

PANDEMIC INFLUENZA EMERGENCY OPERATIONS PLAN



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I. INTRODUCTION

Influenza is a viral respiratory illness that infects humans and other animal species. Most people are familiar with seasonal influenza, commonly called “the flu”, which occurs regularly. The seasonal influenza virus mutates (changes) readily resulting in strains to which we may have limited immunity.

Occasionally, a new influenza virus emerges that can easily infect humans, is easily transmitted from human to human, and causes more severe illness. In contrast to seasonal influenza, this represents a more significant public health threat due to the potential to cause a global influenza pandemic. Historical trends indicate that influenza pandemics occur on a recurrent basis; however, the exact timing, severity, and overall impact are variable and unpredictable. It is expected that a pandemic would have worldwide impact, spreading quickly from one urban area to another. The possibility of a severe influenza pandemic (similar to the Spanish Flu Pandemic of 1918-1919) is projected to cause significant loss of life, high rates of illness, and disruption in health care systems, resources, and the economy.

The World Health Organization (WHO) and the Centers for Disease Control (CDC) have warned that there is a high risk that the H1N1 Influenza virus could precipitate the next human influenza pandemic. There is uncertainty about whether H1N1 will mutate into a virus capable of causing a worldwide pandemic; however, international health authorities urge enhanced preparedness activities to respond to the multiple challenges of a public health emergency of this nature.

Once a pandemic virus emerges, it is too late to begin planning or to begin collaboration. While no organization will be immune from the effects of a global pandemic, we are presented with the opportunity to plan ahead and develop our response in a caring, compassionate and prudent manner, and continue the delivery of essential services that will allow College of Marin to continue its important and vital mission of education.

Pandemics are about people and the interruptions in their everyday life. It is expected that a pandemic will have worldwide impact with an unpredictable timeline, comprising multiple events or waves and spreading quickly from one urban area to another. Major disruptions are likely for health care, transportation, infrastructure, education, suppliers, and other public services. Higher education will be among the industries most severely impacted because of risks resulting from high population density in residence halls and classrooms, international travel by students, faculty and staff, and because our campuses are open and accessible to the local community at large.

Because most natural and man-made disasters tend to be site specific, traditional Emergency/Disaster Response and Recovery plans focus on damage to property, equipment and machinery with limited loss of personnel. The greatest operational issue in a pandemic-type event will be the effects of absenteeism. The focus of this plan is to prepare College of Marin to respond to a pandemic, potential curtailment of activities and return to normal operations as quickly as possible.

1. Objectives

This plan is guided by the following principles:

- To protect and support the health, safety, and welfare of our faculty, staff, and students, as well as the assets and property of the District;
- Maintain our commitment to fulfilling the District-wide mission to provide teaching and service, as long as possible;
- If any of our operations must be suspended, interrupted, or in any way affected, recover from these disruptions as quickly and efficiently as possible;
- Establish a multi-modal method to communicate throughout the District and all adjoining communities,
- Establish benchmarks or “triggers,” in advance of an influenza pandemic, to signal or multi-campus response or alternative actions; and
- To the extent feasible, extend the services or expertise of the campuses to our community neighbors, in ways that provide mutual aid, recovery, service, and benefit to the region.

2. Relationship to Current Plans

This Pandemic Influenza Emergency Operations Plan was developed from multiple public health sources and forms one aspect of the College of Marin Emergency Operations Plan. It is intended to guide the response and recovery actions of the entire District.

Concurrently with the development of this plan, key departments in the College of Marin will develop an internal pandemic plan to address specific response issues within that unit related to the threat of excessive absenteeism or campus closures.

3. Testing and Revision

Once emergency operation plans are developed, training and exercising ensures that all faculty, staff, and students are aware of the plan, how it is activated and how it is managed.

Training will be scheduled for the District’s Emergency Operations Center management team on personal preparedness will be made available to all faculty, staff, and students.

This Pandemic Response Plan is a dynamic document and will be revised as dictated by circumstances or necessity. In the absence of outbreaks, the District’s Student Health Services and Chief of Police / Director of Safety will review this plan annually.

II. GOVERNANCE, COMMAND AND CONTROL

The manner in which College of Marin conducts emergency operations throughout the District and its campuses is governed by state and federal legislation. The ability to declare a District or Campus state of emergency is governed by state education code, and District policy. The Superintendent/President maintains a delegation of authority for decision making within the Marin Community College District. Activation of the District's Emergency Operations Plan (EOP) and its Emergency Operations Center and/or Campus/Department Operation Centers is described in the College of Marin Emergency Operations Plan.

1. Authority

The authority of College of Marin to respond to emergencies and disasters is governed by:

- The Standardized Emergency Management System (SEMS) as described by California Government Code 8607(a), for managing response to multi-agency and multi-jurisdiction emergencies in California;
- The National Emergency Management System (NIMS), as prescribed by Homeland Security Presidential Directive-5 – Management of Domestic Emergencies.
- Authority granted from the State Chancellor of the California Community College System.

2. Marin County Department of Public Health

Should a pandemic occur, it would be the responsibility of the Public Health departments at the local, county, and state level to issue quarantine orders, direct facilities closure, and provide critical information designating key healthcare facilities as well distribution of anti-viral medications. This authority encompasses all private citizens, businesses, and special district operations. College of Marin is located in Marin County, California. All segments of College of Marin will work closely with the local county public health offices to comply with all guidance and recommendations. The Marin County Department of Health Services has a Pandemic Influenza Preparedness and Response Plan.

3. Declaration of Emergency

The District's Superintendent/President or designee has the authority to declare a state of emergency within the District or on a campus or off-site facility when:

- Emergent conditions exist on or within the vicinity of the campus as a result of a natural or man-made disaster, a civil disorder which poses the threat of serious injury to persons or damage to property, or based on other seriously disruptive events; and
- Extraordinary measures are required immediately to avert, alleviate, or repair damage to District property or to maintain orderly operations.
- Directed to do so by civil authorities such as the director of the County Department of Health Services.

4. Delegation of Authority

While it may not be necessary to have the actual written authority in hand during a crisis, it is essential that the college and its departments know who holds the authority to make the decision or sign the paperwork in question. Units should also prepare written delegations that assign the authority to another individual in the event of the prolonged absence of the individual who normally holds the authority.

5. Activation

Activation of this Pandemic Influenza Emergency Operations Plan follows guidelines within the College of Marin Emergency Operations Plan, which also describes the authority for activating the Emergency Operations Center.

a. Notification to the Campus

While the nature of a pandemic suggests that advance notice of its arrival in our community will be made by the media, official public health notices are made through the local county public health agencies. Student Health Services staff is part of the California Health Alert Network (CAHAN) and receive public health notices from the County Department of Health Services.

b. Notification Throughout

Responsibility for communicating response or recovery actions and intentions begins with the Emergency Operations Center as described in the Communications Plan.

6. Coordination

Every effort will be made to coordinate the actions and functions as described within this plan and the established working relationship with Marin County agencies including the Office of Emergency Services and County Health Services.

7. Operational Roles and Responsibilities

a. Emergency Operations Center (EOC)

The College of Marin Emergency Operations Center can be activated when any event, emergency, or disaster overwhelms the day-to-day ability of the District or a single campus to manage its response and subsequent recovery. The assigned EOC staff is listed as per their Incident Command System (ICS) roles on the organization charts within the District's Emergency Operations Plan.

b. Office of the Superintendent/President

The Office of the Superintendent/President will provide executive level direction and authority for all emergencies and appoints staff as required to serve as part of the Executive Policy Group to support the Emergency Operations Center staff.

c. Emergency Responders

During a pandemic situation, emergency response may be different than a day-to-day emergency response. Emergency response activities may include all or part of the Management Team, Component Administrators, Human Resources, Student Health Services personnel, etc.

d. Staff and Faculty

It is important for our staff and faculty to keep themselves informed of the progress of and appropriate response to any emergency situation, and provide such a model – along with all appropriate information – to our students and visitors. Personal planning and being prepared at home is also important to being able to provide assistance and support to College of Marin as it deals with an emergency such as a pandemic. General emergency preparedness information for families and individuals is available from these locations:

<http://www.marin.edu>

<http://www.ready.gov>

<http://www.pandemicflu.gov>

e. Students

Providing safety and security for students is the primary concern at College of Marin. Students also have a responsibility to participate in their own safety and security by staying informed of current events and taking the necessary precautions. As a potential pandemic situation develops, students are expected to follow all recommendations issued by each of the campuses from their various departments including the Superintendent/President's Office and Student Health Services.

III. RISK ASSESSMENT

An influenza pandemic occurs when a new influenza virus emerges for which people have little or no immunity and for which there is no vaccine. These were the assumptions used in this planning process.

1. Planning Assumptions

- A pandemic is a public health emergency that takes on significant political, social, and economic dimensions, and will be governed by factors that cannot be known in advance.
- An influenza pandemic could last from 18 months to several years with at least two peak waves of activity. In an affected community, a pandemic wave will last about 6 to 8 weeks.
- Vaccinations and antiviral treatment are anticipated to be the most effective medical treatment, but they may be non-existent or in limited supply.
- Non-medical containment measures (i.e., social isolation) will be the principal means of disease control until vaccinations are available.
- Based on previous pandemics, the clinical attack rate (those persons becoming ill) is likely to reach 30 percent in the overall population.
- If the pandemic is severe, the economic impact is likely to be significant, though predictions are subject to a high degree of uncertainty.
- Once the pandemic has run its course, economic activity should recover relatively quickly, although a severe pandemic will have a more disruptive effect.
- Operational risks (high absenteeism rates) constitute the greatest challenge to the global financial system.

2. District Planning Process

College of Marin adopted the following overall strategy in developing this plan: Under direction of the Superintendent/President's Office, each of the college's key departments will complete a template of initial planning activities, which asks them to identify their mission, critical functions and personnel, chain of command, and internal communication modes. Those plans are to be returned to each campus's Emergency Operations Center's management team with comments, and the information provided will be contributed to the development of the District's Emergency Operations Plan.

3. Critical and Essential Functions

While it is impractical to consider a complete "closure" of the District or its campuses, the nature of a pandemic emergency indicates the very real potential of ceasing social activities (i.e., classes, public activities) for some period of time. For example, during the 1918-19 pandemic, UC Berkeley postponed classes and pushed the end of the semester back several weeks because of missing students, faculty, and staff due to illness. This plan and each unit plan is based on how to maintain critical and essential functions during a period of excessive absenteeism, while giving consideration to what other functions could be delayed or postponed.

These are potential areas to identify in the pandemic planning process as the critical functions of College of Marin and to be maintained in any and all events:

Critical and Essential Functions	Responsible Groups
Safety and Security of the students, staff, faculty, visitors, and or the campus facilities	Police Department
Physical Plant and Facilities , and maintenance of infrastructure, utilities, custodial	Maintenance and Operations
Communications <ul style="list-style-type: none"> • District, community, and media information • Information Infrastructure 	Information Technology Services Communications and Community Relations Office Student Affairs Office
Human Health , which includes students, staff, faculty and visitors; this also includes essential staff required to stay on campus	Student Health Services Campus Instructional Health Care Professionals under the supervision or direction of the Student Health Services Human Resources Student Affairs Office
Academic Affairs	Office of Student Learning Office of Instructional Management
Internal Support for our own departments, our offsite locations and learning centers	Human Resources
Essential administrative functions , which include employee leave, benefit and employment questions, establishing a labor pool to maintain critical functions, purchasing, payroll, and student financial aid.	Human Resources College Operations Fiscal Services Student Affairs Admissions and Records Financial Aid

IV. SPECIAL CONSIDERATIONS – CAMPUS WIDE ISSUES

The pandemic planning process identified certain issues that were campus-wide in scope and could not be planned for on individual unit levels.

1. Academic Instruction

The Office of Student Learning and the Academic Senate should encourage faculty to consider developing alternate methods to deliver classroom instruction and materials in the event of a campus shutdown. Implementation of these policies and procedures will be coordinated with the Superintendent/President's office and the Department Deans, as well as with Student Services. Information as available will be distributed to the campuses and posted online.

2. Human Resource Issues

The primary effects of a pandemic are on staffing and student levels. Unlike natural disasters, pandemics do not damage property or equipment; the effects are mainly human resource oriented. Absenteeism may be for a variety of reasons: illness/incapacity; caring for other family members, or school closures.

College of Marin, through Human Resources and Administrative Services, should consider an internal system for tracking and recording employee absences. During a pandemic situation, those systems would be used to determine individual and campus absenteeism rates, and provide the basis for decisions made within the campus Emergency Operations Center for implementing social isolation issues (postpone or delay classes and other public activities).

College of Marin Human Resources should develop guidelines and provide answers to frequently asked questions related to leave, benefits, payroll and employment.

3. Information Technology Infrastructure

Our business and personal lives depend to a great deal on the availability of an information technology infrastructure for voice and data communications. During a pandemic event, it is likely that those systems will become less reliable as they overloaded with increased volume. If public health plans call for social isolation – i.e.: directing the closure of schools and public events and encouraging the public to stay home – more staff, students and faculty will be trying to “telecommute” and that will result in a change in normal network traffic patterns and increased demand placed upon network border equipment and communication links to the internet.

4. Travel

A global pandemic will severely limit both domestic and international travel. The Federal Pandemic Response Plan anticipates that the public will voluntarily limit personal travel, and that significant portions of business travel will also be curtailed. While it is unlikely that travel restrictions will be imposed on a local, state or Federal level, they will certainly be advised and strongly encouraged. It is expected that each of College of Marin's campuses will be aware of students, staff and faculty traveling on college business. When College of Marin Phase 4

(confirmed human outbreak overseas) is reached, actions should include activating plans for travelers and making decisions about future travel based on the situation. Those decisions could include recalling from travel, restricting or limiting current travel and canceling future travel. In all situations, assistance for international students, students studying abroad, faculty, and visa management will be part of the campus-wide response.

5. Public Health/Hygiene Etiquette

As access to vaccines and antiviral drugs during a pandemic will be extremely limited, non-medical interventions may be the only way to delay the spread of the disease. Non-medical interventions would include social isolation (i.e.: prohibition of mass gatherings), and infection control measures to avoid spreading the disease.

The following information condenses the best current guidance available. In the event of a pandemic, the County Public Health, CDC and WHO websites may offer more updated information. The following are guidelines provided by the CDC in the event of any infectious disease outbreak.

- Avoid close contact with people who are sick.
- Stay home and away from work when you are sick for seven days.
- Cover your mouth and nose with a tissue, handkerchief, or the sleeve of your clothing when coughing or sneezing.
- Clean your hands – schools/colleges/units should consider providing waterless antibacterial hand cleansing solutions to individuals.
- Avoid touching your eyes, nose or mouth.
- Persons with respiratory infection symptoms can use a disposable surgical mask to help prevent exposing others.

6. Frequently Asked Questions

It is not expected that this plan will answer all questions from faculty, staff and students about the campus response to a pandemic situation. More information is available at these websites: resources, online through the following sources:

- Local Websites:
 - <http://www.marinflu.org>
- College of Marin Website:
 - <http://www.marin.edu>
- State Websites:
 - California Department of Public Health - www.cdph.ca.gov
 - Be Prepared California - www.bepreparedcalifornia.ca.gov
- Federal Websites:
 - Centers for Disease Control and Prevention - www.cdc.gov/swineflu
 - World Health Organization - www.who.int

V. COMMUNICATION

Communication strategies are an important component in managing any infectious disease outbreak and are essential in the event of a pandemic. Accurate, timely, and consistent information at all levels is critical in order to minimize unwanted and unforeseen social disruption and economic consequences and to maximize the effective outcome of the response.

A District pandemic website has been established at <http://www.marin.edu> to post pertinent information and to assist the campuses in their planning efforts. An e-mail list will be used to send updated information to subscribers. The college Web site will be updated on a regular basis by Communications and Community Relations office staff.

The College of Marin Communications and Community Relations Office has developed a communications plan located at the end of this document outlining the triggers and actions for communicating notices, information and actions District-wide. That plan defines the methods of distributing information through the normal District modes of web sites, publications, voice mail, e-mail, and regular mail.

The pandemic planning process identified the methods available and persons responsible for communicating information from all these sources to the rest of the students, staff and faculty within departments, campuses, and the Superintendent/President's Office. Those persons will be selected as part of the process for communicating information before, during and after a pandemic event.

VI. RESPONSE PLAN

1. Activation of Emergency Operation Plans

In accordance with SEMS and NIMS, any campus-wide emergency beyond the campus' ability to manage with day-to-day operations would result in activation of all applicable emergency operations plans plus the District's Emergency Operation Center (EOC) for centralized coordination of response, relief and recovery efforts. A District State of Emergency could be declared by the college Superintendent/President or her designee at the time the EOC was activated, or later, depending on the situation.

Within College of Marin the Standardized Emergency Management System (SEMS) and National Emergency Management System (NIMS) will serve as the structure to plan for and manage a contagious disease outbreak of significant magnitude.

2. Personnel Assignment/Reassignment

The College of Marin Human Resource department will develop policy and provide answers to frequently asked questions related to leave, benefits, payroll and employment. Specific answers to many HR questions depends on the critical functions that must be maintained, staffing required to maintain those functions, and where those functions can be performed. Once the EOC is activated, there will be various methods by which staff and faculty can contact Human Resources with specific questions. [In addition, Human Resources will implement a system to account for and reassign staff to areas needing assistance.]

4. College of Marin District Phases – Action Table

The following table compares the College of Marin Response Phase to the WHO Periods and U.S. CDC's Federal Stages outlines the general actions to be taken during a pandemic event.

Most of the activities related to this event will be triggered on the College of Marin campuses either by rising absenteeism rates among students, staff and faculty, or through consultation with the local county Public Health Office.

Disaster Resistant California Community College Task Force
 Pandemic Influenza SOP Emergency Operations Plan

District Phase	District Actions
<p>1 – District / Pre- Semester</p> <p>1 – Pre-Event Planning <i>Reference: WHO Inter-pandemic Period 1-2 /Pandemic Alert Period 3 & Federal Stage 0</i></p>	<ul style="list-style-type: none"> • Create a District Pandemic Influenza Task Force • Write Pandemic Influenza Plan & Trigger Guide • Create flu prevention & hygiene campaign • Create Influenza Tracking program • Obtain Personal Protective Equipment
<p>2 – District / Start of Semester or initial reports of Influenza Like Illness</p> <p>2 – Reported Outbreak in California <i>Reference: WHO Pandemic Alert Period 4-5 & Federal Stage 1-2-3</i></p>	<ul style="list-style-type: none"> • Initiate absence tracking program • Create District wide media awareness campaign • Distribute Pandemic Cleaning & Disinfection Protocol • Coordinate with local and regional public agencies • Continue absence tracking of staff, faculty & students (Children’s Centers to track child, family, and teacher absences and compare results to last year to determine if and when to increase action steps.)
<p>3 – District /Absences occur over normal expected rates</p> <p>3 – Confirmed escalation Human to Human Outbreak in Marin County <i>Reference: WHO Pandemic Alert Period 6 & Federal Stage 4-5</i></p>	<ul style="list-style-type: none"> • Task Force meets as needed • Emergency Operations Center (EOC) personnel on alert • Social Distancing for work, class, extracurricular & sporting events begins • Continue absence tracking program • Consider campus and/or District emergency declaration • Coordinate with local public health agency
<p>4 – District / 33% or more of students, faculty or staff are absent (Children’s Centers to take additional steps)</p> <p>4 – Widespread Pandemic Overseas and North America <i>Reference: WHO Pandemic Alert Period 6 & Federal State 5</i></p>	<ul style="list-style-type: none"> • Task Force meets daily or as needed • Consider EOC, activations • Social Distancing continues • Declare campus and/or District emergency • Request those with ILI to stay home until well (for Children’s Centers sick staff or children are requested to stay home at least seven days)
<p>5 – District / No increase in absenteeism over 2 weeks</p> <p>5 – Recovery and Subsequent Waves <i>Reference: WHO Pandemic Alert Period 6 & Federal Stage 6</i></p>	<ul style="list-style-type: none"> • Continue tracking program • Continue prevention & hygiene campaign • Anticipate return to normal campus life • Deactivate EOC • Debriefing and After-Action Reports

VII. RECOVERY

Recovery begins immediately and continues throughout the response phase of any emergency/disaster. With a pandemic, recovery efforts may be thwarted by an unknown duration of the actual event and the unknown number of faculty, staff and students effected. Planning for recovery before an event occurs will assist available faculty, staff and students to make the transition as seamless as possible.

1. Business Resumption

Based on information as developed by the District EOC and ongoing reviews of the international/national/local situation and discussions with each Division or operational unit, the EOC will coordinate and recommend a partial, incremental or total return to normal operations. Any such decisions would be communicated to and coordinated with all District-wide stakeholders.

Questions that will have to be considered include:

- Adjustments necessary to the academic calendar,
- Rescheduling special events that were cancelled or postponed.

2. Support for Staff, Faculty, and Students

After a pandemic wave is over, it can be expected that many people will be affected in a variety of ways. They may have lost friends and relatives, suffer from fatigue, or have financial losses as a result of the interruption of work. Services available to the staff, faculty and students through campus resources will be communicated through all available means.

3. Analysis and After-Action Reports

Once the business resumption is underway, debriefings will be convened to discuss the response and recovery, changes necessary to current plans, and opportunities for improvement to future disasters. A formal after action report will be developed and distributed to the campus.