

**Jefferson County - Port Townsend  
Comprehensive Emergency Management Plan**

**Part 4.6  
Jefferson County Public Health  
Emergency Response Plan**

**Attachment 4.6.1**

**PANDEMIC INFLUENZA  
CONTINUITY OF  
GOVERNMENT OPERATIONS**

***DRAFT***

**September 2009**

Jefferson County Public Health  
Jefferson County Dept. of Emergency Management





**Jefferson County - City of Port Townsend  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Pandemic Influenza  
Continuity of Government Operations**

**CONTENTS**

September 2009

- Section 1: Background and Strategy
- Section 2: Concept of Operations (CONOPS)
- Section 3: Government Business Operations Impact Assessment
- Section 4: Communications Plan
- Section 5: Addenda
  - A. Succession of Powers Designations
  - B. Workplace Risk Reduction Guidelines (provided by Public Health)
  - C. Human Resources Policies relating to Pandemic Influenza
  - D. Pandemic Influenza Information Resources



Jefferson County - City of Port Townsend  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN



Pandemic Influenza  
Continuity of Government Operations

SECTION 1  
BACKGROUND AND STRATEGY

September 2009

**GUIDING PRINCIPLES**

- Protection of the workforce
- Continuity of emergency responsibilities
- Continuity of time-sensitive business services

**PURPOSE** – Pandemic influenza may significantly incapacitate the County and City workforce, this strategy addresses continuation of essential local government operations. It is vital to sustain certain functions, while remaining sensitive to the impact on workers and their families. This plan is for Jefferson County and City of Port Townsend offices and departments, and will serve as a stimulus for other local government entities, non-profit organizations, and businesses to prepare for limited workforce contingencies in the event of a pandemic flu.

**FOCUS** – This outlines a general approach for continuation of government when employees are unavailable for work due to illness or family circumstances, or when health authorities determine the need for reduction of inter-personal contact.

**AUTHORITY** – There are multiple authorities for development and implementation of this plan throughout the law. The foundation source is the Jefferson County Public Health Emergency Response Plan (PHERP) dated August 2007. This plan is also consistent with the Jefferson County – Port Townsend Comprehensive Emergency Management Plan<sup>1</sup> (2009 CEMP).

**LOCAL POLICIES** – The Board of County Commissioners and the Port Townsend City Council will support implementation of this strategy by adoption of human resources policies that temporarily accommodate significant changes in the workplace environment. Some existing policies may require modification or suspension to accommodate the health emergency.

**PLANNING ASSUMPTIONS** – These *plausible assumptions* were used in the development of this contingency plan as a basis for discussion and further planning.

- *A Swine Flu pandemic will be a long term scenario with several phases and degrees of threat over many months.*
- *Except where seriously impacted by extreme absenteeism, the lifeline infrastructure<sup>2</sup> should remain functional.*
- *Closures, limitations, or restrictions imposed by state or federal health authorities may affect how this plan is implemented.*
- *Absenteeism may reach 40% or more during the peak of the outbreak*

<sup>1</sup> CEMP Part 1, Section 3 – Organization and Delivery of Public Health Services (ESF 8 equivalent at the State and Federal level).

<sup>2</sup> Power, water, sewer, telephony, information systems (internet, text messaging, social networks, etc.), conventional mobility, transportation routes, free market economy, etc.

- *Employees may voluntarily choose not to come to work out of fear of exposure.*
- *A shortage of critical goods and services may occur due to an impact on the supply chain brought about by a diminished workforce of vendors, contractors and consultants.*
- *Local government employees may experience a radical change in the environment in which they operate, including change of primary assignment.*
- *Severe conditions may require long term suspension of all but core business operations.*
- *The imposition of mandatory changes in working conditions may pose a hardship on employees and stimulate the need for complex policy decisions that may have serious economic consequences.*
- *Any contingency plan to protect employees during an illness outbreak could trigger unique benefit and employment law issues.*
- *Information from multiple sources, reliable and unreliable, could confuse employees about what is expected of them.*
- *Procedures will need to be implemented to detect and mitigate the spread of illness in the workplace.*
- *Some strategies may include a work at home component.*

**RELATIONSHIP OF THIS PLAN TO HEALTH EMERGENCY PLANS** – The CEMP defines the overall coordination of government and community response to an emergency. The PHERP (Part 4.6 of the CEMP) specifically addresses handling of a health emergency within the overall scheme.

**WHAT THIS PLAN IS NOT** – This plan does not address the larger issue of health emergency declarations, health alert phases, closures and social distancing strategies, quarantine/isolation decisions, etc., except as they relate to government business operations.

**HEALTH EMERGENCY RESPONSE COORDINATION** – A joint emergency management operation will be initiated to provide overall coordination of emergency response and recovery. The Jefferson County Health Officer is the designated Health Incident Commander operating according to the PHERP. As Health Incident Commander, the Health Officer has an additional range of requirements and authorities relating to health emergencies<sup>3</sup>.

**INITIAL ACTIVATION OF THIS PLAN** – Because of the complex legal ramifications of activating these special procedures, the Board of County Commissioners and the City Council will direct implementation of the appropriate portions of the continuity of operations plan. The Health Officer should be consulted for activation of this plan as a part of the broader scheme of response to the health emergency.

**RESPONSIBILITY FOR COORDINATION OF THIS CONTINUITY PLAN** – A Government Business Operations Continuity Committee (GBOCC) comprised of the County Administrator, the City Manager, designated County and City department heads, will act as a central authority for implementation of this plan.

**EMERGENCY MANAGEMENT** - The Emergency Operations Center and the City Coordination Center may be activated for overall coordination and support according to plan.

**COUNTY/CITY OFFICES AND DEPARTMENTS** – The offices and departments of Jefferson County and the City of Port Townsend will coordinate implementation of this strategy through the designated points of contact.

**COMMUNICATIONS PLAN** – Methods for communicating with County and City employees regarding implementation of this plan will be developed to assure rapid and thorough dissemination of official information. The primary point of contact between officials and employees will be the County and City web sites. Employees will receive directions about when and how often they should check the site.

---

<sup>3</sup> Addressed in detail in the Jefferson County PHERP.

Alternatives will be established on a department-by-department basis for those employees who do not have ready internet access. (See Section 4 – Communications Plan).

**SUCCESSION OF POWERS<sup>4</sup>** – Each office and department will designate a leadership line of succession for the discharge of emergency actions in the event the incumbent office holder or department head is unavailable. The Success of Powers designations are attached in Part 5, A.

**SERVICES INVENTORY** – A definition of the services of each office and department will be used as the baseline for an overall risk mitigation strategy. The services inventory will be combined with potential exposures to develop a risk impact matrix. A work-at-home element may also be factored as a risk reduction tactic. (See Section 3 – Business Impact Assessment).

---

<sup>4</sup> Reference Jefferson County Resolution 54-05 – Continuity of Government in the Case of an Emergency or Disaster.



Jefferson County - City of Port Townsend  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Pandemic Influenza  
Continuity of Government Operations**

**SECTION 2  
CONCEPT OF OPERATIONS (CONOPS)**

September 2009

**CLARITY OF PURPOSE** – This CONOPS is an overall picture of what might trigger the plan, the operations and processes needed to implement the plan, an outline of the functions to be performed, and the order in which they should be carried out.

**ALERT PERIOD**

- An outbreak of a unique strain of influenza has resulted in a high rate of hospitalizations and death on a world-wide basis.
- The outbreak includes all counties in Washington state.
- Health authorities have declared a pandemic.
- Absenteeism in the local workforce is beginning to have a noticeable impact on government business operations.
- Local and state health authorities recommend implementation of social distancing steps including limiting public gatherings.
- Conditions are expected to worsen over time with projected impact period to be several months.
- Healthcare providers have executed plans to handle the extraordinary demand for services.
- Local public health emergency has been declared or is anticipated if conditions warrant.
- Special measures appear necessary to assure continued delivery of minimal services.

**WARNING PERIOD** – When it appears that a pandemic impact is imminent.

- Health Officer (or designee) advises the Government Business Operations Coordinators (GBOCC) that the Continuity Plan may need to be implemented.
- GBOCC notify officials and department heads and schedule initial briefing.
- Officials and department heads begin reviewing plans and procedures and conduct plan familiarization where needed.
- Officials and department heads update internal communications lists and inform employees of communications plans.
- Measures are implemented to educate employees on mitigation of the spread of illness in the workplace.
- Emergency Operations Center (EOC) can be activated at minimum staffing to support planning and preparedness.
- Offices and departments begin daily reporting of personnel status to the EOC for the Situation Report.

**OPERATIONAL PERIOD** – Pandemic is occurring and local impact is noted.

- The GBOCC, upon conferring with the Health Officer, recommend activation of the Continuity of Government Operations Plan.

- County Administrator and City Manager request resolution from the Port Townsend City Council and Board of County Commissioners activating the plan.
- GBOCC will notify all officials and department heads that the plan is activated.
- Respiratory hygiene protocols strictly enforced in all workplaces.
- Respiratory hygiene protocols requested of members of the public visiting government offices.
- Offices and departments continue reporting personnel status to the EOC on a daily basis.
- EOC begins posting daily situation reports (SITRPS) on the EOC web site.
- Daily *Morning Report* is compiled by the Emergency Operations Center and provided to the Business Continuity Coordinators.
- Employees are asked to check the web site on a regular basis for information and instructions.
- Coordinators schedule periodic strategy sessions and status briefings (using telecommunications methods where possible).

**PEAK IMPACT PERIOD** – Worker absenteeism having a substantial impact on conduct of core Government Business Operations (GBO); absenteeism approaching 30% or higher in some departments.

- Level 3 and Level 4 GBO suspended if necessary.
- Level 2 GBO reduced to minimum allowable (scaled to need department to department).
- Work at home authority is granted for Level 3 activities according to individual department plans.
- Maximum social distancing measures implemented, including scheduled meetings, hearings, staff meetings, etc.
- Respiratory hygiene measures strictly enforced at all meetings and hearings held under the open meetings act.
- Business Continuity Coordinators continue consultation with the Health Officer (or designee) on impact mitigations measures.
- Business Continuity Coordinators continue periodic briefing schedule, and modify mitigation measures based on conditions.

**DE-ESCALATION PERIOD** – Worker absenteeism is in noticeably decreasing, falling below 30%; influenza spread is declining locally and regionally.

- Level 3 GBO's may be resumed if recommended by the Health Officer.
- Work at home plans are reduced or eliminated department-by-department.
- Some Level 4 activities can be resumed.
- Some essential meetings, hearings, etc. are resumed.
- Respiratory hygiene measures remain in force.
- Daily Morning Report is continued by the EOC.
- 7:00 am message is still posted by the GBO Coordinators Monday thru Friday.
- Pandemic strategy session conducted with all Offices and Department Heads to determine if termination of the continuity plan is warranted.

**TERMINATION OF THE CONTINUITY PLAN** – Impact of the pandemic substantially reduced; absenteeism returned to normal levels; threat of exposure at or below baseline (considered no longer an issue by the Health Officer).

- GBOCC, upon consultation with the Health Officer, determine if the plan can be terminated.
- Decision to terminate the plan forwarded by the GBO Coordinators to all Offices and Department Heads.
- Morning Report process terminated.
- Web site posting for employees terminated.
- After Action Report (AAR) prepared by the Incident Management Team in coordination with the Health Officer
- All offices and departments return to normal operations.



Jefferson County - City of Port Townsend  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Pandemic Influenza  
Continuity of Government Operations**

**SECTION 3  
BUSINESS IMPACT ASSESSMENT**

September 2009

**IMPACT ASSESSMENT** – Each office and department will conduct a business impact assessment using the four part criterion: 1) Government business operations inventory, 2) exposure potential, 3) work-at-home [exposure reduction] strategy, and 4) unique technology support needs. The results of the impact assessment will be the basis for implementation of the plan.

**HOW TO CONDUCT A BUSINESS IMPACT ASSESSMENT** – Each office/department will use the Business Impact Assessment worksheet and:

- Inventory basic government business operations (GBO).
- Assign a GBO priority (level) to each element in the inventory.
- Identify the desired risk reduction strategies.
- Implement some or all of those strategies when the plan is implemented

**GOVERNMENT BUSINESS OPERATIONS** – All government business operations fall under one of four categories:

- **Level 1** – Statutory obligations; services that cannot be interrupted for any period of time; those responsibilities required to be executed on a daily basis without interruption or suspension.
- **Level 2** – Core operations; services that could be interrupted temporarily, but not more than one week; those essential services that cannot be interrupted or suspended without undue hardship or severe economic impact.
- **Level 3** – Routine business; services that could be interrupted temporarily, but not more than one month; those typical services provided to the community on a routine basis that could be temporarily suspended or delayed without undue hardship
- **Level 4** – Peripheral; services that could be interrupted for six weeks to three months, the likely duration of a pandemic wave; activities or functions generally provided as a courtesy to the citizen or which support or enhance routine business services; seasonal activities.

**RISK REDUCTION STRATEGIES**

1. Workplace exposure mitigation procedures (using Health Department guidance). This could include enforcing respiratory etiquette, providing hand sanitizers and masks, recognizing social distancing protocols, cancelling meetings, rearranging workspace to reduce close proximity, etc.
2. Cross training for essential services. This strategy provides for continuity of essential functions should the primary operators be incapacitated.
3. Identification of alternate worksites (including a work-from-home strategy if applicable). Some work functions can be carried out off site. Special human resources policies apply.
4. Identification of services that can be provided by phone or on line.
5. Procedures for making employees aware of plans (including employee communications plan). Briefings and planning meetings are essential to make sure all employees know the plan and how to communicate if it is implemented.

6. Leave policies (reference relevant county human resources policy). See Section 4, Subpart C for applicable HR policies.
7. Specific operational requirements (critical inventory, special equipment, etc.). Work with suppliers and contractors to make sure critical goods and services needed to perform core operations can continue.
8. Additional strategies. Specific strategies for critical functions not addressed above. Be creative.



**Jefferson County**  
**PANDEMIC BUSINESS IMPACT ASSESSMENT**  
**GOVERNMENT BUSINESS OPERATIONS**

DEPARTMENT		DATE	
------------	--	------	--

**Instructions**

1. Outline basic **Government Business Operations** (GBO). “One-liners” are preferred, you do not need to describe how that operation is carried out.
2. Assign a **relative priority level** to each GBO. This is for general reference purposes, and will not devalue any particularly GBO, but will allow you to prioritize mitigation strategies if conditions worsen. Use these levels as descriptors (general reference purposes only):
  - **Level 1** – Statutory obligations; services that cannot be interrupted for any period of time; those responsibilities required to be executed on a daily basis without interruption or suspension.
  - **Level 2** – Core operations; services that could be interrupted temporarily, but not more than one week; those essential services that cannot be interrupted or suspended without undue hardship or severe economic impact.
  - **Level 3** – Routine business; services that could be interrupted temporarily, but not more than one month; those typical services provided to the community on a routine basis that could be temporarily suspended or delayed without undue hardship
  - **Level 4** – Peripheral; services that could be interrupted for six weeks to three months, the likely duration of a pandemic wave; activities or functions generally provided as a courtesy to the citizen or which support or enhance routine business services; seasonal activities.
3. Develop a mitigation strategy for each GBO. Include at least the following elements where applicable:
  1. Worksite exposure mitigation procedures (using Health Department guidance)
  2. Cross training for essential services
  3. Identification of alternate worksites (including work-at-home policies if possible)
  4. Identification of services that can be provided by phone or on line
  5. Procedures for making employees aware of plans (including the employee communications plan)

- 6. Leave policies (reference relevant county policy)
- 7. Specific operations requirements (critical inventory, special equipment, etc.)
- 8. Additional strategies not specified above

**Government Business Operations  
Risk Reduction Strategies**

GOVERNMENT BUSINESS OPERATION	PRIORITY	MITIGATION STRATEGY
<p><i>(Example)</i> Staff the department front counter to receive customers, provide information, and route them to the appropriate office; answer incoming phone calls; route calls as needed</p>	Level 1	<ol style="list-style-type: none"> <li>1. Enforce Health Department hazard mitigation policies. Provide masks/hand sanitizer where appropriate. Practice good respiratory etiquette.</li> <li>2. Cross train at least three staff members to perform this duty.</li> <li>3. Not applicable (no likely alternate worksites).</li> <li>4. Encourage members of the public to phone questions to the department rather than come to the office. Use coordinated media message to reach potential customers.</li> <li>5. Post regular bulletins for employees and include department-specific information on the employee communication web site. Update as needed (at least weekly). Conduct in-service employee training.</li> <li>6. Distribute copies of the leave policies to all employees.</li> <li>7. Not applicable. This department does not maintain a critical resources inventory.</li> <li>8. Have masks, hand sanitizers, educational materials, etc. available at the front counter for visitors.</li> </ol>



Jefferson County - City of Port Townsend  
**COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Pandemic Influenza  
Continuity of Government Operations**

**SECTION 4  
COMMUNICATIONS PLAN**

September 2009

**COMMUNICATION WITH EMPLOYEES** – The Government Business Operations Continuity Committee (GBOCC) will establish an official information source for employees regarding overall status of the incident, report-to-work issues, operations continuity plans and procedures, clarification of human resources rules, etc. The primary source of official information will be the designated web site.

**ADDITIONAL INFORMATION RESOURCES** – The Jefferson County Health Department has recommended additional sources of generic influenza risk reduction information for employees, their families, and the general public (see Jefferson County Public Health links below).

**SINGLE COMMUNICATIONS SOURCE** – All general communication between department heads and employees will be through the single portal identified in the plan. This is to avoid inconsistency, duplication, and confusion.

**INDIVIDUAL COMMUNICATION** - Communication with individual employees by the department head or representative regarding implementation of the risk reduction strategy is appropriate.

**FREQUENCY OF INFORMATION CHANGES** – Information for employees will be posted to the designated web sites as dictated by the progression of the severity of the incident. Updates will begin at a rate of WEEKLY. More frequent postings will be announced as appropriate.

**DUTY TO REPORT STATUS** – According to HR policy, each employee impacted by the influenza incident will report to their work status to their department head (or designated represented). Reporting will aid the GBOCC in assessing overall impact of the event, and provide leadership with the information needed to implement, extend, amend, or reduce applicable portions of the response plan.

**FREQUENCY OF REPORTING** – The GBOCC will determine how often impacted employees will report their work status. The default interval will be at least weekly.

**ALTERNATE COMMUNICATIONS METHODS** – County/City leadership may opt to communicate with employees via e-mail lists or regular mail should conditions require.

**COLLECTION OF EMPLOYEE STATUS INFORMATION** – A dedicated e-mail addresss (and alternate message line) will be established for department heads to report employee status and impact information for the GBOCC.

**EMERGENCY MANAGEMENT SITUATION REPORT (SITREP)** – When the plan is activated by a Declaration of Emergency, the Emergency Operations Center will begin issuing standard EOC Situation Reports (SITREPS) through the normal channels.

**DAILY MORNING REPORT** – When the plan is activated by a Declaration of Emergency, the Emergency Operations Center will collect data from the reporting line and other sources and prepare a Morning

Report for the GBOCC. The morning report will include personnel status of each department, overall status of GBO as reported by department heads, and other information used as a basis for decision-making by the committee.

### COMMUNICATIONS PLAN

<b>Employee reporting</b> method (to report work status to employer)	E-mail department head directly
<b>Alternate employee reporting</b> method (in the event of unavailability of internet access)	Phone department head directly
<b>Department head workplace status reporting</b> (to be included in the Morning Report)	E-mail <a href="mailto:status@co.jefferson.wa.us">status@co.jefferson.wa.us</a>
<b>Alternate department head workplace status reporting</b> (to be included in the Morning Report)	Message line – 360-000-0000
<b>Jefferson County Emergency Operations Center</b> (overall coordination) when activated or during business day	360-385-9368
<b>Jefferson County Emergency Operations Center</b> (overall coordination) e-mail address	<a href="mailto:jcdem@co.jefferson.wa.us">jcdem@co.jefferson.wa.us</a>
<b>Joint County/City Employee information</b> web site (centralized information for employees)	<a href="http://www.jeffcoeoc.org/employee">www.jeffcoeoc.org/employee</a>
<b>Jefferson County Public Health</b> (important links to Pandemic Influenza information)	<a href="http://www.jeffersoncountypublichealth.org">www.jeffersoncountypublichealth.org</a>



**Jefferson County - City of Port Townsend  
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



**Flu Pandemic  
Continuity of Government Operations**

**SECTION 5  
ADDENDA  
September 2009**

- Subpart A: Succession of Powers Designation
- Subpart B: Workplace Risk Reduction Guidelines
- Subpart C: Human Resources Policies Relating to Pandemic Influenza
- Subpart D: Pandemic Influenza Information Sources: