

Pandemic Influenza Emergency Plan

University of North Carolina - Chapel Hill

November 2006 - Revised August 2008

This is the University of North Carolina at Chapel Hill's Pandemic Influenza Emergency Response Plan. This Plan corresponds to a University Emergency Event: Threat Level Three, which is defined in UNC's **Emergency Plan** as a: "significant risk to students, faculty and staff, and requires substantial coordination with outside agencies."

This Plan is subordinate to UNC-Chapel Hill's Emergency Plan, as well as the Pandemic Influenza response plans of Orange County and the State of North Carolina. Care has been taken so that this plan is consistent with those plans. This plan is also written with information and guidance from the World Health Organization Global Influenza Preparedness Plan, the U.S. Government Department of Homeland Security National Strategy for Pandemic Influenza, and the U.S. Government Department of Health and Human Services Pandemic Plan.

Response to an influenza pandemic will also rely on several other documents from UNC-Chapel Hill, the State of North Carolina, and the Orange County Health Department. (See list of documents below.)

UNC Emergency Plan (Appendix A)

UNC's Pandemic Influenza Planning Assumptions (Appendix B)

UNC Crisis Communications Plan (Appendix C)

UNC Pandemic Influenza Continuity of Operations Plans (for each UNC department and administrative unit) (Appendix D)

Communicable Disease Emergency Policy: North Carolina Office of State Personnel (Appendix E)

UNC-CH Guidelines for the Use of Masks and Respirators during a Pandemic Influenza Emergency: Event Level Three (Appendix F)

Policy Concerning Study, Travel, and Research in Countries under U.S. State Department and Center for Disease Control Travel Warnings (Appendix G)

Memorandum of Agreement between University of North Carolina at Chapel Hill and Orange County Public Health Department (for an on-campus Point of Distribution for mass medication/prophylaxis) (Appendix H) - Currently in the approval process.

UNC-Chapel Hill Objectives

- Minimize the risk of pandemic influenza to students, faculty and staff.
- Support students who remain in Chapel Hill.
- Continue functions essential to university and hospital operations during a pandemic.
- Maintain operation of University systems, infrastructure, or networks critical to the ability to meet essential patient, student and employee needs
- Avoid jeopardy to critical university-sponsored research activities.
- Avoid significant loss of assets or revenue that might occur due to the lack of continuity in, or maintenance of, property, systems, services, or programs.
- After the pandemic, resume normal teaching, research and service operations as soon as possible.

UNC-Chapel Hill Planning Assumptions

Below is a summary of UNC-Chapel Hill planning assumptions for pandemic influenza. A more detailed list of assumptions is detailed in a separate document: “UNC’s Pandemic Influenza Planning Assumptions.” (See Appendix B.)

- UNC assumes that the first pandemic influenza outbreaks will occur outside of the U.S., most likely in Southeast Asia, and that the World Health Organization will declare Phase 4 and/or Phase 5 (depending on the speed with which the disease moves from sustained human to human transmission in small highly localized clusters, more rapid human to human transmission, and larger clusters).
- At WHO Phase 4 or Phase 5, (UNC Event Levels One and Two, respectively), the pandemic’s first impact to UNC will likely be to students, staff, and faculty who are traveling abroad, or plan to do so. WHO and CDC may impose travel restrictions. The University may also take actions for students, staff, and faculty who are traveling, or intend to travel, per the University’s *Policy Concerning Study, Travel, and Research in Countries under U.S. State Department Travel Warnings and U.S. Centers for Disease Control Travel Notice*. (See Appendix G.) As with SARS, international travelers will be subject to restrictions and screening.
- UNC assumes that—in the U.S.—the pandemic influenza wave will last approximately 10 weeks, during which multiple community outbreaks will occur across the country. (10 weeks is the average of 8 to 13 weeks, which is the estimated wave length in the *National Implementation Plan*.)

- For planning purposes, UNC will assume that the wave will occur during the fall or spring semester. (Historically, the largest waves have occurred in the fall and winter, but the seasonality of a pandemic cannot be predicted with certainty.)
- We assume that the first U.S. outbreaks will occur in major metropolitan areas where there is a high rate of international travel.
- On their own initiative, UNC students may begin to leave campus when the first outbreaks occur.
- We assume that Chapel Hill's outbreak will last approximately 7 weeks. (7 weeks is the average of 6 to 8 weeks, which is the estimated community outbreak length in the *National Implementation Plan*.)
- ***Our greatest risk*** is an easily transmissible virus and 7,400 students in residence halls living in close proximity and sharing facilities. According to CDC's FluAid Model (see below), 2,600 students in our residence halls would become ill, and 1,900 of those would seek outpatient care at Campus Health Services. Caring for this large number of ill students would severely strain resources of Housing and Residential Education, Campus Health Service and the UNC Healthcare System, especially if the community was similarly impacted and staff resources were similarly depleted.
- If a severe outbreak were to occur, we should expect to suspend on-campus classes for 7-10 weeks. We will want to make the class suspension decision early in the period of contagion (wave) to allow residential students to return to a less-risky home environment.
- After the on-campus class suspension decision has been made, it will take about 72 hours (3 days) for students in UNC residence halls to vacate, although about 700 will remain there (see below).
- Even after on-campus classes are suspended, we assume that 5,700 students and student families will remain in Chapel Hill because of international travel restrictions, other travel difficulties, or because they do not have a suitable alternative living option. These include:
 - 700 students (e.g., international students) remaining in residence halls.
 - 1,000 people in family housing. This group may be at somewhat high risk due to the close quarters of apartment-style living and the presence of children, which may have higher illness rates.
 - While classes are suspended, we assume 4,000 students will remain in Chapel Hill, living in off-campus housing (e.g., apartments, fraternities, sororities, Granville Towers, etc.).

- Of those 5,700 students who will remain in Chapel Hill while classes are suspended, we expect about 1,500 of them will seek outpatient care at Campus Health Services.

Monitoring Pandemic Influenza Stages

The Director of the Department of Environment, Health and Safety, and staff, will monitor the worldwide activity of influenza, and its Phases/Stages, by tracking the information provided by the Orange County Health Department, North Carolina Department of Health, the Centers for Disease Control and Prevention, and the World Health Organization. As any threat emerges — as determined by declarations by the above noted governmental organizations— or, as a Phase or Stage increases to an advanced threat level, the Director shall notify the Vice Chancellor of Finance and Administration, who is head of the University's Executive Group, with recommendations for the University's response — per the University's Emergency Plan.

Emergency Operations Center/Emergency Operations Command

In accordance with the University's Emergency Plan (See Appendix A), at Event Level Three, the Executive Group Leader shall decide: whether to notify all members of the Executive Group; whether to notify the Chancellor; whether to activate the Emergency Operations Center (Command); and whether to activate the Emergency Warning Committee. These declarations will likely —but not necessarily— coincide with the World Health Organization's announcement of a Phase Six Pandemic Stage (or at Phase Five, depending on the geographic location of the outbreak and/or the transmissibility of the disease).

UNC Event Levels - U.S. Govt. Stages - World Health Organization Phases

The table on the following page indicates the University's Emergency Event Levels, with Event Level Three the highest event level in the emergency management system. UNC-Chapel Hill levels correspond with the World Health Organization (WHO) Phases and the U.S. Government Response Stages. This plan specifically addresses planning for Event Level Three, but does include additional information relative to Event Level One and Two.

UNC Pandemic Event Levels and Actions per WHO Phases and U.S Stages

U.S. Government Stages	WHO Phases	UNC Event Levels	UNC Actions
U.S. Stage Zero New domestic outbreak in at-risk country	WHO Phase Three Human infections with a new sub-type but no sustained human-to-human spread	UNC Event Level Zero No current hazard to persons	Pre-event assessment and planning
U.S. Stage One Suspected human outbreak overseas			
U.S. Stage Two Confirmed human outbreak overseas	WHO Phase Four Small highly localized clusters anywhere in the world with limited human-to-human transmission.	UNC Event Level One Minimal hazard to students, faculty and staff. Can be resolved with minimal outside agency assistance	UNC Actions Intense planning and preparation
	WHO Phase Five Larger clusters but human to human spread still localized with the virus becoming adapted to humans (substantial pandemic risk).	UNC Event Level Two Endangers students, staff, and faculty and may require coordination with outside agencies.	UNC Actions Activation of Emergency Command System. Preparing to suspend classes.
U.S. Stage Three Widespread human outbreaks in multiple locations overseas	WHO Phase Six Increased and sustained transmission in the general population	UNC Event Level Three Significant risk to students, faculty and staff and may require substantial coordination with outside agencies.	UNC Actions Emergency Command System operating.
U.S. Stage Four First Human Case North America			Suspension of on-campus classes for 7-10 weeks.
U.S. Stage Five Spread Throughout the U.S			Possible activation of Communicable Disease Mandatory Employees, and other social distancing measures.
U.S. Stage Six Recovery & preparation for subsequent waves			

U.S. Government Stages: <http://www.pandemicflu.gov/plan/federal/fedresponsestages.html>

Who Phases: http://www.who.int/csr/disease/avian_influenza/phase/en/

Policy Concerning Study, Travel, and Research in Countries Under U.S. State Department Travel Warnings and U.S. Centers for Disease Control Travel Notices

The travel policy of the University has been revised to reflect the Center for Disease Control and Prevention Warnings. (See Appendix G.)

Suspension of On-Campus Classes and other Campus Activities

According to the Office of State Personnel Communicable Disease Emergency Policy (See Appendix E): “The State Health Director or the Governor has authority to declare a public health emergency. (See Appendix In case of a public health emergency, the Governor has broad powers to issue an emergency order to protect the public health. Under North Carolina General Statute 166A-6, the Governor may close all schools, community colleges, universities, childcare and adult day care facilities and order that no public events shall be held where large numbers of people are gathered in one physical location. The Governor may also close all non-mandatory State services and order mandatory services to remain operational.

In the absence of such an order, the agency head shall consult with local/state Public Health officials to determine the severity of the individual situation and to determine what actions shall be taken (including the closure of the agency or university). The public health authority rests with the State Health Director and each Local Health Director.

The University can also make a separate decision to suspend classes or other activities, and that decision—according to the University Emergency Plan—would be made by the Executive Group, in consultation with the Chancellor. Policy decisions will be made and implemented based on information received from various entities, including university departments/units, county and state health officials, state and national authorities, and other advisories gathered during the pandemic.

In the event of the declaration of a Public Health Emergency by the State, or, by agreement between Public Health officials and the University (Executive Group), the following social distancing actions should be taken, in accordance with Office of State Personnel Communicable Disease Policy: Employees may be required to fulfill their responsibilities by:

- Working at home; or
- Working at an alternate site; or
- Working in shifts; or
- Being excluded from the workplace

The following decision points are a guide to the University's decision-making process to activate social distancing policies, including, but not limited to: canceling public events, suspension of classes, evacuation of residence halls, and the activation of Communicable Disease Emergency Mandatory Employees (See Appendix E.) As the pandemic unfolds, new information may provide alternative choices.

- Infectivity/Virulence Rate
- Transmissibility/Reproductive Rate
- Morbidity
- Mortality
- Geographic spread
- Proximity of confirmed cases
- Orange County Health Department recommendations
- Closing of K-12 public schools
- Falling class attendance
- Timing in academic year
- Rising employee absenteeism
- Assessment of stake holder's risk perception

Essential Functions: UNC-CH Event Level Three

In an influenza pandemic, a variety of functions will be necessary to continue to provide support for the safety and security of students, staff, faculty, and research vivariums. Some examples of these functions are listed below with the respective departments in parentheses. Details are provided in each unit's continuity of operations plan.

- Provide healthcare and psychological services for students. (Campus Health Services)
- Provide food for remaining students on campus and other emergency employees as needed. (Dining Services)
- Provide energy services to UNC Healthcare and the UNC campus. (Energy Services)
- Provide technical guidance to affected departments and the removal and storage of chemical and radioactive waste. (Environment, Health and Safety)
- Provide housekeeping services for residence halls housing students and other facilities for "Communicable Disease Emergency Mandatory Employees." Provide maintenance and repair for critical facilities. (Facilities Services)
- Provide monitoring and support for remaining students on campus. (Housing and Residential Education)

- Provide staffing support for essential departments and maintain communications with all employees. (Human Resources)
- Maintain the technology and communication services. (Information Technology Services)
- Provide acquisition of goods, operate the storerooms and provide remunerations to vendors. (Materials and Disbursement Services)
- Provide accounting services, university receivables and payroll management. (Office of the Controller)
- Provide security and safety for the remaining students on campus, research laboratories and the campus. (Public Safety)
- Provide continuity of critical research and safety of vivariums. (Research and Economic Development)
- Support remaining students on campus and provide continuing contact and communications with students and parents. (Student Affairs)
- Provide support and communications to overseas students. (Study Abroad)
- Provide communications to all internal and external publics. (University Relations)

Continuity of Operations Plans - UNC Event Level Three

Continuity of Operations Plans for actions during Event Level Three have been developed by more than 215 Schools, Departments, Centers, Institutes, and units addressing the following planning issues:

- Objectives of the Department or Unit
- Essential Functions
- Identification of Communicable Disease Emergency Mandatory Employees
- Key Internal Dependencies
- Key External Dependencies
- Emergency Access to Information & Systems
- Emergency Communication Systems
- Leadership Succession
- Mitigation Strategies
- Recovery of Operations

A website (page) has been developed to assist departments and units in developing continuity of operations plans. The web page is accessible at <http://www.ehs.unc.edu/healthy/coop.shtml>

Communicable Disease Emergency Mandatory Employees

The North Carolina Office of State Personnel has developed a Communicable Disease Emergency Policy (See Appendix E.), which identifies agency responsibilities, possible actions during a pandemic, social distancing guidelines, Communicable Disease Emergency Mandatory Employee's responsibilities, compensation and leave policy, and other, related to a communicable disease public health emergency. UNC-CH units have developed Continuity of Operations Plans that identify and list these Communicable Disease Emergency Mandatory employees.

**Personal Protection Equipment Guidelines - Event Level Three
Communicable Disease Emergency Employees**

In accordance with the U.S. Government Occupational Health and Safety Administration (OSHA) document: *Guidance on Preparing Workplaces for an Influenza Pandemic*. OSHA (2007), the Department of Environment, Health and Safety has developed guidance for the use of personal protective equipment by Communicable Disease Emergency Employees (CDEME) during an Emergency Event Level Three. (See Appendix F for the complete policy.)

In accordance with OSHA, the employer should conduct a risk assessment to determine the type of respiratory protection to implement in the likelihood of a pandemic influenza. For work groups in the Very High and High category N95s are required. For work groups in the Medium category surgical mask are required. For work groups in the Lower Risk category no respiratory protection is needed, however, personal hygiene and social distancing should be practiced."

All University Departments that designate employees as a CDEME shall complete the University's Risk Assessment for Pandemic Influenza Emergency for each employee (see Appendix A). This Risk Assessment is to be incorporated into the department's Continuity of Operations Plan (COOP). Departments should retain the original copy in the employee's personnel file and shall forward a copy to the Department of Environment, Health and Safety.

Employee: Employees who are identified as Very High or High are required to meet the University's Respiratory Protection Policy at <http://www.ehs.unc.edu/manuals/ehsmanual/4-18.html> by completing the annual respiratory training, fit-testing, and medical evaluations.

To assist in assessing their PPE needs for pandemic influenza, departments should contact the Department of Environment, Health and Safety for guidance at 962-5507.

Mass Vaccination/Prophylaxis Point of Dispensing Site (POD)

The UNC-Chapel Hill campus has been designated by the Orange County Health Department as a site for mass vaccination/prophylaxis in the event of a public health emergency. A Memorandum of Agreement (See Appendix H) between UNC-Chapel Hill and the Orange County Health Department has been developed, and is currently in the approval process. This memorandum details the responsibilities of both parties in the event such a site becomes necessary.