

City of Redmond Pandemic Influenza Plan

ANNEX VIII OF THE CITY OF REDMOND COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

A Preparedness and Response Plan for an Influenza Pandemic

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Record of Changes to this Plan

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I. ABOUT THIS DOCUMENT

The purpose of the City of Redmond Pandemic Influenza Plan is to define the non-medical issues and challenges associated with an influenza pandemic and to provide a Planning guide so that the City of Redmond can continue to provide essential services in the event of an influenza pandemic. This Plan supplements the City of Redmond Hazard Mitigation Plan (HMP), City's Emergency Support Functions (ESFs) and is Annex VIII to the City of Redmond's Comprehensive Emergency Management Plan (CEMP).

Although the threat of an influenza pandemic is the primary catalyst for development of this Plan, the City of Redmond may undertake some or all of the measures outlined herein to provide an effective response to any contagious pathogen that achieves pandemic proportions.

The goal of this Plan is to minimize the loss of life, economic and societal disruption, and impact on the provision of essential City services in the event of an influenza pandemic or any contagious biological event.

The Plan begins with the potential impact an influenza outbreak of pandemic proportions could have on the City of Redmond. Next, the Plan specifies the authorities various state and local officials have with respect to protecting public health and safety. This information is critical to understanding how an influenza pandemic emergency is declared and who has responsibility for activating various emergency Plans. Finally, the essential services that must be maintained are identified, along with logistical Planning, financial management, and reporting requirements that shall be activated in the event of an influenza pandemic. Specific guidance for implementing the Plan is also included.

II. Potential Impact of a Pandemic on the City

An influenza pandemic today could have far-reaching negative consequences for the health and well-being of Redmond residents and for the economic and social stability of the Puget Sound region.

For example, pandemic influenza has the potential to infect 30 percent or more of the population, with an average of 20 percent of the workforce unable to work for an extended period of time. In an affected community, a pandemic outbreak could last from six to eight weeks.

Multiple waves (periods during which community outbreaks occur across the country) of illness might also occur, with each wave lasting two to three months. Historically, the largest waves have occurred in the fall and winter, but the seasonality of a pandemic cannot be predicted with certainty¹.

Increased absenteeism among City workers and a requirement to implement social distancing to help delay the spread of a pandemic could place a severe strain on all City services, particularly public safety and health-based services. Alternative methods of operations may be required. Effective Planning and preparation can minimize the negative impacts of an influenza pandemic.

City Preparations

- Define the essential services that must be maintained during an influenza pandemic.
- Identify employee positions that must be staffed and functions that must be maintained during an influenza pandemic.
- Identify a line of succession for all City departments and agencies, with particular emphasis on those departments and agencies that perform essential services.
- Develop a Plan and process for both internal and external communication so that everyone will know what they can and cannot expect of Redmond City government during an influenza pandemic.
- Develop draft communications, vetted in advance of a pandemic so that they only require minor technical updates from subject matter experts prior to release.
- Define personnel policies before a pandemic emergency is declared so that the City and its employees will share a clear understanding of expectations and procedures.
- Develop procedures that limit the spread of illness within the work environment.
- Provide appropriate support mechanisms and information for employees regarding self-care and care of family members.

a. ¹ <http://www.pandemicflu.gov/Plan/pandPlan.html>

- Work to ensure there is minimal economic loss to businesses and minimal social disruption to the community.
- Ensure that the City's Pandemic Influenza Plan is internally consistent and coordinated with King County, the State of Washington, and the federal government where appropriate.

III. AUTHORITIES

Developing an influenza pandemic Plan at the City level is complicated by the fact that various Washington state and local public officials have overlapping authorities with regard to protecting public health and safety. The Mayor of Redmond, Governor, State Board of Health, State Secretary of Health, King County Executive, local Board of Health, and the Local Health Officer each can issue directives aimed at protecting public health, including increasing social distancing by closing public or private facilities as required to control the spread of the disease.

Following is a description of the relevant authorities of the officials who have a role in protecting public health and safety:

- a. **Governor of Washington State:** The Governor has authority to proclaim a state of emergency after finding that a disaster affects life, health, property, or the public peace. RCW 43.06.010(12). The Governor may assume direct operational control over all or part of local emergency management functions if the disaster is beyond local control. RCW 38.52.050. After proclaiming a state of emergency, the Governor has the authority to restrict public assembly, order periods of curfew, and prohibit activities that he or she believes should be prohibited in order to maintain life and health. RCW 43.06.220.
- b. **State Board of Health:** The State Board of Health has authority to adopt rules to protect the public health, including rules for the imposition and use of isolation and quarantine and for the prevention and control of infectious diseases. RCW 43.20.050(2). Local boards of health, health officials, law enforcement officials, and all other officers of the State or any county, city, or town shall enforce all rules that are adopted by the State Board of Health. RCW 43.20.050(4).
- c. **The State Secretary of Health:** The Secretary of Health shall enforce all laws for the protection of the public health, and all rules, regulations, and orders of the State Board of Health. RCW 43.70.130(3). The Secretary also shall investigate outbreaks and epidemics of disease and advise Local Health Officers about measures to prevent and control outbreaks. RCW 43.70.130(5). The Secretary shall enforce public health laws, rules, regulations, and orders in local matters when there is an emergency and the local board of health has failed to act with sufficient promptness or efficiency, or is unable to act for reasons beyond its control. RCW 43.70.130(4). The Secretary has the same authority as local health officers but will not exercise that authority unless: (a) the Local Health Officer fails or is unable to do so; (b) by agreement with the Local Health Officer or local board of health; or (c) when in an emergency the safety of the public health demands it. RCW 43.70.130(7).
- d. **King County Executive:** The King County Executive may proclaim a state of emergency within the County when, in the judgment of the Executive, extraordinary measures are necessary to protect public peace, safety and welfare. K.C.C. 12.52.030.A. Under a state of emergency, the Executive may impose curfews, close any or all private businesses, close any or all public buildings and places including streets, alleys, schools, parks,

beaches and amusement areas, and proclaim any such orders as are imminently necessary for the protection of life and property. K.C.C. 12.52.030.B.

- e. **King County Board of Health:** The jurisdiction of local Board of Health is coextensive with the boundaries of the county. RCW 70.05.035. The local Board of Health shall supervise all matters pertaining to the preservation of the life and health of the people within its jurisdiction. RCW 70.05.060. The Board shall enforce through the Local Health Officer the public health statutes of the state and the rules promulgated by the State Board of Health and the Secretary of Health. RCW 70.05.060(1). The Board may also enact such local rules and regulations as are necessary to preserve and promote the public health and to provide the enforcement of those rules and regulations. RCW 70.05.060(3).
- f. **Local Health Officer:** The Local Health Officer acts under the direction of the local Board of Health. RCW 70.05.070. The Local Health Officer enforces the public health statutes, rules and regulations of the state and the local Board of Health. RCW 70.05.070(1). The Local Health Officer has the authority to control and prevent the spread of any dangerous, contagious or infectious diseases that may occur within his or her jurisdiction. RCW 70.05.070(3).
 - i) The Local Health Officer shall, when necessary, conduct investigations and institute disease control measures, including medical examination, testing, counseling, treatment, vaccination, decontamination of persons or animals, isolation, quarantine, and inspection and closure of facilities. WAC 246-100-036(3). The Local Health Officer may initiate involuntary detention for isolation and quarantine of individuals or groups pursuant to provisions of state regulations. WAC 246-100-040 through -070.
 - ii) The Local Health Officer has the authority to carry out steps needed to verify a diagnosis reported by a health care provider, and to require any person suspected of having a reportable disease or condition to submit to examinations to determine the presence of the disease. The Local Health Officer may also investigate any suspected case of a reportable disease or other condition if necessary, and require notification of additional conditions of public health importance occurring within the jurisdiction. WAC 246-101-505(11).
 - iii) The Local Health Officer shall establish, in consultation with local health care providers, health facilities, emergency management personnel, law enforcement agencies, and other entities deemed necessary, Plans, policies, and procedures for instituting emergency measures to prevent the spread of communicable disease. WAC 246-100-036(1).
 - iv) The Local Health Officer may take all necessary actions to protect the public health in the event of a contagious disease occurring in a school or day care center. Those actions may include, but are not limited to, closing the affected school, closing other schools, ordering cessation of certain activities, and

excluding persons who are infected with the disease. WAC 246-110-020(1). Prior to taking action, the Local Health Officer shall consult with the State Secretary of Health, the superintendent of the school district or the chief administrator of the day care center, and provide them and their board of directors a written decision directing them to take action. WAC 246-110-020 (2).

v) The Local Health Officer's powers are not contingent on a proclamation of emergency by the county Executive or an executive head of a city or town.

g. **Mayor of Redmond:** The Mayor of Redmond may proclaim a state of civil emergency within the City when, in the judgment of the Mayor, extraordinary measures are necessary to protect public peace, safety and welfare. RMC 9.12.020. Under a state of civil emergency, the Mayor may impose curfews, close any or all business establishments, close any or all public buildings and places including streets, alleys, schools, parks, beaches and amusement areas, direct the use of all public and private health, medical and convalescent facilities and equipment to provide emergency health and medical care for injured persons, and proclaim any such orders as are imminently necessary for the protection of life and property. RMC9.12.030.

Because these authorities sometimes overlap, there must be close communication and coordination between elected leaders and the Local Health Officer to ensure decisions and response actions are clear and consistent. [Appendix A: Pandemic Influenza Emergency Communications Strategy](#) clarifies the various thresholds for release of public information and internal guidance around an influenza pandemic. Other sections of this Plan specify as appropriate when City officials must act in coordination with State and local officials to activate or execute on any part of this Plan.

IV. PLAN OVERVIEW

The City of Redmond has employed a two-pronged approach to its influenza pandemic Planning effort. Public Health - Seattle & King County (PHSKC) has identified the specific activities that must be undertaken by the Health Department and the public health community at a countywide level to prepare for and respond to the medical aspects of a pandemic. The details of that interagency Plan are specified in the document titled “Pandemic Influenza Response Plan – Public Health Seattle & King County.” A copy of the current version of that Planning document is available at <http://www.metrokc.gov/health/pandemicflu/Plan/panflu-response-Plan.pdf>.

OEM, through this planning process, has identified the essential services that must be undertaken by City departments and agencies to maintain City operations during a pandemic and to address the non-medical aspects of the pandemic emergency from preparation through to recovery.

Departmental COOP Plans should address business continuity, and include lines of succession for key management and leadership positions, resource management and requirements for emergency response, equipment needs, and training.

A. Plan Activation and Goals

A worldwide influenza pandemic is different from other natural disasters in that it develops over time and over a potentially distant geographic area, and the disease development pattern is tracked by international, national, state, and local health authorities. For this reason, the City of Redmond will not on its own designate a pandemic emergency. Rather, the United States Department of Health and Human Services shall use the Pandemic Alert Levels identified by the World Health Organization (WHO) to determine the extent of disease spread throughout the country. When appropriate, PHSKC shall announce a public health emergency for influenza based on the designated criteria within its Pandemic Influenza Response Plan. Based on the potential impact on Redmond, the Mayor, working with OEM, may proclaim an emergency or activate this Plan at the appropriate level.

The City of Redmond has strategically correlated its planning goals and response activities with the three activation levels of the ECC. **Table 1** provides a summary of those three levels, along with the activities that occur at each level.

Table 1: Descriptions and Actions for Activation Levels

A	B	C
ECC Full Activation	ECC Partial Activation	No Activations
Daily Conf Calls	Daily Conf Calls	OEM Monitoring
No Public Access	Restricted Public Access	Standard Precautions
No Meetings	Limit Meetings	Education Occurring
Mand. Social Distancing	Vol. Social Distancing	Supplies stockpiled
Emg. Proclamation	ESF 5	Vendor Agreements
Alt. Service. Delivery	ESF 8	
Alt. Work Solutions	Alert All ESF's	Plans reviewed/tested

B. Plan Assumptions

This Plan is built on the following assumptions:

- An influenza pandemic demands a different set of continuity assumptions from previous emergency Planning because it will be widely dispersed geographically, is likely to spread fairly quickly, and typically occurs in two to three waves. Such pandemic waves could last from six to 12 weeks at a time over a three month to 18 month period. The second wave may occur several months after the first and the level of illness is often more severe than in the first wave.
- Because an influenza pandemic is likely to be a global event, mutual aid and federal assistance should not be assumed when a pandemic occurs.
- The Mayor of Redmond, in consultation with OEM, shall proclaim a state of emergency when warranted.

- During an influenza pandemic, up to 40 percent of the work force could be absent for an extended period of time (weeks or months depending on family circumstances).
- The City of Redmond will develop a prioritized list of essential services.
- Social distancing, standard precautions (frequent hand washing, cough etiquette, work surface cleaning) and additional public education will be the primary actions taken by the City within the government and recommended to all residents of Redmond to help slow the spread of pandemic influenza.
- The City of Redmond will implement alternative work arrangements (e.g. telecommuting) to ensure that strategies to keep the influenza from spreading among employees are successful.
- City systems such as telephones, Intranet, e-mail, and other applications that support essential City services will remain functional during the pandemic emergency.
- Many City buildings may have to be closed during parts of the pandemic.
- As supply chains are affected, the City may have to ration or reallocate its limited resources of fuel, other supplies, and materials to ensure that essential services are sustained.
- The impact of widespread illness and the social distancing imposed to mitigate it may have a severe impact on the City's revenues as businesses curtail their hours or close and construction activity declines.
- Vaccines and anti-viral drugs will be in extremely limited supply and provided on a public health specifically defined basis, with first responders in the high priority group.
- Specific groups may be harder hit than others. These groups may include: low income, immigrant, the elderly, and medically fragile populations will be impacted especially hard by the disease itself and by the disruption of the social services on which these groups depend.
- Long-term recovery from a severe pandemic will likely span many months or years. The psychosocial and economic consequences may also be long lasting.

The health Planning assumptions included in this Plan are based on the most current information available from international, federal, State, and local health agencies at the time of publication.

V. CONCEPT OF OPERATIONS

The Comprehensive Emergency Management Plan (CEMP) provides the essential framework for the City's concept of operations for a general emergency and is applicable in the event of an influenza pandemic. The City of Redmond Emergency Coordination Center (ECC) will be the focal point of the City's non-medical response and recovery to a flu pandemic emergency. When activated for a pandemic, the ECC shall include selected representatives of Redmond departments (those providing essential City services and those aiding logistical support).

Activation of the ECC for an influenza pandemic requires the use of non-traditional procedures in comparison with other disasters. Per the direction of PHSKC, personal protective measures shall be implemented, including social distancing, the use of telecommuting, and enhanced communications systems (video conferencing, computer, fax, conference calls, etc.) to reduce the risk of infection to ECC representatives and staff.

Prior to and during a pandemic, the ECC shall be responsible for supporting response with selected logistics, assistance in public information and education, and the acquisition of information on the status of essential City services, critical infrastructure, and selected businesses. Normal reporting systems (SharePoint, e-mail, and conference calls) shall be used, and upon activation of the ECC, Situation Reports will routinely be compiled and will contain additional information on the number of employees absent and the number of those working from home.

The sections that follow describe the organizational structure that will be activated in the event of an influenza pandemic, including who has authority to direct and control implementation of this Plan, how City of Redmond processes will be organized during the pandemic, and how responsibilities for critical activities will be allocated between City departments.

A. Direction and Control

As indicated in the CEMP, the City of Redmond and all response partners will operate under the Incident Command System (ICS) for the response to any emergency, including a pandemic. PHSKC will provide unified command for the medical response community. The Redmond ECC will provide incident coordination for the City's non-medical aspects of its response to a pandemic.

Ultimate authority of the City and the ECC is vested with the Mayor. In a pandemic, this includes determining the most appropriate way to implement guidance on social distancing and directives issued by the Local Health Officer. Available to support the Mayor is the Assistant to the Mayor, Emergency Preparedness Council, the Mayor's Communications Director and the ECC staff. The Legal Advisor supports both the Mayor and ECC Director by providing legal counsel and by reviewing all legal documents before they are presented to the Mayor.

B. Organization

The organization of the City of Redmond's government processes during an emergency is based on an Incident Command System (ICS) that incorporates the National Incident Management System (NIMS) standards. The activation of this Plan will be coordinated and monitored by OEM and other City staff both at the ECC and Department Operations Centers, as well as at remote locations if required for social distancing. In-depth information on ECC operations and Emergency Support Functions (ESFs) can be found in the Comprehensive Emergency Management Plan (CEMP).

Because a pandemic will likely create an emergency over an extended period of time, realized in the absences of City employees, each City department or agency has included a line of succession in **Appendix B: Line of Succession**.

C. Responsibilities

The City of Redmond has a responsibility to maintain essential services to the public during an influenza pandemic. The Office of Emergency Management (OEM) has led the City of Redmond's pandemic Influenza preparation and planning efforts and has directed the preparation of this Plan, which provides the primary framework for incident planning, response, and recovery in support of maintaining the City's essential services.

Responsibilities of the City of Redmond shall be allocated as follows.

The City of Redmond shall:

- Assist PHSKC in educating City employees and the public about how to protect themselves from becoming infected and infecting others.
- Assist pandemic planning and preparedness efforts in conjunction with regional, State, and federal response partners.
- Plan and prepare for the provision of essential City services to the public to ensure continuity of the public health and safety during and after a pandemic.
- Conduct training, drills, and exercises to enhance City readiness to respond to a pandemic.
- Coordinate activation and management of the Redmond ECC.
- Through the ECC, coordinate planning and response activities with Redmond departments, ECC representatives, and other entities as required.
 - ✓ Assist with the development of departmental COOP Plans.
 - ✓ Support departmental efforts to test and improve plans and update them as required in response to incidents.
- Develop and implement a situation status report that will enable Redmond departments to provide rapid, concise situation reporting to the ECC and via the ECC to City departments, elected officials, and other government agencies.

- ✓ Monitor the status of essential City services and provide for internal and external reporting.
- ✓ Monitor City employee absenteeism to help ensure that City resources are allocated appropriately for the continuity of essential services.

VI. ASSIGNMENT OF RESPONSIBILITIES

The CEMP describes appropriate actions to be taken by the City through its departments in the areas of Mitigation, Preparedness, Response, and Recovery during any major threat.

The sections that follow outline the specific responsibilities of those City of Redmond departments and agencies providing essential services during each of the three phases described previously.

A. City of Redmond Departments

All City of Redmond departments and agencies shall:

- Create, review and update COOP Plans as needed and coordinate other work necessary to improve City, resident and local business preparations.
- At ECC activation level C, develop and implement strategies for securing necessary operating supplies, stockpile as needed, and develop agreements with suppliers where practical to do so.
- At ECC activation level B, invoke their COOP Plans.
- At ECC activation level A and B report on workforce and service impacts of the pandemic consistent with direction from OEM.

B. Office of Emergency Management (OEM)

During ECC Activation Level C the Office of Emergency Management shall:

- Revise the Redmond Pandemic Influenza Plan no less often than every four years or immediately after a severe pandemic. Revise the Citywide line of succession list (see [Appendix B Line of Succession](#)) and key contact information of partners, resources, and facilities, annually as well as incrementally as changes occur.
- Conduct updates to inform ECC staff, other key officials, and various stakeholders on the status of influenza pandemic preparedness.
- Review, exercise, and modify the Plan as needed on a periodic basis.
- Conduct meetings with appropriate partners and stakeholders to review major elements of the Plan and evaluate level of preparedness.
- Modify the Plan as needed on an urgent basis.
- Coordinate with bordering jurisdictions as required.

During ECC Activation Level B OEM shall:

- Partially activate the ECC to increased alert and readiness.
- Activate enhanced communications procedures.
- Activate enhanced Plans for operational priorities.

- Arrange for appropriate facilities use.
- Notify key officials of need for additional resources, if necessary.
- Coordinate with the Finance department to allocate funding for and document expenses of pandemic response.

During ECC Activation Level A OEM shall:

- Activate the ECC to coordinate with PHSKC, City departments, and key external stakeholders the full activation of this Plan.
- Monitor and report status of essential City services.
- Coordinate activities with neighboring jurisdictions and other major institutions
- Coordinate with the Finance department to allocate funding for and document expenses of pandemic response.

C. Purchasing Department

The Purchasing Department shall:

- Prior to ECC Activation Level B, identify and catalog alternative sources of fuel, materials and parts.
- During Activation Levels A and B, execute contracts for fuel and essential materials it believes will be in short supply.
- Renew contracts as requested by departments to assist with the continuity of their operations and services.
- Assist departments with emergency contracts for essential goods and services
- During ECC Activation Levels A and B, insure that fuel and essential materials are stockpiled and conserved and allocated appropriately to ensure that the City's essential services can continue to the greatest extent possible.

D. Information Technology Department

The Information Technology Department shall:

- Prior to ECC Activation Level B, enhance the City's infrastructure and licensing to support an increased use of remote access technologies: Outlook, VPN, and SharePoint. This expansion shall be based on requirements established and communicated to Information Services (IS) by departments as part of the development of their Pandemic Influenza IT Needs Assessment and reviews of interdependencies.
- Assist employees who request or ask to work remotely during an influenza pandemic by providing clear instructions on how to use the access tools that have been assigned to them.
- Discuss critical IS support needs and alternative support strategies with those departments that request support.

E. Finance Department

The Finance Department shall:

- Prior to ECC Activation Level B, monitor the City's Emergency and related funds and report on the amount of reserves the City has on hand which could be used to help overcome revenue shortfalls during a pandemic.
- During ECC Activation Levels A and B, monitor revenues and expenses and notify departments of changes in the City's financial condition to help them prepare for any resulting cut-backs.
- Track pandemic influenza related expenditures

F. Human Resources Department

The Human Resources Department shall:

- During ECC Activation Level C, assist departments with reviewing their labor contracts, work rules, and practices, and identifying changes which may be needed to respond to an influenza pandemic. HR shall also brief representatives from affected unions to help ensure they are informed.
- During ECC Activation Level C, coordinate briefings and information sessions for City employees regarding the City's Plans and employee options.
- During Activation Level B, assist departments with final preparations for workforce disruptions and dislocations.
- During Activation Level A, in coordination with the ECC and the Mayor's Office, coordinate with City departments to schedule the opening and closing of City facilities such that health and safety concerns are addressed along with the need to provide service.
- During Activation Level A, delegate to departments all responsibilities for hiring, disciplinary actions, and work changes.
- During ECC Activation Levels A and B, track absenteeism and report the information to the ECC daily.
- In coordination with the ECC, manage the use of non-essential City personnel.

G. Public Works

Public Works shall:

- During ECC Activation Level A, ensure that all City buildings receive adequate fresh air to help slow down the spread of the pandemic.

H. Parks and Recreation

Parks and Recreation shall:

- During ECC Activation Levels A and B, make staff available to support essential services in other departments.
- During ECC Activation Levels A and B, open and assist in staffing selected facilities, as requested by the ECC for public health or logistics support purposes.

I. Citywide Recovery Activities

Since an influenza pandemic is likely to occur in waves, the City of Redmond may need to prepare for and perform recovery activities between each wave. It will be important for all City departments and agencies to take the following actions between each wave of the pandemic:

- Assess all physical, economic, and social impacts of the most recent pandemic wave.
- Adjust recovery actions based upon actual impacts and circumstances.
- Assess costs and prepare for the next wave.
- Monitor local and national health information sources for any updates on future pandemic waves.
- Balance recovery actions with essential preparedness for the next wave.
- Adjust staffing resources where possible.

Long-term recovery for the larger community, especially if the pandemic is severe in terms of loss of life and economic consequences, will be daunting and protracted. In particular, the City of Redmond may find both its revenues and service demands affected by the following conditions as it struggles to return to normal levels of activity:

- Smaller businesses have fewer resources to withstand a pandemic, which is likely leading to business failures. They are also likely to be less competitive than larger firms when it comes to employee retention. The business community as a whole will need to work together to mitigate the impacts of competition and recovery on smaller businesses.
- Lower-income and middle-income workers will be heaviest hit and they are least likely to have sufficient financial reserves. They will need assistance in accessing business and government worker recovery support programs.
- Large businesses will not be totally immune and may encounter Plant shutdowns due to loss of staff. Restoring operations could be problematic.

City government, therefore, must approach its own recovery sequence with an understanding of the continuing, long-term impacts of a pandemic on the larger community. Streamlining support and eliminating any non-essential barriers to business recovery will be essential. The City of Redmond's Recovery Plan provides more information and details about the recovery process

(<http://www.redmond.gov/insidcityhall/Planning/mitigation/pdfs/HMPRecoveryPlan.pdf>.)

VII. ESSENTIAL SERVICES

During a pandemic, there may come a time when all available City resources must be used to provide only the highest priority essential services. In such a situation, the City will not be able to support other jurisdictions or businesses, or provide non-essential City services.

For that reason, as part of the Planning process, each City of Redmond department or agency identified all the essential services it provides. The delivery of these essential services may be prioritized as a pandemic progresses, depending on the severity and nature of its impacts.

Appendix C outlines those services that have been identified as critical to the health and safety of Redmond residents and the continued operation of City government. For more information about the criteria used to define an essential service, see [Appendix C: Essential Services](#).

VIII. LOGISTICS

While the City of Redmond has a good deal of experience in responding to incidents such as rain and windstorms, it has very little experience in Planning for and effectively dealing with a severe pandemic that may be long lasting and have even longer lasting consequences. The Comprehensive Emergency Management Plan (CEMP) provides a good framework for establishing Resource Support responsibilities. ESF 7 of the CEMP assigns leadership for Resource Support Planning and execution with the Finance and Information Services/Purchasing Department. While this guidance shall apply during a pandemic, the extraordinary demands of an influenza pandemic dictate the need for additional planning and coordination with regard to resources and facilities.

The sections that follow outline additional planning and preparation the City needs to undertake to effectively manage resources and facilities during an influenza pandemic. Information with respect to outside assistance and mutual aid is also addressed in this section.

A. Resource Management

ESF 7 of the CEMP provides the structure and framework for obtaining additional resources when City departments are unable to meet their needs. During a pandemic event, resource needs may be administrated through ESF 7 in the ECC.

An influenza pandemic will likely be a long-term event lasting many months, and resource management needs will undoubtedly change throughout that period. The ESF 7 Primary Agency, in coordination with ECC leadership, shall regularly evaluate resource management needs and determine the most effective approach to meet those requirements. Assessments shall be conducted at the end of each wave of the pandemic with the analysis and results informing refined Planning for subsequent waves.

Resource Shortages

During a pandemic, common resources may be difficult to obtain or unobtainable for a variety of reasons. Many businesses today maintain “just in time” inventories which will quickly be depleted during a pandemic and difficult to replenish. The supply chain is likely to be disrupted by the pandemic, and vendors and suppliers may be forced to close their doors for an extended period of time due to lack of supplies or staff shortages. Unlike other disasters, obtaining supplies from another city may not be an option. State and federal support will also not be available, particularly in the short term.

In addition, certain supplies will be in high demand, not only among public agencies but also private businesses. Items in short supply may include fuel, food, medicines and medical supplies, toiletries, office supplies, and parts needed to keep equipment in good working order.

It is important that City departments identify, and secure where prudent to do so, resources that support essential services before a pandemic develops. Obtaining additional resources

during a pandemic may be possible, but these resources will likely take extra effort and time to procure and prices could be at a premium.

Resource Reserves

The City of Redmond must remain able to provide essential services for its residents, businesses, and visitors. The ability to provide these services lies not only in staff required to perform the duties, but also in the equipment and supplies needed to support those services. Through the COOP and pandemic influenza planning process, each City department should identify resources critical to essential operations and consider maintaining a 60 day supply of those resources in reserve. This level is consistent with the likely duration of one of the pandemic waves. The types and quantities of resources kept in reserve will vary by department and be affected by a variety of circumstances, including funding sources, resource lifespan, and storage availability.

Resource Conservation

The City recognizes that multiple solutions are required to deal with resource shortages. Resource conservation should be considered at the beginning of a pandemic so that resources can be shifted from non-essential missions to those that provide essential services.

In preparing for a pandemic, the ESF 7 Primary Agency, in close coordination with the ECC and City agencies that provide essential services, shall develop a resource management strategy, including conservation and reallocation guidelines, to help preserve fuel, automotive parts and equipment, sanitation supplies, and other resources. The ESF 7 Primary Agency shall also review facility cleaning and maintenance contracts and explore provisions which would help minimize the spread of disease where practicable. This strategy will be executed during the Response Phase; conservation and reallocation activities are likely to continue during the Recovery Phase as supply chain disruptions in some instances are likely to last well after the pandemic. Each City department must also consider alternate methods of doing business during a pandemic that will preserve resources on hand.

Recommended Resource Planning

ESF 7 describes how resources will be procured and who will be tasked to work on logistics when a disaster strikes. The City must be prepared to execute its resourcing strategy and to purchase emergency supplies and equipment immediately upon the indication that a significant pandemic is at hand. The inability to obtain needed resources during a pandemic event could result in an ineffective response to critical missions. Waiting until supplies are depleted will be very costly at best.

Each City department should include a resourcing strategy in its COOP and pandemic influenza Plan. When developing a resource Plan, departments should identify:

- All resources required to support essential services;
- Location of sources within the city that may be used to supplement needed resources;
- A funding mechanism to support resource stockpiles;

- Secured locations for storage of resources;
- How to incorporate rotating resource reserves into their everyday operations.

Once individual departmental needs have been identified, the OEM will review plans and strategies for commonalities and interdependencies so departments can achieve some shared efficiencies and to ensure that one department's plans do not inadvertently disturb essential services of another.

Before an event, each department may also want to identify multiple vendors, including some smaller local companies, that carry parts or supplies that sustain essential services. In some cases, it may be beneficial to develop Memoranda of Understanding with companies identifying specific items that may be needed to support essential services. Though there is no guarantee that a vendor will be able to deliver the part or item, this type of agreement helps build a relationship between the City and businesses that could be beneficial during a disaster.

B. Alternate Locations and New Facilities

Each department must assess its need for alternate or additional work space for employees as well as space for storage of supplies, equipment, or other special needs. If social distancing is implemented during a pandemic or if additional staff is needed to perform essential services, then it may be necessary to obtain additional facility space. (In some cases, the solution may be to utilize work space that is used by work groups that are not supporting essential services.) Security and other support services (e.g., voice and network communications capabilities) for alternate or additional work and storage locations must also be addressed and planned for in advance.

One unusual circumstance that must be considered during an influenza pandemic is the need to have a room or area where persons who become symptomatic of the illness can stay. Employees who become ill at work may either refuse to go home or be unable to go home because of their condition. It is important that those who are symptomatic not be in close proximity to those who are not displaying symptoms, but there may be no medical facility that can immediately receive them. As an alternative, the City may want to establish dedicated rooms for ill employees by individual work group or by building or building floors.

Because of the potentially high mortality rate of a severe pandemic Influenza, the management of the remains of deceased persons may also become a logistics challenge. It is the responsibility of PHSKC to identify and resource facilities that can be used to hold the bodies of those who have died during the pandemic. City personnel must work with Public Health staff to determine facility requirements and to conduct assessments to determine candidate locations for temporary storage of remains if requested by PHSKC. Contingency agreements with potential facility providers may be warranted.

C. Integrating Outside Assistance

During a pandemic, City agencies should not expect to receive assistance from other agencies. Any outside assistance that is received will be integrated into existing operations.

Staging areas will be established for incoming resources through the ECC using the Incident Command System.

D. Mutual Aid and Inter-local Agreements

All Planning must assume that mutual aid will not be available during a pandemic. A shortage of personnel resources and supplies will dictate that agencies keep their limited personnel resources close to home and that supplies will be fully consumed providing service to their own jurisdictions.

IX. FINANCIAL MANAGEMENT

In addition to the challenges of maintaining essential City services in the face of staffing shortages and supply chain disruptions, the City may also confront significant financial problems during and after a pandemic. The Response and Recovery phases of a severe pandemic are likely to be more prolonged than other disasters, placing additional importance on overall financial planning and fiscal management.

The sections that follow describe some of the specific financial challenges an influenza pandemic is likely to create and steps the City of Redmond should take to prepare for such challenges.

A. Financial Challenges

During an extended influenza pandemic, the City can expect to confront higher than normal costs for the following reasons:

- Supply shortages may drive up the cost of fuel, replacement parts, supplies, and other components essential to service provision. In some cases, “doing without” will not be an option for the City, especially in areas of public safety and basic utility services.
- New functions and services may be required of the City; these might include the operation and maintenance of emergency short-term medical facilities, the support of children whose parents are ill or have died, or the extended protection of pharmacies whose supplies are being rationed. None of these examples is intended to be a proposal or recommendation for new City activities, but merely a recognition that the City’s role as the unit of government closest to Redmond residents may evolve rapidly and unexpectedly during a pandemic.

At the same time that its costs may rise, the City may find that its revenues are significantly declining. If a pandemic is short-lived or if its impacts are relatively mild, revenue reductions may not become an issue. If, however, a pandemic occurs as a cycle of intense waves as some experts predict, then a serious economic downturn may result, affecting all three primary pillars of the City’s tax base.

- The City’s sales tax revenue could be drastically reduced if supply chains become disrupted and construction activity is curtailed. Residents may also avoid stores and businesses out of fear of coming into contact with infected individuals.
- As businesses see their retail or wholesale sales decline, the City’s business and occupation tax revenue could similarly shrink.
- While property tax revenue should be much more stable, it is possible that by the second year of a pandemic, some property owners, through illness, unemployment, or other circumstances, may no longer be able to pay their property taxes.

B. Fiscal Responsibility

To prepare for the financial challenges created by an influenza pandemic, the City, under the leadership of the Finance Department, must take the following actions:

- Continue to maintain the City’s Emergency Fund and similar reserves at current levels or higher.
- Maintain its prioritized list of essential services and identify potential cuts in non-essential activities. Any service cuts that could yield immediate expense relief should be identified and those cuts should be implemented if rapid reductions in expenditure become necessary.
- Explore opportunities for temporary reductions in work hours or salary levels for City employees during a declared influenza pandemic emergency. Such reductions, while unpopular, are preferable to laying off employees.
- Develop revenue monitoring mechanisms that can be implemented quickly when a pandemic emergency is declared.

C. Financial Reimbursement

As with other emergencies, documentation of all activities and costs associated with a pandemic shall follow the established guidelines. City leadership staff and elected officials will expect to be informed of the cost of a pandemic crisis.

FEMA Disaster Assistance Policy DAP9523.17, Emergency Assistance for Human Influenza Pandemic, describes certain costs associated with an influenza pandemic which may be eligible for federal reimbursement. While the City of Redmond will work with FEMA and all possible jurisdictions and levels of government for potential cost recovery, it is recognized that a severe influenza pandemic will affect national and local revenues, and that federal assistance may be late in coming. Therefore, City Planning is not predicated on rapid or complete reimbursement of expenses from the federal government.

X. HUMAN RESOURCES

A pandemic is likely to have many unforeseen impacts, especially in areas relating to personnel. The City will use its established labor relations processes to negotiate proposed changes to personnel practices that affect contracts.

Guiding Principles

- The health and well-being of the City's workforce is of paramount importance. Employees and their family members will need to be supported during what will be very stressful times.
- Maintaining adequate staffing to support essential City services will be of primary concern. Essential services will be staffed first and other functions will be staffed secondarily.
- In the event that an influenza pandemic is proclaimed, management may be required to take actions to protect the public and City employees that conflict with existing personnel rules and collective bargaining agreements. It is the City's intent to minimize the number and the duration of these disruptions and to honor all appeal processes to the extent practical.
- The human resource processes may be simplified and the administration of personnel rules and/or collective bargaining provisions narrowed in order to meet the demands of staffing needs during an emergency period.
- The effect of these policies does not grant new privileges, rights of appeal, rights of position, transfer, demotion, promotion or reinstatement of any City of Redmond employees, contract or temporary workers or volunteers. These guidelines and policies do not constitute an express or implied contract. They provide general guidance and cannot form the basis of a private right of action.

A. Social Distancing

In an influenza pandemic, one of the key strategies the City will adopt to prevent the spread of flu among City employees is social distancing. This may require sending individuals home without work to do, having them work from home, having them work extended hours, or having them work overtime. Some or all of these issues have labor relations implications, including potential adverse impacts on employees.

B. Communicating with Employees

Communicating regularly, directly, and honestly with City employees regarding the City's plans for and response to a pandemic as it occurs will be essential to the success of that response. The City's Communications Strategy covers both internal and external communications and the general timing of their release during the pandemic incident lifecycle. Explicit strategies and responsibilities for communicating with City employees are detailed in [Appendix A: Pandemic Influenza Emergency Communications Strategy](#).

XI. ASSESSMENT AND REPORTING

When OEM determines that a pandemic threat exists locally, and the CEMP and Pandemic Influenza Plan are activated, each City department will be required to assess its current situation. One of the first tasks each department shall undertake upon activation of the CEMP is an evaluation of its personnel strength, as the performance of essential services depends upon the availability of personnel to perform tasks associated with those missions. Each department must also review and evaluate its Line of Succession to ensure that there is enough depth to maintain a leadership presence at all times. Personnel strength and deficiencies will be reported to the ECC in accordance with the City's Pandemic Influenza Sick Call process. At ECC Activation Levels A and B, individual departments will report their staffing levels to HR who will relay this information to the ECC.

In addition to staffing levels, any conditions that impair the ability of the department to perform essential services shall be reported to the City ECC. Personnel strength, absence of managers or supervisors, malfunctioning equipment, inappropriate or insufficient operating space, or lack of supplies or parts may all affect the ability to provide service. Any significant issues that need additional help for resolution should all be reported to the ECC where alternative solutions may be recommended.

The sections that follow describe the type of reporting activities that will be required of all City departments during an influenza pandemic.

A. Impact Reporting

In order to track the impacts of an influenza pandemic on City services and the public, departments will be required to report regularly on any changes in service levels, quality of service, or key performance indicators. Departments should submit situation reports to the ECC Operations Section.

An impact should be reported as soon as possible after it occurs. Changes in the status of a previously reported impact—either improvements or further degradations in service—should likewise be reported as updates to the original situation report.

It is expected that at its height, an influenza pandemic will create many impacts. Departments should focus on those impacts that are most significant to the public, to City policy-makers, and to other departments. When evaluating whether to report an impact, departments should consider whether the impact:

- Affects an essential service;
- Is expected to be of noticeable duration;
- Poses a significant reduction in service;
- Has policy implications;
- Affects large numbers of people or vulnerable groups of people; or
- May require significant additional resources to mitigate.

By maintaining a collective picture of impacts and their expected durations, the City will be in a better position to reallocate resources as needed to restore or retain essential services at acceptable levels.

B. Absence Reporting

Departments and the ECC need to know the resources that each department has available to perform service so that resource shortages can be addressed for essential services. In addition, PHSKC requires this information to help track the magnitude and spread of a pandemic.

Therefore, each department is required to report on a daily basis:

- How many employees, including part-time and temporary employees, the department has on their payroll;
- How many employees have reported to work;
- How many employees are absent;
- And, to the extent known, the reason for absences: sick leave due to flu-like-illness (FLI), family sick leave, scheduled absence, or other.

Each department, as part of Plan development, should create a procedure for gathering this information on a daily basis for week-day day shift employees.

XII. PLAN ADOPTION AND TRAINING

This Plan creates some unique implementation challenges. Most disasters are of short duration, yield no more than a few days of disrupted service, and affect only a small and well-defined number of employees or work units. In contrast, during a pandemic, most employees will be affected and many businesses will change their level of service, some more than others. This impact will likely be felt across all of City government for several months or longer.

Because an influenza pandemic will impact employees and services across the City of Redmond, it is critical that all employees be adequately prepared to respond to a pandemic. Every City department should ensure that its employees receive training on those portions of the Comprehensive Emergency Management Plan (CEMP), the department's COOP Plan, and the Pandemic Influenza Plan that directly affect their work or their well-being. Furthermore, the City should conduct a series of drills and exercises to prepare all employees for their role in providing essential services during a pandemic.

The sections that follow provide a schedule for Plan completion, adoption, and maintenance, and guidelines for training employees on Plan logistics and conducting implementation exercises.

A. Schedule

With the flu season quickly approaching and the recent appearance of the H1N1 virus, the OEM has created the following schedule to produce a functional Plan in a manner responsive to the current situation.

- Department heads select team members and notify OEM- September 11, 2009
- OEM creates basic framework- September 18, 2009
- Initial Meeting with department representatives- September 21, 2009
- Department Review and Revisions September 21 through October 2, 2009
- OEM publishes final Plan October 10, 2009

B. Plan Adoption

This Plan becomes effective upon the approval of Pandemic Influenza Team and the subsequent adoption by the Mayor and Redmond City Council.

C. Responsible City Officials

This Plan is an Annex to the City of Redmond Comprehensive Emergency Management Plan (CEMP) and is subject to the same policy guidelines and responsibilities therein. Given their predominant roles in a pandemic, the Leads for ESFs 2 (Communication), 6 (Mass Care, Housing and Human Services), 7 (Resource Support), 8 (Public Health and Medical Services), 14 (Long-Term Community Recovery and Mitigation), and 15 (External Affairs) shall play major roles in the administrative processes to ensure the Plan is effective.

Department heads, especially those providing essential City services, are responsible for ensuring the adequacy of their COOP and pandemic Influenza Plans and departmental preparations.

D. Distribution

It is the responsibility of OEM to ensure proper distribution of the Plan to City department and agency directors and other appropriate parties. The Plan shall be transmitted by OEM to the Pandemic Influenza Team distribution list either electronically or by hard copy as necessary. In addition, because much of this Plan impacts all City employees, OEM shall post it on the City's intranet. City department and agency directors are responsible for ensuring that all employees within their departments have access to the Plan.

E. Maintenance

OEM staff is responsible for maintaining the Pandemic Influenza Plan, with input from individual department staff and/or ESF representatives. This Plan and its appendices shall be reviewed every four years.

However, certain portions of this Plan must be reviewed more frequently. [Appendix D: Pandemic Influenza Emergency Information Technology Plan](#), for example, should be reviewed at least every two years to ensure that it adequately addresses the most current technologies in use at the City. This is particularly critical in relation to strategies for telecommuting. In the event of an influenza pandemic, it is imperative that all equipment and software used by employees to telecommute be up-to-date and compatible with City systems, as the expectation is that many employees will telecommute during the pandemic.

Similarly, human resource policies may change as union contracts are renegotiated and thus they should be reviewed at least every two years.

Additionally, when the WHO declares that the influenza pandemic has moved to Phase 4, this Plan should be reviewed and updated as required. Training and exercise schedules may also be accelerated based on WHO and PHSKC guidance.

F. Training

Training will vary from general overview materials to detailed procedures. Departments are responsible for insuring their employees are aware of this Plan and its impact on them and their department's functions.

Each department shall develop training that includes specific policies and procedures their employees will use during an influenza pandemic. Training that familiarizes employees with department COOP and pandemic Influenza Plans, particularly those areas affected by a pandemic, is critical and should address issues such as Lines of Succession, Delegation of Authority, and which units will cover for others if there is a shortage of personnel.

The Primary Agency for each ESF is responsible for reviewing current procedures and modifying them as appropriate for response to a pandemic. The OEM is responsible for ensuring training and drills are developed and delivered, and that After Action Reports are reviewed with the Director of OEM. There are also some unique forms of technical training that may need to be developed. Examples include IT training on remote access for those employees who may be working from home, agreed upon exceptions to union contracts, and modifications to procurement or payroll submissions. City

departments will coordinate with ESF Primary Agencies and work units with technical expertise to ensure that all gaps are identified and training issues addressed.

The purpose of this training is to help employees understand the priorities of City government, including essential services during an event of this type. In addition, the training will identify City employees' roles in providing essential services during a declared pandemic crisis, ways they can help themselves and their families overcome challenges they may face during a pandemic, and ways to help the community and those they serve. General information about pandemic influenza, basic health and safety recommendations, social distancing guidelines, human resource issues, and IT instruction should also be included in the training.

Training Delivery

While OEM is tasked with developing portions of Pandemic Influenza training and drills, it is the responsibility of each department to enhance that basic training with department specific information and to ensure that their employees receive training. Methods that may be used to deliver training to City of Redmond employees include train-the-trainer, direct classroom instruction, Web-based training modules, and video presentations.

OEM shall conduct at least one training session for all department directors, separately elected officials and their key staff, and selected managers. These sessions shall include basic information for all staff as well as pandemic specific ECC training.

When the WHO declares that the influenza pandemic has moved to Phase 4, training shall be accelerated as much as possible so that every employee receives basic pandemic training prior to the onset of the disease in Redmond. The training schedule may be modified based on the advice of PHSKC.

G. Exercises

Disaster exercises perform three vital functions. They:

- Validate response Plans and procedures to the extent that those Plans and procedures are adequate in guiding responses to exercise scenarios.
- Expose gaps or shortcomings which can be corrected and validated in the next exercise.
- Reinforce employee behaviors and increase employee confidence in using the Plan to respond to a disaster.

Activities typically build from the simple to the complex over time and generally require budgets that increase with the complexity of the exercise.

To ensure an effective response to pandemic influenza, the full range of exercises from the drill to the full-scale simulation will be necessary. These exercises enable the City to test its Plans and help employees to understand their roles in the response and to practice critical activities.

Each department shall conduct training, drills, and tabletop exercises that include appropriate managers and selected personnel. Some departments may need to execute multiple exercises in order to cover all business groups. OEM staff will be available to assist with the design or facilitation

of these exercise activities. Elected officials and their key staff should also participate in training and exercise activities so they will be prepared when an influenza pandemic occurs.

To practice social distancing, some drills should include employees connecting to City computer systems and departmental applications from home. Other activities that should be practiced in a drill or discussed in a tabletop exercise include testing call down lists, impact reporting, and absence reporting.

Following training, drills and tabletop exercises, a City-wide exercise should be conducted to test the role of the ECC and ESFs during a pandemic. This exercise should also provide a platform for testing department COOP Plans as they relate to a pandemic. OEM will take the lead for this exercise which should be conducted within two years of the adoption of this Plan.

This City-wide exercise also provides an excellent opportunity to engage external stakeholders in the testing of their pandemic Plans, especially where they interface with the City's Plans. The City, through OEM, should work with other jurisdictions, private businesses, and non-government organizations, to make this City-wide exercise a multi-jurisdictional event. This participation will facilitate greater communication and collaboration among key stakeholders in preparing for an influenza pandemic.