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VIA ELECTRONIC MAIL AND FEDERAL EXPRESS

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Virginia Department of Labor and Industry
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Re: Comments of the Virginia Poultry Federation Regarding Adoption of Emergency Temporary Standard/Regulation pertaining to SARS-CoV-2 Virus That Causes COVID-19, § 16 VAC 25-220

Dear Ms. Doss and Mr. Withrow:

As you know, this Firm represents the Virginia Poultry Federation (Federation) with respect to the referenced matter. By this letter, the Federation submits its¹ public comments to the proposed emergency occupational safety and health regulation pertaining to Novel Coronavirus disease 2019 (COVID-19).

Bottom Line

¹ This Firm does not represent the individual members of the Federation. This correspondence does not constitute as a statement of admission on behalf of the individual members.

The Federation urges the Virginia Department of Labor and Industry (DOLI) not to promulgate the proposed emergency regulations because the regulations are not necessary or well-advised. While the public health risks associated with the COVID-19 pandemic are real and serious, scientific understanding of the disease is still rapidly progressing. Both the Occupational Safety and Health Administration (OSHA) and the Centers for Disease Control and Prevention (CDC) have issued guidance, updated with regularity as new information is learned about the disease, to employers regarding preventative actions that can be taken to protect worker health and safety and mitigate against transmission of the disease at workplaces. The Federation urges DOLI to continue this approach, which has been effective to date. The Federation does not believe that issuance of a temporary regulation—which in fact is little more than a summary of existing OSHA and CDC guidance already in effect—will provide employers the flexibility to protect their workers as new information about COVID-19 is learned. The pandemic requires swift action and flexibility; enacting a premature regulation prevents that from occurring.

I. Worker safety is our members' number one priority, and our members have taken a broad array of steps to combat COVID-19.

The public health risks associated with the COVID-19 pandemic are not in dispute, and safety of the Federation's members are its members' highest priority.

Throughout the pandemic, the Federation's members have been directed by the immensely helpful guidance issued jointly by the Centers for Disease Control and Prevention (CDC) and the Occupational Safety and Health Administration, "Meat and Poultry Processing Workers and Employers: Interim Guidance from CDC and the Occupational Safety and Health Administration," https://www.cdc.gov/coronavirus/2019-("Interim Guidance") available at: ncov/community/organizations/meat-poultry-processing-workers-employers.html. The Virginia Department of Health has issued similar interim guidance for meat and poultry processing facilities. See "VDH Interim Guidance for Implementing Safety Practices for Critical Infrastructure Workers (Non-Healthcare) during Widespread Communication Transmission in Virginia: Meat and Poultry Processing Foods," available at: https://www.vdh.virginia.gov/coronavirus/vdh-interim-guidance-for-implementing-safetypractices-for-critical-infrastructure-workers-non-healthcare-during-widespread-communitytransmission-in-virginia-meat-and-poultry-processing-focu/.

The CDC's Interim Guidance, as well as the VDH's, recommends employers create a COVID-19 assessment and control plan that considers various engineering, administrative, and PPE controls that employers in the poultry industry may use to keep their workplaces safe.

Most or all of the controls and guidelines set forth by the Interim Guidance include the following measures: (1) implementing social distancing where feasible; (2) implementing engineering, administrative, or PPE controls where social distancing is not feasible; (3) encouraging increased hygiene for workers; (4) increasing sanitation and disinfection of workplaces; (5) providing cloth face coverings to workers; and (6) communicating with workers regarding these safety practices. Additional guidance has been issued by OSHA regarding when COVID-19 cases must be recorded on an employer's OSHA 300 log, found here: https://www.osha.gov/memos/2020-04-10/enforcement-guidance-recording-cases-coronavirus-disease-2019-covid-19.

Of particular note, the Interim Guidance, like many OSHA standards, is performance oriented. Rather than set forth a one-size-fits-all approach, such as regulation may effect, the Interim Guidance allows employers within the poultry industry to determine how best to achieve worker safety within the framework set forth by OSHA and the CDC. Accordingly, the Interim Guidance recommends employers create a COVID-19 assessment and control plan that considers various engineering, administrative, and PPE controls that are best suited for each employer's particular worksites.

The Federation's members have taken these recommendations to heart. During the pandemic, the Federation's members have worked closely with local health departments, the Virginia Department of Health (VDH), and the CDC to implement best practices pursuant to the CDC's and OSHA's guidelines to maintain safe workplaces and prevent and mitigate the spread of COVID-19. Indeed, at the Governor's request, a CDC team was deployed to the Delmarva Peninsula to assist poultry processing facilities with implementation of safety protocols.

Through this coordination, the Federation's members have implemented social distancing protocols, engineered physical distancing protections where feasible, provided face coverings to workers, enhanced sanitization activities, have processes in place if an employee becomes infected with COVID-19, and communicated with their workforces at great length regarding safety policies that are being implemented. Some of the measures that members have taken include:

Engineering Controls

- Erection of physical barriers, such as plastic partitions and curtains, between workers when social distancing is not feasible, including on production lines.
- Erection of physical barriers, such as plastic partitions in break rooms and cafeterias.

• Erection of additional break space, including outside tents, to promote social distancing.

Administrative Controls

- Implementation of social distancing of at least six (6) feet wherever feasible, including in cafeterias and break rooms, on production lines, and other locations throughout facilities.
- Implementation of health and temperature screenings of all employees upon entrance.
- Increased sanitation and disinfection measures throughout facilities, with added measures for high-touched areas and areas where a potential COVID-19 positive employee may have been located.
- Adoption of travel and visitor restrictions.
- Promotion of working remotely where possible.
- Provision of increased flexibility regarding attendance and leave policies.
- Staggering of start times, shifts, and breaks.
- Placing signage throughout workplaces regarding preventative measures taken.
- Investigation and contact tracing for any suspected or confirmed COVID-19 employee.
- Establishment of multiple channels of communication for workers to share safety concerns with company management.

"PPE" Controls

• Provision of face coverings to employees at no cost to employees.²

It is not just the Federation's members who have taken action to prevent the spread of COVID-19 at workplaces throughout the Commonwealth. Employers throughout the Commonwealth have taken action to follow OSHA and CDC guidance. As a result, the number of COVID-19 infections has steadily decreased in the Commonwealth since mid-May. *See* https://www.vdh.virginia.gov/coronavirus/.

² Cloth face coverings are not PPE by definition. PPE is designed to prevent exposure to the user of a workplace hazard. The CDC has recommended cloth face coverings to prevent the user from exposing others to COVID-19. *See* Interim Guidance ("Cloth face coverings are intended to protect other people—not the wearer. Cloth face coverings are not PPE.").

II. Additional regulations are not necessary.

The emergency regulations proposed by DOLI are not necessary given the existence of current, effective guidance promulgated by OSHA and the CDC.

A. Existing OSHA Standards are Enforceable and Sufficient

The United States Secretary of Labor, Eugene Scalia, recently addressed a similar request for additional regulations made by the President of the AFL-CIO, Richard Trumka. But as Secretary Scalia noted, employers are already "implementing measures to protect workers" and "employers who fail to take steps are likely violating existing OSHA obligations." Letter of Eugene Scalia to Richard L. Trumka, April 30, 2020; available at: https://www.uschamber.com/sites/default/files/dol_response_letter_-covid-19_-afl-cio_04.30.20.pdf.

Indeed, workers throughout the Commonwealth are already protected by existing occupational safety and health regulations. Virginia employers, must, under existing OSHA statutes and regulations, assess their workplaces to determine the existence of hazards and provide necessary PPE to workers. 29 C.F.R. § 1910.132. They must provide respirators and eye and face protection where required. 29 C.F.R. §§ 1910.133-134. They must ensure proper sanitation for their facilities. 29 C.F.R. § 1910.141.

Perhaps most importantly, Virginia employers have a general duty under the Occupational Safety and Health Act of 1970 to keep their workplaces free from recognized hazards that cause or are likely to cause death or serious physical harm (the general duty clause). 29 U.S.C. § 654(a)(2) (see Va. Code § 40.1-51.1A- "It shall be the duty of every employer to furnish to each of his employees safe employment and a place of employment which is free from recognized hazards that are causing or are likely to cause death or serious physical harm to his employees, and to comply with all applicable occupational safety and health rules and regulations promulgated under this title."). Each of these regulations and statutes is clear and enforceable. If a Virginia employer failed to take action to protect its workers from COVID-19, as recommended by OSHA or the CDC, DOLI's Occupational Safety and Health Division (VOSH) could cite the company for violation of the general duty clause or another existing regulation. See Scalia Letter (noting that noncompliance with OSHA's and the CDC's guidance to date "support[s] an enforcement action under the general duty clause").

While DOLI states in the Briefing Package for the June 24, 2020 public hearing on the emergency regulations that OSHA's and the CDC's guidance on COVID-19 for employers may

not be enforceable against employers under the general duty clause (see pp. 45-49), this assessment is contradicted by Secretary Scalia's own assessment of the applicability of the general duty clause. *See Scalia Letter*.

B. There is insufficient factual foundation to regulate beyond OSHA's and the CDC's existing guidance.

The novel coronavirus is what its name states: novel. Only five months ago did the World Health Organization identify the new respiratory illness found in Wuhan, China as a new coronavirus. As the virus has spread globally over the succeeding months, scientists have raced to gain important knowledge about its symptoms and transmission. We are still learning on a daily basis more information about how the virus is spread, what measures may or may not be effective to slow or prevent infection, and what that all means to individuals and employers across the country. The CDC, OSHA, and VDH's guidance to employers has kept abreast with the best available science. There is no scientific basis for regulating beyond what these agencies have recommended to date.

C. The proposed emergency regulations add nothing to existing guidance.

Indeed, the emergency regulations proposed by DOLI do not go beyond what has been recommended by the CDC and OSHA. As the following chart demonstrates, each of the general requirements under the emergency regulations, in § 40 of the proposed regulation, already are in place under existing guidance:

VOSH Emergency	VOSH Emergency	Existing Guidance	Existing	Existing
Regulation Section	Regulation		Guidance	Guidance
§ 40(A)(1) -				
Exposure				
assessment and				
determinations,				
notification				
requirements, and				
employee access to				
exposure and				
medical records				

§ 40(A)(1)	Conduct hazard assessment	OSHA - Guidance on	
y 70(A)(1)	and classify each employee	Preparing Workplaces for	
	according to hazards for	COVID-19: Classifying	
	"very high," "high,"	Worker Exposure to SARS-	
	"medium," or "lower" risk	CoV-2 - OSHA has divided	
	levels of exposure	job tasks into four risk	
	ceress of empositive	exposure levels: very high,	
		high, medium, and lower risk.	
§ 40(A)(2)	Employers shall inform	OSHA - Guidance on	
	employees of the methods of	Preparing Workplaces for	
	and encourage employees to	COVID-19: Employers	
	self-monitor for signs and	should inform and encourage	
	symptoms of COVID-19 if	employees to self-monitor for	
	they suspect possible	signs and symptoms of	
	exposure or are	COVID-19 if they suspect	
	experiencing signs of an	possible exposure.	
	oncoming illness.		
$\S 40(A)(3)(a)$	''Serologic test results shall	CDC Interim Guidelines for	
	not be used to make	COVID-19 Antibody	
	decisions about returning	Testing: "Serologic test	
	employees to work."	results should not be used to	
		make decisions about	
		returning persons to the	
		workplace."	
$\S 40(A)(3)(b)$	''Serologic test results shall	CDC Interim Guidelines for	
	not be used to make	COVID-19 Antibody	
	decisions concerning	Testing: "Serologic test	
	employeesabout grouping,	results should not be used to	
	residing in or being admitted	make decisions about group	
	to congregate settings, such	persons residing in or being	
	as schools, dormitories, etc."	admitted to congregate	
		settings, such as schools,	
		dormitories, or correctional	
		facilities."	

$\S 40(A)(3)(c)$	"Employees who test	CDC Interim Guidelines for		
	positive by serologic testing	COVID-19 Antibody		
	and were not otherwise	Testing : "Asymptomatic		
	previously classified as	persons who test positive by		
	known or suspected COVID-	serologic testing and who are		
	19 may go to work provided	without recent history of a		
	they are not COVID-19	COVID-19 compatible illness		
	symptomatic and follow	have a low likelihood of active		
	general recommendations to	infection and should follow		
	prevent infection with	general recommendations to		
	SARS-CoV-2 while at	prevent infection with SARS-		
	work''	CoV-2 and otherwise continue		
		with normal activities,		
		including work."		
§ 40(A)(3)(d)	''There shall be no change	CDC Interim Guidelines for		
	in use of PPE by employees	COVID-19 Antibody		
	who test positive for SARS-	Testing: "There should be no		
	CoV-2 antibodies."	change in clinical practice or		
		use of personal protective		
		equipment (PPE) by health		
		care workers and first		
		responders who test positive		
		for SARS-CoV-2 antibody."		
§ 40(A)(4)	''Employers shall develop	OSHA - Guidance on	CDC Interim	
	and implement policies and	Preparing Workplaces for	Guidance for	
	procedures for employees to	COVID-19: "Employers	Business and	
	report when they are	should develop policies and	Employers	
	experiencing symptoms	procedures for employees to	Responding to	
	consistent with COVID-19.	report when they are sick or	Coronavirus	
	Such employees shall be	experiencing symptoms of	Disease 2019 -	
	designated by the employer	COVID-19."	"Create and test	
	as 'suspected COVID-19.'''		communication	
			systems that	
			employees can	
			use to self-report	
			if they are sick	
			and that you can	
			use to notify	
			employees of	
			exposures and	
			closures."	

§ 40(A)(5)	"Employers shall not permit known COVID-19 employees or other persons to report to or be allowed to remain at work or on a job site until cleared for return to work or the job site."	Guidance for Meat and Poultry Processing Workers and Employers: "Workers with COVID-19 who have symptoms and have stayed home (home isolated) should not return to work until they have met the criteria to discontinue home isolation, and have consulted with their healthcare providers and state and local health departments."		
§ 40(A)(5)	Employers should "ensure that sick leave policies are flexible and consistent with public health guidance and that employees are aware of these policies."	OSHA - Guidance on Preparing Workplaces for COVID-19: "Ensure that sick leave policies are flexible and consistent with public health guidance and that employees are aware of these policies."	Guidance for Meat and Poultry Processing Workers and Employers: "Analyze sick leave policies and consider modifying them to make sure that ill workers are not in the workplace. Make sure that employees are aware of and understand these policies."	
§ 40(A)(6)	"Employers shall discuss with subcontractors, and companies that provide contract or temporary employees about the importance of suspected COVID-19 and known COVID-19 subcontractor, contract, or temporary employees staying home and encourage them to develop non-punitive sick leave policies."	OSHA - Guidance on Preparing Workplaces for COVID-19: "Talk with companies that provide your business with contract or temporary employees about the importance of sick employees staying home and encourage them to develop non-punitive leave policies."		

§ 40(A)(7)	Informing employees of	Guidance for Meat and	CDC Interim	
	positive test of other	Poultry Processing Workers	Guidance for	
	employees.	and Employers: "If a worker	Business and	
		is confirmed to have COVID-	Employers	
		19, employers should inform	Responding to	
		anyone they have come into	Coronavirus	
		contact with of their possible	Disease 2019 -	
		exposure to COVID-19 in the	''Inform	
		workplace"	employees of	
			their possible	
			exposure to	
			COVID-19 in the	
			workplace"	
§ 40(A)(8)	''Each employer shall	1910.1020 - Access to		
	ensure employee access to	Employee Exposure and		
	SARS-CoV-2 and COVID-	Medical Records		
	19 related exposure and			
	medical records in			
	accordance with the			
	standard applicable to its			
	industry''			
§ 40(B) - Return to	"Employers shall develop	CDC Interim Guidance for	Discontinuation	
Work	and implement policies and	Business and Employers	of Isolation for	
	procedures for known	Responding to Coronavirus	Persons with	
	COVID-19 or suspected	Disease 2019 - "Sick	COVID-19 Not	
	COVID-19 employees to	employees should follow CDC	in Healthcare	
	return to work using either a	recommended steps.	<u>Settings</u> -	
	symptom-based or test-based	Employees should not return	Symptom-based	
	strategy''	to work until the criteria to	strategy and	
		discontinue home isolation are	Test-based	
		met, in consultation with	strategy	
		healthcare providers."		
§ 40(C) - Physical	"Unless otherwise provided	CDC Interim Guidance for	Guidance for	
Distancing	in this standard/regulation,	Business and Employers	Meat and	
	employers shall ensure that	Responding to Coronavirus	Poultry	
	employees observe physical	Disease 2019 - "Establish	Processing	
	distancing while on the job	policies and practices for	Workers and	
	and during paid breaks on	social distancing. Alter your	Employers:	
	the employer's property."	workspace to help workers	"Employers	
		and customers maintain social	should do the	
		distancing"	following to	
			promote social	
			distancing"	

§ 40(D) - Limit	"Access to common areas,	Guidance for Meat and	CDC Interim	
Access to common	breakrooms, or lunchrooms	Poultry Processing Workers	Guidance for	
areas	shall be closed or	and Employers: "Establish	Business and	
	controlled.''	protocols and provide supplies	Employers	
		to increase the frequency of	Responding to	
		sanitization in work and	Coronavirus	
		common spacesRemove or	Disease 2019 -	
		rearrange chairs and tables, or	"Close or limit	
		add partitions to tables, in	access to	
		break rooms and other areas	common areas	
		workers may frequent to	where employees	
		increase worker separation."	are likely to	
			congregate and	
			interact."	
§40(F)	''Where the nature of an	Guidance for Meat and		
	employee's work or the work	Poultry Processing Workers		
	area does not allow them to	and Employers: "Cloth face		
	observe physical distancing	coverings may be especially		
	requirements, employers	important when social		
	shall ensure compliance	distancing is not possible or		
	with respiratory protection	feasible based on working		
	and personal protective	conditions."		
	equipment standards			
	applicable to its industry''			
§40(I)	Sanitation and Disinfecting	<u>1910.141 - Sanitation</u>	Guidance for	CDC Cleaning and
	Requirements	Standard	Meat and	Disinfecting Your
			Poultry	Facility (April 14,
			Processing	<u>2020</u>
			Workers and	
			Employers:	
			Cleaning and	
			disinfection in	
			meat and poultry	
\$40(V)	" when engineering west	1910.132 - PPE Standard	processing 1910.134 -	OSHA - Guidance
§40(K)	"when engineering, work	1910.132 - PPE Standard	-	
	practice, and administrative		Respiratory Protection	on Preparing Workplaces for
	controls are not feasible or do not provide sufficient		Protection	COVID-19:
	protection, employers shall			Personal Protective
	protection, employers shall provide personal protective			Equipment (PPE)
	equipment to their			Equipment (FFE)
	employees and ensure its			
	proper use"			
	proper use			

§ 60 Requirements		OSHA - Guidance on	Guidance for	
for hazards or jobs		Preparing Workplaces for	Meat and	
tasks classified at		COVID-19: Jobs Classified	Poultry	
''medium''		at Medium Exposure Risk:	Processing	
exposure risk.		What to do to Protect	Workers and	
		Workers	Employers:	
			Controls	
§ 60(A)(1)	"Ensure that air-handling	OSHA - Guidance on		
	systems where installed are	Preparing Workplaces for		
	appropriate to address the	COVID-19: "Engineering		
	SARS-CoV-2 and COVID-	controls for SARS-CoV-2		
	19 related hazards and job	include: installing high-		
	tasks that occur at the	efficiency air filters,		
	workplace''	increasing ventilation rates in		
		the work environment."		
§ 60(A)(2)	"To the extent feasible,	OSHA - Guidance on		
	employers shall install	Preparing Workplaces for		
	physical barriers, such as	COVID-19: "Install physical		
	clear plastic sneeze guards,	barriers, such as clear plastic		
	where such barriers will aid	sneeze guards, where		
	in mitigating the spread of	feasible."		
	SARS-CoV2 and COVID-19			
	virus transmission.''			
§ 60(B)	Administrative and Work	OSHA - Guidance on		
	Practice Controls -	Preparing Workplaces for		
	Including prescreening	COVID-19: "Employers		
	employees, providing face	should explore whether they		
	coverings, implement	can establish policies and		
	flexible worksites and work	practices, such as flexible		
	hours, increase physical	worksites (e.g.,		
	distancing.	telecommuting) and flexible		
		work hours (e.g., staggered		
		shifts), to increase the physical		
		distance among employees"		
§ 60(C)	Personal Protective	1910.132 - PPE Standard	OSHA -	
	Equipment: Employers shall		Guidance on	
	assess the workplace and use		<u>Preparing</u>	
	the types of PPE that will		Workplaces for	
	protect employees.		COVID-19:	
			<u>Personal</u>	
			<u>Protective</u>	
			Equipment (PPE)	

§ 70 Infectious	"Employers with hazards or	Guidance for Meat and	OSHA -	
Disease	job taks classified as:	Poultry Processing Workers	Guidance on	
Preparedness and	'Medium' with eleven (11) or	and Employers: Create a	Preparing	
Response Plan	more employees shall	COVID-19 Assessment and	Workplaces for	
	develop and implement a	Control Plan	COVID-19: "If	
	written Infectious Disease		one does not	
	Preparedness and Response		already exist,	
	Plan.''		develop an	
			infectious disease	
			preparedness and	
			response plan	
			that can help	
			guide protective	
			actions against	
			COVID-19."	
§ 90 Discrimination		Guidance on Returning to		
against an		Work: "Anti-retaliation,		
employee for		including practices for		
exercising rights		ensuring that no adverse or		
under this		retaliatory action is taken		
standard/regulation		against an employee who		
is prohibited.		adheres to these guidelines or		
		raises workplace safety and		
		health concerns."		

D. A static, one-size-fits-all approach is not the best course of action to mitigate COVID-19 risks in the workplace.

The guidance by the CDC, OSHA, and VDH to date has been tailored to the needs of individual industry sectors. Such tailored guidance is, as Secretary Scalia put it, "far more information for workers and companies about the steps to be taken in *their* workplaces" than the one-size-fits-all approach provided by enacting emergency regulations. *Scalia Letter*.

It makes little sense to enact static regulations that may need to be adapted shortly (and perhaps several times) for rapidly changing science. As but one example, many employers screen employees using temperature checks (an optional practice under the CDC's guidance) because one of the common symptoms of COVID-19 is fever. Similarly, the emergency regulations require employers to prescreen or survey their employees prior to the start of each shift. *See* Emergency Regulation at § 60(B)(1)(a). That said, multiple studies have found that only a minority of COVID-19 patients who were hospitalized had a fever. *See*

https://www.nytimes.com/2020/04/23/health/coronavirus-patients-risk.html. The utility of temperature screenings additionally is called into question because many COVID-19-positive individuals are asymptomatic. Whether the Commonwealth should require employers to screen their workers with temperature checks given this limited utility, while also considering the risk to the temperature taker, may ultimately be beneficial, but it is a decision that should be made in the ordinary rulemaking process where all available facts and viewpoints can be reviewed in a considered manner.

III. Conclusion

The current approach, as taken by OSHA, the CDC, and VDH, is the best way forward. The guidance issued by these agencies has been well-considered and provides Virginia employers with the flexibility to adapt to evolving knowledge regarding the transmission of the novel coronavirus and effective means and methods to slow or prevent transmission. The Federation's members have developed extensive relationships with various Commonwealth and federal officials that have proved effective in limiting worker exposure to COVID-19 in members' workplaces. To the extent any employer does not adhere to current guidelines or existing OSHA regulations, those employers are already subject to enforcement actions, including fines.

We welcome additional assistance from our partners in government as we combat this pandemic together. What is not needed, however, is an additional layer of regulations, borne outside the traditional rulemaking process that lacks scientific foundation and is based upon a misunderstanding of the regulatory environment already in place.

If you have any questions or need additional information, please let me know. Thank you for your consideration and mutual commitment to workplace safety.

Sincerely

Sincerely

Travis W. Vance

Partner

For FISHER & PHILLIPS LLP

cc: Governor Ralph Northam (via E-Mail)

M. Normal Oliver, MD, State Health Commissioner, Virginia Department of Health (via U.S. Mail)

Mark R. Herring, Attorney General (via E-Mail)

C. Ray Davenport, Commissioner, Virginia DOLI (via U.S. Mail)

Ronald L. Graham, VOSH Health Director (via U.S. Mail)

Secretary Eugene Scalia, Department of Labor (via U.S. Mail)

Loren Sweatt, Acting Assistant Secretary of Labor-OSHA (via U.S. Mail)

Jessica Killeen, Deputy Counsel to the Governor (via U.S. Mail)

Senator Mark Warner (via U.S. Mail)

Senator Tim Kaine (via U.S. Mail)

Representative Elaine Luria (via U.S. Mail)

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Deanna Reed, Mayor, Harrisonburg (via E-Mail)

Hobey Bauhan, President, Virginia Poultry Federation (via E-Mail)