NOTICE OF JEFFERSON COUNTY
PUBLIC HEALTH ORDER 21-002
REQUIRING FACE COVERINGS FOR ALL INDIVIDUALS AGES 2+ AND REGULAR TESTING FOR UNVACCINATED INDIVIDUALS IN PRE-K THROUGH GRADE 12 SCHOOL AND CHILDCARE SETTINGS

The Jefferson County Public Health Department (“JCPH”) is working to stop the spread of Coronavirus 2019 (“COVID-19”). To support this effort, I find it necessary to implement emergency measures to require that require all individuals aged 2 and older to wear Face Coverings while indoors at pre-kindergarten through grade 12 school and childcare settings within Jefferson County. Additionally, I find it necessary to implement emergency measures to require Unvaccinated faculty and staff in schools and childcare, and Unvaccinated students and adults participating in school-based extracurricular activities, to undergo regular testing for COVID-19.

FINDINGS AND NECESSITY OF ORDER

A. Jurisdiction and Authority

JCPH has public health jurisdiction over Jefferson County, Colorado (“Jefferson County”), including all cities and towns therein. In furtherance of its jurisdiction, JCPH has the power and duty to investigate and control the causes of epidemic or communicable diseases and conditions affecting the public health within Jefferson County, as well as the power and duty to close schools and public places and to prohibit gatherings of people when necessary to protect public health, and to establish, maintain, and enforce isolation and quarantine, and in pursuance thereof, to exercise physical control over property and over persons within Jefferson County as JCPH may find necessary for the protection of public health.

B. The COVID-19 Virus and the Delta Variant

COVID-19 was first detected in Wuhan, China in late 2019, and since then has spread to over 213 countries, including the United States.

COVID-19 is a respiratory illness transmitted like other respiratory illness primarily through person-to-person contact. Persons infected with COVID-19 may become symptomatic anywhere from two to fourteen days after exposure. Symptoms include fever, cough or shortness of breath or difficulty breathing. Persons infected with COVID-19 may be asymptomatic yet still able to transmit the virus. Individuals with serious chronic health conditions and older adults are most at risk for becoming very ill with this disease but Unvaccinated individuals of all ages are at high risk of infection.
The Colorado Department of Public Health and Environment ("CDPHE") first detected the Delta variant of the SARS-CoV-2 virus in Colorado the week of April 18, 2021. As of July 25, 2021, the Delta variant constituted 99.0% of all COVID-19 tests sampled for the variant in Colorado.¹

Due to the recent surge of Delta variant COVID-19 cases, it is now estimated that more than 80% of the population must be vaccinated to achieve herd immunity due to the high rate of transmissibility of the Delta variant.² The Centers for Disease Control and Prevention ("CDC") reports that the Delta variant is twice as contagious as previous variants and the greatest risk of transmission is among Unvaccinated people who are much more likely to contract, and therefore transmit, the virus.³ Some data suggests that the Delta variant may cause more severe illness than previous strains of the virus in Unvaccinated persons. Moreover, fully vaccinated people with Delta variant breakthrough infections can spread the virus to others, although vaccinated people appear to be infectious for a shorter period of time. As observed with higher rates of transmission, the Delta variant appears to have a greater impact on children ages 19 and under as compared to past strains of the virus, such as the ancestral type and prior variants.

⁴ CENTERS FOR DISEASE CONTROL AND PREVENTION, Improving Communications Around Vaccine Breakthrough and Vaccine Effectiveness (July 29, 2021).
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<thead>
<tr>
<th>Disease</th>
<th>Transmission</th>
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<tbody>
<tr>
<td>Measles</td>
<td>Airborne</td>
<td>12-18</td>
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<tr>
<td>COVID-19 Delta</td>
<td>Airborne Droplet</td>
<td>5-9</td>
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<td>Diphtheria</td>
<td>Saliva</td>
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<td>Smallpox</td>
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<td>Polio</td>
<td>Fecal-Oral route</td>
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<td>Rubella</td>
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<td>Mumps</td>
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<tr>
<td>HIV/AIDS</td>
<td>Sexual Contact</td>
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<td>Pertussis</td>
<td>Airborne Droplet</td>
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<td>SARS</td>
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<td>2-5</td>
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<td>Influenza (1918 Pandemic)</td>
<td>Airborne Droplet</td>
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<tr>
<td>COVID-19 Ancestral</td>
<td>Airborne Droplet</td>
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<td>Ebola (2014 outbreak)</td>
<td>Bodily Fluids</td>
<td>1.5-2.5</td>
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Children are impacted by COVID-19 as shown in the chart below comparing the fourteen (14)-day incident rates for children ages 0-4, 5-11, and 12-19 for two time periods, summer of 2021 (dashed lines) and summer of 2020 (solid line). The graph demonstrates that the spread of the virus is accelerating rapidly among the 5-11 and 12-19 age groups. Further, among all age groups of children, rates are higher as we enter the 2021 Fall semester than they were at this point in time last year.

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6 Includes confirmed and probable cases of COVID-19 in Jefferson County reported to public health. Confirmed cases are people who have tested positive via PCR or other molecular testing. Probable cases are people who had close contact with a confirmed case and have symptoms consistent with COVID-19, have a death certificate listing COVID-19 as a cause of death and have no laboratory test of have a positive antigen test. Population estimates used to calculate rates are from the 2019 American Community Survey. Data accessed August 9, 2021.
While the COVID-19 vaccines are currently available to all Coloradoans aged 12 and older, estimates indicate that as of early August, only about 63% of the Colorado population is currently immune to COVID-19;\(^7\) this is far short of the percentage of the population needed to reach herd immunity. In Jefferson County, 75.1% of the eligible population has received at least one (1) vaccine dose as of August 8, 2021, but only 60.3% of those aged 12-19 have received at least one (1) dose.\(^8\)

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\(^8\) Includes COVID-19 vaccines administered to Jefferson County residents and reported to the Colorado Immunization Information System. Population estimates used to calculate rates are from the 2019 American Community Survey. Data accessed on August 9, 2021.
According to the CDC, COVID-19 continues to pose a serious risk, especially to individuals who are not fully vaccinated, and certain viral mitigation measures remain necessary to protect against COVID-19 cases, hospitalizations, and deaths. On July 28, 2021, the CDC updated its guidance and recommended that all individuals, including those who are fully vaccinated, wear a Face Covering in all public indoor settings in areas of substantial or high transmission.9

As of August 14, 2021, the CDC identifies Jefferson County as an area with high transmission at a 7-day new COVID-19 case rate of 119.4 per 100,000.10

While Jefferson County’s one-week incident rates have dropped from the peaks of November and December, 2020, case counts and hospitalizations have recently increased rapidly due to the presence of variants in Colorado and insufficiently high vaccination rates to achieve herd immunity. As of July 28, 2021, the 7-day new COVID-19 case rate was 18.9/100,000 persons and as of August 28, 2021, that rate had risen to 91.8/100,000 persons.11 As of August 14, 2021, there were 589,526 known presumptive positive cases of COVID-19 statewide in Colorado, and 51,028

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11 Includes confirmed and probable cases of COVID-19 in Jefferson County reported to public health. Confirmed cases are people who have tested positive via PCR or other molecular testing. Probable cases are people who had close contact with a confirmed case and have symptoms consistent with COVID-19, have a death certificate listing COVID-19 as a cause of death and have no laboratory test of have a positive antigen test. Population estimates used to calculate rates are from the 2019 American Community Survey. Data accessed August 9, 2021.
known presumptive positive cases in Jefferson County, Colorado, as well as 7,284 deaths due to COVID-19 statewide and 870 deaths in Jefferson County.\textsuperscript{12}

\textsuperscript{12} Includes confirmed and probable cases of COVID-19 in Jefferson County reported to public health. Confirmed cases are people who have tested positive via PCR or other molecular testing. Probable cases are people who had close contact with a confirmed case and have symptoms consistent with COVID-19, have a death certificate listing COVID-19 as a cause of death and have no laboratory test of have a positive antigen test. Data accessed August 9, 2021. COLORADO DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT, Colorado COVID-19 Data, available at https://covid19.colorado.gov/data (last visited August 16, 2021).
Vaccination is the most effective way to prevent transmission of COVID-19, to limit COVID-19 hospitalizations and deaths and to prevent the health care system from becoming overwhelmed. When vaccination is not possible a layered viral mitigation strategy including wearing Face Coverings, testing, social distancing, hand hygiene, and ventilation decreases risk of transmission of COVID-19.

C. Childcare, Pre-K – 12 Schools, and COVID-19

On August 5, 2021, the CDC updated its Guidance for COVID-19 Prevention in K-12 Schools, noting specifically as its first three (3) key takeaways:

1. Students benefit from in-person learning, and safely returning to in-person instruction in the fall of 2021 is a priority.
2. Vaccination is the leading public health prevention strategy to end the COVID-19 pandemic. Promoting vaccination can help schools safely return to in-person learning as well as extracurricular activities and sports.
3. Due to the circulating and highly-contagious Delta variant, the CDC recommends universal indoor masking by all students aged two (2) and older, staff, teachers, and visitors to K-12 schools regardless of vaccination status.13

On July 19, 2021, the American Academy of Pediatrics called for universal masking among all individuals aged 2 and older within school settings in order to prioritize in-person learning.14

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Roughly 28.6% of all confirmed Jefferson County outbreaks reported in the fall of 2020 were either in childcare or pre-K through grade 12 school settings, and there were approximately 7,215 diagnosed infections during the Fall 2020 and Spring 2021 semesters in the childcare/pre-K through grade 12 age group (ages 0 to 19).

The percentage of interviewed COVID-19 cases who reported being in a pre-K through grade 12 school or a childcare increased during the 2020-2021 school year to a maximum of 25.5%. Exposures within school settings included classrooms, extracurricular activities, and spillover from students who engaged in private extracurricular activities and attended school during their infectious period.

Prevention strategies and particularly universal masking have proven effective at slowing the transmission of COVID-19 in school and childcare settings.\textsuperscript{15} Multiple studies indicate that wearing a Face Covering reduces new infections, that Face Coverings are safe, and do not raise CO2 levels or reduce O2 levels to levels of clinical importance.\textsuperscript{16} Furthermore, Face Coverings may prevent disruptive quarantines in higher risk settings.\textsuperscript{17} Additionally, masking has been demonstrated to reduce school-associated COVID-19 transmission from secondary transmission rates of 11-27% in schools without masking to 1-4% in schools with universal masking policies.\textsuperscript{18}


\textsuperscript{17} COLORADO DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT, Practical Guide for Operationalizing CDC’s School Guidance (August 10, 2021), available at \url{https://covid19.colorado.gov/practical-guide-for-operationalizing-cdc-school-guidance}

\textsuperscript{18} CHILDREN’S HOSPITAL COLORADO, School Health: Masking in Schools (July 30, 2021).
While vaccines are very effective at reducing severe disease, hospitalization, and death from COVID-19 and are the primary strategy to ending the pandemic, approximately 74,090 children in Jefferson County are ineligible for vaccination because they are under the age of 12.\(^\text{19}\) There are approximately 21,821 children ages 12-19 who are eligible for the vaccine but who remain Unvaccinated as of August 9, 2021.\(^\text{20}\)

**INTENT**

The intent of this Order is to ensure that the maximum number of people wear Face Coverings in School and Childcare Settings to slow the spread of COVID-19 to the greatest extent possible in order to minimize disruptions to in-person learning and childcare.

Except as provided below, all individuals in Jefferson County aged two (2) and older must wear a Face Covering while indoors at any School or Childcare Setting. All provisions of this Order should be interpreted to effectuate this intent. Failure to comply with any of the provisions of this Order constitutes an imminent threat and creates an immediate menace to public health.

**ORDER**

Pursuant to the authority granted the Executive Director of Jefferson County Public Health in C.R.S. §§ 25-1-506(3)(b) and 25-1-509(1)(c), and consistent with CDPHE guidance, American Academy of Pediatrics guidance, and the CDC’s guidance, the following is ordered:

1. **Definitions.**
   a. **Childcare Setting** means all licensed childcare facilities in Jefferson County.
   b. **Close Contact** means an individual who was within three (3) feet for a total of fifteen (15) minutes or more of a person who has tested positive for COVID-19.
   c. **Face Covering** as used in this Order, means a covering made of cloth, fabric, or other soft or permeable material, without holes, that covers only the nose and mouth and surrounding areas of the lower face. A Face Covering may be factory-made or may be handmade and improvised by using ordinary household materials. The Face Covering should fit snugly but comfortably against the side of the face; allow for breathing without restriction; and either be constructed of disposable mask materials or include multiple layers of fabric that can be laundered and machine-dried without damage or change to shape. Face Coverings must cover the nose and mouth at all times and should remain in place until taken off safely. If a Face Covering moves during regular activity exposing the nose or mouth, it must be replaced with one that does not need to be frequently adjusted in order to reduce

\(^{19}\) Population estimates are from the 2019 American Community Survey.

\(^{20}\) Includes COVID-19 vaccines administered to Jefferson County residents and reported to the Colorado Immunization Information System. Data accessed on August 9, 2021.
touching of the face. A Face Covering should be replaced when it becomes dirty, wet, and/or difficult to breathe through.

Note that any mask that incorporates a one-way valve (typically a raised plastic cylinder about the size of a quarter on the front or side of the mask) that is designed to facilitate easy exhaling is not a Face Covering under this Order and is not to be used to comply with this Order’s requirements. Valves of that type permit droplet release from the mask and can put others nearby at risk.

A video showing how to make a Face Covering and additional information about how to wear and clean Face Coverings may be found on the CDC’s website at https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/diy-cloth-face-coverings.html.

d. Fully Vaccinated means two (2) calendar weeks after an individual has received all required doses of the prescribed COVID-19 vaccine. Unless an individual is fully vaccinated, they are considered Unvaccinated.

e. School Setting means any indoor facility used for instruction of academic or extracurricular activities for pre-kindergarten through 12th grade. School Setting includes public, private, and charter schools. School Setting includes all buildings on school property where individuals aged 2-19 may be present for any reason, as well as any place in Jefferson County where school-based or sponsored activities are performed, even if such activities are not performed on school property.

2. Face Coverings Required for all Individuals Aged 2+ in School Settings and Childcare Settings.

   a. Except as specifically exempted by Paragraphs 4 and 5 below, all individuals aged two (2) and older must wear a Face Covering while indoors at any School or Childcare Setting, including for purposes of extracurricular activities, regardless of the individual’s vaccination status.


   a. All School and Childcare Settings must follow the following provisions of JCPH’s Guidance for Public and Private K-12 Schools and Child Care Settings (“Guidance”):
      i. Implement a COVID-19 testing policy with the following elements:
         (1) Parents/guardians must report their child’s positive COVID-19 test results to the school health office.
         (2) All individuals experiencing symptoms of illness, regardless of their vaccination status, must leave School and Childcare Settings and take a molecular/PCR COVID-19 test and present a negative test result before being allowed to return.
(3) All Unvaccinated individuals quarantined due to exposure (i.e., identification as a Close Contact of a case) must take a COVID-19 test and present a negative result before being allowed to return to school or the childcare facility if choosing the shortened seven (7)-day quarantine period over the preferred ten (10) or fourteen (14)-day quarantine periods.
   a. The facilities that are subject to this Order are responsible for determining whether one of the children in their care meets the definition of a Close Contact.

(4) Implement a monitoring system which requires all Unvaccinated faculty and staff to be tested at least weekly throughout the 2021-2022 school year and to present negative test results to continue attending school or childcare in person. The monitoring system must be implemented no later than September 7, 2021.

(5) Implement a monitoring system which requires all Unvaccinated students and adults participating in school-based extracurricular activities, other than spectators at extracurricular competitions or performances, to be tested at least weekly throughout the 2021-2022 school year and to present negative test results each week to continue participation in the extracurricular activity. The monitoring system must be implemented no later than September 7, 2021.
   a. School and Childcare Settings are encouraged to utilize the CDPHE Free Testing Program. Details are available at [https://covid19.colorado.gov/free-testing-schools](https://covid19.colorado.gov/free-testing-schools)

ii. Regardless of vaccination status, all individuals who test positive for COVID-19 are required to follow isolation instructions from JCPH.

iii. Unvaccinated individuals who were unmasked at the time of their exposure are required to quarantine if identified as a Close Contact of a COVID-19 case in both outbreak settings and in exposures involving only one (1) case.
   1. Asymptomatic individuals may quarantine for ten (10) days
   2. Asymptomatic individuals may quarantine for seven (7) days if they test negative for COVID-19 after day five (5) of the quarantine period.
   3. Symptomatic individuals must quarantine for fourteen (14) days.

iv. Unvaccinated individuals who were masked at the time of their exposure are required to quarantine if identified as a Close Contact of a COVID-19 case in an outbreak setting.
   1. Asymptomatic individuals may quarantine for ten (10) days
   2. Asymptomatic individuals may quarantine for seven (7) days if they test negative for COVID-19 after day five (5) of the quarantine period.
   3. Symptomatic individuals must quarantine for fourteen (14) days.
To the extent that the Guidance and this Order conflict, the provisions of this Order shall control.

b. All School and Childcare Settings are strongly encouraged to follow the Guidance, including those provisions not explicitly required by this Order.

4. **Exemptions.** The following individuals who are exempt from the Face Covering requirements of this Order:

   a. Individuals under age 2.
   b. Individuals who cannot medically tolerate a Face Covering.
   c. Individuals who require special educational service needs that cannot be conducted while wearing a Face Covering.

5. **Exceptions.** Individuals performing any of the following activities are exempt from the Face Covering requirements of this Order while the activity is being performed:

   a. Individuals who are hearing impaired or otherwise disabled or who are communicating with someone who is hearing impaired or otherwise disabled and where the ability to see the mouth is essential to communication.
   
   b. Individuals seated during meal and snack time and who are actively eating or drinking. However, individuals must be seated at least six (6) feet apart during meal and snack time or these activities must occur outdoors.
   
   c. Individuals who are asked to temporarily remove their Face Covering for identification purposes in furtherance of a particular service requiring legal identification.
   
   d. Individuals who are actively engaged in a public safety role, such as law enforcement personnel, firefighters, or emergency medical personnel.
   
   e. Individuals who are receiving a medical service where the temporary removal of a Face Covering is necessary to perform the service.
   
   f. Individuals who are in a swimming pool and actively engaged in a pool activity in which their Face Covering might become wet.
   
   g. When a student in a School Setting for academic credit is actively playing an instrument that cannot otherwise be played while wearing a Face Covering and such student is at least six (6) feet from all other individuals in the room.
   
   h. Individuals who are actively napping or resting pursuant to state licensing requirements.
   
   i. Individuals who are alone in an enclosed room.
j. Individuals who are officiating or participating in a religious service or practice where the temporary removal of a Face Covering is necessary to complete or participate in the religious service or practice.

6. **Supervision.** Teachers, caregivers, and parents should supervise the use of Face Coverings by children to avoid misuse. Additionally, nothing in this Order advises or requires that children under the age of two (2) years wear a Face Covering.

7. **Recommendations.** JCPH continues to recommend that all individuals aged two (2) and older who have not been vaccinated practice social distancing of six (6) feet from non-household members, and practice good hygiene including frequent handwashing.

8. **Americans with Disabilities Act.** The requirements of this Order shall be applied in a manner consistent with the Americans with Disabilities Act (42 U.S.C. § 12101 et seq.), Title VII of the Americans with Disabilities Act (42 U.S.C. § 2000e et seq.), the Colorado Anti-Discrimination Act (C.R.S. §24-34-401 et seq.), and any other relevant federal or State law.

9. **Signage Requirements.** All facilities covered by this Order shall post on all entrances a sign which states that, pursuant to Jefferson County Public Health Order 21-002, no individual may enter the facility without wearing a Face Covering unless a specific exception applies. Jefferson County Public Health shall provide a PDF copy of the sign to print out and post on their entrances. The link to the signage in English is available at [https://www.jeffco.us/DocumentCenter/View/28576/JCPH_SchoolMaskRequirement_Sign85x11](https://www.jeffco.us/DocumentCenter/View/28576/JCPH_SchoolMaskRequirement_Sign85x11) and the link to the signage in Spanish is available at [https://www.jeffco.us/DocumentCenter/View/28577/JCPH_SchoolMaskRequirement_SPANISH_Sign85x11](https://www.jeffco.us/DocumentCenter/View/28577/JCPH_SchoolMaskRequirement_SPANISH_Sign85x11).

10. **Conflict and Preemption.**

    a. Nothing in this Order should be construed to preempt any State of Colorado regulations (including CDPHE Orders and Executive Orders) concerning Face Coverings or that impose Face Covering requirements beyond those contained in this Order.

    b. Nothing in this Order should be construed to preempt any Federal orders or laws, including the CDC Order requiring all individuals aged two (2) and older to wear masks on conveyances and transportation hubs, including school buses.

    c. Nothing in this Order should be construed to preempt any local public health orders.

    d. Nothing in this Order shall be construed to prevent a municipality from adopting more protective standards than those contained in this Order.

    e. Nothing in this Order shall be construed to prevent any business or other entity from requiring its employees, staff, customers, or other staff to wear a Face Covering while engaging with that entity or on the entity’s property.
11. **Refusal of Service.** Except for the limited exemptions and exceptions provided in Paragraphs 4 and 5 above, no school (including public, private, and charter schools) or childcare that serves children age 2 or older, through and including the 12th grade, may allow an individual to enter or be within their indoor space unless the individual is wearing a Face Covering as required by this Order.

12. **Reasonable Accommodations.** JCPH recommends that schools and licensed childcare facilities review the State of Colorado’s [Civil Rights Guidance](#).

13. **Legal Recourse.** Any school or licensed childcare facility that is in violation of this Order may be subject to a civil action, including but not limited to injunctive relief pursuant to C.R.S. § 25-1-514 and reimbursement of expenses pursuant to C.R.S. §25-1-516(3), reporting to the appropriate licensing agency for suspension or revocation of its license, or an immediate closure order issued by JCPH.

Along with CDPHE, JCPH is tasked with protecting the health and welfare of the citizens of Jefferson County by investigating and controlling cases of epidemic and communicable disease. This Order is necessary to control the transmission of disease to others. Immediate issuance of this Order is necessary for the preservation of public health, safety, or welfare.

If you have questions regarding this Order, please contact the JCPH at HealthEPR@jeffco.us or view the COVID-19 information on JCPH’s website at [www.jeffco.us/coronavirus](http://www.jeffco.us/coronavirus).

This JCPH Public Health Order 21-002 shall be in effect from August 17, 2021, at 12:01 a.m. and shall remain in effect until rescinded, superseded, or amended in writing by the Executive Director of JCPH.

**FAILURE TO COMPLY WITH THIS ORDER IS SUBJECT TO PENALTIES CONTAINED IN C.R.S. §§ 25-1-114 and 25-1-516, INCLUDING A FINE OF UP TO FIVE THOUSAND DOLLARS ($5,000.00) AND IMPRISONMENT IN THE COUNTY JAIL FOR UP TO ONE YEAR.**

If any provision of this Order, or its application to any person or circumstance, is held to be invalid, then the remainder of the Order, including the application of such part or provision to other persons or circumstances, shall not be affected and shall continue in full force and effect. To this end, the provisions of this Order are severable.

**Issued by:**

[Signature]

R. Dawn Comstock, Ph.D.
Executive Director

August 16, 2021
Date