Continuity of Operations/
Continuity of Government

Pandemic Influenza
Incident Plan

A Preparedness and Response Plan
for an Influenza Pandemic
and
Annex to the Mercer Island
Comprehensive Emergency Management Plan

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# Record of Changes to this Plan

<table>
<thead>
<tr>
<th>Version Number</th>
<th>Date</th>
<th>Affected Section</th>
<th>Summary of Changes</th>
</tr>
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<tr>
<td>1.00</td>
<td>07/___/09</td>
<td>All</td>
<td>Pre-production draft completed and distributed to Pandemic Team electronically</td>
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<td>All</td>
<td>Production ready copy of Annex completed and approved for use. All materials included.</td>
</tr>
<tr>
<td>3.00</td>
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1 For successive versions of this Annex, increments to the left of the decimal point in the version number indicate major changes in content or organization while increments to the right of the decimal point indicate less significant modifications.
# TABLE OF CONTENTS

A. Acknowledgements ........................................................................................................... 6

B. About This Document ..................................................................................................... 6

C. Background ...................................................................................................................... 7

D. Potential Impact of a Pandemic on the City ................................................................. 8

## BASIC PLAN

1. City of Mercer Island Preparations ............................................................................. 9

2. Authorities ..................................................................................................................... 10

3. Plan Overview .............................................................................................................. 13

   - Plan Activation and Goals ....................................................................................... 13
   - Plan Assumptions ..................................................................................................... 17

4. Concept of Operations ............................................................................................... 18

   - Uncertainties .......................................................................................................... 18

5. City Department Priority Services ............................................................................ 19

6. City of Mercer Island Priority Service Levels ............................................................ 19

   - Priority Service Level 3 .......................................................................................... 19
   - Priority Service Level 2 .......................................................................................... 21
   - Priority Service Level 1 .......................................................................................... 22

7. Responsibilities ............................................................................................................. 22

8. Pandemic Planning Goals for the City of Mercer Island ............................................ 24

   - Goal 1 Ensure Staff Safety and Security .................................................................. 24
   - Goal 2 Preserve Mission Critical Activities ............................................................. 24

9. City of Mercer Island’s Pandemic Influenza

   - Emergency Planning Checklist .............................................................................. 25
10. Identified Critical Functions and Plans .................................. 30

1. City Manager’s Office .................................................. 32
2. City Clerk’s Office ................................................. 34
3. Mercer Island Municipal Court .................................. 33
4. Finance Department .................................................. 36
5. Human Resources Department .................................. 37
6. Information and Geographic Services Department .......... 39
7. Development Services Group .................................... 41
8. Parks and Recreation Department ................................ 44
9. Police Department .................................................... 46
10. Public Works Department ........................................ 48
11. Fire Department ....................................................... 51
12. Youth and Family Services ....................................... 53

11. Logistics .................................................................... 54

   Resource Management ............................................... 54
   Integrating Outside Assistance .................................... 55
   Mutual Aid and Inter-local Agreements ......................... 55

12. Financial Management ............................................. 56

   Financial Challenges .................................................. 56
   Fiscal Responsibility .................................................... 57
   Financial Reimbursement .......................................... 57

13. Human Resources .................................................... 58

   Guiding Principles ..................................................... 58
   Social Distancing ........................................................ 59
   Communicating with Employees .................................. 59
   Human Resources Questions Related to a Pandemic Event .... 59

14. Assessment and Reporting .......................................... 61

   Absence Reporting ..................................................... 61
15. Plan Adoption and Training................................................................. 63
   Plan Implementation Schedule....................................................... 63
   Responsible City Officials.............................................................. 63
   Plan Maintenance........................................................................... 64
   Training Module Development....................................................... 64
   Training Delivery........................................................................... 64
   Plan Exercises.............................................................................. 65

16. Glossary of Terms............................................................................. 67

17. Appendices....................................................................................... 72
A. Acknowledgements

This plan has been developed through the collaborative efforts of the City of Mercer Island’s Emergency Management Office, the City’s Pandemic Flu Team and other Cities willing to share their information. Without their commitment and active participation, the completion of this plan would not have been possible.

In particular, the City of Mercer Island wants to thank the City of Issaquah for their assistance and documentation to help the City of Mercer Island build this plan.

The City’s Pandemic Flu Team members include:

City of Mercer Island - Pandemic Flu Team

<table>
<thead>
<tr>
<th>Department</th>
<th>Team Member</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire Department</td>
<td>Steve Heitman</td>
</tr>
<tr>
<td>Human Resources Department</td>
<td>Kryss Segle</td>
</tr>
<tr>
<td>Police Department</td>
<td>Jennifer Franklin</td>
</tr>
</tbody>
</table>

B. About This Document

The purpose of the City of Mercer Island’s Pandemic Influenza Incident Annex, or “Annex,” 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 Mercer Island can continue to provide essential services in the event of an influenza pandemic. This Annex supplements the City of Mercer Island’s Comprehensive Emergency Management Plan and Emergency Support Functions already in effect.

Although the threat of an influenza pandemic is the primary catalyst for development of this Annex, the City of Mercer Island 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 Annex 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 Annex begins with background on pandemic influenza and the potential impact an influenza outbreak of pandemic proportions could have on the City of Mercer Island and the Puget Sound.

2 The terms "influenza pandemic" and "pandemic influenza" are often used interchangeably. Technically, however, influenza pandemic refers to the increased and sustained transmission of the virus among humans, while "pandemic influenza" or "pan flu" refers to the virus itself. This document adheres to the technical definition of these terms.
Region. It goes on to describe how the City of Mercer Island began its process of planning for such an eventuality and the activities it defined as central to its preparations.

Next, the Annex 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 Annex describes the specific plans of the City, including goals and assumptions, concept of operations, and organization in terms of assignment of responsibilities. 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 Annex is also included.

C. Background

Local emergency preparedness plans at the City of Mercer Island have traditionally focused on response to natural disasters such as earthquakes. Yet historically, the most significant threat to the world’s populations has not been natural disasters, nor war, but disease.

Pandemic influenza is at this time the most significant disease threat we face. Unlike Severe Acute Respiratory Syndrome, or SARS, which first struck between November 2002 and July 2003, where transmission was primarily confined to hospitals and close household contacts, pan flu will spread quickly through a community and across the world. This acute viral illness has an incubation period of one to three days with a period of communicability of up to 24 hours prior to the onset of symptoms to seven days after symptoms develop.

Because influenza pandemics are recurring events, it is not a question of whether there will be another pandemic; it is only a question of when the next one will occur and how severe it will be. The last two influenza pandemics were comparatively mild, but the pandemic of 1918 killed 40,000,000 people worldwide, including more than 500,000 in the United States.

In many respects, we are more vulnerable to an influenza pandemic today than we were in 1918. We travel internationally more and we come in contact with far more people on a daily basis than people in 1918 did. In addition, our population includes more elderly and immune-compromised people (HIV/AIDS, chemotherapy patients, etc.) than it did in the past. Our ability to respond effectively to a pandemic is also compromised. There is very little surge capacity in our health care system today; “just-in-time” ordering of needed supplies has replaced warehousing critical items onsite for most businesses and governmental organizations; and, unlike citizens in 1918, we are not accustomed to following government restrictions, including the rationing of goods and services.
D. 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 Mercer Island 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 certainty.

Increased absenteeism among all 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, however, can minimize the negative impacts of an influenza pandemic, according to the U.S. Centers for Disease Control and Prevention.

Effective planning and preparation, however, can minimize the negative impacts of an influenza pandemic, according to the U.S. Centers for Disease Control and Prevention. Figure 1 on this page illustrates how planning can delay disease transmission and diminish overall health impacts.

The Pandemic Wave

1. Delay disease transmission and outbreak peak
2. Decompress peak burden on infrastructure
3. Diminish overall cases and health impacts

Figure 1: Preparation Reduces Impact of Pandemic
1. City of Mercer Island Preparations

The City of Mercer Island has a responsibility to maintain critical governmental services to the public during an influenza pandemic. The City of Mercer Island’s Fire Department has led the City of Mercer Island’s pandemic flu preparation and planning efforts since 2006 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.

The following critical activities, all of which are addressed in this Annex or in the more comprehensive COOP plans of each department, were completed in this second phase of work:

1. Define the essential services that must be maintained during an influenza pandemic.

2. Identify employee positions that must be staffed and functions that must be maintained during an influenza pandemic.

3. Identify a line of succession for all City departments and agencies, with particular emphasis on those departments and agencies that perform essential services.

4. Develop a plan and process for both internal and external communication so that everyone will know what they can and cannot expect of Seattle City government during an influenza pandemic.

5. Develop draft communications, vetted in advance of a pandemic so that they only require minor technical updates from subject matter experts prior to release.

6. 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.

7. Develop procedures that limit the spread of illness within the work environment, including social distancing*.

8. Provide appropriate support mechanisms and information for employees regarding self-care and care of family members.

9. Work to ensure there is minimal economic loss to businesses and minimal social disruption to the community.

10. Ensure that the City’s Pandemic Flu Plan is internally consistent and coordinated with King County, the State of Washington, and the federal government where appropriate.

By undertaking these activities now, the City of Mercer Island is acting responsibly to help minimize the impact of an influenza pandemic on City residents and to mitigate some of the potentially long-lasting social and economic consequences of such an emergency.

*NOTE: Social distancing refers to a wide variety of strategies intended to produce physical separation between individuals to three or more feet, the distance at which there is a significant decrease in frequency of transmission. It can include measures such as telecommuting, closing schools, canceling mass gatherings, and otherwise decreasing close physical contact between people.
2. 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 City Manager of Seattle, 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:

1. **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.

2. **Washington 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).

3. **Washington 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).

4. **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.

5. **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).

6. **City Manager of Mercer Island**
The City Manager of Mercer Island may proclaim a state of civil emergency within the City when, in the judgment of the City Manager, extraordinary measures are necessary to protect public peace, safety and welfare.

Under a state of civil emergency, the City Manager 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.

7. **Local Health Officer**
The Local Health Officer acts under the direction of the local Board of Health. RCW 70.05.070. (King County Department of Health)
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).

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(1).

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.
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).

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).

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).

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. Because these authorities sometimes overlap, there must be close communication and coordination between elected officials, the City’s Communication Coordinator, the Seattle-King County Health Department and the public to ensure decisions and response actions are clear and consistent. 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.

3. Plan Overview

The City of Mercer Island has employed a two-pronged approach to its influenza pandemic planning effort. The Seattle-King County Department of Health 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:
The City of Mercer Island, through this planning process, has identified the specific activities that must be undertaken by City departments and agencies to maintain essential services during a pandemic and to address the medical and non-medical aspects of the pandemic emergency from preparation through to recovery.

**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 Mercer Island 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, the Seattle-King County Department of Health shall announce a public health emergency for influenza based on the designated criteria within its Pandemic Influenza Response Plan. At this point, the Mercer Island City Manager, working with the City’s Department of Emergency Management, shall proclaim an emergency, may activate the City’s Emergency Operations Center and begin implementation of the Response and eventually Recovery components of this Annex.

The Pandemic Alert Levels that help serve as a catalyst for this process are specified in WHO’s global influenza preparedness plan. The WHO plan defines six phases of increasing public health risk associated with the emergence and spread of a new influenza virus subtype. It also specifies for each phase the response measures WHO will take and the recommended actions that countries around the world should take. 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.

The City of Mercer Island has correlated its planning goals and response activities with the six phases identified in WHO’s global influenza preparedness plan, as well as with three Priority Service Levels established by the City.

**Table 1** provides a summary of the six WHO phases, along with the public health goals and City of Mercer Island goals that correspond to each phase.

**Table 2** provides a summary of the three Priority Service Levels identified by the City of Mercer Island, and incorporates WHO phase levels, warning levels/notifications by the Seattle-King County Health Department, and pending or issued declarations of emergency by the City of Mercer Island and the State of Washington.
<table>
<thead>
<tr>
<th>Pandemic Phases</th>
<th>Public Health Goals</th>
<th>City Response</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Inter-Pandemic Period</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Phase 1</strong> – No new influenza</td>
<td>Strengthen pandemic influenza preparedness at all levels. Closely monitor human and animal surveillance data.</td>
<td>During Pandemic Phases 1, 2, and 3, when Mercer Island is not directly affected, the City’s Office of Emergency Management and City departments shall maintain normal operations.</td>
</tr>
<tr>
<td>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.</td>
<td>Minimize the risk of transmission of animal influenza virus to humans; detect and report such transmission if it occurs.</td>
<td></td>
</tr>
<tr>
<td><strong>Phase 2</strong> – No new influenza</td>
<td></td>
<td></td>
</tr>
<tr>
<td>virus subtypes detected in humans. However, a circulating animal influenza virus subtype poses substantial risk of human disease.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pandemic Alert Period</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Phase 3</strong> – Human infection(s)</td>
<td>Ensure rapid characterization of the new virus subtype and early detection, notification and response to additional cases.</td>
<td>The City’s Office of Emergency Management, with regional partners, shall assess, evaluate and update their plans as needed.</td>
</tr>
<tr>
<td>are occurring with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.</td>
<td>Contain the new virus within limited foci or delay spread to gain time to implement preparedness measures, including vaccine development.</td>
<td>Assess whether to activate the sections of the Pandemic Influenza Plan.</td>
</tr>
<tr>
<td><strong>Phase 4</strong> – 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.</td>
<td>Maximize efforts to contain or delay spread to possibly avert a pandemic, and to gain time to implement response measures.</td>
<td>Based on guidance from the Local Health Officer, the City shall activate COOP plans for departments maintaining essential City services.</td>
</tr>
<tr>
<td><strong>Phase 5</strong> – 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).</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pandemic Period</strong></td>
<td>Implement response measures, including social distancing to minimize pandemic impacts.</td>
<td>The City’s Office of Emergency Management, as directed by the City Manager, may activate all parts of the Pandemic Influenza Annex.</td>
</tr>
<tr>
<td><strong>Phase 6</strong> – Pandemic is declared. Increased and sustained transmission in the general population.</td>
<td></td>
<td></td>
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</tbody>
</table>
### Table 2: Priority Service Levels Prior to and During a Pandemic in the City of Mercer Island

#### Priority Service Level 3

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Proclamation of Emergency</th>
<th>Washington State Proclamation of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 6 is announced</td>
<td>Requests the King County Executive to issue a Declaration of Emergency or one has been issued by KC</td>
<td>A Proclamation of Emergency has been issued by the City Manager</td>
<td>If a Proclamation of Emergency has been issued by the Governor and the City of Mercer Island</td>
</tr>
</tbody>
</table>

Services needed to protect against threats to public health, safety or welfare are supported OR Services needed that have a direct economic impact on the community, are constitutionally or statutorily mandated within set timeframes, or services which should be performed to prevent potential civil disorder if not performed within 72 hours.

#### Priority Service Level 2

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Proclamation of Emergency</th>
<th>Washington State Declaration of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 6 is announced</td>
<td>The Seattle-King County Public Health Department is considering an Isolation and Quarantine Directive requiring Social Distancing measures</td>
<td>A Proclamation of Emergency is being considered by the City Manager</td>
<td>A Proclamation of Emergency is being considered by the Governor and the City of Mercer Island</td>
</tr>
</tbody>
</table>

Regulatory services required by law, rule or order that can be suspended or delayed by law or rule during an emergency OR All other services that could be suspended during an emergency and are not required by law or rule.

#### Priority Service Level 1

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Proclamation of Emergency</th>
<th>Washington State Declaration of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 1-5 is announced</td>
<td>The Seattle-King County Public Health Department is monitoring potential pandemic</td>
<td>A Proclamation of Emergency by the City Manager has not been issued nor is a proclamation imminent</td>
<td>A Proclamation of Emergency by the Governor has not been issued nor is a proclamation imminent</td>
</tr>
</tbody>
</table>

All normal, regular services are supported.

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 City Manager of Mercer Island, in consultation with the Seattle-King County Health Department and the King County Executive, shall proclaim a state of emergency when warranted based on the latest guidance from the World Health Organization, the U.S. government, and Washington State health officials. 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).

- Social distancing, frequent hand washing, 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 Mercer Island to help slow the spread of pandemic influenza.

- The City of Mercer Island 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.

- City services not designated as Priority Service Level 3 may be suspended for extended periods of time.

- As supply chains are affected, the City will likely 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.

- 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 this Plan are based on the most current information available from international, federal, state, and local health agencies at the time of publication. The operational planning assumptions are taken from written material developed by individual departments and agencies, as well as from discussions with the City’s Emergency Management Planning Group.

4. Concept of Operations

This plan incorporates the following four “triggers” as shown below when determining the pandemic risk to the City of Mercer Island:

- The six (6) World Health Organization (WHO) Pandemic Phases
- The three (3) designated Priority Service Levels for the City in a pandemic
- Warning notices and/or declaration triggers from the Seattle-King County Health Department and the Governor’s Office of Washington State relating to a pandemic event

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Declaration of Emergency</th>
<th>Washington State Declaration of Emergency</th>
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</thead>
</table>

While primarily designed to plan for the eventuality of a Phase 6 pandemic (and for the two preparedness goals noted below), the plan is also meant to serve as a detailed checklist of all actions necessary by the City of Mercer Island to prepare prior to a pandemic.

- The World Health Organization (WHO), the Center for Disease Control and Prevention (CDC) and the Seattle-King County Public Health Department are the primary health authorities from which the City derives guidance regarding pandemic phases and operations.

Uncertainties

- There may not be adequate supplies of antivirals to treat even a fraction of the citizens.
- There is no present scientific evidence for any reduction in case fatality rate if the virus mutates to a pandemic form.
- The supply of electricity is an unknown.
- The supply of fuel including the transportation system is an unknown.

Depending on the available information at the time, it may be difficult to make rapid and meaningful distinction between phases. Threshold triggers between phases may be obscured and it is possible that movement from Phase 3 to Phase 6 per WHO could occur in the span of just a
few days. It is also possible that the severity of the virus within Mercer Island or the Puget Sound Region may not rise to the level of a WHO Phase 4, 5 or 6.

5. City Department Priority Services

The ability of the City of Mercer Island to provide services will be severely impacted during a pandemic. As part of the departmental Continuity of Operations planning process, each department or agency identified their essential services. The following factors were used in determining priority service levels:

1. Health, welfare and safety of employees;
2. Health, welfare and safety of citizens;
3. Economic impact of not providing service;
4. Impact of performing (or not performing) services;
5. Ability to provide services during a pandemic; and
6. Availability of alternate methods of delivering services.

6. City of Mercer Island Priority Service Levels

Priority Service Levels are ranked from Priority Service Level 3 (most severe) to Priority Service Level 1 (normal operation)

| Priority Service Level 3 | Services needed to protect against threats to public health, safety or welfare are supported  
<table>
<thead>
<tr>
<th>OR</th>
<th>Services needed that have a direct economic impact on the community, are constitutionally or statutorily mandated within set timeframes, or services which should be performed to prevent potential civil disorder if not performed within 72 hours</th>
</tr>
</thead>
</table>
| Priority Service Level 2 | Regulatory services required by law, rule or order that can be suspended or delayed by law or rule during an emergency  
  | OR | All other services that could be suspended during an emergency and are not required by law or rule |
| Priority Service Level 1 | All normal, regular services are supported |

1. **Priority Service Level 3**

- Immediate threat to public health, safety or welfare
- Services needed that have a direct economic impact on the community, are constitutionally or statutorily mandated within set timeframes, or services which should be performed to prevent potential civil disorder if not performed within 72 hours
Priority Service Level 3 identifies activities that must remain uninterrupted, or activities that may be disrupted temporarily or might be periodic in nature, but must be re-established within a few days.

**Specific Activities Performed at Priority Service Level 3**

1. Fire suppression (Mercer Island Fire Department)
2. Law enforcement; patrol
3. Water distribution and treatment operations
4. Waste water operations
5. NORCOM
6. Emergency and disaster response functions
7. Snow removal from roadways
8. Emergency road repair
9. Emergency Operations Center staffing
10. Processing payroll
11. Payment to vendors
12. City Council meetings
13. Cleaning and disinfecting facilities during a pandemic
14. Emergency procurements and contracting
15. Disaster recovery assistance
16. Time sensitive inspections for construction activities
17. Emergency and essential vehicle equipment repair
18. Municipal court operation
19. Maintaining building HVAC systems
20. Federally funded work projects
21. Employee health benefit and counseling coordination

Triggers that mandate when only functions in **Priority Service Level 3** are performed:

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Proclamation of Emergency</th>
<th>Washington State Proclamation of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 6 is announced</td>
<td>Requests the King County Executive to issue a Declaration of Emergency or one has been issued by KC</td>
<td>A Proclamation of Emergency has been issued by the City Manager</td>
<td>If a Proclamation of Emergency has been issued by the Governor and the City of Mercer island</td>
</tr>
</tbody>
</table>

*************************************************************************************
2. **Priority Service Level 2**

- Regulatory services required by law, rule or order that can be suspended or delayed by law or rule during an emergency
- Priority Service Level 3 identifies activities that can be disrupted temporarily (a few days or weeks) but must be re-established sometime before the pandemic wave is over (estimate 3 months).

**Specific Activities Performed at Priority Service Level 2**:

- Collective bargaining with labor unions
- License renewals
- Filling job vacancies
- Issuing building permits
- General inspections services (not time sensitive)
- Project management (except Federally funded projects, which will be suspended at Priority Service 2 level)
- General vehicle Public Works services
- Grant and contract management
- Shipping and receiving
- Training
- General Public Works programs
- Reception desks
- Internal audit
- General education and outreach programs
- Grounds Public Works (lawn mowing)
- Youth & Family Service programs
- Financial analysis
- Research
- Investigation of complaints

Triggers that mandate when only functions in **Priority Service Levels 3 and 2** are performed:

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Proclamation of Emergency</th>
<th>Washington State Proclamation of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 6 is announced</td>
<td>The Seattle-King County Public Health Department is considering an Isolation and Quarantine Directive requiring Social Distancing measures</td>
<td>A Proclamation of Emergency is being considered by the City Manager</td>
<td>A Proclamation of Emergency is being considered by the Governor and the City of Mercer Island</td>
</tr>
</tbody>
</table>

**************************************************************************
3. **Priority Service Level 1**

Specific Activities Performed at **Priority Service Level 1**:  

- All normal City services that are provided on a regular basis.

<table>
<thead>
<tr>
<th>World Health Organization Phase</th>
<th>Seattle-King County Health Dept Warning Level/Notice</th>
<th>City of Mercer Island Declaration of Emergency</th>
<th>Washington State Declaration of Emergency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pandemic Phase 1-5 is announced</td>
<td>The Seattle-King County Public Health Department is monitoring potential pandemic</td>
<td>A Proclamation of Emergency by the City Manager has not been issued nor is a proclamation imminent</td>
<td>A Proclamation of Emergency by the Governor has not been issued nor is a proclamation imminent</td>
</tr>
</tbody>
</table>

***************************************************

7. **Responsibilities**

Responsibilities of the City of Mercer Island and Seattle-King-County Public Health shall be allocated as follows.

**The City of Mercer Island shall:**

- Assist Seattle-King-County Public Health 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.
- Plan and prepare for logistical support of non-medical essentials (supplemental facilities, staff, fuel, other operating supplies, food, transportation, security, etc.) to health care system providers within the City of Mercer Island.
- Conduct training, drills, and exercises to enhance City readiness to respond to a pandemic.
- Coordinate activation and management of the Mercer Island EOC.
- Through the City of Mercer Island’s Department of Emergency Management, coordinate planning and response activities with Mercer Island departments, and other entities as required.
  - ✔ Oversee 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 an operational status report that will enable Mercer Island departments and critical stakeholders to provide rapid, concise situation reporting to the Mercer Island EOC and via the EOC to Seattle-King-County Public Health.
  - 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.

The Seattle-King-County Public Health Department shall:

- Implement and provide support for all health care issues during an influenza pandemic as described in ESF-8 Public Health and Medical Services and their Pandemic Influenza Response Plan. This plan is available on the Web at:
- Identify and communicate health messages and guidance to the City and to the general public through established and agreed upon communications channels.
- Help identify emerging non-medical logistical support requirements for health care providers in the City of Mercer Island.
- Through the Local Health Officer, issue public health orders for the implementation of community containment measures, including closure of schools, cancellation of public events, and closure of large facilities such as theatres and community centers, to reduce the spread of disease.

The City of Mercer Island and Seattle-King-County Public Health shall cooperatively support each other by:

- Providing accurate, timely, and consistent information to the public and other stakeholders regarding preparations for a pandemic; the impacts of an outbreak; local response actions; and disease control recommendations.
- Coordinating public education and public information resources where needed to reach employees, business owners, City residents, and visitors.
- Using City Public Information Officers (PIOs), Joint Information Centers (JIC) and regional support systems such as the Regional Public Information Network (RPIN).
- Coordinating special efforts to reach non-English speaking communities and other groups which may pose special communication challenges or which may have increased vulnerabilities to the effects of an influenza pandemic.
- Identifying and deploying non-medical resources required to support essential public health and critical governmental services.
- Managing and deploying medical resources made available through the Strategic National Stockpile (SNS). Seattle-King-County Public Health manages SNS assets once they are deployed; City agencies provide logistical support.
Jointly planning and participating in selected influenza pandemic training and exercises.

8. Pandemic Planning Goals for the City of Mercer Island

Goal #1 Ensure Staff Safety and Security – “survive well to serve well”

- City of Mercer Island employees can expect to work in a safe, secure workplace.
- The City of Mercer Island will comply with all relevant laws and regulations. The City will endeavor to comply with all additional governmental guidance in case of an emergency.
- A “liberal leave’ philosophy would be implemented during and in recovery from a pandemic.
- The City Manager’s Office, with the assistance of the City’s Pandemic Flu Team, will track and interpret emerging guidance and adjust this plan appropriately.
- Each City of Mercer Island employee is responsible for ensuring their own safety, and their family’s safety. The City will provide the best possible information to staff to assist them. Employees should consult a qualified physician for medical advice.

Goal #2 Preserve Mission – Critical/Essential Activities

- Provide the City of Mercer Island with critical/essential activities during a pandemic (City’s Priority Service Level 3)
- Receive and disseminate critical information and messages to:
  - U.S. disease surveillance information (outbreaks) – e.g. from WHO, CDC, etc.
  - Follow messages and recommended actions from the Seattle-King County Health Department.
  - Best practices on last-minute preparation and actions.
  - Contact information for relevant officials.
- Serve as liaison for various agencies – e.g. WHO, CDC, State of Washington, etc.
- Promote City of Mercer Island staff safety: track staff, provide support as possible.
9. City of Mercer Island’s Pandemic Influenza Emergency Planning Checklist

The following checklist is intended to assist all City departments in addressing some of the key issues of pandemic planning. This checklist should be periodically updated through the City’s Emergency Management Office and the status tracked and reported.

<table>
<thead>
<tr>
<th>Task</th>
<th>Not Started</th>
<th>In Progress</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Business Continuity: Essential Services</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inventory and prioritize essential services.</td>
<td>X</td>
<td></td>
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<tr>
<td>Identify positions required to support essential services and develop overall staffing plans to help ensure Public Works of those services.</td>
<td>X</td>
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<tr>
<td>Identify operating and other supplies requirements.</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identify interdependencies with other agencies (internal and external) and develop a mutual understanding for how a pandemic is likely to affect those interdependencies.</td>
<td>X</td>
<td></td>
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</tr>
<tr>
<td>Develop alternative sourcing strategies where necessary and formalize those strategies through written agreements where practicable.</td>
<td>X</td>
<td></td>
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</tr>
<tr>
<td><strong>Business Continuity: Appropriate Authorities</strong></td>
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</tr>
<tr>
<td>Assign key staff to develop, maintain and act upon pandemic influenza preparedness and response plan.</td>
<td>X</td>
<td></td>
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</tr>
<tr>
<td>Determine who will serve as the department or agency pandemic liaison. Be sure to select a critical thinker and facilitator with overall knowledge of the organization.</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine the potential impact of a pandemic on the department’s usual activities and services. Plan for situations likely to result in an increase, decrease or alteration of services the department or agency delivers.</td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine the potential impact of a pandemic on outside resources or services the department depends on to deliver its services.</td>
<td>X</td>
<td></td>
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<tr>
<td><strong>Business Continuity: Line of Succession</strong></td>
<td></td>
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<tr>
<td>Task</td>
<td>Not Started</td>
<td>In Progress</td>
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</tr>
<tr>
<td>Establish a written line of succession for key leaders, managers, and essential employees.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine how authority will be delegated or transitioned.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Identify and train essential staff (including full-time, part-time, retirees, and unpaid or other volunteer staff).</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Outline what the organizational structure will be during an emergency. The outline should identify key contacts with multiple backups, the roles and responsibilities of those key contacts, and reporting structure.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine the skill sets or knowledge required to sustain essential services.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Evaluate and list positions with skill sets that can be shared or cross-trained and which positions could be reallocated to similar functions elsewhere in the department or City.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

**Business Continuity: Logistics**

<table>
<thead>
<tr>
<th>Task</th>
<th>Not Started</th>
<th>In Progress</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Update department or agency logistics planning assumptions.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Coordinate with the Finance Department to ensure the department’s strategy is consistent with the City’s financial planning assumptions.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>As feasible, obtain supplies required to sustain essential services during a pandemic. Coordinate with other City agencies that have similar needs and work with Facilities Public Works on procurement and storage strategies.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

**Business Continuity: Critical Files, Records, or Databases**

<table>
<thead>
<tr>
<th>Task</th>
<th>Not Started</th>
<th>In Progress</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review I.T. planning assumptions based on revised business priorities.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine which critical systems need to be running to support essential services.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Identify and prioritize those systems that could be taken off-line to maximize capacity.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Task</td>
<td>Not Started</td>
<td>In Progress</td>
<td>Completed</td>
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</tr>
<tr>
<td>Determine which employees must access vital files, records, and databases needed to support essential services and what access method will be used. Coordinate with I.T. for access.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Coordinate any additional or special application or end user support needs with I.T. early in the business continuity planning process.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Business Continuity Testing</strong></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine how the department will test its pandemic influenza planning (for example, assess whether a tabletop exercise can test the plan sufficiently.)</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine what internal and external partners the departments needs to coordinate testing efforts with to ensure due diligence.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine the frequency of testing.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Exercise and use the results from the After Action Reports to drive updates to department plans and those of key partners.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Inform staff and other key stakeholders of the testing results.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Citywide and Inter-jurisdiction Planning</strong></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Establish a Pandemic Plan Team that represents all departments in the City to support the development and execution of the City's operational pandemic plan.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Delineate accountability and responsibility, capabilities, and resources for key stakeholders engaged in planning and executing specific components of the operational plan. Assure that the plan includes timelines, deliverables, and performance measures.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Ensure that the operational plan is complementary to Emergency Support Function 8 and is compliant with National Incident Management System.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Formalize agreements with neighboring jurisdictions and address communication, mutual aid, and other cross-jurisdictional needs.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Task</td>
<td>Not Started</td>
<td>In Progress</td>
<td>Completed</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Determine how Seattle-King County Public Health and Mercer Island Emergency Management will coordinate on messaging issues.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Ensure existence of a demographic profile of the community (including special needs populations and language minorities) and ensure that the needs of these populations are addressed in the operation plan.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Address provision of psychosocial support services for the community, including patients and their families, and those affected by containment procedures in the plan.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Department/Agency Communications Strategy</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine what and how to communicate with employees and critical staff on a scheduled basis during a pandemic. This includes identifying:</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>✔ Who needs to be notified or included in communications;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>✔ How those communications will occur, and the frequency with which they will occur;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>✔ How content will be developed and vetted by subject matter experts and emergency management and senior leadership staff.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determine how the department or agency will carry out pulse checks regarding staffing, service demands, and morale. It is critical to establish a feedback loop.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine the number of staff that will require access to teleconference or video conference equipment. This will assist Information And Geographic Services in their efforts to address systems capacity.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Department/Agency Policy Considerations</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Assess department or agency policies for compatibility with the guidance developed by the Personnel Department on leave and compensation during a pandemic.</td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Task</td>
<td>Not Started</td>
<td>In Progress</td>
<td>Completed</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
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<td>-------------</td>
<td>-----------</td>
</tr>
<tr>
<td>Review department or agency-specific policies that interpret City policy for specific work areas. In the event of a pandemic, flexibility to react to changing conditions is vital for continuation of critical functions and essential services. As a result, departments or agencies must assess their specific policies to ensure they are conducive to protocols introduced during a pandemic.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Evaluate and resolve policy/legal conflicts to ensure recommended responses are capable of implementation. For example, can the City Council telecommute and still conduct official City business?</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Personal Protection and Basic Sanitation</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ensure appropriate hand and workspace surface cleaners (desks, keyboard, telephone handsets, etc.) are deployed, employees trained in their use, and public education materials properly displayed.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Monitor to ensure proper use of all sanitation supplies occurs no later than WHO Pandemic Phase 4.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Determine the number of employees who will be performing under conditions that entail unavoidable face-to-face contact. As needed, deploy face masks and eye protection and ensure that devices fit properly and that employees have the necessary guidance to ensure safe usage.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Evaluate which supplies are critical to maintaining essential services, and take the necessary steps to ensure the availability of these supplies during the pandemic lifecycle.</td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td><strong>Family Support</strong></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Evaluate the depth of employee assistance services currently utilized, and identify how those services might change during a pandemic. A pandemic will have profound effects on all, but employees who remain at work, especially for long periods of time, will be under increasing stress and must be supported at work as well as in their family and community.</td>
<td></td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>
Consider what the department can do to assist employees and their families. It is important to ensure that sick family members do not come to work and that healthy members feel confident their family is cared for so that they are willing to come to work.

<table>
<thead>
<tr>
<th>Task</th>
<th>Not Started</th>
<th>In Progress</th>
<th>Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>
10. Identified Critical Functions and Plans

1. City Manager’s Office

Priority Service Level 3 Functions

1. Overall management, direction, coordination of continuity of operation plan.
2. Declaration of emergency and exercise of emergency powers, as required.
3. Direction of public communications.
4. Assure lines of succession both in the City Manager’s Office and throughout the City departments.
5. Work with Council on required legislation, resources or any other matters requiring legislative action.

Key positions to perform these functions:

Primary
1. City Manager
3. Deputy City Manager

Secondary (Back-ups)
1.
2.

---------------------------------------------

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes __ No X

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (apprx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant) (available through Facilities Public Works)
__ 5. Other

Cross-training has taken place with the following staff members:
Identified Needs:

- Current line of succession need to be determined by the City Manager
- Ensure all staff have laptop computers that are VPN ready and training on process has been done prior to an exercise/event

Notes:

- None
2. City Clerk’s Office

Priority Service Level 3 Functions

1. Prepare and assist at City Council meetings
2. Back-up for City Communications function
3. Mail function (if critical for public safety)
4. Main Phone Line, 206-275-7600
5. Public Records Requests

Key positions to perform these functions:

Primary
1. City Clerk
2. Records Systems Specialist

Secondary (Back-ups)
1. Public Records Clerk

*******************************************************************************

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting (laptops available)
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (approx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant) (available through Facilities Public Works)
__ 5. Other

Cross-training has taken place with the following staff members:

• None
Identified Needs:

- None

Notes:

- In the absence of the City Clerk, the assigned laptop can be reallocated to the Acting City Clerk
3. Mercer Island Municipal Court

Priority Service Level 3 Functions

1. Arraignment of in-custody defendants
2. Issuance of Protection Orders (Domestic Violence and Anti-harassment)

Key positions to perform these functions:

Primary
1.
4. Court Administrator
5. Court Clerk

Secondary (Back-ups)

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes __ No X

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

__ 1. Telecommuting (Presiding Judge, Court Administrator)
__ 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
__ 3. Social distancing (approx. 6’ spacing between personnel work stations)
__ 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
__ 5. Other

Cross-training has taken place with the following staff members:

- Court Clerks are cross-trained on Court Administrator’s duties and the Court Administrator can act as Court Clerk

Identified Needs:

- Videoconferencing between the Issaquah Jail and the Mercer Island Court to reduce the exposure of court personnel and in-custodies to persons who are or may be ill, while still processing criminal defendants
• Laptop computers for the Presiding Judge and Court Administrator to allow remote access to the Issaquah Jail for Court for Arraignment of in-custody defendants and issuance of Protection Orders (Domestic Violence and Anti-harassment)

• Adoption and coordination of the Mercer Island Court in the King County District Court Pandemic Flu Continuity of Government Plan

• Plan for processing in-custody arraignments and in-custodies with medical issues from Mercer Island cases

• Training on the Mercer Island Court Plan for Pandemic Flu Continuity of Government

• Revision of Court Public Window to allow less direct contact with the public while continuing visual correspondence

Notes:

• None
4. Finance Department

Priority Service Level 3 Functions

1. Processing deposits for both utility mail payments and cash register
2. Treasury – ensure cash available to cover claims and payroll
3. Answering utility phone calls for service
4. Process payments to vendors
5. Water meter reading

Key positions to perform these functions:

Primary
1. Utility Billing Supervisor
2. Deputy Finance Director
3. Meter Reader
4. Accounts Payable Clerk
5. Utility Customer Service Representative
6. Accounting Manager

Secondary (Back-ups)
1. Finance Director – treasury functions
2. Payroll Specialist – deposits and vendor payments
3. Permit Center Supervisor – cash register deposits

********************************************

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (apprx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
__ 5. Other

Cross-training has taken place with the following staff members:

• All Finance staff are trained to prepare daily deposits
• All priority functions have been cross-trained within the department
• Accounting Manager can provide cash receipting/depositing backup for other department business systems (Parks CLASS, Thrift Shop POS, and YFS)
5. Human Resources Department

Priority Service Level 3 Functions

1. Tracking of City personnel illnesses through each department
2. Performing “employee welfare checks”
3. Coordination of employee medical benefits for employees
4. Coordination of hiring of critical temporary personnel or others as needed
5. Coordination of moving available City personnel to City departments with critical function needs
6. Processing Citywide payroll

Key positions to perform these functions:

Primary
1. Human Resources Director
2. Human Resources Specialist
3. Payroll Specialist

Secondary (Back-ups)
Accounting Supervisor – Payroll processing

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes __ No X

Actions prepared and trained in to minimize illness in staff:

Check marked if used:

X  1. Telecommuting (one laptop with Director; other HR staff can use VPN)
X  2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X  3. Social distancing (apprx. 6’ spacing between personnel work stations)
X  4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant) (available through Facilities Public Works)
__  5. Other

Cross-training has taken place with the following staff members:
• Two staff members have finance backgrounds and can assist in the Finance Department if needed
• The Accounting Supervisor is cross-trained in processing the Citywide payroll

Identified Needs:

• Identify what HR functions can be done by other City staff to assist in a Priority Service Level Three event

Notes:

• None
6. Information & Geographic Services Office

Priority Service Level 3 Functions

1. Network Availability
2. Public Safety Applications
3. Database Availability
4. Server Availability
5. Department PC and Desktop Support
6. Phone System
7. TV 21 and AM 1700

Key positions to perform these functions:

Primary
1. IGS Manager
2. 
3. Network Administrator
4. PC Technician
5. GIS Analyst
6. 

Secondary (Back-ups)
1. 
3. Other Computer Contractors
4. Other Phone/Cable Contractors

*****************************************************

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes __ No X

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting (Not all functions can be done remotely)
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
__ 3. Social distancing (approx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
   (Available through Facilities Public Works)
__ 5. Other
Identified Needs:

- Need to have contracts in place for contractors needed as identified back-ups for City I.T. staff

- Videoconferencing between the Issaquah Jail, the Mercer Island Court, and Critical Court Staff, including the Presiding Judge via laptop computer

- Test of I-Net and VPN capability for critical City staff when City and other King County agencies are on-line at one time

Notes:

- None
7. Developmental Services Group

Priority Service Level 3 Functions

1. Damaged building evaluation where public hazard may be present (ATC 20/45)
2. Code enforcement where extreme public hazard may be present

Key positions to perform these functions:

Primary
1. ATC 20 and ATC 45 trained personnel
2. Code Enforcement Officer

Secondary (Back-ups)
1. ATC 20 and ATC 45 trained personnel from outside the Building Department

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes __ No X (SOPs are available for functions just under Priority Service Level 3)

Actions prepared and trained in to minimize illness in staff:

Check marked if used:

X 1. Telecommuting (2 laptops with min of 2 air cards to transmit data)
    Plan Reviews (most of the work), administrative work and internal
    meetings can be done remotely
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (aprx. 6’ spacing between personnel
    work stations) (walk-in traffic will be limited when Social Distancing
    becomes required)
X 4. Personal protective devices and supplies available (masks, gloves, hand
    sanitizer, counter disinfectant) (limited N95 masks available, as well as
    surface and hand cleaners)
X 5. Electronic plan review process/permit issuance can be remote. Electronic
    archiving process is available.
__ 6. Other

Cross-training has taken place with the following staff members:

- Two Plans Examiners have been cross-trained to do building inspections
- One Permit Coordinator can perform inspections
• Two inspectors can do minor plan reviews

**Identified Needs:**

• More laptops for personnel who can work remotely that are equipped with “Net Motion”
• Adobe 9 software can be loaded on home computers of plans examiners to facilitate conducting remote plan review
• Teleconferencing bridge accessible from any location
• Use of wireless internet capability on some cellular phones to allow staff to be more mobile rather than office dependent

**Notes:**

**Priority Service Level 3 Functions**

1. Federally funded construction projects
2. Transportation engineering with PWO Signal Technicians
3. Water utility coordination with PWO staff

**Key positions to perform these functions:**

**Primary**

1. Field engineers
2. Design engineers
3. Inspectors
4. Account and payment processors
5. Contract/change order processors
6. Project coordinators
7. Traffic signal engineers

**Secondary** (Back-ups)

1. Pre-designated privately contracted engineering specialists

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**Standard Operating Procedures available for Priority Service Level 3 Functions?**

Yes X No __
Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (apprx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
__ 5. Other

Cross-training has taken place with the following staff members:

- PWE staff can assist PWO with sewer, stormwater and water utilities as they have expertise in these areas

Identified Needs:

- Develop a phone messaging system to advise the public and contractors of office closures and changes in office hours
- Pre-established conference bridge lines and status call schedules
- More available laptop computers to facilitate working remotely (only 8 of 35 staff have City laptop computers)
- VPN access to personnel that can work remotely (only one person as VPN from a home computer)

Notes:

Minimizing illness in staff:

Several suggestions for minimizing illness in staff were discussed to include:

- Minimize contact with others
- Wash hand frequently
- Use City provided face masks
- Use City provided hand sanitizer
- Work remotely if possible – can conduct normal permit activities after business hours, via mybuildingpermit.com and the electronic plan review process
- Work in shifts
8. Parks and Recreation Department

Priority Service Level 3 Functions

1. Shelter needs
3. Maintain buildings to ensure safe environment for staff and visitors
4. Reassign Parks and Recreation staff to Facilities Public Works to ensure cleaning/disinfecting of City facilities is done on a regular and timely basis throughout the Pandemic event
5. Ensure personal protective devices and cleaning supplies are available and supplies distributed to all City departments for their use.

Key positions to perform these functions:

Primary
1. Parks and Recreation staff

Secondary (Back-ups)
1.

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting
X 2. Shift work (example: 7 am – 4 pm and 4 pm – 1 am)
X 3. Social distancing (apprx. 6’ spacing between personnel work stations)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
__ 5. Other

- Parks and Recreation personnel can assist in many departments within the City and have experience in sheltering the public. If the need arose and was approved by the City, Parks and Recreation personnel and YFS could provide emergency
child care for employees who needed to work on site to provide Priority Service Level 3 functions.

**Identified Needs:**

- None

**Notes:**

- None
9. Police Department

Priority Service Level 3 Functions

1. In progress life and public safety calls for service
2. Police patrols
3. Process records for Priority Service Level 3 functions

Key positions to perform these functions:

Primary
1. Sworn police staff
2. MIPD Records staff

Secondary (Back-ups)
1. None

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting (some Records functions and Chief/Commander functions)
X 2. Shift work (12 hour shifts: 6 am – 6 pm and 6 pm – 6 am)
X 3. Social distancing (approx. 6’ spacing between personnel work stations) (for some court appearances done via internet)
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)
__ 5. Other

Identified Needs:

- Video arraignment process to allow arraignments via teleconference rather than transporting in-custodies to court
- VPN Access
- Laptop computers for Chief and Commanders
Notes:

Minimizing illness in staff:

Several suggestions for minimizing illness in staff were discussed to include:

- Close the Police Department to the general public unless specifically requested to respond by an officer or detective conducting follow-up investigations.
- Suspend VIN inspections and fingerprinting.
- Require patrol officers to dress at home to limit person to person contact at the station.
- Suspend briefings and distribute critical information via email on the patrol car laptops.
- Handle non-priority calls by telephone to assess the situation then determine if officer response is needed.
- Provide antimicrobial wipes and require officers and communications personnel to wipe down the patrol car interior and work area before and after their shift.
- Have custodial staff focus on sanitizing work areas – door knobs/handles, office machines, keyboards, telephones and radios and all other shared equipment.
- Require investigations to sanitize interview room after each interview.
- Place hand sanitizer in key areas around the station and encourage staff to use it frequently.
- Mandatory sick leave for confirmed flu cases.
- Communication with vendors regarding possible payment delays in advance.
10. Public Works Department

Priority Service Level 3 Functions

1. Provide/maintain clean potable water to the City through water line infrastructure (including fire hydrant Public Works)
2. Repair/maintenance to primary transportation arterials in the City (roadways, bridges, traffic signals)
3. Removal of snow/water over the road, and major debris in creeks during flood season
4. Provide/maintain sewer and wastewater service to the City and coordinate service with King County Metro
5. Vehicle maintenance for Mercer Island Police Department vehicles and designated PWO vehicles to be used during emergency conditions
6. Provide timekeeping functions for Department

Key positions to perform these functions:

Primary
1. Water crews
2. Street crews
3. Storm/Sewer crews
4. Fleet Mechanic
5. Administrative Assistant

Secondary (Back-ups)
1. Parks Public Works Crews
2. Facilities Public Works Manager
3. Pre-designated contracted private contractors to provide utility and vehicle Public Works
4. Other staff from City Departments

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting
X 2. Shift work?
3. Social distancing (apprx. 6’ spacing between personnel work stations)

4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant)

5. Other

Cross-training has taken place with the following staff members:

- All PWO field personnel know the basic functions of Water, Street and Storm/Sewer to assist across teams within Public Works

**Identified Needs:**

- Cross-training of PWO Administrative Assistant to learn Finance Department systems to assist Finance, and for Finance trained personnel to assist Public Works is in early stages.

**Notes:**

**Several suggestions for minimizing illness in staff were discussed to include:**

- Minimize person-to-person contact by instituting alternate methods of distributing mail and allow appropriate employees to perform a limited amount of work from home
- Sanitizing personal work area – daily (use gloves for incoming paperwork/mail)
- Custodial staff focus on sanitizing work areas - door knobs/handles, office machines, keyboards, telephones, etc
- Mandatory sick leave for confirmed flu cases
- Communication with vendors regarding possible payment delays in advance

**Priority Service Level 3 Functions**

1. Maintaining and monitoring life safety systems (fire alarms and building sprinklers)
2. Maintaining HVAC for City facilities
3. Maintain buildings to ensure safe environment for staff and visitors
4. Reassign Parks and Recreation staff to Facilities Public Works to ensure cleaning/disinfecting of City facilities is done on a regular and timely basis throughout the Pandemic event
5. Ensure personal protective devices and cleaning supplies are available and supplies distributed to all City departments for their use.

**Key positions to perform these functions:**

**Primary**
1. Facilities Public Works Manager
2. 

**Secondary (Back-ups)**
1. Public Works Operations Supervisors
2. Public Works staff
3. Parks and Recreation staff
4. Other City staff as reassigned

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**Standard Operating Procedures available for Priority Service Level 3 Functions?**

Yes X No __

**Actions prepared and trained in to minimize illness in staff:**
Check marked if used:

- Telecommuting X
- Shift work (example: 7 am – 4 pm and 4 pm – 1 am) X
- Social distancing (apprx. 6’ spacing between personnel work stations) X
- Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant) X
- Other __

Cross-training has taken place with the following staff members:

- Cross-training in cost accounting has been done with a total of _____ personnel from Parks and Recreation and Public Works
11. Fire Department

Priority Service Level 3 Functions

| Priority Service Level 3 | Services needed to protect against threats to public health, safety or welfare are supported  
OR  
Services needed that have a direct economic impact on the community, are constitutionally or statutorily mandated within set timeframes, or services which should be performed to prevent potential civil disorder if not performed within 72 hours |
|-------------------------|--------------------------------------------------------------------------------------------------|

1. Emergency EMS, Fire & Rescue calls for service  
2. Non-Emergency EMS, Fire & Rescue calls for service  
3. Process records for Priority Service Level 3 functions

Key positions to perform these functions:

Primary
1. Operations staff  
2. Administrative Staff

Secondary (Back-ups)
1. None

Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting (some Administrative functions and Chief/Deputy Chief functions).
X 3. Social distancing (approx. 6’ spacing between personnel work stations).
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant).
X 5. Training Review of KCEMS Pandemic Protocols
__ 6. Other.
Identified Needs:

- Laptop computers for Administrative Assistant and Fire Marshal
- VPN Access for Battalion Chiefs
- Training Review of KCEMS Pandemic Lesson Plan
- Ensure medical supplies are at full capacity
- Ensure steady fuel supply for emergency vehicles.

Notes:

Minimizing illness in staff:

Several suggestions for minimizing illness in staff to include:

- Close the Fire Department to the general public unless for medical emergency.
- Suspend Company Fire Inspections and Fire Marshal Inspections.
- Increased use of nurse support line through NORCOM.
- Suspend Public Blood Pressure Services.
- Close public lobby and direct public how to access services that are currently available.
- Mandate Fire Officers to be very proactive about monitoring their crews for potential of flu and subsequently sending staff home mandatorily.
- Provide antimicrobial wipes and require firefighter personnel to wipe down the fire apparatus interiors and work area before and after their shifts.
- Contract custodial services and focus on sanitizing work areas – door knobs/handles, office machines, keyboards, telephones and radios and all other shared equipment.
- Place hand sanitizer in key areas around the fire stations and encourage staff to use frequently
- Mandatory sick leave for confirmed flu cases
- Communication with vendors regarding possible payment delays in advance
12. Youth and Family Services

Priority Service Level 3 Functions
1. Shelter Support
2. Food Provision
3. Mental Health Services

Key positions to perform these functions:

Primary
1. Administrative Assistant
2. Administrative Manager
3. Clinical Supervisor
4. YFS Director

Secondary (Back-ups)
1. Other Department Staff

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Standard Operating Procedures available for Priority Service Level 3 Functions?

Yes X  No __

Actions prepared and trained in to minimize illness in staff:
Check marked if used:

X 1. Telecommuting (some Administrative functions and Chief/Deputy Chief functions).
X 3. Social distancing (approx. 6’ spacing between personnel work stations).
X 4. Personal protective devices and supplies available (masks, gloves, hand sanitizer, counter disinfectant).
X 5. Training Review of KCEMS Pandemic Protocols
__ 6. Other.

Identified Needs:
Notes:

11. Logistics

While the City of Mercer Island 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 sections that follow outline additional planning and preparation the City needs to undertake to effectively purchase, manage and distribute resources during an influenza pandemic. Information with respect to outside assistance and mutual aid is also addressed in this section.

Resource Management

An influenza pandemic will likely be a long-term event lasting many months, and resource management needs will undoubtedly change throughout that period. The City’s Fire Department, in coordination with Emergency Management, 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.

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 agencies 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.

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 City 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 City shall also review facility cleaning and Public Works 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.

The City, through the Fire Department or designee, should purchase emergency supplies and equipment immediately upon the indication that a 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.

The City 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 everyday operations.

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. Although 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.

**Integrating Outside Assistance**

During a pandemic, City departments should not expect to receive assistance from other cities. Any outside assistance that is received will be integrated into existing operations. Staging areas will be established for incoming resources using the Incident Command System.

**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.

12. 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 Mercer Island should take to prepare for such challenges.

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 Public Works 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 Mercer Island 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.

**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. The fund, as currently constituted, would likely be sufficient to sustain the City through the first two waves of a pandemic without significant disruption.

- 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.

**Financial Reimbursement**

As with other emergencies, documentation of all activities and costs associated with a pandemic shall be done by each department. 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. (For a copy of this policy, see www.fema.gov/pdf/government/grant/pa/9523_17.pdf)

While the City of Mercer Island 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.
13. Human Resources

A pandemic is likely to have many unforeseen impacts, especially in areas relating to personnel. Human Resources has collected City policies related to this Plan, that are intended to guide staff during a pandemic. These policies are included in this section, or referenced to the appropriate location for further information.

Guiding Principles

The following principals were applied when developing the draft personnel policies and guidelines:

▪ 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.

▪ Unions will be informed in advance of potential personnel administration changes to the extent reasonably possible.

▪ 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 Mercer Island 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.

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 at home, having them work extended hours, or having them work overtime. Some or all of these issues may have labor relations implications.
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 Pandemic Influenza Emergency Communications Strategy covers both internal and external communications and the general timing of their release during the pandemic incident lifecycle.

Human Resources Questions Related to a Pandemic Event

What does the City do if an employee refuses to come to work?

Answer: Employees are subject to disciplinary action

Section Disciplinary Action

City of Mercer Island Employee Handbook
See entire policy and procedure in the Employee Handbook

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What does the city do for the employee who does not report to work and has no leave available to use?

Answer: Decision is left with the City Manager

Section Leave of Absence Without Pay

City of Mercer Island Employee Handbook
See entire policy and procedure in the Employee Handbook

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Can an employee be sent home due to illness or prevented from coming into work?

Answer: Yes

Section Attendance / Emergency Conditions

City of Mercer Island Employee Handbook
See entire policy and procedure in the Employee Handbook

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If an employee chooses not to come to work due to a pandemic event, how does the city document the employee’s time away from work?

Answer: Leave without Pay

Section    Vacation

City of Mercer Island Employee Handbook

See entire policy and procedure in the Employee Handbook

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If an employee can telecommute to do his/her job, are they allowed to do so?

Answer: Yes, if approved by the employee’s department director, and in accordance with the City of Mercer Island’s Administrative Policy Manual

Policy    Telecommuting

City of Mercer Island Employee Handbook

See entire policy and procedure in the Employee Handbook

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Can employees be directed by city management in a pandemic type event to work in assignments outside of their normal work classifications?

Answer: Yes, if it is in the best interest of the City and there is an emergency as defined by the State of Washington or King County.

The City will do everything possible to work with labor organizations to address this issue before reassignments are made.
14. Assessment and Reporting

Absence Reporting

All Departments, including Human Resources who tracks employee absence during a pandemic event, 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, Seattle-King County Health Department 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 type of absence: sick leave, family sick leave, scheduled absence, or other.

Each department, should create a procedure for gathering this information on a daily basis for week-day day shift employees. Typically, a department may establish a simple process for one designated person to report via City email to Human Resources regarding daily staffing levels and absences. To view an absence reporting form, see Table 4.
Table 4: Influenza Pandemic Absence Report

To be completed daily, Monday through Friday, and submitted, electronically if possible, to Human Resources

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<thead>
<tr>
<th>Department</th>
<th># of Staff Scheduled to Work</th>
<th># of Staff Reporting to Work</th>
<th># of Staff Absent</th>
<th># Absent Due to Illness</th>
<th># Absent Due to Family Illness</th>
<th># on Vacation or other Leave</th>
<th># Absent for Unknown Reason</th>
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</table>
15. 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 Mercer Island, 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 this plan that directly affect their work or their well-being. Furthermore, the City should conduct 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 Public Works, and guidelines for training employees on plan logistics and conducting implementation exercises.

This Plan becomes effective upon approval by the City Manager.

Responsibility City Officials

The Fire Chief with assistance from the Emergency Preparedness Officer has overall responsibility for the Pandemic Flu Plan and shall periodically report implementation status to the City Manager, and coordinate updates to the Plan as required.

Department Directors, especially those providing Priority Service Level 3 City services, are responsible for ensuring the adequacy of their plans and departmental preparations.

Plan Distribution

It is the responsibility of the Fire Department and Emergency Preparedness Officer to ensure proper distribution of the Plan to City departments and other appropriate parties. The Plan shall be transmitted by Emergency Management for distribution either electronically or by hard copy as necessary. In addition, because much of this plan impacts
all City employees, Emergency Management shall post it on the City’s intranet. City department directors are responsible for ensuring that all employees within their departments have access to the sections of this Plan that affect them.

Plan Maintenance

The Fire Department is responsible for maintaining the Mercer Island’s Pandemic Influenza Plan, with input from individual department staff and/or ESF representatives. This Plan and its appendices shall be reviewed whenever the City’s CEMP is scheduled for review.

However, certain portions of this Plan must be reviewed more frequently. Information and Geographic Services 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. These policies 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 Seattle-King County Health Department guidance. Finally, the Seattle-King County Health Department will update its forecast of pandemic status on an annual basis.

Plan Training

Because every City employee will be affected by this Plan, extensive training on the plan is necessary. Methods to conduct training may include Web-based training, video presentations, and tabletop drills. Training will vary from general overview materials to detailed procedures. Departments and agencies are expected to contribute to various portions of lesson plans where required.

Training Module Development

Emergency Management is responsible for developing a basic curriculum that will be available to all City employees. The development of these training materials will require input from other departments and agencies.

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.

In addition to the initial training module developed by Emergency Management, 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 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.

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. Emergency Management will coordinate with the City’s departments to ensure that all gaps are identified, and training issues addressed.

**Plan 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.

The Federal Emergency Management Agency (FEMA) provides the following definitions of exercises in its IS 139, Exercise Design training course.

“... As the name suggests, the orientation seminar is an overview or introduction. Its purpose is to familiarize participants with roles, plans, procedures, or equipment. It can also be used to resolve questions of coordination and assignment of responsibilities.

A **drill** is a coordinated, supervised exercise activity, normally used to test a single specific operation or function. With a drill, there is no attempt to coordinate organizations or fully activate the EOC. Its role in an exercise program is to practice and perfect one small part of the response plan and help prepare for more extensive exercises, in which several functions will be coordinated and tested. The effectiveness of a drill is its focus on a single, relatively limited portion of the overall emergency management system. It makes possible a tight focus on a potential problem area.

A **tabletop exercise** is a facilitated analysis of an emergency situation in an informal, stress-free environment. It is designed to elicit constructive discussion as participants...
examine and resolve problems based on existing operational plans and identify where those plans need to be refined. The success of the exercise is largely determined by group participation in the identification of problem areas.

A **functional exercise** is a fully simulated interactive exercise that tests the capability of an organization to respond to a simulated event. The exercise tests multiple functions of the organization’s operational plan. It is a coordinated response to a situation in a time-pressured, realistic simulation.

A **full-scale exercise** simulates a real event as closely as possible. It is an exercise designed to evaluate the operational capability of emergency management systems in a highly stressful environment that simulates actual response conditions. To accomplish this realism, it requires the mobilization and actual movement of emergency personnel, equipment, and resources. Ideally, the full-scale exercise should test and evaluate most functions of the emergency management plan or operational plan. …”

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. Emergency Management staff will be available to assist with the design or facilitation of these exercise activities.

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.

Emergency Management will take the lead for this exercise which should be conducted as soon as possible after the adoption of this Plan.
16. Glossary of Terms

Following are definitions of terms and acronyms used in this Annex. This glossary also includes terms commonly associated with a pandemic or similar health incident.

**Acute:** Short-term, intense symptomology or pathology, as differentiated from chronic. Many diseases have an acute phase and a chronic phase.

**ALS:** Advanced Life Support.

**Antigen:** Any molecule that is recognized by the immune system and that triggers an immune response, such as release of antibodies.

**Antigenic Drift:** Influenza viruses continuously undergo small genetic changes (referred to as “antigenic drift”) that require development of new influenza vaccines from year to year.

**Antigenic Shift:** “Pandemic influenzas” result when strains undergo a more dramatic genetic change caused by genetic re-assortment (referred to as “antigenic shift”).

**Antiviral medication:** Drug(s) that are used to prevent or treat a disease caused by a virus, by interfering with the ability of the virus to multiply in number or spread from cell to cell. Drugs with activity against seasonal influenza viruses include the neuraminidase inhibitors, oseltamivir and zanamivir and the adamantanes, amantadine and rimantadine.

**Asymptomatic:** Without signs or symptoms of disease. May still have infection.

**Avian (or bird) flu:** Caused by influenza viruses that occur naturally among wild birds. The H5N1 variant is deadly to domestic fowl and can be transmitted from birds to humans. There is no human immunity and no vaccine is available.

**CDC:** Centers for Disease Control and Prevention. CDC is a U.S. Federal Agency within the U.S. Public Health Service of the U.S. Department of Health and Human Services.

**Contact:** People who have had close physical contact (less than one yard) or confined airspace contact with an infected person, within four days of that person developing symptoms. These are likely to include family members and/or other living companions, workmates (if in close contact situations or confined airspace environments), and some recreational companions. People, who have not been in close proximity nor have shared a confined airspace with a sick person within four days of that person developing symptoms, are not considered to be a contact. Note that the definition of a contact is likely to change once the nature of the pandemic strain is known.

**Continuity of Government (COG):** COG is the principle of establishing defined procedures that allow a government to continue its essential operations in case of catastrophic event. COG plans help prevent leaving a vacuum at any governmental level
in the aftermath of major disaster, which could lead to anarchy or to an unlawful assumption of authority.

**Continuity of Operations (COOP):** In the public sector, COOP planning typically emanates at the department or agency level and refers to the preparations and undertaken to ensure essential services are maintained in the case of catastrophic events.

**EMS:** Emergency Medical Service.

**EOC:** Emergency Operations Center, staffed on a 24-hour basis during an emergency.

**Epidemic:** An outbreak of infection that spreads rapidly and affects many individuals in a given area or population at the same time.

**Epidemiology:** The study of epidemics and epidemic diseases.

**Febrile Respiratory Illness:** Patients presenting with cough, and fever. Cough indicates contagion; fever indicates infection.

**Flu:** Another name for influenza infection, although it is often mistakenly used in reference to gastrointestinal and other types of clinical illness.

**Flu Treatment Centers:** Alternative sites set up to care for patients with pandemic flu. Schools, churches, public buildings set up through the public health authority or volunteer agencies to care for the sick.

**Haz-Mat:** Hazardous Materials.

**H1N1:** A strain of influenza type A virus that caused the pandemic infection of 1918-1919 and that continues to circulate in humans.

**H5N1:** A strain of influenza type A virus that moved in 1997 from poultry to humans. While the outbreak of this virus was rapidly contained, it produced significant morbidity
and mortality in persons who became infected, probably from direct contact with infected poultry.

**High-Risk Groups:** Those groups in which epidemiological evidence indicates there is an increased risk of contracting a disease.

**HomePack:** Gloves, gowns, masks, sent home with the employee to allow travel to and from work, and to allow the employee to stay protected from infectious disease away from the workplace.

**Immunization:** A procedure that increases the protective response of an individual’s immune system to specified pathogens.

**Incubation Period:** The interval from exposure to an infectious organism and the onset of symptoms. For pandemic influenza, it is estimated to range from two to ten days.

**Infection:** Condition in which virulent organisms are able to multiply within the body and cause a response from the host’s immune defenses. Infection may or may not lead to clinical disease.

**Infectious:** Capable of being transmitted by infection, with or without actual contact.

**I.D.:** Infectious Disease.

**Influenza:** A highly contagious, febrile, acute respiratory infection of the nose, throat, bronchial tubes, and lungs caused by the influenza virus. It is responsible for severe and potentially fatal clinical illness of epidemic and pandemic proportions.

**Influenza type A:** A category of influenza virus characterized by specific internal proteins and further sub-grouped according to variations in their two surface proteins (hemagglutinin and neuraminidase). It infects animals as well as humans and has caused the pandemic influenza infections occurring in this century.

**Influenza type B:** A category of influenza virus characterized by specific internal proteins. It infects only humans, causes less severe clinical illness than type A, and spreads in regional rather than pandemic outbreaks.

**Influenza type C:** A category of influenza characterized by specific internal proteins. It does not cause significant clinical illness.

**LPAI:** Low Pathogenic form of Avian Influenza. Classification of avian flu virus based on the severity of the resulting illness. Most avian flu strains are classified as LPAI and
typically cause little or no clinical signs in infected birds. However, some LPAI virus strains are capable of mutating under field conditions into HPAI viruses.

**Malaise:** A feeling of unease, mild sickness or depression.

**MCI:** Mass/Multiple Casualty Incident.

**Morbidity:** Departure from a state of well-being, either physiological or psychological illness.

**Morbidity Rate:** The number of cases of an illness (morbidity) in a population divided by the total population during a specific time interval.

**Mortality:** Death, as in expected mortality (the predicted occurrence of death in a defined population during a specific time interval).

**Mortality Rate:** The number of people who die during a specific time period divided by the total population.

**MSG:** Medical Support Group, provides medical intelligence to public safety responders; links PHSKC-Epidemiology, regional hospitals, Hospital Control, ALS provider groups, regional fire departments, law enforcement, ambulance, and EOCs.

**NIMS:** National Incident Management System, a national incident management system that allows agencies of different disciplines and jurisdictions to work together during times of crisis or disaster.

**N95/N100 Masks:** NIOSH rated particulate masks.

**Novel Influenza Virus Strain:** A new strain of influenza A that has not previously infected humans, but has undergone genetic mutation or reassortment, and has developed the ability to cause illness in humans.

**Pandemic:** Referring to an epidemic disease of widespread prevalence around the globe; a worldwide outbreak of infectious disease; a virulent human flu that causes a global...
outbreak, or pandemic, of serious illness. Because there is little natural immunity, the disease can spread easily from person to person.

**Pathogen:** Any disease-producing micro-organism or material.

**Pathogenesis:** The natural evolution of a disease process in the body without intervention (i.e., without treatment). Description of the development of a particular disease, especially the events, reactions and mechanisms involved at the cellular level.

**PEP:** Post Exposure Prophylaxis medication.

**PHSKC:** Public Health Seattle and King County.

**PPE:** Personal Protective Equipment. Respiratory protection, gloves, gowns, shields, eye protection.

**Prophylaxis:** A medical procedure or practice that prevents or protects against a disease or condition (e.g., vaccines, antibiotics, drugs).

**PSA:** Public Service Announcements.

**Quarantine:** The physical separation, including confinement or restriction of movement, of individuals who are present within an affected area or who are known, or reasonably suspected, to have been exposed to a communicable disease of public health threat and who do not yet show symptoms or signs of infection. Purpose is to prevent or limit the transmission of the communicable disease of public health threat to unexposed and uninfected individuals.

**Respiratory hygiene (or pan flu etiquette):** Personal practices or habits to decrease the transmission of diseases spread through respiratory secretions or airborne droplets or particles. Includes covering the mouth when coughing or sneezing, disposing of tissues, avoiding coughing or sneezing into hands, and washing hands or using hand-sanitizers.

**Seasonal (or common) flu:** A respiratory illness that can be transmitted person to person. Most people have some immunity, and a vaccine is available.

**S&S:** Signs and Symptoms.

**Surveillance, Influenza:** The on-going systematic collection, analysis, and interpretation of disease activity and trend data for quickly detecting the introduction of a
novel virus strain in King County and for quickly detecting outbreaks in order to facilitate early public health intervention.

**TRP: Telephone Referral Project.** A consulting nurse phone line that dispatchers may transfer some non-emergent medical calls to for further information and medical advice.

**Vaccine:** A substance that contains antigenic components from an infectious organism. By stimulating an immune response (but not disease), it protects against subsequent infection by that organism.

**Virulent disease:** Highly lethal diseases, e.g. Cholera, Diphtheria, Ebola virus disease, Hemorrhagic fever, Lassa fever, Leprosy, Marburg virus disease, Plague, Smallpox, Tuberculosis.

**Virus:** A group of infectious agents characterized by their inability to reproduce outside of a living host cell. Viruses may subvert the host cells’ normal function, causing the cell to behave in a manner determined by the virus.

**World Health Organization (WHO):** A specialized agency of the United Nations generally concerned with health and health care.

**Zoonoses:** Diseases that are transferable from animals to humans.
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