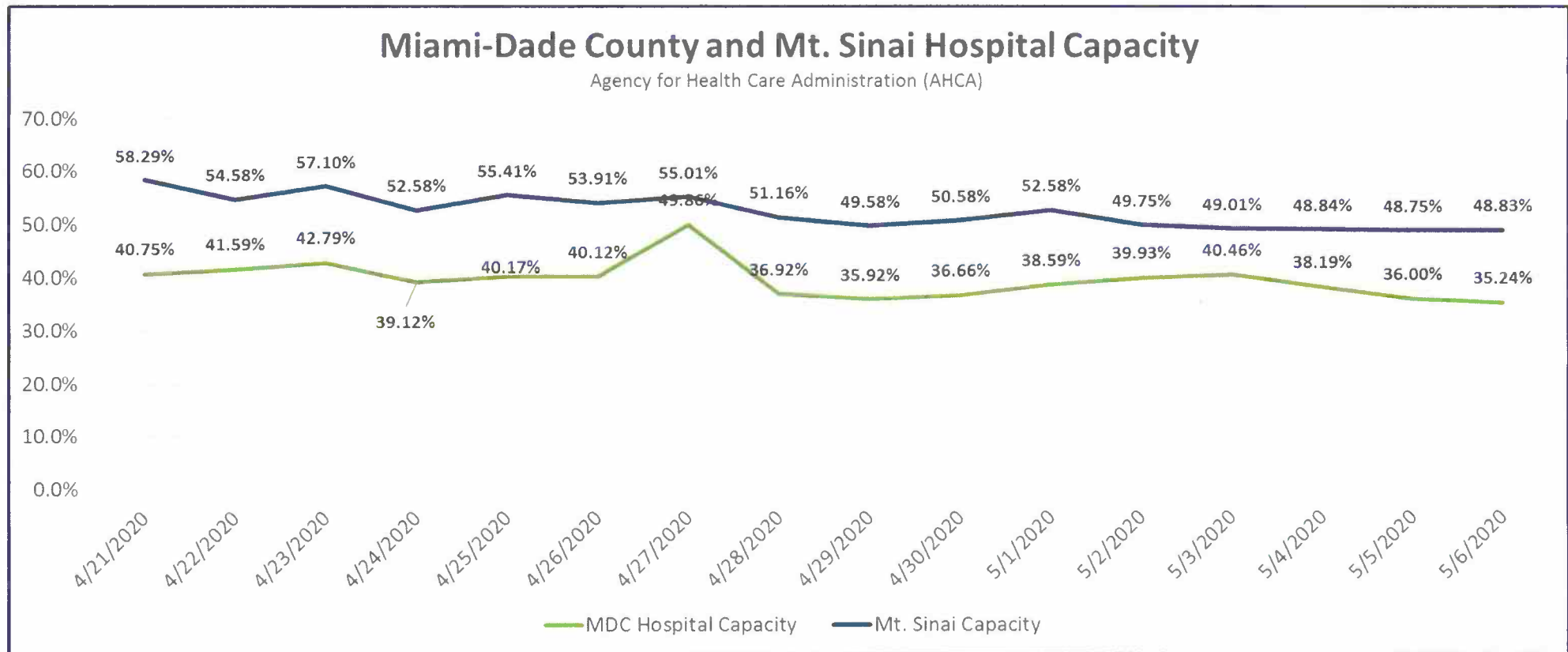


<https://epi.ufl.edu/covid-19-models/covid-19-model-updated-v2.html>

**“Modeling the impact of social distancing, testing, contact tracing and household quarantine on second-wave scenarios of the COVID-10 epidemic”**  
Aleta et al, with co-authors from the University of Florida Emerging Pathogens Institute

# COVID-19 KEY INDICATORS

DATA THROUGH 5/6

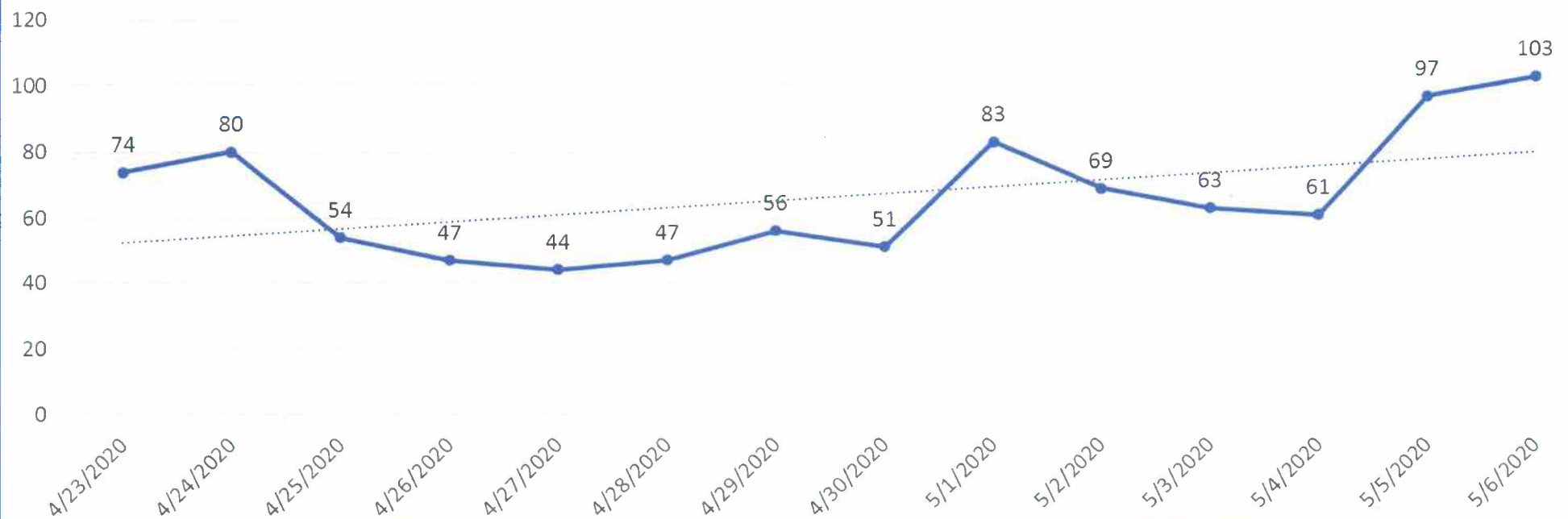


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DATA THROUGH 5/6

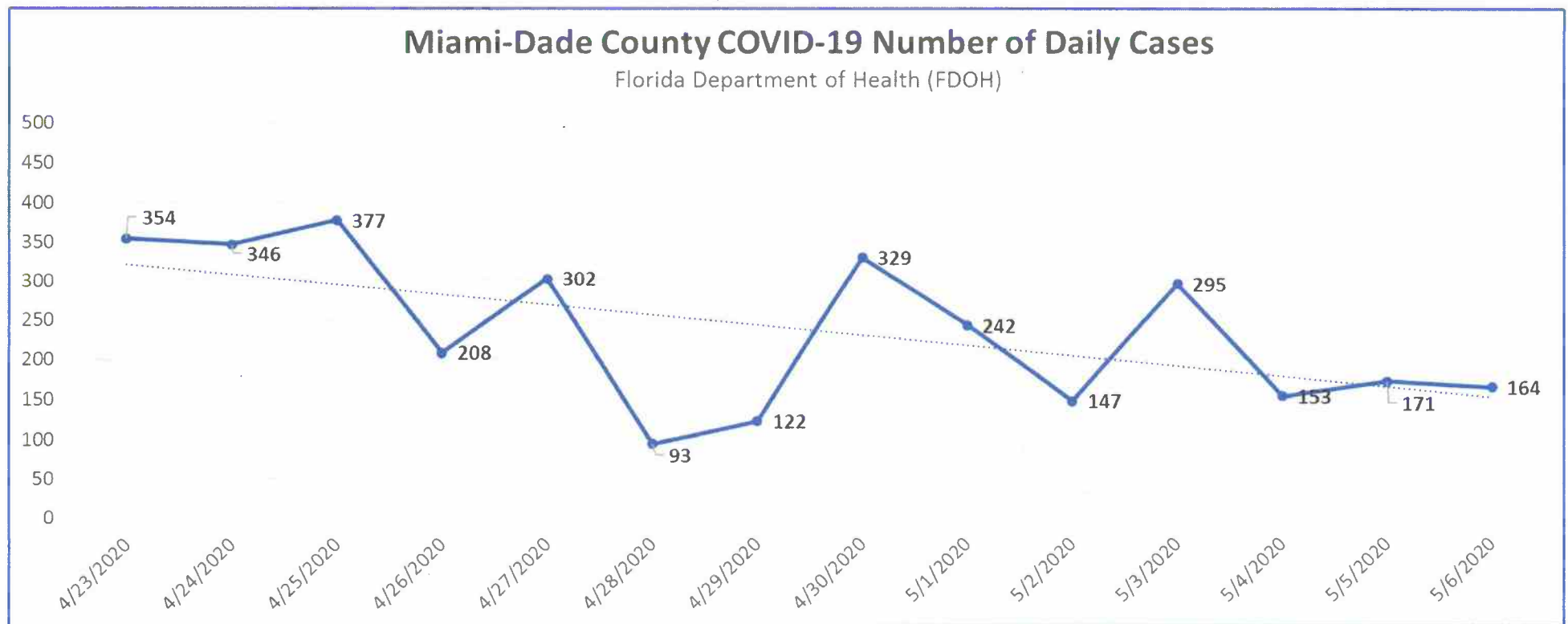
## New COVID-19 Patient Hospital Admissions

Hospital self-reported data from Miami-Dade County



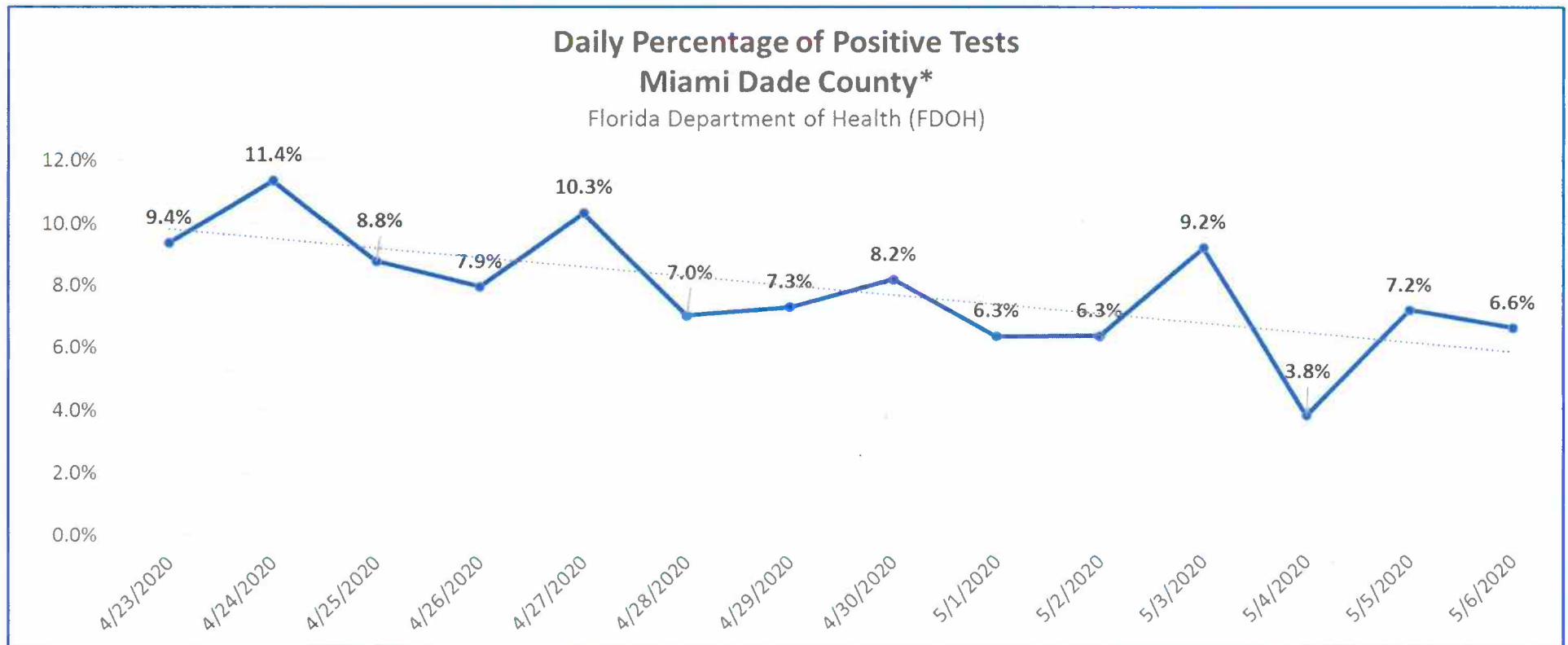
# COVID-19 KEY INDICATORS

DATA THROUGH 5/6



# COVID-19 KEY INDICATORS

DATA THROUGH 5/6



*\*Positive tests are lower than previously reported due to a change in FDOH's methodology. This methodology counts unique positive tests rather than all positive tests.*



# UPDATE ON TESTING AND CONTACT TRACING



- City has partnered with the Florida Department of Health and the Florida National Guard to open a hybrid testing center at MBCC
- Center will offer both walk-up and drive through testing, free of charge
- No appointments necessary (Consistent with the State's desire to remove all barriers to testing)
- Testing available from 9:00 am – 5:00 pm to anyone, 18 and older regardless of symptoms
- 400 tests per day



# RETAIL - DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 1A

- Face coverings for employees & customers
- 25% reduced capacity
- 6 ft distancing rule in store with markers for cashier
- Hand sanitizer near entrance
- Social distancing and hygiene signage near entrance
- Dressing rooms closed
- Employer cleaning and sanitizing plan
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas like offices and stock rooms

## BEST PRACTICE GUIDELINES

- Encourage curbside pickup
- Encourage contactless payments
- Employer policies to reduce touching of merchandise
- Entry and exit for one-way traffic
- Elevator limits
- Plexiglass shields
- Entry doors automatic or attended by employee
- Staggered work shifts
- Educate public/employees on measures
- Increase air flow from the outside
- Flush plumbing prior to reopening
- Clean/ sanitize air ducts prior to reopening

# OFFICE SPACE- DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 1A

- Face coverings for employees and customers within 6 feet
- Minimum on-site staff, continue telework
- Maximize social distance
- Hand sanitizing stations
- Employer cleaning and sanitizing plan
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas like offices and stock rooms

## BEST PRACTICE GUIDELINES

- Encourage contactless payments
- Encourage phone/ virtual meetings
- Employer policies to reduce touching of materials
- Entry and exit for one-way traffic
- Elevator limits
- Plexiglass shields
- Entry doors automatic or attended by employee
- Staggered work shifts
- Educate public/employees on measures
- Increase air flow from the outside
- Flush plumbing prior to reopening
- Clean/ sanitize air ducts prior to reopening

# MUSEUMS- - DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 1A

- Face coverings employees and customers
- Social distancing and hygiene signage near entrance
- Hand sanitizer stations
- Employer cleaning and sanitizing plan, specialized for common spaces and rooms
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas

## BEST PRACTICE GUIDELINES

- No group tours
- Restrict visitors to scheduled entry/exit windows
- Staggered work shifts
- Educate public/employees on measures
- Increase air flow from the outside
- Flush plumbing prior to reopening
- Clean/ sanitize air ducts prior to reopening

# RECREATIONAL AMENITIES IN RESIDENTIAL BUILDINGS - DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

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## PHASE 1A

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- Recreational amenities allow to reopen with certain restrictions
  - Phase 1A – pools-chaise lounges 6 feet apart, sanitation after use, signage near entrance, hand sanitizing station
  - Phase 2 – gyms-hand sanitizer, hygiene signage near entrance, sanitizing of equipment customers and equipment 6 feet apart (commercial gyms addressed later)
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# RESTAURANTS - DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

\*Need more time to implement requirements and for City staff to inspect prior to opening

## PHASE 1B\*

- Face coverings employees and customers (except at tables)
- Reduced capacity 25%
- Reduced capacity with 6 feet between tables
- Table-only seating
- Possible use expansion of outdoor seating
- Bar area closed
- Hand sanitizer, and social distancing, hygiene signage near entrance
- Employer cleaning and sanitizing plan, to include employee hand washing, host stations, tables, daily deep cleaning
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas

## BEST PRACTICE GUIDELINES

- Special hours for vulnerable populations
- Customer hand washing before seating
- Straws for drinks
- Single-use menus
- Buffets not allowed
- Use of phone app technology for orders/payment
- Sick employees need to stay home
- Reservations-only for occupancy management
- Staggered work shifts
- Staff training
- Customer education
- Fixed table assignments for staff to prevent cross-contamination of tables
- Increase air flow from the outside

# PERSONAL SERVICES (HAIR, NAILS, SPAS) DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 2

- Minimum on-site staff
- Face coverings employees and customers
- Gloves for employees
- 6 feet between workstations
- Hand sanitizer, and social distancing, hygiene signage near entrance
- Employer plans for employee and customer health monitoring
- Employer cleaning and sanitizing plan (sanitize between each customer)
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas

## BEST PRACTICE GUIDELINES

- Plexiglass shields
- Encourage contactless payments
- By appointment-only; 1-on-1 service
- Encourage customers to bring their own supplies

# GYMS COMMERCIAL - DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 2

- Face coverings employees
- Hand sanitizer, and social distancing, hygiene signage
- near entrance
- Customers and equipment 6 feet apart
- Hand sanitizing stations
- No group classes
- Limited equipment
- Social distancing markers at membership desks
- Staff on floor sanitizing
- Members required to sanitize
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas

## BEST PRACTICE GUIDELINES

- Bring your own equipment (yoga mats, boxing gloves, etc.)
- Reserved gym access times
- Use outdoor space for group classes in

# HOTELS- DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

## PHASE 2

- Arrival and check in procedures for physical distancing 6 feet with physical markers
- Face coverings for employees and guests
- Limited access to shared amenity space
- Limited event offerings with limited capacities
- Hand sanitizing stations
- Social distancing and hygiene signage near entrance
- EMPLOYER cleaning and sanitizing plan, specialized for common spaces and rooms
- Employer plans for employee health monitoring and sick employees stay home
- Employer commitment to referring symptomatic employees for testing and contact tracing
- Disposal plan for contaminated material
- Limit capacity in employee common areas
- Phased in capacity for meeting and convention spaces

## BEST PRACTICE GUIDELINES

- Phased in approach to operations
- Encourage contactless payments
- Entry and exit for one-way traffic
- Elevator limits
- Plexiglass shields
- Entry doors automatic or attended by employee
- Staggered work shifts
- Educate public/employees on measures
- Increase air flow from the outside
- Flush plumbing prior to reopening
- Clean/ sanitize air ducts prior to reopening
- Valet and baggage staff to wear masks, gloves
- Use of phone app technology for check-ins, valet car requests, concierge services
- Signage
- Staff training on how to prevent transmission

# BEACHES- DRAFT REOPENING PLAN

(PENDING COUNTY REQUIREMENTS)

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## PHASE 2

- Limited capacity to groups less than 10
- 6 foot social distancing
- Social distancing and hygiene signage near entrance

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## BEST PRACTICE GUIDELINES

- Hand sanitizing stations
  - Limit parking
  - Limit number of people entering beach
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# HIGH RISK VENUES- DRAFT REOPENING PLAN

VENUES	PHASE 1	PHASE 2
<b>THEATERS</b>	Closed	Closed
<b>BARS</b>	Closed	Open with restrictions
<b>CLUBS</b>		
<b>LARGE VENUES</b> (Concert, Halls, Auditoriums, Convention Center)	Closed	Closed
<b>SPECIAL EVENTS</b>	Closed	Closed