

# **Pandemic Influenza Plan**

**for**

---

**Pennsylvania**

**June 25, 2008**

**Pandemic Influenza Plan For \_\_\_\_\_ York , Pennsylvania**

I. Purpose and Scope

- A. Purpose – The purpose of this plan is to outline actions to be taken by the government and citizens of \_\_\_\_\_, York County, Pennsylvania to respond to the threat of or danger presented by pandemic influenza or other extremely contagious disease. This plan is written to be used in conjunction with the \_\_\_\_\_ Emergency Operations Plan (EOP) dated \_\_\_\_\_. It does not supersede that plan, but it further defines the EOP and activities to be taken within the scope of this plan (below), and focuses on one specific hazard.
- B. Scope – This plan is applicable to all citizens of \_\_\_\_\_, and all emergency responders and response agencies who may respond within the municipality during a pandemic influenza or highly contagious disease outbreak. It may be placed into effect by any of the municipalities elected officials, acting independently, or in conjunction with other municipal officials. It is anticipated that this plan will be activated in conjunction with a local, or county-level declaration of disaster or emergency.
- C. Assumptions – As with all types of disasters, it assumed that pandemic influenza will impact the lowest level of government.
- D. While this plan is designed to be similar to the plans from neighboring counties and municipalities, this plan only has jurisdiction within \_\_\_\_\_ (municipality).
- E. Pandemic Influenza can be defined as a global outbreak of a virulent influenza virus. Because there is little natural immunity, the disease can spread easily from person to person.
- F. A highly contagious disease outbreak is any that raises concerns for the general public that may require actions in this plan.

II. Situation, Authority and Assumptions

- A. Situation: *(see Para II, Situation and Assumptions, of the Basic Plan portion of the ( county/municipal EOP)*
- B. The authority to declare an emergency or a disaster is vested with elected officials at all levels (see basic plan).
- C. The authority to declare a Public Health Emergency rests with the Secretary of the Pennsylvania Department of Health (PaDOH). In those municipalities that have a municipal health department, a local Public Health Emergency may be declared by the Health

Commissioner. In those municipalities not covered by a municipal Department of Health, the county State Health Centers provide public health services. In those cases, the authority to declare a local Public Health Emergency is retained by the Secretary of Health, or his designated representative.

D. Assumptions: In addition to those mentioned in the Basic Plan:

1. During a pandemic, neighboring municipalities will be afflicted as well, so a response from them is not a certainty.
2. The municipality may have as many as 30% victims who are sick from the pandemic
3. Between 30- 40% of the workforce may not be available for work, either because of caring for loved ones, fear of becoming ill or because they are sick
4. A true pandemic is expected to occur in waves. It is expected that periods of peak activity will be 4-6 weeks apart and may continue for up to 18 months.

### III. Concept of the Operation

A. This plan is based on the Municipality's Emergency Operations Plan. The Municipal EOP prescribes the following: (*see Para III Concept of Operations of the Basic Plan portion of the municipal EOP*)

1. Activation and operation of a municipal Emergency Operations Center (EOC.)
2. Communications with emergency responders and with other local governments.
3. The use of Incident Command and the National Incident Management System in all tactical operations
4. The use of Emergency Support Functions (ESFs) to manage how support will be rendered. The ESFs involved in this Pandemic Influenza plan may include some or all of the following
  - a. ESF #1 Transportation
  - b. ESF #2 Communications and Information Technology
  - c. ESF #3 Public Works and Engineering

- d. ESF #4 Firefighting
- e. ESF #5 Emergency Management
- f. ESF #6 Mass Care, Housing, and Human Services
- g. ESF #7 Resources Support
- h. ESF #8 Public Health and Medical Services
- i. ESF #11 Agriculture and Natural Resources
- j. ESF #12 Energy
- k. ESF #13 Public Safety and Security
- l. ESF #14 Long Term Community Recovery, and Mitigation
- m. ESF #15 External Affairs

B. The Municipality's response to an Influenza Pandemic will be based on three pandemic periods described by the World Health Organization (WHO), and the six phases contained within them, followed by a "post pandemic" or recovery period. Determining phases are a PaDOH function in conjunction with CDC, WHO.

The WHO periods are:

1. Interpandemic Period– New virus identified in animals. No human infection
2. Pandemic Alert Period – Human infection with the new virus, with clusters identified under special conditions
3. Pandemic Period – Sustained transmission affecting the general population

C. Municipal Response during the Interpandemic Period:

1. Command and Control/Governance: The Municipality will not activate its EOC specifically for response to the pandemic. Pandemic-related activities will be led by the Department of Health/State Health Center and the County Emergency Management Agency. They will, in coordination with the municipality, concentrate on public education, and preparedness at all levels. Consider issuing a local declaration of emergency.
2. Specific actions in addition to those in the Municipal EOP include:
  - a. ESF #2 Telecommunications and Information Technology
    - (1) Ensure that all emergency responders and critical resources

- have redundant and back-up means of communications
- (2) Test communications regularly
- b. ESF #5 Emergency Management
  - (1) Monitor WHO, CDC, PaDOH, PEMA and other reports of the progress of the pandemic
  - (2) Ensure local plans are in place and that all major stakeholders understand their responsibilities
  - (3) Conduct training and exercises to ensure that emergency responders understand and can execute their roles during pandemic response
  - (4) Identify potentially needed PPE and ensure that it is available if needed
  - (5) Establish coordination with the County
  - (6) Establish reporting procedures with County, including tracking funds expended in case reimbursement becomes available
- c. ESF #7 Resources Support (DGS)
  - (1) Identify potential sources for specialized resources within the municipality. Unmet needs will be reported to the County for resolution.
  - (2) Ensure that all stakeholders understand the procedures for requesting resources
- d. ESF #8 Public Health and Medical Services
  - (1) Monitor WHO, CDC, PaDOH, PEMA and other reports of the progress of the pandemic
  - (2) Continue traditional surveillance for seasonal influenza
  - (3) Identify potential sources for specialized medical resources.
  - (4) Ensure that plans are up-to-date
  - (5) Ensure that lists of special populations are up-to-date
  - (6) Ensure that behavioral health crisis counselors are prepared
  - (7) Establish communications with adjoining counties and with the RCTTF Medical Subcommittee(s)
  - (8) Develop plans to increase hospital capacity through alternate care facilities
  - (9) Conduct training and exercises of SNS plan and other possible pandemic response activities
- e. ESF #11 Agriculture and Natural Resources
  - (1) Monitor FDA and other reports of possible infection of domestic poultry
- f. ESF #15 External Affairs
  - (2) Establish a program to educate the public about the pandemic
  - (3) Coordinate with the County to ensure consistent and accurate information
  - (4) Prepare pre-positioned public health messages to instruct the public on what to do should a pandemic occur

#### **D. Municipal Actions during the Pandemic Alert Period**

- 1 Command and Control/Governance: Municipal activities will continue to be led by the Department of Health/State Health Center and the County Emergency Management Agency. Concentration on preparedness and public education will continue. In Addition, the Municipality will:
  - a. Increase attention to situation
  - b. Activate its EOC when the situation warrants
  - c. Consider issuing a local declaration of emergency
  
- 2 Specific Actions in addition to those in the County EOP
  - a. ESF #1 Transportation
    - (1) Ensure items for the interpandemic period are complete
    - (2) Review Plans
    - (3) Identify vehicles, within the municipality, to be used to transport supplies and pharmaceuticals. Identify unmet needs and report to the County.
    - (4) Inventory other transportation assets, within the municipality, that may be needed for an evacuation..Identify unmet needs and report to the County.
  - b. ESF #2 Telecommunications and Information Technology
    - (1) Ensure items for the interpandemic period are complete
    - (2) Test radios regularly
  - c. ESF #5 Emergency Management
    - (1) Ensure items for the interpandemic period are complete
    - (2) Ensure other local plans are in place and that all major stakeholders understand their responsibilities.
    - (3) Conduct exercises
    - (4) Review contact lists of volunteers to ensure they are current
  - d. ESF #6 Mass Care, Housing, and Human Services
    - (1) Ensure items for the interpandemic period are complete
    - (2) Examine Human Services available that apply to homebound victims
    - (3) Identify any VOAD or other volunteer agencies that may be needed to provide personnel for use during the response. Report deficiencies to the County.
  - e. ESF #7 Resources Support
    - (1) Ensure items for the interpandemic period are complete
    - (2) Review resource lists to ensure they are current
  - f. ESF #8 Public Health and Medical Services
    - (1) Ensure items for the interpandemic period are complete
    - (2) Participate in exercises of special immunization and treatment facilities
    - (3) Update volunteer contact lists
    - (4) Train volunteers and non-traditional medical support personnel for their roles in pandemic response

- g. ESF #11 Agriculture and Natural Resources
  - (1) Ensure items for the interpandemic period are complete
- h. ESF #12 Energy
  - (1) Ensure items for the interpandemic period are complete if they are part of your EOP.
- i. ESF #13 Public Safety and Security
  - (1) Review plans for pandemic response
  - (2) Participate in exercises conducted by County or DoH.
- j. ESF #14 Economic Stabilization, Community Recovery, and Mitigation
  - (1) Identify critical community infrastructure and jobs
  - (2) Ensure that all critical facilities, within the municipality, have Continuity of Operations Plans (COOP) and that they are reviewed and exercised
  - (3) Identify potential volunteers who may be able to continue the accomplishment of those critical functions
  - (4) Establish priorities for those positions that may be difficult to fill
- k. ESF #15 External Affairs
  - (1) Ensure items for the interpandemic period are complete
  - (2) Continue to provide public information that is consistent with that provided by the County and PaDOH
  - (3) Inform citizens of plans that are in place should the pandemic arrive in the municipality (function of SNS PODS, Alternate Care facilities, containment and social distancing strategies, etc.)
  - (4) Publicize phone numbers and contact information for behavioral health and other social support services
  - (5) Coordinate with County EM to ensure rumor control issues are addressed.

E. Municipal Actions based upon WHO Pandemic Model –Pandemic Period

- 1 Command and Control/Governance
  - a. Consider activating the Municipal EOC
  - b. Consider issuing a Declaration of Emergency
  - c. Cancel unnecessary public gatherings and meetings to create “social distancing”
  - d. Establish communications with all emergency responders and with involved ESFs at the County
- 2 Ensure essential services are continued – (e.g. utilities, trash collection, food and water deliveries) Report unmet needs and shortfalls to the County
- 3 Execute established COOP/COG Plans as applicable

- 4 Specific Actions in addition to those in the Municipal EOP within each ESF
  - a. ESF #1 Transportation
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Provide transportation services as needed
  - b. ESF #2 Telecommunications and Information Technology
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - i. ESF #3 Public Works and Engineering
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - d. ESF #5 Emergency Management
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Monitor the status of surrounding local municipal governments
    - (3) Conduct Situation Analysis to attempt to anticipate events, especially future “waves” of infection
    - (4) Make recommendations to elected officials regarding containment and social distancing
    - (5) Ensure that the County is kept aware of the status of the municipality
  - e. ESF #6 Mass Care, Housing, and Human Services
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Provide in-home support (meals, deliveries, etc.) to victims who can't/shouldn't be moving around
  - f. ESF #7 Resources Support
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Identify unmet needs at the municipal level and forward them to County
  - g. ESF #8 Public Health and Medical Services
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) If not already issued, request that the County, through PEMA, have the Secretary of PaDOH issue a Declaration of Public Health Emergency
    - (4) Make recommendations to the elected officials regarding



- containment and social distancing strategies  
(meeting/school/event cancellations, cancellation of public transportation, movement restrictions, isolation orders, etc.)
- (5) Institute enhanced surveillance to detect the first cases of pandemic infection and initiate containment protocols, report actions to the County
  - (6) Define voluntary quarantine or isolation areas to contain the virus
  - (7) Coordinate through the County to have all hospitals and medical treatment facilities ensure necessary services continue, and to curtail services that can be delayed
  - (8) Coordinate with the County to assist in establishing mass inoculation and immunization sites according to plan, if identified within your municipality (*SEE APPENDIX A*)
  - (9) Assist in establishment of alternate medical care facilities to relieve pressure on hospitals and community MTFs if identifies in your municipality
  - (10) Designate alternate/ extraordinary procedures in coordination with the County, to deal with human remains should the number of casualties overwhelm the local mortuary system
- h. ESF #11 Agriculture and Natural Resources (PA-DOA/DCNR)
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Consider the Activation of CART, through the County EOC, to care for domestic pets whose owners become incapacitated or unable to care for them
    - (3) Coordinate with the county EOC for unmet needs and missions
  - i. ESF #12 Energy (DEP)
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - j. ESF #13 Public Safety and Security (PSP)
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Assist in marking and enforcing quarantine, isolation or other measures taken to contain the spread of infection
  - k. ESF #14 Economic Stabilization, Community Recovery, and Mitigation
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Based on the situation, start to plan for recovery
  - l. ESF #15 External Affairs
    - (1) Ensure items for the pandemic alert period are complete

- (2) Coordinate with the county EOC for unmet needs and missions
- (3) Inform community members of the status of the community, what they should do to help themselves and actions being taken to protect them

G. Municipal Actions based upon WHO Pandemic Model –Post Pandemic Period

- 1 Command Control/Governance
  - a. Gather information on the scope and severity of the emergency
  - b. Elected Officials consider requesting assistance from state or federal government through the County
- 2 Specific actions, in addition to those in the Municipal EOP include:
  - a. ESF #1 Transportation
    - (1) Ensure items for the pandemic period are complete
    - (2) Continue to provide transportation services as needed
  - b. ESF #2 Telecommunications and Information Technology
    - (1) Ensure items for the pandemic period are complete
    - (2) Continue to provide communications services as needed
  - c. ESF #3 Public Works and Engineering
    - (1) Ensure items for the pandemic period are complete
    - (2) Continue to provide services as needed
  - d. ESF #5 Emergency Management
    - (1) Ensure items for the pandemic period are complete
    - (2) Follow through on status of critical infrastructure within the municipality
    - (3) Assist the County in supporting the Long Term Recovery Committee
  - e. ESF #6 Mass Care, Housing, and Human Services
    - (1) Ensure items for the pandemic period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - f. ESF #7 Resources Support
    - (1) Ensure items for the pandemic period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Ensure the return of borrowed resources to their rightful places. If remuneration for their use is required, forward this to the elected officials and supply the County with accurate reports.
  - g. ESF #8 Public Health and Medical Services
    - (1) Ensure items for the pandemic period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) Coordinate with the County to ensure all hospitals' and medical treatment facilities' necessary services continue.

Ensure that facilities used for pandemic response are able to be returned to their normal use

- h. ESF #11 Agriculture and Natural Resources
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
    - (3) In coordination with the County CART, attempt to return sheltered pets to their rightful owners
  - i. ESF #12 Energy
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - j. ESF #13 Public Safety and Security
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Coordinate with the county EOC for unmet needs and missions
  - k. ESF #14 Economic Stabilization, Community Recovery, and Mitigation
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Assist the County with the Long Term Recovery Committee (see Basic Plan)
    - (3) Coordinate with the county EOC for unmet needs and missions
  - l. ESF #15 Emergency Public Information and External Communications
    - (1) Ensure items for the pandemic alert period are complete
    - (2) Inform community members of provisions made and actions being taken to protect them in coordination with the County PIO
    - (3) Provide suggestions for individuals to aid in their recovery, based on information provided by the County PIO.
- 3 Perform Plan Evaluation
  - 4 Document Lessons Learned
  - 5 Prepare for any follow-on outbreaks

IV. Responsibilities (See Municipal Basic Plan)

V. Administration and Logistics (See Municipal Basic Plan)

VI. Training and Exercises (See Municipal Basic Plan)

VII. Plan Development, maintenance and distribution (See Municipal Basic Plan)