

**California State University  
East Bay**

**Emergency Preparedness and Business Continuity Plan**

**BUSINESS CONTINUITY PLAN  
FOR PANDEMICS**

**VOLUME IIA**

**May, 2006  
- Draft -**

**Mission:** *in an emergency, CSUEB personnel and equipment are used in order of priority to:*

1. *Save lives,*
2. *Protect the environment*
3. *Preserve property, and*
4. *Restore campus operations*

## **INTRODUCTION**

This Pandemic Business Continuity Plan (Plan) addresses the campus preparedness activities and response to threats and occurrences of pandemic (worldwide epidemic) influenza or any disease outbreak that becomes a worldwide epidemic. The Plan is designed to minimize the impact of the pandemic on campus operations, employees and students. The focus of the Plan is to reduce the impact of a pandemic on CSUEB by reducing the spread / transmission and outlining an effective response.

Traditional Disaster and Business Continuity Plans focus on damage to property and equipment with limited loss of personnel; and to get an organization back into normal operation as quickly as possible. Also, most natural disasters tend to be site specific. A highly virulent strain of influenza and its impact is quite another scenario for continuity planning. While CSUEB has spent time and money on disaster preparedness, the threat of a pandemic is growing and preparation is crucial.

## **SEASONAL FLU, AVIAN FLU AND PANDEMIC FLU**

### **Seasonal Flu**

In an average year approximately 36,000 people in the United States succumb to seasonal influenza (the flu). The vast majority of those stricken with the common flu will recover. Their bout with the virus (or obtaining a “flu shot”) creates immunity to that strain of flu. As the virus is transmitted from person to person across the globe, it gradually mutates, eventually changing to a form sufficiently different from its original state and capable of re-infecting the same individual. Most people who are exposed to and become ill with the flu do so during the winter months, as they spend more time indoors where the virus can more easily spread between individuals.

### **Avian Flu**

Over the past nine years medical experts throughout the world have been watching the slow but steady rise of a new flu virus. Like most such influenza viruses, it originates from birds. The virus, known among scientists as the H5N1 virus, is commonly called the “avian flu” by the news media. Medical and public health professionals have expressed alarm at the lethality of the virus – the death rate among the humans who have become ill thus far with H5N1 is over 50

percent, compared to a rate of less than one percent with seasonal flu. Most of the international spread of the avian flu virus to date can be attributed to migrating birds. The virus has also been spread from wild birds to domestic flocks of chickens and other fowl, millions of which have had to be destroyed in attempts to stem the spread of the virus.

### **Pandemic Flu**

To date the H5N1 virus remains an “avian” flu, meaning it spreads mostly between birds. But it also has a limited capability to spread to other animals and to humans. As the virus spreads to more birds, animals and humans, it mutates to adapt to its new hosts to counter the natural resistance found in every form of life. The more mutations the virus undergoes, the greater its chance to develop into a virus capable of transmission from human to human. If the flu becomes capable of human-to-human transmission, no person in the world will have any immunity to it, which means that it could spread easily and might spread rapidly. Scientists believe that the lethality will likely diminish to less than 50 percent. Nevertheless, the possibility exists that it could still take a heavy toll on humanity. The virus could spread very fast because, in most cases, people will unknowingly become infected by the virus for one or two days before they begin to feel symptoms. Furthermore, the amount and speed of regional and international travel done today, suggests that if the virus attains the ability to spread between humans, it could possibly spread very fast, reaching most parts of the globe within a relatively short time. It would likely move through geographic areas in several waves, each lasting six to eight weeks or longer.

### **The Current Pandemic Threat: H5N1 Virus**

To create a pandemic, the H5N1 virus must mutate so that it can be transmitted human to human. This has not yet occurred. Although each contamination of a human increases the chance of a mutation more dangerous to humans, the widening avian outbreak does not mean the world is closer to the onset of a human pandemic.

As of April 2006, there were no cases of avian influenza in birds or in humans in the United States. However, due to the rapid spread of the H5N1 virus to several countries in Europe and Africa from Asia and given the migratory nature of birds as the vector of its dissemination, it is only a matter of time when we will see the H5N1 virus appear on this continent.

Presently, most of the individuals in the United States have limited exposure to birds. Hence, it is theorized the virus has limited potential to spread from birds to humans. Nevertheless, scientists, the World Health Organization (WHO), Center for Disease Control (CDC), and governments around the world are monitoring the H5N1 virus as it spreads across the globe.

The University’s Student Health Services department has been monitoring the spread of H5N1 for changes in WHO designation (see below for information regarding WHO phases for pandemics). If and when human transmission occurs and it is determined that the campus is at risk, this policy will be invoked.

## **PLANNING ASSUMPTIONS**

When developing the plan, the following assumptions were made regarding the possible impact a pandemic outbreak or wave in Northern California would have on the University's ability to continue its operations.

- Outbreaks will occur at multiple locations at the same time. Unlike a natural disaster, outbreaks will not be site specific. Thus, the University cannot depend on outside help to respond to the effects of the pandemic.
- Between 20% and 40% of the University's faculty, staff and students would be unable or unwilling to come to work or go to school (best case). A recent study by the Harvard School of Public Health suggests that up to 68% of faculty, students and staff would be unable or unwilling to work, go to school or have their children attend school (worse case). Thus, approximately 13,000 students and 1,200 faculty and staff would be unable or unwilling to come to campus during an outbreak.
- 75% of Americans will reduce or avoid travel if a human outbreak occurs.
- 71% of Americans will stop attending public events if a human outbreak occurs.
- Highest illness rates will be similar to those most impacted by the Spanish Flu, which were pregnant women and healthy individuals between the ages of 18 and 40. This occurred because, in the case of the Spanish Flu and as appears to be true with the current strain of avian flu, it was not the flu itself but the body's over-reaction to the flu that affected those with strong immune systems more than those with weak ones.
- Of those who become ill or symptomatic, 50% will seek outpatient care. Thus, demand on the Student Health and Counseling Center may exceed its ability to provide services and/or may require continuous service. Faculty, staff and students who become ill while on campus or in the residence halls will be treated first at the SH & CC.
- At least two disease outbreaks or waves are likely, the second being more virulent than the first or any subsequent wave.
- Public health departments at the county and state levels will issue quarantine orders and require the University to close the campus for up to a month at a time. Thus, there will be limited law enforcement assistance through existing mutual aid agreements and insufficient staff in University Police to secure treatment centers and the campus and to establish a quarantine facility.
- Due to the inevitable lack of vaccines and antiviral drugs, non-pharmaceutical measures may be the only response available to reduce transmission and spread of the virus.
- On average, infected persons will transmit infection to approximately 2 other people.
- In an affected community, a pandemic outbreak will last about 6 to 8 weeks.
- Some students will be unable to leave the residence halls because they have no other place to live.
- Traditional methods of instructional delivery will not be adequate. However, if able to do so in a perceived safe manner, faculty and students will want to continue course activity despite the pandemic outbreak.
- Concerns about salary will be paramount to employees.
- Some facility, instructional and research equipment will fail/be damaged due to a lack of resources to maintain all equipment and research.

- Some faculty and students working with ongoing chemical and biological experiments will need to maintain a level of activity or risk losing years of work.
- Essential laboratory services will be maintained such as animal care, maintenance of cell cultures, receiving shipped critical radioactive/and biological materials. This includes maintaining laboratory operations and services such as fume hoods, cold rooms, disposal services, etc.
- Grant research will be maintained when possible.

## **UNIVERSITY EMERGENCY RESPONSE**

As a general response to a potential avian flu epidemic, all campus departments need to be educated about the flu, including signs and symptoms, mode of transmission, preventive measures, and informational resources (i.e. Student Health Services and Environmental Health and Safety staff) to contact for questions and concerns regarding health issues.

Managers and supervisors in particular need to be proactive and supportive of actions put in place to prevent or address an epidemic. They must oversee their departments with the intent to balance the health and welfare of their staff and students with the University mission to continue to provide services. They can seek support from other University departments such as Student Health Services for advice and treatment to address employee and student illness and quarantining issues and Counseling and Psychological Services for addressing emotional and psychological issues. Because this type of disaster affects personnel, department heads need to review their business continuity plans to ensure they can continue to provide service and, if necessary, perform essential campus functions. A review should include an identification of key personnel, essential functions, mitigation plans, alternate support, an identification of alternative work sites and documented procedures for performing essential functions.

If a pandemic significantly impacts normal campus operations, the University will implement specific response processes and protocols to manage the campus response and recovery activities utilizing the existing University Emergency Management Organizational structure based on the SEMS/NIMS as required by state law. The existing Emergency Operations Plan and Emergency Operations Center (EOC) have been updated to address the needs and concerns of a pandemic incident. The EOC has been successfully used prior campus emergencies

In the event of a pandemic outbreak on campus, the EOC will generally follow the campus Emergency Operations Plan which will be enhanced to include several additional roles and responsibilities, most notably the role of the Pandemic Manager (Influenza Manager) who serves as an advisor to the Management team.

## **EMERGENCY OPERATIONS PLAN ROLES AND RESPONSIBILITIES**

### **Emergency Policy Group**

The University response to a pandemic will be managed by the University's Policy Group, which is comprised of the President, Vice Presidents for Administration and Business Affairs, Provost and representatives from Academic Affairs, Vice President for Student Affairs, University Advancement, Chief Information and Technology Officer, the Pandemic Manager, Assistant to the President and other individuals as needed. The group's responsibilities include the following:

- Following procedures as outlined by the Emergency Operations Plan and the following:
- Establish communication with the EOC when activated
- Review and consider advice and recommendations from EOC.
- Delegate responsibility, accountability and timelines on measures to be implemented.
- Make decisions on budgetary impact.
- Approve communications to University community and public

The Emergency Operations Plan includes several sections. Below is a general description of the key sections in the plan. For more information about each section, consult the Emergency Operations Plan.

**Command Section** - The Command section is responsible for integrating emergency policy decisions through implementation of an Incident Action Planning process that provides effective coordination of campus response and recovery efforts. The lead of this section has overall responsibility for providing advice to the Policy group on emergency policy matters and overall strategy formulation, including rules, regulations and policies specific to a pandemic incident. The Command Section includes the following positions whose roles are defined in the campus Emergency Operations Plan:

- EOC Director
- Chief, University Police
- AVP, Facilities Planning or Director, Facilities Management
- Public Information Officer
- Director, Environmental Health & Safety
- AVP, Finance and Risk Management
- Pandemic Manager

**Pandemic Manager** - The newly created role of the Pandemic Manager will be assigned to Director of the Student Health Services. Alternate Health Officers are the SHC Nursing Director, Medical Director, and Director of Environmental Health and Safety. The Pandemic Manager serves as the primary advisor to the EOC Director for infection control related issues.

**Operations Section** - The Operations Section's primary responsibility is to coordinate all University response and recovery elements for the duration of the pandemic incident. The Operations section is managed by an Operations Section Chief. The Operations section includes the following:

- Law Enforcement, Traffic Control and Campus Access

- Facilities Management
- Health Services
- Counseling and Psychological Services
- Care and Shelter
- Environmental Health & Safety

Core University personnel, who will be required to perform aspects of the plan to respond to the pandemic threat, will be treated as first responders and will receive priority in the distribution of vaccines.

**Planning Section** - The Planning & Intelligence section is responsible for the collection, evaluation, dissemination, and use of information regarding all campus and mutual-aid disciplines involved in the pandemic incident response and recovery, including the status of campus resources. The members of this group are also responsible for assembling information on alternative strategies, providing periodic predictions on incident potential, reporting significant changes in incident status and compiling and displaying incident status information. The lead of this team is responsible for overseeing preparation of the pandemic incident demobilization plan. The Planning & Intelligence Section includes the following duties:

- Planning & Intelligence
- Situation Analysis Coordination
- Resources Coordination
- Information Display Processing
- Advanced Planning Coordination
- Documentation Coordination
- Student Affairs DOC Liaison
- Academic Affairs DOC Liaison

**Logistics Section** - The Logistics section's primary responsibility is to ensure the acquisition and mobilization of resources to support the pandemic response effort. The Logistics section is responsible for providing telecommunications, transportation, supplies, facilities, personnel, food, ground support and other support services as required to support the pandemic response, including within the EOC. The Logistics Section includes the following:

- Resource Management
- Human Resources
- Campus Information Technology
- EOC Technology Maintenance – Including Virtual EOC

**Finance Section** - The Finance Section is responsible for all financial and cost analysis aspects of the pandemic incident. This includes maintaining an audit trail, billing, invoice payments, and documentation of labor, materials, and services used during incident activities. The Finance Section also has major responsibility for preparing

documentation for cost reimbursement in the event of a federally declared disaster. The Finance Section includes the following:

- Accounting & Compensation
- Procurement
- Time Reports
- Cost Accounting

### **Department Operating Centers**

CSUEB utilizes Department Operating Centers (DOC) to provide coordination between the EOC and selected divisions and departments, such as Academic Affairs, Student Affairs, Information Technology, Human Resources, Facilities Management, and Student Health Services. These Operating Centers function organizationally using the Incident Command System and utilize staff within their division to provide services and support. When activated, DOCs will be responsible for providing a liaison to the EOC Planning & Intelligence Section and for coordinating the personnel and resources within their area of responsibility in direct support of their assigned emergency response and recovery activities.

*The Student Affairs DOC* is responsible for ensuring the campus is prepared to meet student needs when a pandemic incident occurs as well as planning for post-emergency actions to coordinate those activities needed to establish normalcy to the lives of students. Of particular importance are the students with special needs.

*The Academic Affairs DOC* is responsible for pre-emergency planning activities to ensure the academic process can be maintained, at some level, during a pandemic incident and for ensuring accurate communications is disseminated to academic affairs employees regarding the status of the academic process.

### **Faculty**

Faculty should consider re-emphasizing the educational message of influenza prevention to students in classrooms. Faculty should look for signs and symptoms of influenza, encourage respiratory hygiene and social distancing, and seek availability of infection control measures (antiseptic cleansing solutions, surgical masks). Students who appear to be ill should be encouraged to visit Student Health Services for an assessment as soon as possible.

Faculty should prepare for possibility of widespread student absenteeism due to exposure, self quarantining, or the onset of symptoms. Mitigation strategies should include:

- Review of policies on class attendance and/or participation
- Procedures on how students can make up missed lectures or classes. Possibilities include: detailed syllabus of course material, guidance by textbook, audio or visual taping of lecture for student to review at a later date, lecture notes by fellow student or organized transcription of class lecture such as audio taping of lecture and typing of contents.

- Procedures for students missing tests and assignments due to absenteeism/illness

Faculty should consider preparations for self illness or quarantining and personal absence from the classroom. Measures to consider could include:

- Preparation of alternative assignments or activities for students besides classroom lectures
- Lecturing by distance learning: telephone audio conferencing or audiovisual conferencing
- Substitute teaching (agreement with another faculty)
- Identify Alternative Methods to Deliver Services and Classes
- Internet teaching
- Blackboard

### **Instructional Media Center and Information Technology**

This team is responsible for providing assistance with communication and helping faculty develop alternate methods of providing instruction. Other duties include:

- Assist faculty in communicating with students who are absent
- International programs. Including ALP and international students.
- Develop a policy on screening students recently arrived from foreign countries especially those with higher risk of avian influenza.
- Consider domestic students who travel for personal reasons or have family members who travel that an educational message be given to them.

### **Human Resource**

The AVP of Human Resources should consider issues regarding employee absenteeism due to illness, exposure, emotional/psychological, university imposed or self quarantine. The CSU Vice Chancellor, Human Resources should be contacted for the most up to date information affecting employees. The campus HR department will be responsible for the following:

- Worker compensation (work related absences)
- Absenteeism and sick leave policy
- A flu pandemic could precipitate employee absentee rates of 20 - 30percent or higher. Some absent individuals could be ill while others could be caring for members of the household or children unable to attend closed schools or daycare centers
- Psychological resources
- Quarantining due to exposure
- Ability to work at home
- Collective bargaining issues

## **CAMPUS RESPONSE TO A PANDEMIC OUTBREAK**

### **Activation**

Alerts equivalent to Phase 4 and above will be transmitted to the Pandemic Manager for notification of the President, Vice Presidents, Deans, and Directors. The CSUEB Emergency Operations Center can be activated by the President, after consultation with the Executive Policy Group, Alameda County Public Health or the Emergency Manager.

### **CSUEB Emergency Operations Center**

Any campus-wide emergency beyond the campus' ability to manage day-to-day operations would result in activation of the Emergency Operations Center for centralized coordination of response, relief and recovery efforts. The EOC, located in Student Services Hub, 1191, would be opened for a pandemic response based on an order from the President. Once open, campus actions would be coordinated through the EOC.

### **Preparing for a Partial or Total Closure of the Campus**

The decision to close the campus or substantially curtail most major activities of the campus would be a difficult and require careful thought and consideration at the highest levels of the organization. The final decision for a partial or total closure of the University will be made by the President in consultation with the Emergency Policy Group and communicated through the EOC to the campus and community. It is important to recognize that closure of the University may be directed by any of the following:

- The California Department of Health Services through the County Health Department has the authority to order quarantines, isolation and other public health related actions.
- The CSU Chancellor may direct campus closures, cancellation of classes and cessation of all but critical functions. .
- The University President may order specific closures and shutdown of all but critical functions within their college, department, and unit.

### **Implementing Pandemic Business Continuity Plans**

Once the EOC is activated for a campus-wide emergency response, the Pandemic Business Continuity Plan developed by each college, school and unit should be activated and all actions coordinated and communicated to the EOC.

## **RISK ASSESSMENT**

The risks associated with pandemics are: an unpredictable timeline for when the event will occur; an indeterminate duration should the event occur; human suffering; disruption of normal life and business activities; disruption of transportation and other public services. Activities to mitigate these risks include: planning and responding in a caring, compassionate and prudent manner; reducing the spread and continued transmission of the disease and delivering essential services to allow CSUEB to continue in its important and vital mission.

The World Economic Forum annually attempts to identify current and emerging systemic risks and assess their likely "frequency" and "severity." "Frequency" measures the probability that

the risk will occur regardless of the potential magnitude. “Severity” measures the negative impact that would result if the risk occurred.

Based on this analysis, the Forum suggests that the short-term risk (through the end of 2006) posed by a pandemic, while very severe, only has a moderate likelihood of occurring. The long-term risk (through the end of 2015) is not as severe or as likely to occur due to medical advances and increased immunity.

Although it is difficult to say when a pandemic may occur, if ever, leading experts believe that the avian flu will likely be found in the continental United States in the fall of 2006. A human infection due to contact with an ill bird or animal will likely occur within months thereafter

### **COMMUNICATIONS AND TRAINING**

The University will communicate the broad plan to the campus community through the established academic and administrative structure (President’s Advisory Board, Academic Senate Executive Committee, Council of Deans, Academic Affairs Deans and Directors, Administration Extended Managers). Articles in University publications such as the campus newspaper will raise awareness on the campus and encourage a dialogue on the university’s plan to respond to this health emergency. Information will also be communicated to the campus community and the public via the university’s webpage.

Each individual in the Core Personnel listing will be required to attend training in the activities and functions of a pandemic response. The plan will be tested through periodic exercises and lessons learned will be incorporated.

### **TRAVEL**

It is conceivable that if a pandemic advisory is declared by medical authorities, commercial travel may suffer. Public Health authorities could impose travel and quarantine restrictions on all travel to/from other countries or quarantine individuals or groups.. In addition, other countries could impose their own restrictions on travel. Any travel contemplated by students or University staff should anticipate and allow for all possible health-related contingencies. Faculty, staff and students should review personal and department travel to high risk countries or area including a risk assessment of activities while there. Include an evaluation on when to limit or stop travel. Consult with the Chancellor’s Office University Risk Manager and the campus Pandemic Manager for latest information and opinions.

### **RECOVERY PROCESSES**

Recovery begins immediately and continues throughout the response phase of an emergency/disaster. With a pandemic, recovery efforts may be thwarted by an unknown duration of the actual event and the unknown number of faculty, staff and students effected. Planning for recovery before an event occurs will assist available faculty, staff and students to make the transition as seamless as possible.

**Establish criteria and processes for Business Recovery and Resumption**

Based on information provided by international/national/local organizations, and discussions with each CSUEB College, department, and unit, the EOC will advise the Emergency Policy Group when a partial, incremental or total return to normal operations is most appropriate. Decisions will be communicated to the University communicate.

**Communication**

Responsibility for communicating recovery actions and intentions begins with the EOC Public Information Officer. Notice to all faculty/staff and students of a full or partial reopening should be disseminated as widely and quickly as possible.

**Analysis and After Action Reports**

Once a complete return to operations is accomplished, the Pandemic Managers and Emergency Management Advisory Council will convene a debriefing, to discuss the response, recovery and any changes necessary to this plan.

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