



Policy Analysis
Emergency Order 2.0¹
2021 Covid-Safety Rules in Dillingham, Alaska:
Make it a Safe and Productive Spring/Summer/Fall²
March 29, 2021

1. Executive Summary

We are one city, one area, and one people! We made it through last year, the first summer of Covid-19 in Dillingham. This year is a new and different year. But still, we are all in this skiff together and we still need to take care of each other. The way we take care of each of this year will look different than it did last year.

EO 2.0 furthers two important objectives (i) provide reasonable incentives for more community-members and travelers to get vaccinated, because we all benefit from higher levels of vaccination, and (ii) continue to protect our community by maintaining critical Covid-safety measures.

Since Covid-19 emerged in the U.S. in March 2020, the City of Dillingham adhered closely to CDC's Covid-safety guidelines, and the opinions of Dillingham medical professionals, in crafting it's Covid-19 Emergency Ordinances and Emergency Order, EO 1.1 (EO 1.1). All along, the City focused on Covid as a medical issue and emphasized protecting the community from this silent, invisible, potentially lethal infectious disease. In preparing Emergency Order, 2.0, (EO 2.0), continues this reliance.

The City respects the diverse elements of the City, and their respective opinions. These include, among others, the City's diverse citizenry, its tribal councils and members, its economy, its small and large businesses, its schools and nonprofits, its churches, and its health care providers. Each of these parts of our great City have legitimate interests and concerns. Many of you voiced your thoughts, strong feelings, and recommendations for changing, or not changing, EO 1.1 to the Mayor, City Council, the Interim Manager and the Emergency Operations Center. We deeply appreciate the time, effort and thought that each of you devoted to providing us with your input and we considered it very carefully.

¹ City of Dillingham Emergency Order 2.0 was published to the public on March 30, 2021, pursuant to the authority provided to the Manager by City Ordinance 2020-22(S). EO 2.0 becomes effective at 11:59pm on April 2, 2021.

² Prepared by Gregg B. Brelsford, Dillingham Interim City Manager, and Covid-19 Incident Commander, on March 30, 2021. This time last year, Mr. Brelsford served as the first Covid-19 Incident Commander of the Bristol Bay Borough, and its Borough Manager.

This is the second year of Covid-19 in our area. We learned a lot from last year and now have vaccines available for all of us who want one. Indeed, as of the end of April, an estimated total of about 55% of people in Dillingham, aged 15 and older, will be fully vaccinated.³ And, an estimated 90% of U.S. adults will be vaccine eligible by April 19, 2021.

Yet, we continue to face a Covid-threat internally as well as from travelers who might bring Covid into the community: recreational-business clients and commercial fishing industry workers, residents from within the community and the region who travel in and out of the region, and fishermen. It is not presently clear that the advantages of the vaccines alone outweigh Covid-risk posed to the community by these travelers.

Based on Dillingham’s experience with Covid in 2020 and 2021 to date, the current vaccination picture, and continuing Covid-risks, the City is replacing EO 1.1 with EO 2.0. The City recognizes that some people will be pleased and some disappointed. The City intends to adjust EO 2.0 as future circumstances require or allow it. In that way perhaps some of the recommendations not reflected in EO 2.0 may yet bear fruit. Ultimately, strengthening the local-economy while maintaining Covid-safety, is key to the City’s vision this year.

EO 2.0 will initially apply to everyone in Dillingham. However, the City presently anticipates issuing a specific order uniquely crafted for the commercial fishing industry and fishermen. Also, City emergency orders are always a continuing work-in-progress. The City will monitor EO 2.0, and the Covid-situation in Dillingham, and make needed adjustments on an ongoing basis.

EO 2.0: Summary of major elements compared to EO 1.1

| | |
|---|---|
| Travel quarantine requirement | Removed for fully vaccinated persons and persons recovered from previous infection Retained for unvaccinated persons |
| Prohibition on in-bound travel by positive cases | Established |
| Negative Covid test 3-days before before arrival if not fully vaccinated | Established |
| Testing in other circumstances | Retained |
| Protective measures including masks | Retained |

³ This includes 1,030 fully vaccinated people in a population of 1,730 that are at least 15 years of age. This data is based on State of Alaska Division of Community and Regional Affairs census data for 2019. Interim Manager email communications with the State of Alaska Public Health Nurse for Dillingham, dated March 18 and 25, 2021.

| | |
|---------------------------------|---|
| Travel notification form | Retained – Covid data reporting requirements added |
| Mandatory isolation | Retained |
| Recommendations | Added |
| Enforcement | Inserted from Ordinance 2020-22(S) |

2. Introduction

We are one city, one area, and one people. We made it through last year, the first summer of Covid-19 in Dillingham. This year is a new and different year. But we are still all in this skiff together and we still need to take care of each other. The way we take care of each of this year will look different than it did last year.

This discussion is to explain the basis for replacing EO 1.1 with EO 2.0. It is not an exhaustive analysis of Covid-19 – the City does not have the resources to do that. It is based on, among other things: (i) Interim City Manager virtual meetings with representatives of Dillingham and Bristol Bay region recreation and tourism representatives on March 8 and 9, 2021, (ii) email recommendations submitted to the Interim City Manager and the Dillingham Emergency Operations Center Manager between approximately March 10-18, 2021, (iii) email recommendations solicited on Facebook posts, the City website, and KDLG radio, (iv) public testimony at the February 25, 2021 Mayor and City Council Covid-Update Workshop and (v) at the March 1, 2021 Dillingham City Council meeting, (v) discussions with medical professionals in Dillingham, (vi) information provided by state health officials on statewide zoom calls organized by the Alaska Municipal League and others, (vi) CDC and State of Alaska Covid-19 guidelines, and (vii) a brief review of relevant medical and scientific literature.

At this time last year, we knew very little about Covid-19, except we knew that it was a silent, invisible, and potentially fatal, infectious disease. We also knew that our region had been devastated by a similarly silent, invisible, and fatal infectious disease a century earlier. Fear, frustration, and foreboding were widespread in the past year. In the face of fluid and changing circumstances and considerations, the State of Alaska continually changed its Covid-rules. This required Dillingham to continually change its rules too. Ultimately, in an abundance of caution, Dillingham established very carefully considered strict Covid-safety rules. These rules were most recently modified by Emergency Order 1.1, effective December 18, 2020.⁴

Why did Dillingham do this? The overwhelming concerns were the lethality of Covid-19, regular travel in the area, and the yearly surge of people into the community during the summer.⁵

⁴

https://www.dillinghamak.us/sites/default/files/fileattachments/community/page/2481/20201218_emergency_order_no.1.1.pdf (visited March 13, 2021).

⁵ I understand that one estimate for travelers in 2021 is about 6,000 fishermen and fish processor workers and about 500 or more tourists.

This travel involved three groups: (a) tourists, primarily in the recreational fishing and hunting sector, (b) commercial fishermen and fish processor workers and (c) continuing movement of Dillingham and regional residents through and into Dillingham. Little was known about the extent of Covid-19 in the areas they came from.

This is a new year and things are markedly different. We now know more about Covid-19 and how to treat it and vaccines are increasingly widely-available. So, there are reasons to revisit Dillingham's 2020 Covid-safety rules. In doing so, the City will carefully consider current scientific⁶ and other data, medical opinion, and recent experience here and elsewhere, and will continually seek to craft a set of practical Covid rules that reasonably balance community-safety and strong business and commercial activity.

3. 2020 Dillingham Covid-Safety Rules and Their Effect on the Community

In 2020 no one in Dillingham, or anywhere, was vaccinated. Covid-vaccination did not then exist. People generally hunkered-down and stayed home. Classrooms closed and schools transitioned to virtual classes. Churches transitioned to virtual services. Local organizations closed to walk-in visitors and maximized virtual communications and meetings. So did city government. So did state and federal governmental offices in Dillingham. Many businesses closed or cut back. Except for schools, much of this is still the case in mid-March 2021.

Despite the lack of vaccinations, Dillingham did well overall in terms of Covid in 2020 and 2021 to date. Few residents tested positive during the 2020 summer fishing season – though the number of positive-cases grew afterwards. There were only two hospitalizations for Covid-reasons,⁷ and there was 1 death.⁸ This is attributable to EO 1.1 and the City's emphasize on Covid-safety.

Last year, the business community, including the recreation and tourism industry, had many points of view about the City's Covid-safety rules. Nevertheless, to help protect the safety of the community, some shut down. In some cases, some kept employees, mostly local, on the payroll. Some endured the loss of some or all of their income for 2020. Some lost long-standing customers to other locations, at least temporarily. Some were left facing possible business failure, or financial harm, as they raised their hopes and looked ahead to 2021.

4. Dillingham and the 2021 Covid-Situation

a. Vaccines

This year the Covid-situation is quite different. BBAHC and the State Public Health Nurse offer vaccines on a regular basis. By the end of April, about 55% of Dillingham residents

⁶ Scientific and medical research and knowledge on Covid are continually growing and changing. The City may continue to modify its Covid-safety rules in light of new scientific knowledge in the future.

⁷ This is data for the Dillingham Census Area not specifically for the city of Dillingham.

⁸ <https://alaska-coronavirus-vaccine-outreach-alaska-dhss.hub.arcgis.com/app/6a5932d709ef4ab1b868188a4c757b4f> (visited February 27, 2021). This death was an individual who did not contract the disease here, did not recover from it here and died here from complications of COVID after returning here from elsewhere to die at home. Interim Manager email communication with the City Emergency Operations Center Manager, dated March 14, 2021.

aged 15 and over will likely have been fully vaccinated – these include the elderly and most vulnerable.⁹ In addition, the City will provide vaccines through Capstone Clinic for about 60-days, starting in approximately mid-April, to persons not yet vaccinated due to access issues, such as a lack of transportation or work schedules, and possibly fisherman as well. This mix of vaccination resources should continue up to the beginning of, or through, the commercial fishing season.

By approximately the end of April or so, essentially everyone in Dillingham who desires it will be fully vaccinated.¹⁰ According to current CDC guidelines, fully vaccinated people can:

- Visit with other fully vaccinated people indoors without wearing masks or physical distancing
- Visit with unvaccinated people from a single household who are at low risk for severe COVID-19 disease indoors without wearing masks or physical distancing
- Refrain from quarantine and testing following a known exposure if asymptomatic¹¹

As of late-March, three vaccinations were available in Dillingham (and the U.S. and Alaska): two mRNA vaccines (Pfizer-BioNTech, Moderna) and one viral vector vaccine (Janssen [Johnson & Johnson]).¹² A total of 27.4% of Alaskans, aged 16+, are fully vaccinated.¹³ The federal government currently estimates (a) 90% of U.S. adults will be vaccine eligible by April 19, 2020, and that as of March 28, 2021, (b) 36.7 % of the total U.S. population ≥ 18 years of age had at least one dose and 20.4% of them are fully vaccinated, and (c) 72.8 % of the total U.S. population over ≥ 65 years of age had at least one dose and 49.2% of them are fully vaccinated.¹⁴ Presently, Americans are receiving about 2.62 million doses per day.¹⁵ At this pace, CDC projects that about 50% of the U.S. population will be at least partially vaccinated by early-May, approximately 70% by mid-June, and about 90% by July 23, 2021.¹⁶

⁹ This includes 1,030 fully vaccinated people in a population of 1,730 that are at least 15 years of age. This data is based on State of Alaska Division of Community and Regional Affairs census data for 2019. Interim Manager email communications with the State of Alaska Public Health Nurse for Dillingham, dated March 18 and 25, 2021.

¹⁰ As of mid-March, all Alaskans age 16 and older are eligible for the Covid-19 vaccine. https://www.adn.com/alaska-news/2021/03/10/all-alaskans-over-age-16-now-eligible-for-covid-19-vaccine/?fbclid=IwAR2YZL3MKR78X6mSa4fkpZqjx9b8YrXOs8SSW5ukxbHLn_BWxJmxyXvkl6o, March 10, 2021 (visited March 13, 2021).

¹¹ <https://www.cdc.gov/coronavirus/2019-ncov/vaccines/fully-vaccinated-guidance.html#:~:text=Fully%20vaccinated%20people%20with%20no%20COVID-like%20symptoms%20following%20an,risk%20of%20infection%20is%20low>, March 8, 2021 (visited March 8, 2021).

¹² Other vaccines are available elsewhere in the world and could be offered in the U.S. in the future.

¹³ <https://alaska-coronavirus-vaccine-outreach-alaska-dhss.hub.arcgis.com/app/c74be37e02b44bb8b8b40515eabbab55>, (visited on March 27, 2021).

¹⁴ <https://covid.cdc.gov/covid-data-tracker/#vaccinations>, March 29, 2021 (visited March 29, 2021).

¹⁵ <https://www.cnn.com/2021/03/26/health/us-coronavirus-friday/index.html>, March 27, 2021 (visited March 27, 2021).

¹⁶ <https://www.nytimes.com/interactive/2020/us/covid-19-vaccine-doses.html> (visited on March 27, 2021).

b. Covid-19 Testing

Essentially unlimited free Covid-19 testing is available in Dillingham now and has been for some time. Everyone who wants a test can get one. BBAHC offers testing directly and through Capstone Clinic.¹⁷ The State Public Health Nurse offers testing well. The City is currently planning to provide testing through Capstone Clinic for about 60-days, starting in approximately mid-April to persons not yet tested due to access issues, such as lack of transportation or work schedules. This mix of testing resources should continue up to the beginning of, or through, the commercial fishing season.

c. Dillingham Businesses

In a non-Covid year, particularly spring, summer, and fall, Dillingham businesses bring hundreds of thousands of dollars and hundreds of jobs to Dillingham – including employment for Dillingham residents.¹⁸ Many businesses assured me in the conversations noted at Section 2 above that they conscientiously invest significant time and money in making sure their operations are safe, sanitary, and COVID-compliant. A few businesses, particularly some of our recreation and tourism-based businesses (and businesses related to them), likely may not survive a second consecutive year of lost income.¹⁹ Others may lose long-standing, and possible new clients, to other locations. This could be a permanent loss of customer-loyalty and branding, or take significant, and costly, time to recover.

5. Dillingham-Area Recreational and Tourism Businesses

While all Dillingham businesses are important and valuable, let's look more closely at the recreation and tourism entities and the seasonal business, dollars, and taxes they channel into the community and the City. This information was provided on zoom and conference calls with recreational and tourism business owners. It is reported here as provided by them – it has not been independently verified.

All of them requested changes to EO 1.1's quarantine rules, especially connected to full vaccinations. Most supported continued use of masks and requiring a Covid-negative test at least 3 days before arriving in Dillingham for non-vaccinated persons. Many also asked for rapid-testing at the Airport.

It is common knowledge that Dillingham-region businesses provide top-tier, world-class, recreational fishing and hunting opportunities to visitors who fly-in from Alaska, the lower-48 and throughout the

¹⁷ Capstone Clinic is open 7-days per week in Dillingham. <https://www.capstoneclinic.com/project/covid19-testing/> (visited March 18, 2021).

¹⁸ This discussion excludes commercial fishermen and fish processors.

¹⁹ One recreational business wrote an email to the Interim Manager on March 9, 2021 to say:

We purchased and ran our first camp in 2019. [We invested about \$50 ,000] The camp wasn't in great shape, so we invested quite a bit of money. We only had a few clients, which was to be expected for our first year. We really hoped to begin recouping our costs in 2020, but we were not allowed to operate as our boats and equipment are located in Dillingham. Even our effort to come to Dillingham to just check on our equipment by one person was rejected. We currently have no idea what condition our investment is in.

We have 35 people scheduled to come this year. If we are not allowed to operate in 2021, we will lose our business and our investment, so we would greatly appreciate the opportunity to do so.

world. Dillingham businesses provide goods and services to this industry and their clients, including groceries, supplies, equipment, transportation (including fuel), lodging, and dining.

Here is a partial list of their abbreviated comments:

- During the summer in a normal year, I serve about 60 residential guests per night.
- A lodge owner said his clients are mostly 65 years old and above.
- A supplier said his business was down 75% in 2020 compared to 2019 and that he cannot survive if this repeats on 2021.
- Another said his company works with 31 lodges, only 11 of which operated last year, that he lost 2/3 of his sport fishing income in 2020 compared to 2019, and that as of now, he has sold 100% of his customer capacity and is urgently waiting to see what the City does with its current Covid-safety rules.
- Another lodge proprietor said that he sat on the sidelines and gave up a season last year in order to serve the best interest of the community and that already he has guests seeking alternatives in order to bypass Dillingham.
- Another proprietor said he lodges 10 people at a time and spend about \$300,000 annually in Dillingham on food, fuel, city taxes, barges, local charters, hotel rooms, and other items. He also said his clients have an average age of upper 50s, have high socio-economic status and are successful and are aware human beings who are not unsafe. Many of them are doctors, dentists, and lawyers, and 90% will be fully vaxed by summer.
- Another said his clients are mostly 65 years old and above.
- Yet another said his business operates 11 lodges which enjoy and depend on repeat business. They lost 2/3 of their sport fishing income in 2020.
- One or two owners emphasized that their businesses provide local jobs to local residents and that alcoholism and domestic violence rise when jobs are not there.
- One said he can survive one down-year but not again – he could lose a life-long dream.
- BBNC wants to do King Salmon Derby again in 2021 – in 2019 it raised \$100,000 for student scholarships.
- Lodging businesses emphasized they did extensive cleaning and disinfecting. Some said they are “extra careful with cleanliness,” another said they use enhanced cleaning protocols, bleach water everywhere, clean bathrooms every 20-30 minutes, hand sanitizers everywhere, install air purifiers, required masks and social distancing, people sat at food-tables in their groups, 6’ apart, temperature checks and logs (for tracing) and no buffet service.

Essentially all travelers to Dillingham fly-in on airplanes. Since February 522021, CDC has required flyers to wear masks while flying and fines them for infractions.²⁰ Now, let’s look at the demographics of the travelers that fly to our area and patronize our businesses. A recent survey found that 69% of Americans intend to get a vaccine, or already have.²¹ In 2016, the most recent

²⁰ [²¹ <https://www.pewresearch.org/science/2021/03/05/growing-share-of-americans-say-they-plan-to-get-a-covid-19-vaccine-or-already-have/>, March 5, 2021 \(visited March 12, 2021\).](https://www.tsa.gov/news/press/releases/2021/01/31/tsa-implement-executive-order-regarding-face-masks-airport-security#:~:text=According%20to%20the%20CDC%20Order,%2C%20exhalation%20valves%2C%20or%20punctures, January 31, 2021 (visited March 29, 2021).</p></div><div data-bbox=)

year for which statistics are readily available,²² 70% of tourists to Alaska were aged 45-65+. Based on the CDC projections for vaccinations this year noted above, and the intentions of a significant majority of Americans to get vaccinated, it is reasonable to estimate that the overwhelming majority of this year's tourists will be vaccinated by the time they fly in²³ to visit the Dillingham-area in the May-July time frame.²⁴

Further, there is reportedly a positive correlation of educational and income levels, and vaccinations, for our recreation-travelers. A total of 76% of U.S. adults with at least a bachelor's degree have been vaccinated or plan to be.²⁵ A total of 63% of tourists to Alaska are highly educated and have a college degree or higher.²⁶ The average annual income of tourists to Alaska is \$114,000 and a total of 38% had annual incomes between \$100,000 and \$200,000+.²⁷ In summary, older, higher-educated, and higher-income adults are more inclined to get a vaccine²⁸ and generate substantial revenue for Dillingham-businesses. These figures suggest that because most of the recreational customers coming to the Dillingham-area will likely be older, highly educated and higher income, it is likely that essentially all of them will be vaccinated before they get here.

5. Enforcement of EO 1.1

EO 1.1 was enforced by the Dillingham Police Department - this is true of EO 2.0 as well. They investigated suspected violations of EO 1.1, particularly the quarantine requirement, that are reported to them. They go where the facts lead them and conclude whether a violation occurred. When warranted, they issue a citation which carries a \$300 fine.

- Since November 2020, Covid-quarantine calls to the Police Department have been minimal. At the February 25, 2021, Mayor and City Council Covid Update public meeting, the Interim Manager presented a statistical summary of the Covid-calls by citizens to the Police Department since March 2020. He emphasized that the City can investigate Covid-cases only through citizen calls to the Department and requested that "If you see something, say something." In the eleven-months between March 2020, the "start" of the Covid-era, and February 25, 2021, the

²² <https://www.alaskatia.org/marketing/alaska-visitors-statistics-program-avsp-vii>, pp. 7-10, 10-8 (visited March 12, 2021).

²³ A microbiologist and pathologist at the University of Nebraska, **said** that, while research suggests transmission of the novel coronavirus is possible on planes, the risk of transmission on airplanes likely is lower than the risk of transmission in other crowded spaces. <https://www.advisory.com/daily-briefing/2020/09/22/covid-flights>, September 22, 2020 (visited March 14, 2021).

²⁴ According to one survey, 88% of older adults have been, or plan to be, vaccinated. <https://www.pewresearch.org/science/2021/03/05/growing-share-of-americans-say-they-plan-to-get-a-covid-19-vaccine-or-already-have/> (visited on March 12, 2021).

²⁵ <https://hscnews.usc.edu/education-is-now-a-bigger-factor-than-race-in-desire-for-covid-19-vaccine>, March 3, 2021 (visited March 12, 2021).

²⁶ <https://www.alaskatia.org/marketing/alaska-visitors-statistics-program-avsp-vii>, pp. 7-11, 10-8 (visited March 12, 2021)

²⁷ <https://www.alaskatia.org/marketing/alaska-visitors-statistics-program-avsp-vii>, p. 7-14, 10-8 (visited March 12, 2021).

²⁸ <https://www.pewresearch.org/science/2021/03/05/growing-share-of-americans-say-they-plan-to-get-a-covid-19-vaccine-or-already-have/>, March 5, 2021 (visited March 12, 2021).

Department conducted a total of 41 investigations.²⁹ In the five months between November 1, 2020, and March 17, 2021, the Department received 6 Covid-quarantine calls from citizens, and zero calls since the February 25 public meeting.³⁰

6. Cautionary Notes

a. Variants

Covid-19 is generating variants of itself. Variant B.1.1.7 is from the UK. As of March 8, 2021, there were two cases in Alaska. Both are in the Anchorage/Mat Su area.³¹ It is more contagious than Covid-19, but there is no indication that B.1.1.7 reduces the effectiveness of Moderna or Pfizer COVID-19 vaccines. The P.1 variant is from Brazil. As of March 10, 2021, there were 5 cases in Alaska.³² The P.1 variant is both more contagious and possibly better at evading the vaccines. As of March 10, Variant B.1.351 from South Africa is not yet in Alaska.³³ The City Emergency Operations Center will closely monitor the presence of variants in Alaska, and in Dillingham itself if possible.³⁴

b. Students and Teachers

Clearly, the school is at risk for Covid-19. The Dillingham City School District closed its classes to about 450 students and teachers on February 3, 2021 in reaction to one or more children coming to school with a positive test. Following this event, the school now compartmentalizes its classrooms so that a Covid-positive student in one classroom is not likely to spread it to other classrooms. The school closes at the end of May 2021, removing Covid-risk to the students and teachers until late summer when they open again.

²⁹ These included: (a) Citations – 8, (b) Unfounded – 15, the Department concludes there was no violation, (c) Unprovable – 10, investigation did not result in probable cause to ethically issue a citation to the individual, (d) Education – 7, the individual was educated concerning the EO. Email communication to the Interim Manager from the City of Dillingham Chief of Police, dated February 17, 2021.

³⁰ Email communications to the Interim Manager from the City of Dillingham Chief of Police, dated February 17 and March 15, 2021.

³¹

https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKewjK1sGI0azvAhVDHc0KHU3eA74QFjAJegQIAhAD&url=http%3A%2F%2Fdhs.alaska.gov%2Fdph%2FLabs%2FDocuments%2FAKSeqCon_GenomicSituationReport.pdf&usg=AOvVaw2shBwrFxtXxag1QIV4JBOr, March 10, 2021 (visited March 12, 2021).

³²

https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKewjK1sGI0azvAhVDHc0KHU3eA74QFjAJegQIAhAD&url=http%3A%2F%2Fdhs.alaska.gov%2Fdph%2FLabs%2FDocuments%2FAKSeqCon_GenomicSituationReport.pdf&usg=AOvVaw2shBwrFxtXxag1QIV4JBOr, March 10, 2021 (visited March 12, 2021).

³³

https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKewjK1sGI0azvAhVDHc0KHU3eA74QFjAJegQIAhAD&url=http%3A%2F%2Fdhs.alaska.gov%2Fdph%2FLabs%2FDocuments%2FAKSeqCon_GenomicSituationReport.pdf&usg=AOvVaw2shBwrFxtXxag1QIV4JBOr, March 10, 2021 (visited March 12, 2021).

³⁴ The CDC classifies the B.1.1.7, B.1.351, P.1, B.1.427, and B.1.429 variants circulating in the United States as variants of concern. <https://www.cdc.gov/coronavirus/2019-ncov/cases-updates/variant-surveillance/variant-info.html>, March 16, 2021 (visited March 18, 2021).

c. Covid-transmissibility Through, and Covid-infection of, Vaccinated Persons

Currently there is little scientific data on the effectiveness of vaccines in preventing transmission of covid from a vaccinated person to a non-vaccinated person.³⁵ Nevertheless, the CDC presently says “A growing body of evidence suggests that fully vaccinated people are less likely to have asymptomatic infection and potentially less likely to transmit SARS-CoV-2 to others.”³⁶

7. Emergency Order 2.0

A multitude of individuals made the time and effort to provide recommendations to the City about reconsidering existing Emergency Order 1.1. The recommendations ranged from keeping the existing order in place to canceling the order entirely and a variety of positions in between. The City deeply appreciates the time and effort people contributed to submitting their recommendations.

EO 2.0 addresses residents of, and visitors to, Dillingham. It does not address the commercial fishing industry - fishermen and fish processing workers. This topic will be addressed in a separate Order.

At this time, the City is issuing Emergency Order 2.0 to replace Emergency Order 1.1. As detailed below, EO 2.0 differs from EO 1.1 in a number of significant ways: (i) fully vaccinated people have (a) no travel-quarantine and (b) no pre-arrival test requirement. EO 2.0 continues EO 1.1’s quarantine for people who test positive for Covid-19, as well as mask and travel notification rules. EO 2.0 maintains the City’s reliance upon CDC and Dillingham medical professionals for guidance in crafting Covid-safety rules.

EO 2.0 is conditional. These conditions are: (i) Covid-19 testing is broadly available to persons present in Dillingham, (ii) Contact tracing of those who test positive is broadly conducted, (iii) the number and rate of positive tests in Dillingham remains within reasonable limit, (iv) vaccines will continue to be, or become, available throughout Dillingham, the U.S. and worldwide,³⁷ (v) variants of Covid-19 will not materially alter the current pattern of Covid-19 cases in Dillingham, and (vi) vaccination rates will meet or exceed current levels in the U.S., Alaska, and Dillingham. These conditions will be monitored by the City and EO 2.0 may be modified if necessary, to generally protect the health and safety of the people in Dillingham.

a. Travel and Local Quarantines

EO 2.0 removes the EO 1.1 mandatory travel quarantine for people who are fully vaccinated, and for people who have recovered from prior Covid infection.³⁸

³⁵ <https://www.nature.com/articles/d41586-021-00450-z>, February 19, 2021 (visited March 14, 2021).

³⁶ <https://www.cdc.gov/coronavirus/2019-ncov/more/fully-vaccinated-people.html>, March 8, 2021 (visited March 14, 2021).

³⁷ One medical researcher says that the Covid-19 “virus won’t vanish despite greater vaccine availability.” <https://news.harvard.edu/gazette/story/2021/03/virus-wont-vanish-despite-greater-vaccine-availability-says-expert/?fbclid=IwAR0NOFKX2aCbvQgMfnajosbZ-U-w9vjs8PvHZjWVQMTmWaLvIlbiD5HI49Q>, March 10, 2021 (visited March 13, 2021).

³⁸ <https://www.cdc.gov/coronavirus/2019-ncov/hcp/faq.html#Testing,-Isolation,-and-Quarantine-for-Persons-Who-Have-Recovered-from-Previous-SARS-CoV-2-Infection>, March 4, 2021 (visited March 29, 2021).

EO 2.0 reduces the EO 1.1 mandatory travel quarantine for people who are not fully vaccinated from 10-days to 7-days.³⁹

EO 2.0 preserves the EO 1.1 10-day period mandatory quarantine for people who test positive for Covid.

b. Prohibition on in-bound travel by positive cases

EO 2.0 establishes a prohibition on persons with Covid-19 from traveling to Dillingham.

c. Pre-arrival negative Covid test 3-days required if not fully vaccinated

EO 2.0 establishes a requirement that non-vaccinated persons obtain a negative Covid test no later than three days before arrival in Dillingham.

It reads in pertinent part: *Unless the traveler is fully vaccinated*, the traveler shall be prepared to present a negative viral test result of a molecular test for SARS-CoV-2 within 3-days⁴⁰ hours prior to travel to Dillingham and be able to present upon arrival into Dillingham proof of that negative test. This requirement reflects guidance from the CDC,⁴¹ and the State of Alaska.⁴²

d. Protective Measure – Masks and Cleanliness

EO 2.0 preserves the EO 1.1 requirement of following protective measures, including face coverings⁴³ and cleanliness standards.

i. Scientific evidence and knowledge

Now that Covid-19 has been in the U.S. for about 1-year, medical science has developed a substantial body of knowledge on the efficacy of masks.⁴⁴ The current conclusion is that masks significantly limit the spread of Covid-19:

³⁹ <https://www.cdc.gov/coronavirus/2019-ncov/travelers/travel-during-covid19.html>, February 16, 2021 (visited March 18, 2021).

⁴⁰ <https://ticotimes.net/2021/02/22/fyi-u-s-testing-requirement-is-3-days-not-72-hours-before-travel>, February 22, 2021 (visited March 18, 2021).

⁴¹ <https://www.cdc.gov/coronavirus/2019-ncov/travelers/travel-during-covid19.html>, February 16, 2021 (visited March 18, 2021); <https://www.cdc.gov/coronavirus/2019-ncov/travelers/testing-international-air-travelers.html>, March 2, 2021 (visited March 18, 2021).

⁴² Health Advisory 2, <https://covid19.alaska.gov/wp-content/uploads/2021/02/02.14.21-Health-Advisory-2-International-and-Interstate-Travel.pdf>, February 14, 2021 (visited March 18, 2021); Health Advisory 3, <https://covid19.alaska.gov/wp-content/uploads/2021/02/02.14.21-Health-Advisory-3-Intrastate-Travel.pdf>, February 14, 2021 (visited March 18, 2021).

⁴³ [CDC says that a face covering with two or more layers of washable, breathable fabric is best.](https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/about-face-coverings.html) <https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/about-face-coverings.html>, February 22, 2021 (visited March 27, 2021).

⁴⁴ https://www.cdc.gov/coronavirus/2019-ncov/science/science-briefs/masking-science-sars-cov2.html?CDC_AA_refVal=https%3A%2F%2Fwww.cdc.gov%2Fcoronavirus%2F2019-ncov%2Fmore%2Fmasking-science-sars-cov2.html, November 20, 2020 (visited March 27, 2021).

A primary route of transmission of COVID-19 is via respiratory particles, and it is known to be transmissible from presymptomatic, paucisymptomatic, and asymptomatic individuals. Reducing disease spread requires two things: limiting contacts of infected individuals via physical distancing and other measures and reducing the transmission probability per contact. *The preponderance of evidence indicates that mask wearing reduces transmissibility per contact by reducing transmission of infected respiratory particles in both laboratory and clinical contexts. Public mask wearing is most effective at reducing spread of the virus when compliance is high.*⁴⁵

Health and medical experts also believe that masks are important for protecting against Covid-19 variants. This is especially important in that we are still at the beginning of potential variant spread in the U.S. The current case of the highly contagious B.1.1.7 variant is illustrative. It has spread to at least 46 states and is 59%-74% more transmissible than Covid-19.⁴⁶ According to one infectious disease specialist and epidemiologist, Dr. Celine Gounder, “That strain is increasing exponentially. It's spiking up . . . So, we are probably right now on a tipping point of another surge.”⁴⁷

Further, according to Dr. Michael Osterholm, director of the University of Minnesota's Center for Infectious Disease Research and Policy, “Just one month ago, B.1.1.7 made up around 4% of coronavirus cases in the US . . . Today, it's up to 30 to 40% . . . ”And what we've seen in Europe, when we hit that 50% mark, you'll see cases surge.” Fortunately, all three vaccines being used in the US “work really well” against the troubling B.1.1.7 variant, said Dr. Peter Hotez, dean of the National School of Tropical Medicine at Baylor College of Medicine.⁴⁸

As noted above, there are currently two cases in Alaska – neither are in Dillingham. While this suggests that B.1.1.7 is not an immediate risk for Dillingham, its presence in 46 states suggest that, statistically, the majority of summer visitors will come from areas where it exists and could carry it here. As time goes on, this may be true of other variants as well.

For these reasons, the City will continue to monitor the spread of variants in Alaska and maintain the use of masks.

ii. Anecdotal Evidence

There is also anecdotal evidence that masks work. Du Quoin, Illinois’ experience with covid-19 this past fall was typical of hundreds of small towns across the United States. “Alarm when the pandemic began gave way to a mixture of complacency, denial and resistance to public health measures as the disease seemed for so long to be passing rural America by.

⁴⁵ “An evidence reviews of face masks against COVID-19,” January 26, 2021, Proceeding of the National Academy of Sciences of the United States of American, <https://www.pnas.org/content/118/4/e2014564118> (visited March 13, 2021).

⁴⁶ https://www.cnn.com/2021/03/07/health/us-coronavirus-sunday/index.html?fbclid=IwAR3F9D-CZMat8F7p5OD1xiBu8HK_zevwM7am_BggzFh7TCdkUwzRR17Jaac, March 7, 2021 (visited March 13, 2021).

⁴⁷ https://www.cnn.com/2021/03/07/health/us-coronavirus-sunday/index.html?fbclid=IwAR3F9D-CZMat8F7p5OD1xiBu8HK_zevwM7am_BggzFh7TCdkUwzRR17Jaac, March 7, 2021 (visited March 13, 2021).

⁴⁸ https://www.cnn.com/2021/03/07/health/us-coronavirus-sunday/index.html?fbclid=IwAR3F9D-CZMat8F7p5OD1xiBu8HK_zevwM7am_BggzFh7TCdkUwzRR17Jaac, March 7, 2021 (visited March 13, 2021).

Covid spiked in October.” “It had an effect. ‘*Finally, the ball-peen hammer hit the head and knocked some sense into it,*’ said Alongi, the Du Quoin mayor, “*and people masked up.*”⁴⁹

In mid-February, the Cordova Police Chief returned to town from a trip with Covid (unknown to him at the time). In violation of Cordova’s mask rule, he coached a wrestling practice. This spread Covid, caused the school to close, produced no less than 24 Covid-cases, and put 200 people, 10% of the city, in quarantine. “*This is a wake-up call in our community,*” said the City Manager. By contrast, 8 students from the wrestling practice went into 7 classrooms while potentially contagious and after about 110 students were test, there was no evidence of school-bases spread. This suggested that “the district’s regimen of social distancing, mask-wearing and hand-washing is functioning as designed,” said the Cordova Hospital Director. In a public letter of apology, the Chief said, “*It is a mistake I regret every day; I would like to urge everyone to learn from my mistake and follow the guidelines that are in place. They are our best defense against further outbreaks.*”⁵⁰

Dr. Chen, a professor of mechanical engineering at Purdue University, cited two international flights from earlier stages of the pandemic where infection rates varied depending on mask use. On the first flight, no passengers were wearing masks, and a single passenger infected 14 people as the plane traveled from London to Hanoi, Vietnam. On the second flight, from Singapore to Hangzhou in China, all passengers were wearing face masks. Although 15 passengers were Wuhan residents with either suspected or confirmed cases of COVID-19, the only man infected in route had loosened his mask mid-flight and had been sitting close to four Wuhan residents who later tested positive for the virus.⁵¹

iii. Summary

Both scientific medical evidence, and anecdotal evidence, demonstrate that broad use of masks in a community significantly reduces or limits the spread of Covid-19.

e. Travel Notification Form

EO 2.0 preserves the EO 1.1 requirement (i) for submitting a travel notification form to the City prior to arriving in Dillingham from outside the Dillingham Census Area, and (ii) exempting persons traveling to Dillingham from within the Census Area.

The travel notification form adds the following requirements: (i) provide data on vaccination and recovery from prior Covid infection, and (ii) pre-arrival testing, (iii) a promise to comply with all applicable sections of EO 2.0, and (iv) an attestation that all information submitted in the form is true and accurate to the best knowledge of the traveler. This revised form is useful for verifying vaccines and tests and for contact tracing. It also provides each

⁴⁹ <https://www.washingtonpost.com/business/2021/02/26/du-quoin-covid-nursing-home/?arc404=true>, February 26, 2021 (visited March 13, 2021).

⁵⁰ https://www.alaskapublic.org/2021/03/02/cordova-gets-a-tough-lesson-in-covid-19-transmission-from-its-police-chief/?fbclid=IwAR19XcdFKDUFPCYjNI_FdkDmeuxTUi1PWlcp2K0FXUjubZ8qu71bG8GxUuE, March 2, 2021 (visited March 13, 2021).

⁵¹ <https://khn.org/news/what-is-the-risk-of-getting-coronavirus-on-a-plane/>, September 10, 2020 (visited March 14, 2021).

traveler with a summary of Dillingham’s Covid-safety rules and obtains their signed commitment to follow them. Finally, it provides data on the volume of travelers to Dillingham.

f. Mandatory Isolation

EO 2.0 preserves the EO 1.1 requirement of mandatory isolation for persons who test positive for Covid-19 in Dillingham.

g. Restricted Use of City Facilities for Health and Safety of All Users

EO 2.0 preserves this EO 1.1 requirement.

h. City-Based Organizations May Establish Covid-Safety Rules That Exceed These Requirements and Do Not Reduce Them

EO 2.0 adds this section clarifying that organizations based in the City of Dillingham may establish Covid-safety rules that exceed, and do not reduce, these EO 2.0 requirements. This includes, but is not limited to, schools, private businesses, and nonprofit organizations.

i. City Recommendations

EO 2.0 adds recommended Covid-safety practices. These are not City requirements but comprise information relevant to Covid-safety in the community.

j. Enforcement

EO 2.0 incorporates the City enforcement mechanism established by Ordinance 2020-22(S) to that this information is conveniently available in the Order.

8. Summary and Conclusion

This year in Dillingham is significantly different than last year in terms of Covid. Since EO 1.1 was established, three vaccines have become widely available. Soon, about 55% of the people in Dillingham, aged 15 years and older, will be vaccinated, and essentially everyone will have had the opportunity to get one.

Nevertheless, we are coming into busy spring, summer and fall seasons and cannot let down our guard. Travelers from within, throughout, and outside our region, will be flowing into, through, and out of, Dillingham. EO 2.0 focuses on all of these. The City presently intends to issue a future order addressing the approximately 6,000 fishing industry workers and fishermen that flow in.

This year, extensive testing and vaccine resources are widely available in town, and elsewhere. Nevertheless, this is not a reason to be complacent. The City will continue to support Covid-testing and will assure that it is available (as much as resources allow it). It will also continue to

provide education/encouragement to residents to test, vaccine and follow CDC, state and medical guidelines.

EO 2.0 furthers two important objectives (i) provide reasonable incentives for more community-members and travelers to get vaccinated, because we all benefit from higher levels of vaccination, and (ii) continue to protect our community by maintaining critical Covid-safety measures. Both of these objectives are appropriate at this time.

The City will keep its guard up by employing the scientifically-based, basic Covid-safety measures of masks, and pre-testing non-vaccinated travelers before their arrival in Dillingham. It will also maintain the Travel Notification Form. EO 2.0's mix of Covid-safety mechanisms represents both data-based balancing of Covid-safety rules and needed flexibility for commercial success for operators doing business in Dillingham in 2021.