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CITY OF SPRINGFIELD EMERGENCY MANAGEMENT PLAN**25. ANNEX S: Pandemic Influenza**

→Lead Department: Fire & Life Safety, Infection Control
→Lead ICS Section: Planning

25.1 PANDEMIC INFLUENZA BACKGROUND

Influenza, also known as the flu, is a disease that attacks the respiratory tract (nose, throat, and lungs) in humans. Different from a viral “cold”, influenza usually comes on suddenly and may include fever; headache; tiredness, which may be extreme; dry cough; sore throat; nasal congestion; and body aches. Seasonal influenza is a yearly occurrence that causes minor economic impact and kills primarily persons aged 65 and older. It also provides immunity to those who are exposed, but do not succumb, to the virus.

World-wide pandemics of influenza occur when a novel (new or different) virus emerges, to which the population has little immunity. During the 20th century there were three such pandemics, the most notable of which was the 1918 Spanish influenza responsible for 20 million deaths throughout the world. Public health experts are concerned about the risk of another pandemic arising from the current epidemic of avian influenza that has been affecting domestic and wild birds in Asia and is spreading rapidly to other parts of the world. When such strains of avian influenza interact with the common strains of human influenza, a mutation can occur that leads to a virus capable of human-to-human transmission, potentially resulting in a pandemic strain of influenza. Based on Oregon State Public Health estimates, a moderate pandemic could result in 2,717 deaths in Oregon. This level of disease activity would disrupt all aspects of society and severely affect the economy.

The impact of an actual pandemic cannot be predicted precisely, as it will depend on the virulence of the virus, how rapidly it spreads, the availability of vaccines and anti-viral medications, and the effectiveness of medical and non-medical containment measures.

Although the term “pandemic” can refer to any disease outbreak that becomes a world-wide epidemic, this Annex uses the term “pandemic influenza” and “pandemic” interchangeably.

25.2 PANDEMIC INFLUENZA PREPAREDNESS & RESPONSE PLAN OVERVIEW

This Annex describes a plan to manage the impact of an influenza pandemic on City of Springfield employees and service delivery with two main strategies:

25.2.1 Infection control

Control infection by reducing spread within City of Springfield-owned facilities.

25.2.2 Maintenance of services

Maintain essential services during the pandemic period.

This Plan will provide guidance on the following:

- Communication:
 - ◆ To the City of Springfield organization from external or internal sources regarding pandemic phases;
 - ◆ Within the City of Springfield organization;
 - ◆ With employees.
- Infection Control Activities:
 - ◆ Reducing risk of infected persons entering the site;
 - ◆ Social distancing;
 - ◆ Cleaning;
 - ◆ Managing fear;
 - ◆ Management of cases at work;
- Treatment:
 - ◆ Anti-viral medication;
 - ◆ Influenza vaccine;
- Maintenance of essential business activities:
 - ◆ Identification of core personnel and skills;
 - ◆ Business planning for absence of key personnel.

25.3 COMMUNICATION

25.3.1 External/Internal Communication

It will be important for the organization to communicate with external and internal sources regarding pandemic phases.

25.3.2 Federal/State of Oregon Communication

This Plan follows the framework adopted by the Oregon Pandemic Influenza Plan, which is based on World Health Organization (WHO) “Pandemic Phases” (see table below). Each phase is defined by the frequency and communicability of a new influenza virus in humans. From early 2004 through July 2006, the global status has been Phase 3. The Oregon response follows the progression suggested by the WHO phases, modified for disease activity in the United States and Oregon.

PERIOD	PHASE	DEFINITION
Inter-pandemic	1	No new influenza subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If persistent in animals, the risk of human infection or disease is considered to be low.
	2	No new influenza subtypes have been detected in humans; however, a circulating animal influenza virus subtype poses a substantial risk of human disease.
Pandemic Alert	3	Human infection with a new subtype has been detected, with no human-to-human transmission, or, at most, rare instances of spread to a close contact.
	4	Small cluster(s) of human infection with limited human-to-human transmission have been detected, but spread is highly localized, suggesting that the virus is not well-adapted to humans.
	5	Larger cluster(s) of human infection have been detected, but human-to-human transmission is still localized, suggesting that the virus is becoming increasingly better adapted to humans but may not yet be fully transmissible (substantial pandemic risk).
Pandemic	6	Increased and sustained transmission is occurring in the general population.
Post-pandemic		Recovery, return to the inter-pandemic period (Phase I).

The federal government maintains a one-stop access point managed by the Department of Health and Human Services at www.pandemicflu.gov. A link to that site is available from the City's website at www.ci.springfield.or.us. Click on Pandemic Influenza Plan in the left column, under the navigation tab.

25.3.3 Lane County Health and Human Services

Lane County Public Health (LCPH) will be the lead agency and will coordinate a flu phone line to respond to questions. Lane County will be responsible for updates to Public Health information. Appendix F to LCPH's response to an influenza pandemic is outlined in Lane County's EOP, Annex H, Health & Medical, Appendix H-6.

25.3.4 City of Springfield

- Notification of a change in the Alert Code (escalation of pandemic) will be confirmed by Lane County Public Health Department;
- Changes in business operations will be made in conjunction with the advice of the Fire & Life Safety Infection Control Officer;
- City Executive Managers will be briefed on conditions; communications will be made via email and phone;
- Executive communications will include appointed back-up personnel.

25.3.5 Communications to Employees

- Updated information will be maintained on the Emergency Management Committee portion of the city's (Springboard) Intranet site;
- Communications of information will be via email, Internet and Intranet websites, and courier services;
- Links to relevant County, State, and Federal sites will be maintained;
- Facility closures and staff assignments will be communicated to employees by department managers.

25.4 CONTAINMENT ACTIVITIES**25.4.1 Reducing risk of infected persons entering site**

Containment activities will consist of the following:

- The City's Infection Control Officer will manage all City infection control activities under the direction of the City's Physician Medical Director;
- On notification from the City's Infection Control Officer, supervisors will do the following:
 - Set up prominent notices at all entry points to facility, advising staff and visitors not to enter if they have symptoms of influenza;
 - Set up Key General Infection Control (basic hygiene and hand hygiene) notices around workplace (including entrances, notice boards, meeting rooms, and toilets);
 - Ensure there are adequate supplies of tissues, medical and hand hygiene products, cleaning supplies, and masks for people who become ill while at work.
- The City's Infection Control Officer will ensure employee communications include the pandemic influenza fact sheet and information on Key General Infection Control notices and social distancing.

25.4.2 Social Distancing

Social distancing refers to strategies to reduce the frequency of contact between people. Generally it refers to mass gatherings, but the same strategies can be used in the workplace setting. Social distancing actions will include:

- Information on social distancing will be sent via email by the Infection Control Officer;
- Supervisors will post notices.

Social distancing strategies include:

- Avoid meeting people face-to-face. Use the telephone, video conferencing, and the Internet to conduct business as much as possible, even when participants are in the same building;
- Avoid any unnecessary travel and cancel or postpone non-essential meetings, gatherings, workshops, and/or training sessions;
- If possible, arrange for employees to work from home or work flex hours to avoid crowding at the workplace;
- Avoid public transport; walk, cycle, drive a car, or go early or late to avoid rush hour crowding on public transport;

- Bring lunch and eat at desk or away from others (avoid cafeteria and crowded restaurants). Introduce staggered lunchtimes so numbers of people in lunch room are reduced;
- Do not congregate in breakrooms or other areas where people socialize. Complete necessary functions, and leave the area;
- If a face-to-face meeting with people is unavoidable, minimize the meeting time, choose a large meeting room, and sit at least three feet away from each other if possible; avoid shaking hands or hugging;
- Set up systems where clients/customers can pre-order or request information via phone, email, or fax and have order(s)/information ready for fast pickup or delivery;
- Encourage staff to avoid recreational or other leisure classes, meetings, etc., where they might come into contact with infectious people.

25.4.3 Cleaning

Suitable hospital-grade cleaning solutions will be stocked by city maintenance. Office cleaning will be stepped up during the pandemic period:

- Filters for the air conditioning/heating systems will be cleaned and anti-bacteria solution applied by city maintenance staff to designated buildings;
- Telephones in common areas should be wiped down with disinfectant wipes after use by different individuals, e.g., changes in personnel;
- Virucidal solutions should be applied to all common areas, counters, railings, washbasins, etc.

25.4.4 Managing Anxiety

It is likely there will be anxiety regarding the pandemic situation and this can contribute to increased work absence and/or increased distress to staff. Anxiety management techniques include:

- Communicate the possibility of a pandemic and the City's preparedness to manage it very early to staff;
- Have a Continuity of Operations plan in place and make staff aware of plan;
- Provide clear, timely, and proactive communications to staff as the situation changes;
- Provide clear communications on how the City is handling the situation if the pandemic does occur;
- Provide backup assistance for counseling staff through the Employee Assistance Program (EAP).

25.4.5 Management of cases at work

The following actions will be taken to manage cases at work:

- A 24-hour system will be established for communicating important messages from family or friends of employees;
- Supervisors will put up posters giving information on what to do if employees get sick at work;
- The Infection Control Officer will review the latest Health Department bulletins regarding management of staff that become ill, contact definition and contact management from their Communicable Disease Program and modify the process outlined below, as appropriate, and then provide this information to Supervisors;
- The Infection Control Officer will send out reminders to staff regarding what to do if personnel become ill at work, including this key message: **if they feel ill (especially if they have a temperature or are running a fever) do not come in to work**. Information regarding the differences between influenza and common cold will be disseminated;
- If a person feels ill, or if someone observes that another person is exhibiting symptoms of influenza at work, they are to contact their supervisor, by phone if at all possible;
- A supervisor who receives an illness report complete the following steps:
 - Avoid visiting this person if possible. Manage the process over the phone;
 - Check to see if the employee has any of the following symptoms:
 - Sudden onset of fever, headache, chills, muscle aches, physical exhaustion, or a dry cough;
 - Subsequent onset of sore throat, stuffy or runny nose, and worsening cough;
 - Sickness to their stomach, vomiting, or diarrhea.
 - Immune-compromised people may not develop a fever;
 - Most people recover in 7-10 days.
- An employee does **not** have any of the symptoms listed above is very unlikely to have influenza and should be reassured but advised to contact a doctor if they are still concerned.

It is likely that someone may have influenza if Lane County Public Health has announced that a pandemic influenza strain is circulating in the community and they have the following symptoms:

- Sudden onset of fever (101.3 ° or higher) **AND**
- Cough **AND** one or more of the following:
 - Sore throat;
 - Muscle aches;
 - Fatigue;
 - Physical exhaustion.

An employee who has symptoms that match any of those listed should be treated as a “suspect case”. The following actions should be taken:

- The supervisor should complete a staff influenza notification form, including details of any staff and/or visitors the person has been in contact with. This information will permit the supervisor to monitor staff whereabouts and well-being during the pandemic;
- The suspect case should be informed where they can find a surgical mask and instructed to wear it immediately. This is to help protect other staff;
- The suspect case should leave work immediately and be advised to contact their doctor **by phone** for a review; **do not** use public transport if at all possible--the City has a plan for a taxi if necessary;
- The manager of the suspect case should be informed that the suspect case has left work;
- The Infection Control Officer will arrange to:
 - Identify contacts (once an employee is suspected of being infected);
 - Advise contacts that they have been in contact with a person suspected to have influenza;
 - Ask contacts to go home and stay home until advised otherwise, and to monitor their symptoms as recommended by LCPH.
- The suspect case's work station should be cleaned and disinfected as indicated in the section on Workplace Cleaning;
- Contact the suspect case and their contacts:
 - Advise staff member on how long to stay away from work (the Health Department's Communicable Disease Program will have advice on this once the characteristics of a pandemic are known);
 - Check on the staff member during his/her absence from work; this will facilitate treatment, contact tracing, etc., if they become ill;
 - Staff are to have confirmation from their doctor or health professional designated by LCPH that they are well prior to their return to work.

25.5 TREATMENT

25.5.1 Local Health Activities

Oregon State Public Health (OSPH) will coordinate the response to support local health department activities. OSPH will provide recommendations on the use of anti-viral medications.

- Vaccine development cannot commence until the pandemic virus has been isolated;
- The United States is currently attempting to increase the capacity to manufacture vaccines;
- LCPH will be responsible for coordinating the dispensing of pharmaceuticals and vaccines to the public.

25.6 MAINTENANCE OF ESSENTIAL BUSINESS FUNCTIONS

The City Manager, or Acting City Manager, has the authority to close down a facility.

Each Department should identify the essential public services it provides, in addition to the core skills required to provide those public services. Departments should ensure that a sufficient number of employees are available to provide backup for those core services.

25.7 COMMUNICATIONS

All communications will be coordinated through the City's Public Information Officer and members of the Emergency Management Committee (EMC).

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