

# **PANDEMIC INFLUENZA PREPAREDNESS AND RESPONSE**

**The following template / toolkit is to be used as a guide in the development of your jurisdiction's Pandemic Influenza Response Plan. The recommendations and topics addressed in this document should *not* be considered policy and should be vetted through your city government administration.**

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## OVERVIEW

This Plan is intended to generally outline the actions to be taken by the City in response to a potential Pandemic Influenza that could disrupt the continuity of operations for the provision of essential and other community services, including governmental and business functions.

The word “Pandemic” is used to describe a disease that affects people on a worldwide scale. Flu pandemics have occurred roughly every 20 to 30 years throughout history, and include the “Spanish flu” of 1918, “Asian flu” of 1957, and the “Hong Kong flu” of 1968.

Three conditions must be met to result in a pandemic: first, the emergence of a new flu strain, second, the ability of that strain to infect humans and cause serious illness, and third, the ability to spread easily among humans. In 2007, the H5N1 virus (bird flu) met all but the third condition. If one day, due to mutation, H5N1 can be passed among people, it will likely spread in the same way the typical flu viruses spread, either in droplets from the nose and throat that are expelled from infected people when they cough, sneeze, or even talk, or by direct contact with respiratory secretions such as shaking hands with an infected person- followed by touching one’s nose or mouth.

If the Pandemic Influenza spreads to the City, a cumulative absentee rate of 25-30% of City employees is expected for up to 6 months, on a rolling basis. This number includes sick employees, employees who are caring for sick family members and employees who do not come to work out of fear of becoming ill. In addition, there may be a significant need for social distancing (a reduction of the number of persons concentrated in the workplace), necessitating that employees not report to the workplace.

Given the impact a pandemic flu would have, the Plan provides a broad operational framework for City Departments to compliment department operational plans should a Local State of Emergency for Pandemic influenza be declared. The Plan also includes staffing strategies, tools, advice and directives to be used since emergency staffing and backfill of existing positions will be of primary concern in order to provide essential services and other services to the public.

Of note, is the fact that many human resources processes may be simplified and the administration of collective bargaining provisions narrowed in order to meet exigent staffing needs.

The effect of the provisions of this Plan confer no new privilege, right of appeal, right of position, transfer, demotion, promotion nor reinstatement for any City employee, temporary worker or volunteer. This Plan does not constitute an express or implied contract. It provides general guidance that cannot form the basis of a private right of action.

## Section 1: Phases of Pandemic and City Response

The World Health Organization (WHO) has developed a global influenza preparedness plan that includes a classification system for guiding planning and response activities for an influenza pandemic. This classification system is comprised of six phases of increasing public health risk associated with the emergence and spread of a new influenza virus subtype that may lead to a pandemic. The Director General of WHO formally declares the current global pandemic phase and adjusts the phase level to correspond with pandemic conditions around the world. For each phase, the global influenza preparedness plan identifies response measures WHO will take, and recommends actions that countries around the world should implement.

WHO website: [www.who.int](http://www.who.int)

- Pandemic: [www.who.int/csr/disease/avian\\_influenza/phase/en/index.html](http://www.who.int/csr/disease/avian_influenza/phase/en/index.html)

Pandemic Phases	City Goals
<p>Interpandemic Period</p> <p><b>Phase 1</b> – No new influenza virus subtypes detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human infection or disease is considered low.</p> <p><b>Phase 2</b> – No new influenza virus subtypes detected in humans. However, a circulating animal influenza virus subtype poses substantial risk of human disease.</p>	<ul style="list-style-type: none"> <li>▪ Inventory resources and assess needs.</li> <li>▪ All field 1<sup>st</sup> responders will be issued PPE's.</li> <li>▪ Identify N95 mask needs, gloves, and any other PPE needs for non-first responders.</li> <li>▪ Stockpile PPE's.</li> <li>▪ Distribute employee packets containing pandemic specific information.</li> </ul>
<p>Pandemic Alert Period</p> <p><b>Phase 3</b> – Human infection(s) are occurring with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.</p> <p><b>Phase 4</b> – Small cluster(s) of human infection with limited human-to-human transmission but spread is highly localized suggesting that the virus is not well adapted to humans.</p> <p><b>Phase 5</b> – Larger cluster(s) of human infection but human-to-human spread is localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).</p>	<ul style="list-style-type: none"> <li>▪ Conduct tabletop exercise with all City Departments.</li> <li>▪ Coordinate with County, State, and Federal agencies for support.</li> <li>▪ Evaluate use of PPE's (Phases 4&amp;5).</li> <li>▪ Consider activating alternate work schedules (Phase 5).</li> <li>▪ Assess employees who can telecommute (Phase 5).</li> <li>▪ Consider canceling all public meetings; encourage holding essential meetings using remote conferencing (Phase 5).</li> <li>▪ Consider activation of EOC (Phase 5).</li> </ul>
<p>Pandemic Period</p> <p><b>Phase 6</b> – Pandemic is declared. Increased and sustained transmission in the general population.</p>	<ul style="list-style-type: none"> <li>▪ Coordinate vaccination program with local Department of Health.</li> <li>▪ Consider closing public facilities.</li> <li>▪ Consider performing Essential Functions only.</li> </ul>

## Section 2: Coordination with County and State Agencies

### A. POLICIES

1. The City will exercise broad lawful authority, within existing capabilities, to protect human life threatened by pandemic influenza or any health emergency to include ordering isolations, quarantines, evacuations, mass prophylaxis/immunizations, and other necessary actions to contain or control the incident.
2. The City will work in collaboration with the Palm Beach County Health Department, the State of Florida Department of Health and federal Centers for Disease Control and Prevention (CDC) to establish any needed expanded mass prophylaxis/immunizations or quarantines.
3. The City will establish overall direction, control, and coordination through activation of the City Emergency Operations Center (EOC) to support the response to and consequences of a health emergency.
4. The City will utilize the National Incident Management System (NIMS) as the organizational basis for response to health emergencies.
5. The City will ensure notification of and communications to appropriate county, state and federal agencies.
6. City employees must follow established safety and health guidelines that are pertinent to their role in responding under this plan.
7. Pertinent information will be shared with the public.
8. Information will be shared with the county health department, physicians, hospitals and other health care professionals, and emergency management agencies at appropriate levels.
9. City resources will be utilized before requesting assistance from other sources.
10. The City will adhere to appropriate medical ethics and practice when allocating scarce resources.
11. The City's Continuity of Operations Plan (COOP) will be activated as needed.

### B. AUTHORITY

<b>FEDERAL</b>	
Title 42 United States Code Section 264 (Section 361 of the Public Health Service [PHS] Act) Centers for Disease Control and Prevention (CDC).	Under its delegated authority, the CDC is empowered to detain, medically examine, or conditionally release individuals reasonably believed to be carrying a communicable disease. Influenza viruses that cause/have potential to cause a pandemic are included in the list of quarantinable diseases.
Chapter 68. Title 42.	Provides authority to declare and respond to emergencies and provide assistance to protect public

	health; implemented by the Federal Emergency Management Agency.
<b>STATE</b>	
Chapter 252, Florida Statutes Emergency Management Act Section 381.003, F.S. - Governor and Florida Division of Emergency Management.	<ul style="list-style-type: none"> <li>• Allows Governor to declare a state of emergency.</li> <li>• Gives Governor and Division direction and control of emergency management.</li> <li>• Allows Governor and Division to delegate authority to carry out critical functions to protect the peace, health, safety, and property of the people of Florida.</li> </ul>
Chapter 381, F.S. Section 381.0011, F.S. Communicable Disease and Quarantine - Department of Health.	<ul style="list-style-type: none"> <li>• Authorizes the department to administer and enforce laws and rules relating to control of communicable disease.</li> <li>• Authorizes the department to declare, enforce, modify, and abolish quarantine of persons, animals, and premises.</li> <li>• Authorizes the department to specify the conditions and procedures for imposing and releasing a quarantine.</li> </ul>
Section 381.00315, F.S. Public Health Emergencies and Advisories.	Authorizes the State Health Officer to declare public health emergencies and issue public health advisories.
Section 381.0012, F.S. - Enforcement Authority Department of Health.	Authorizes the department to maintain necessary legal action; request warrants for law enforcement assistance; and directs state and county attorney, law enforcement and city and county officials upon request to assist the department to enforce the state health laws and rules adopted under Chapter 381, F.S.
Section 381.0012, F.S. - Enforcement Authority Department of Health.	Authorizes the department to maintain necessary legal action; request warrants for law enforcement assistance; and directs state and county attorney, law enforcement and city and county officials upon request to assist the department to enforce the state health laws and rules adopted under Chapter 381, F.S.
Section 768.28, F.S. - Sovereign Immunity for State Officers and Employees - State Agencies.	Protects state employees who administer immunizations as part of their official duties.
<b>Section 120.54, F.S. - State Agencies.</b>	Allows state agencies to adopt temporary emergency rules when there is immediate danger to public health, safety, or welfare without going through the normal rule making process.
<b>CITY</b>	
Cite City Policy	<ul style="list-style-type: none"> <li>• Allows Mayor to declare a state of emergency.</li> <li>• Authorizes City Manager to effectuate emergency management plan.</li> </ul>

### C. MASS FATALITY.

1. The PBC Medical Examiner is the lead agency for organization and mobilization of recovery and morgue activities (multiple deaths) operations during mass casualty emergencies.
2. The Medical Examiner's Mass Fatality Management Tasks include:
  - Determine the numbers of fatalities and location(s).
  - Implement and coordinate the County's Multiple Death/Mass Fatality Operations Plan.
  - Identification, registration, and disposal of the dead.
  - Establishment of temporary morgues.
  - Establishment of facility collection areas to facilitate recovery operations.
  - Identify mass burial sites, as required.
  - Protect the property and personal effects of the deceased.
  - Provide data to Law Enforcement for notification of relatives.
  - Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers.
3. The City EOC will support the PBC Medical Examiner actions, when requested, and within City capabilities. Assistance may include:
  - Identification of the scope of the mass fatality operation.
  - Establishing a collection system.
  - Establishing temporary morgue facilities, staging areas and storage facilities.
    - Potential temporary morgues include existing large garages, refrigerated trucks/trailers/containers.
    - Temporary morgue and storage sites will be removed from public view and guarded. Consideration will be made for use of existing secure facilities if available.
  - a. The City EOC will coordinate the movement and integration of state and federal resources into the affected City area.
4. Decontamination.
  - a. The PBC Medical Examiner will determine the appropriate decontamination measures and recommend appropriate options for the disposition of the deceased.
  - b. All personnel must follow the guidance of the PBCHD and Medical Examiner for the wearing of personal protective equipment when handling remains.
5. Disposition of the Deceased.
  - a. The final disposition of corpses is dependent on the total number of deaths, the public health concerns associated with large numbers of dead, and the nature of the pandemic flu or health event.
  - b. Options for disposition include:
    - Burial by family members, if burial can be done in a timely fashion, and there is no

threat to public health.

- Mass burial.
- Cremation.
- Mass Cremation.

## Section 3: Administration of Vaccinations

Introduction of pandemic influenza into Florida may come from a variety of venues. Attempts to control and contain pandemic influenza will reduce morbidity and mortality. The Department of Public Safety will be tracking and following guidelines from the local Health Department, CDC, professional contacts and media sources regarding the availability of vaccines and antiviral medications for distribution during an epidemic outbreak.

### Antiviral

- Limited amounts of antiviral will be available for treatment and prophylaxis of a novel virus in a pandemic.
- State stockpiles will be available to priority groups for treatment and prophylaxis according to federal guidelines from the Department of Health and Human Services (HHS).
- Treatment, containment, control and prevention strategies for and pre-and post exposure prophylaxis are included with other non-pharmaceutical interventions.
- The common anti viral medications; Relenza and Tamiflu have only been successful as an early treatment to exposed treatment to an exposed patient prior o symptomatic onset.

### Vaccines

- When the pandemic occurs, vaccines will not be available, or will be in short supply and will be allocated on a priority basis, following federal guidelines from the HHS.
- Vaccines will be available for pandemic influenza prophylaxis approximately six to eight months after the pandemic begins.
- The total vaccine supply will be under the control of the federal government.
- With the emergence of a novel influenza-virus strain, all persons identified will likely need two doses of vaccine to achieve optimal antibody response.
- The County Department of Health will coordinate dispensing of vaccinations with County Emergency Management and will designate coordinate location, times, dates and verification of distribution.

### Prevention

- Education in basic personal hygiene is critical for the public and health care personnel.
- Vaccination for seasonal influenza is recommended to decrease the risk of new viral strains and secondary infections although it is usually not protective against strains responsible for pandemics. Healthcare personnel should be immunized annually in an effort to prevent absenteeism during epidemics and pandemics.
- Reporting of influenza-like outbreaks and influenza laboratory-confirmed cases to local health authorities to maintain an adequate level of surveillance and a rapid response for preventing further spread.

See the following attachments.

*Attachment 1: General Influenza Guidelines*  
*Attachment 2: Frequently Asked Questions*  
*Attachment 3: Social Distancing*

## Section 4: Dead Bird Protocol

### Single Native Dead Birds

If a single native bird such as an egret, blue jay, crow, sparrow or cardinal is found dead, it is best disposed by picking it up with a shovel or gloved hands, placing it in a plastic bag and burying or discarding in the trash. Always wash hands thoroughly after disposal. There is no need to report those birds as they are not currently thought to play a significant role in the transmission of avian (bird) influenza. On private property, the property owner, or Association is responsible for disposing of dead birds, while the Public Works Department is responsible for disposing of dead birds on Public property.

The use of lakes, ponds, or canals will not generally be restricted until and unless there is a significant change in the science or epidemiology of this disease. Restrictions should be considered under the following circumstances:

- Where there is clear evidence of heavy fecal contamination in relatively small volume waters (*especially if stagnant*),
- Where avian influenza viruses may be known to be circulating in wildfowl in the area.

### Multiple Dead Birds

Should multiple dead birds be found within a park or public grounds, the public should be isolated from the dead birds. The park may remain open while the public is kept temporarily out of the immediate area where the die-off occurred.

The Public Works Department shall take the following actions:

1. Clean any hard standing areas where birds were found to reduce the risk of contamination of the public. Mechanical sweeping and/or plain water wash down is sufficient.
2. Re-admit the public after the birds are removed and cleaning of hard standing areas has been undertaken.
3. Regularly clean hard standing areas where birds habitually defecate (for example places where the public often hand feed birds) to reduce the risk of contamination to the members of the public. It is not necessary to use disinfectants or viricides, mechanical sweeping; plain water wash down is sufficient.
4. Conduct regular inspections to identify dead birds and promptly remove and dispose of them.

There should be no restrictions on the use of lakes, ponds, or canals except where there is clear evidence of heavy fecal contamination in relatively small volume waters (especially if stagnant); in this area, discretion should be exercised in preventing access or use of such waters. Where such restrictions are being considered, the advice of the Palm Beach County Health Department should be sought.

Should the PBCHD identify the presence of infected birds in the County, the following precautions will be taken by the Public Works Department to remove dead bird(s). The employee shall:

1. Not touch the bird with bare hands.
2. Wear disposable protective gloves when picking up and placing the dead bird in a suitable plastic bag, preferably leak proof. (Care should be taken not to contaminate the outside of the bag. If disposable gloves are not available, a plastic bag can be used as a make-shift glove. When the dead bird has been picked up, the bag can be turned back on itself and tied.)
3. Tie the bag and place it in a second plastic bag.
4. Remove gloves by turning them inside out and then place them in the second plastic bag.
5. Dispose of in the refuse bin.
6. Wash hands thoroughly with soap and water.
7. Wash clothing that has been in contact with the dead bird using ordinary washing detergent at the temperature normally used for washing the clothing.
8. Thoroughly clean any contaminated indoor surfaces with normal household cleaner.

## Section 5: Closure of Schools and Daycare Facilities

To minimize the effect of any disease outbreak, the Health Department may authorize disease control measures that include a broad array of actions. Isolation, quarantine orders and social distancing measures are likely to be used in a pandemic influenza event. In addition to closing large social gatherings, community events, and others, schools and large day care centers may be closed as a social distancing strategy. It is anticipated that this action would occur in coordination with any countywide emergency proclamation.

School and daycare closure is expected to have a significant cascading effect on staff absenteeism in both the private and public sectors. The City must be prepared for a reduction in its staff resulting from healthy parents staying home to take care of healthy children or other healthy dependants.

In the event that this occurs, staff should be informed of expectations, depending upon their department designation as first responders, essential personnel and non-essential personnel. If schools and daycare centers are closed, employees will not be allowed to bring their children to work.

- A. First Responders:** must report to work, notwithstanding school and daycare closures. All first responders should have a family care succession plan in place.
- B. Essential Personnel:** should make every effort to report to work in the event of school and daycare closures.
  - 1. All essential personnel should have a family care succession plan in place.
  - 2. In the event that child and dependent care coverage become impossible, arrangements should be made in advance with department management to telecommute, if appropriate and feasible. Otherwise, essential personnel may use accrued vacation leave or accrued compensatory time, or may request approval for leave without pay for such an absence. Sick leave may not be used by healthy parents who are staying home to take care of healthy children or other healthy dependants due to lack of day care arrangements.
- C. Non-essential Personnel:** all non-essential personnel should make every effort to report to work in the event of school and daycare closures.
  - 1. All non-essential personnel should have a family care succession plan in place.
  - 2. In the event that child and dependent care coverage becomes impossible, non-essential personnel may use accrued vacation leave or accrued compensatory time, or may request approval for leave without pay for such an absence. Sick leave may not be used by healthy parents who are staying home to take care of healthy children or other healthy dependants due to lack of daycare arrangements.

## **Section 6: Essential Functions, Lines of Succession and Delegation of Authority**

The following section provides guidance and direction to assist all departments, divisions and work units to develop plans for identification of essential functions, lines of management succession and delegation of authority in the event of a Local State of Emergency for Pandemic Influenza. The following recommended elements may be duplicative of your jurisdictions Continuity of Operations (COOP) and / or Continuity of Government (COG) Plans.

- A. Department Directors shall predetermine first responder functions and essential functions; including critical times of year when certain functions must be performed (the discharge of certain essential work may be specific to the time of season, year or month or dependent on other factors directly affecting the function).
1. Department Directors shall predetermine personnel who perform essential functions and the minimum number of staff necessary to perform the functions.
  2. Department Directors shall identify functions that may be suspended while personnel are assigned to more critical roles. Directors should identify the time period that the function can be suspended and the functions that may be done on a less frequent basis than would occur under normal conditions.
  3. Department Directors should identify personnel that have the skills and abilities to perform other functions. Such personnel may be:
    - a. Employees in the same classification as those who normally perform the function;
    - b. Employees who have previously performed the work and are currently employed elsewhere in organizations within the City; and
    - c. Employees who can be trained either in advance of the need or on-the-job when the need arises.
  4. Department Directors should identify other personnel who may be available to perform the essential functions. Such personnel may include retired employees, former employees, On-call workers and contract workers.
  5. Department Director shall have a plan of succession and cross-train *at least* 3 employees to complete, review, and submit timesheets.
- B. Departments shall follow the established line of succession identified in the Emergency Management Plan, Continuity of Government Annex.
1. The personnel identified for the line of succession should know the operations of the work unit; have the confidence of the Director to act in his or her absence; clearly understand the scope of the powers and duties delegated to him or her; and clearly understand the constraints, if any, of the powers and authorities she or he will be delegated.

2. Department Directors shall predetermine the individuals who will have the delegated authority to make decisions and *communicate* to department and division personnel that these individuals will have that authority to direct division and work unit personnel.
3. If all of the personnel identified for the line of succession are unavailable (which may be the case in small work units where there is a limited number of leadership personnel), the Director should provide for alternate lines of succession that identifies other personnel who can assume the powers and duties outside of the work unit.
4. Department Directors should determine if those in the line of succession need to be cross-trained in advance and provide such training where needed. Advance cross-training for essential functions, *such as the payroll function*, is imperative. The department may provide resources which may be accessed to train employees to perform other functions (video tapes, outside trainers, procedures manuals, teleconferencing, consultants, etc.).
5. Department Directors should establish procedures that provide those in the line of succession with access to information and needed items (*i.e.* computer passwords, calendars for employee approved time off, office keys, file cabinet keys, etc.) should they take over leadership responsibilities.

## Section 7: Alternative Work Schedules

Alternative work schedules may be implemented to enhance social distancing, business continuity or other pandemic response goals as follows:

- A. In addition to regular full-time employees, part-time and temporary employees may work alternative schedules.
- B. Departments shall review their normal business hours and work schedules to determine if they can be modified in a manner that best promotes social distancing, business continuity or other pandemic response goals during an emergency.
- C. Departments will identify first responder functions, essential functions and non-essential functions that may be staffed with personnel on alternative schedules.
- D. If feasible, supervisors should first ask for employees to volunteer to work hours other than their usual schedule. Where certain work schedules cannot be staffed, department management may direct staff to work the schedules necessary.
- E. Regular work schedules may be changed by a supervisor subject to a 24 hour cancellation notice, when possible, upon the proclamation of a Local State of Emergency for Pandemic Influenza. If less than a 24 hour notice is necessary, department management may make such changes.
- F. Alternative work schedules may be changed by a supervisor subject to a 24 hour cancellation notice upon the declaration of a Local State of Emergency for Pandemic Influenza, when possible. If less than a 24 hour notice is necessary, department management may make such changes.
- G. Departments are encouraged to work with staff to minimize the impacts of decisions affecting schedule changes.
- H. Alternative work schedules may be processed via email, fax or telephone. Approved schedules shall also be formally documented. Such documentation should occur within one week of the start of an alternative schedule or as soon as practicable thereafter. A supervisor may document the change via email, memorandum, or fax.

*See Attachment 4: Alternative Work Schedules*

## Section 8: Telecommuting

Telecommuting provides for an employee to work one or more days each work week from home instead of commuting to his or her centrally located worksite. Telecommuting is not appropriate for all employees and no employee is entitled or guaranteed the opportunity to telecommute.

Telecommuting provides support for social distancing or other pandemic response goals as necessary to respond to a Local State of Emergency for Pandemic Influenza. These modifications apply only to pandemic planning and response for employees that have been identified as appropriate personnel for telecommuting.

- A. Department Directors should identify potential telecommuters as soon as possible and make the necessary technological arrangements through the Information Technology Division.
1. Departments shall consider a broader use of telecommuting than they would for normal operations or other types of emergencies to accomplish social distancing for a Local State of Emergency for Pandemic Influenza.
  2. Departments shall identify essential functions that may be accomplished remotely and whether the person performing the function needs access to all systems and applications or only email and/or voice communications.
  3. Departments shall identify employees who are qualified for the provision of essential functions and determine their ability to telecommute and their current capacities (*i.e.*, who already have Virtual Private Network - VPN). As part of the plan for the procedure, provide VPN service in advance of the potential Local State of Emergency for Pandemic Influenza to such employees performing functions that require access to systems and applications.
  4. Departments shall consider alternative work schedules for those authorized to telecommute to reduce peak demands on Information Technology systems.
  5. Departments might consider having a laptop computer that is pre-loaded with the VPN software which may be checked out on an emergency basis by employees who do not already have the necessary equipment to telecommute. Equipment is limited and employees should not expect to be provided a laptop.
  6. Telecommuting assignments may be processed via email or telephone.
- B. Supervisors may require that an employee telecommute during a Local State of Emergency for Pandemic Influenza. A requirement to telecommute shall be documented. Such documentation should occur within one week of the start of the directive to telecommute or as soon as practicable thereafter. A supervisor may document the change via email, memorandum, fax or other documented method.

*See Attachment 5: Telecommuting Schedule*

*See Attachment 5a: Telecommuting Agreement*

- C. There are a number of technical planning methods to accomplish telecommuting as follows:
1. Via the *World-Wide-Web*, employees can access their email accounts and public folders from any computer with internet access. There is no additional set-up or cost, however, the access is limited only to email and the public folders. Employees cannot access other systems or applications.
  2. *Virtual Private Network (VPN)* – employees can access their work computer from their home computer through software that must be loaded on the home computer and settings on the work computer. The software is normally provided to the employee on a CD, with installation instructions. This allows the employee to log into the City network via a password protected connection. There is no cost to use VPN services, though the employee must have internet access, preferably with a high-speed connection.

Use of VPN is the preferred solution for accessing the network for telecommuting.

3. *Instant Messenger (IM)* – this is a free service provided by a number of companies including Microsoft, AOL and Yahoo. It allows for real-time instant text messages either between individuals or as part of a group. The access should be developed in advance so that employees who are telecommuting would be able to load their IM address book to enable the communication. This technology should not be used for secure and/or confidential communications because it is not private.
4. *Teleconferencing* – allows for audio meetings to be held with multiple attendees at different sites. This can be a subscription service where individuals call into a toll-free number and enter a password for the connection to others calling into the same meeting.

## Section 9: Leaves of Absence, Vacation, and Compensatory Time

During a declared Local State of Emergency for Pandemic Influenza previously approved leave, vacation leave and compensatory time off may be rescinded in order to provide staffing coverage for City services.

Department directors and supervisors should note the following:

- A. Keep an updated calendar of all approved time off and provide access of that calendar to those in their line of succession.
- B. Leave, vacation and/or compensatory time off should only be rescinded where the supervisor is unable to adequately staff a work unit or project.
- C. Leave, vacation and/or compensatory time off should be rescinded as soon as the supervisor believes that a potential staffing shortage will require that the employee report to work.
- D. Prior to rescinding previously approved vacation leave or compensatory time off, the supervisor should attempt to staff the unit or project through other available means.
- E. Rescission of an employee's leave which is already in progress shall be reasonably based upon the employee's ability to report to work. *(For example, it would be reasonable to require that an employee who is on vacation at home to report to work, but unreasonable to require that an employee who is on vacation out of the country report to work.)*
- F. When rescinding vacation and/or compensatory time off, the supervisor shall have actual contact with the employee to ensure that the employee received the directive to report to duty. Rescission should be made in writing, if possible.
- G. Employees eligible for vacation leave may accrue up to 240 hours vacation leave. However, should the need for an employee to work during Local State of Emergency for Pandemic Influenza result in the employee going beyond the maximum accrual amount, the supervisor may submit a recommendation to the City Manager that the employee be allowed to carryover vacation leave.
- H. While employees who have accrued compensatory time off have a right to use it within a reasonable time of their request, such may not be the case in the event of an emergency, where an employee's absence would disrupt City business operations. Should rescission of compensatory time off due to a proclaimed Local State of Emergency for Pandemic Influenza occur, the employee may request payment of same.

In the event of the declaration of a Local State of Emergency for Pandemic Influenza the emergency may necessitate the suspension of certain collective bargaining agreement provisions, if applicable, in order to staff and administer the functions of a department and/or division. Provisions should be suspended only when narrowly tailored for the emergency situation.

Provisions suspended may include but are not limited to those which deal with:

- Scheduling
- Notification procedures
- Assignment of work

To the extent possible, compensation provisions will not be suspended but may be streamlined in order to administer payroll in a timely manner.

The following provides guidelines in the administration of collective bargaining agreements to follow in the event an emergency is proclaimed:

**A. Guiding Principles**

1. The provisions of the respective collective bargaining agreement that are temporarily suspended due to the emergency should be those that:
  - a. Ensure that functions of the unit can be staffed safely;
  - b. Have the least disruptive effect on bargaining unit employees; and
  - c. Have the least disruptive effect on non-bargaining unit employees.
2. Supervisors should follow the provisions of collective bargaining agreements to the extent possible, without causing too much difficulty in administering a work unit during the emergency.
3. Supervisors should provide as much notice to employees as possible, given the circumstances, of any change affecting employees.

**B. Contract Negotiations and Administration**

During the period of the emergency, the City may temporarily suspend collective bargaining negotiations, grievance processing and labor-management committee meetings.

*See Attachment 6: Recession of Vacation*

## Section 10: Return to Work Authorization

In the event a Local State of Emergency for Pandemic Influenza is declared, the following procedures will be in effect for the duration of the emergency.

Returning from Leave: In the event that an employee is ready to return to work from a leave (paid, unpaid, or military) the following procedures shall apply:

- A. The employee who is ready to return from leave shall contact his/her supervisor (or a person acting in his/her capacity) for instructions on when and where the employee should return for assignment, provided an assignment is available prior to the day that the employee proposes to return. Contact shall be made in the manner deemed appropriate by the work unit.
- B. The supervisor shall inform the employee as to whether or not the employee's return to work is authorized. If it is authorized, the employee should be informed of his/her work location (or whether the employee will be assigned to work from a remote location or telecommute), work schedule and shift, and specific work assignments, if different from the employee's regular assignment.
- C. In administering this section, medical certifications may or may not be required.

## Section 11: Discipline – Conduct, Including Unauthorized Absences

The City's commitment to public service will be the cornerstone to holding the function of our community together. In order to fulfill service to the public, all able employees are expected to report to work and perform duties, unless directed otherwise.

There may be occasions during the emergency when employee misconduct or unexcused absenteeism arise and need to be addressed. In some cases, that will mean that discipline is appropriate.

**A. Disciplinary Action, in General:** The type and level of disciplinary action will be determined by the nature and severity of the behavior and/or performance deficiency that led to the disciplinary action. Prior to proposing or implementing disciplinary action, directors should first consult the City Manager. The department director shall review pertinent facts and decisions regarding when and if to process disciplinary action.

1. Any suspension or termination disciplinary proposal for an employee's misconduct will be reduced to a form of written correspondence (*e.g.* letter, email, facsimile) by the supervisor and a copy will be provided to the employee. The correspondence will set forth the dates of the employee's alleged misconduct, noting when the proposal will be processed and when the employee will have an opportunity to be heard.
2. Processing disciplinary proposals of employees, who are alleged to have engaged in misconduct, may be held in abeyance pending the City's return to normal business operations. Administrative leave remains available for departments to utilize when departments determine that an employee should not return to work pending the outcome of the disciplinary process.

**B. Disciplinary Action for Unauthorized Absences:** An unauthorized absence means the absence of an employee from duty without specific authorization. Authorization is obtained via the notification and approval method prescribed by the department. Certain unauthorized absences during a Local State of Emergency for Pandemic Influenza may result in a reduction in pay and/or disciplinary action, up to and including termination.

### 1. Pay

- a. Hourly employees who are not exempt from the overtime provisions of the Fair Labor Standards Act (FLSA) will not be paid for any time that they are absent from work without approved leave.
- b. Employees who are exempt from the overtime provisions of the Fair Labor Standards Act (FLSA) will not be paid for any full work day that they are absent from work without approved leave.

## 2. **Disciplinary Action**

- a. Any suspension or termination disciplinary proposal for an employee's unapproved leave of absence will be reduced to a form of written correspondence (*e.g.* letter, email, facsimile) by the department director and a copy will be provided to the employee. The correspondence will set forth the dates of the employee's unapproved absence, noting when the proposal will be processed and when the employee will have an opportunity to be heard.

*See Attachment 7: Disciplinary Action*

3. Processing of disciplinary proposals for employees who are alleged to be absent without approved leave may be held in abeyance pending the City's return to normal business operations. Administrative leave remains available for departments to utilize when the department director determines that an employee should not return to work pending the outcome of the disciplinary process.
4. Should an employee's unauthorized absence from work for a period of three consecutive days be sustained and no compelling mitigating circumstances exist, such may be considered as abandonment of the employee's position with the City. An employee who abandons his or her position may be subject to termination.

## **Section 12: Facility Closure / Reduction in Force**

City offices and Public Safety operations will remain open during emergency situations that do not pose an immediate life, health, or safety risk to its occupants unless directed otherwise by the City Manager. Because of potential staffing shortages, employees may be deployed to provide support for varied City operations in alternative worksites and should expect to come to work.

In the case of closure of specific offices, employees will be sent home as a last resort. Should employees be sent home, payment of wages to employees will be made in accordance with the established emergency processes as follows:

- A. If a facility is closed by order of the City Manager and no alternative site is designated for the employee to report to, regular and probationary employees scheduled to work will be paid only for hours actually worked during a facility closure.
  - 1. If the shutdown extends for more than one week, the status of displaced workers may be reviewed by the City Manager to determine whether a reduction in force due to either lack of funds or lack of work is in order. This applies to affected employees who are exempt from the overtime provisions of the Fair Labor Standards Act (FLSA) as well as hourly employees who not exempt from the overtime provisions of the Fair Labor Standards Act (FLSA). Employees may use any leave balances available to them during a facility closure when no alternative sites are designated for the employee to report to.
  - 2. Temporary, seasonal, and part-time employees will be paid only for hours actually worked during a facility closure.
  - 3. If the facility closes after the start of an employee's shift, employees who are scheduled to report to work but do not report to work and do not contact their supervisor or designee prior to a facility closure are considered to have been absent without leave. However, the department director or designee may authorize the use of vacation, compensatory time or leave for the absence as individual circumstances warrant.
- B. When the City Manager closes a facility during the work day and employees are sent home because of safety concerns, regular employees present at work will be paid for the normally scheduled work day.

## Section 13: OUTSIDE COORDINATION

### Response Direction

The city Emergency Manager will desire checklists and direction on how to prepare for a response. The following document is provided as a guide.

*See Attachment 8: Emergency Management Pandemic Influenza Preparedness Checklist*  
*See Attachment 8a: Pre Pan Flu Planning Checklist*

### Citizens and Families

As addresses in this plan families should maintain a level of preparedness in order to reduce the spread of a virus. These precautions will be the only tool available to maintain a healthy workforce.

*See Attachment 9: Pandemic Guide for Families*

Additionally, families will need how to care for the sick.

*See Attachment 10: Red Cross Pan Flu Home Care*

### Businesses

The City will be considered the leading local authority for Pandemic Influenza response and will need to be prepared to assist local business with their Pandemic Influenza preparation and response. As a critical part of the economic infrastructure of any community it is imperative that local businesses be prepared.

*See Attachment 11: Pan Flu Guide for Business*  
*See Attachment 11a: Business Protection Checklist*

### Additional Tools

The following attachments are included as additional tools designed to assist the jurisdiction with relevant issues.

*Attachment 12: Isolation and Quarantine Guide to Planning*  
*Attachment 13: Care of the Deceased*  
*Attachment 14: Additional Intra Office tools*  
*Influenza Wellness Check Form*  
*Sample Safety Message*  
*Wash hand Poster- Reminder*