

Yukon Government Pandemic Co-ordination Plan



VERSION 2.1

OCTOBER 19, 2009

This Plan is continuously being updated as new information becomes available

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CHAPTER 1.0 OVERVIEW

The Yukon Government Pandemic Coordination Plan is an accompaniment to the Yukon Government Emergency Coordination Plan (YGECP). It provides a co-ordination framework guiding Yukon government preparedness for and response to a health pandemic in or affecting Yukon.

Both the YGECP and this Plan recognize that each Yukon government department and agency is responsible for regularly reviewing, exercising and updating their departmental emergency plans specific to their defined area of responsibility.

1.1 Purpose and Objectives

The purpose of this Plan is to facilitate Yukon government pandemic-related preparedness, decision-making and actions to achieve the following objectives:

- The health impact of a pandemic is minimized, people can access the health care they need, and no preventable deaths occur.
- Critical public services and infrastructure are maintained during a pandemic.
- Yukon government workplaces are safe and secure for its employees during a pandemic.
- Yukoners have the information they need to make informed decisions and are confident the Yukon government is effectively managing a pandemic event in Yukon.
- Pandemic-related disruptions to social and economic activity in Yukon are minimized, to the greatest extent possible.

1.2 Scope of the Plan

Yukon government planning for and response to a pandemic event encompasses three distinct but inter-related areas:

- The health of Yukoners;
- Continuity of Yukon government operations; and
- Yukon community continuity.

Public Health

The Department of Health & Social Services with the expert advice of the Medical Officer of Health is responsible for the direct management of the disease and treatment of the public, and the care and treatment of individuals who are in the care of the Department. This includes information to the public on health issues, care and treatment advice to clinical care providers, the delivery of antiviral and vaccination programs and the coordination and management of health resources.

The Department's Health Response Plan is a contingency plan that builds on the Department's basic Emergency Health and Social Services Plan. As the central document guiding the Department's pandemic planning and response effort, Health and Social Services retains sole responsibility for development, maintenance and implementation of its Health Response

Plan, which is an accompaniment to the Yukon government Pandemic Coordination Plan.

The Health Response Plan does not repeat all of the guidelines and commentary included in the Canadian Pandemic Influenza Plan (CPIP); however, the CPIP was used in its development. The Yukon plan has also been informed by the plans of immediate jurisdictional neighbours such as members of the Pacific Northwest Emergency Management Arrangement (PNEMA), the Northwest Territories and various British Columbia Regional Health authorities.

As new or updated information is obtained from groups such as the Public Health Agency of Canada (PHAC), the Public Health Network and Council, the Pandemic Influenza Oversight Committee (PIOC), Centre for Emergency Preparedness and Response (CEPR) and others, the plan will continually be reviewed and adjustments made to reflect current information and decisions.

Government Continuity

Pandemic related absentee rates in the workplace may challenge all governments in their ability to deliver services. Governments have a responsibility to ensure that essential services they deliver continue to be provided, to the best of their ability, during a pandemic event. This requires that business continuity plans be in place to address service priorities and workforce challenges. Each level of government in the Yukon is responsible for its own pandemic planning activities.

This Plan focuses on the continuity of essential Yukon government operations during a pandemic. A central feature of this component of the Plan is the establishment of a Yukon government Human Resources Team to facilitate coordinated human resource management decision-making and activities. The Team's approved Terms of Reference and any related decision-documents are an accompaniment to this Plan. See Chapter 4 for details.

Community Continuity

The social and economic disruptions that are potentially caused by a pandemic require a coordinated approach involving citizens, their governments and key private sector representatives.

This Plan outlines the Yukon government's approach to community pandemic planning and preparedness, and how it plans to help support continuity of critical community infrastructure over the course of the pandemic, should this be necessary. A central feature of this component of the Plan is the establishment of a Yukon government Critical Infrastructure Team to facilitate information-sharing, decision-making and co-ordination on matters relating to key infrastructures deemed essential to Yukon. The Team's approved Terms of Reference and any related decision-documents will form an accompaniment to this Plan. See Chapter 4 for details.

In summary, the Yukon government Pandemic Coordination Plan provides:

- the framework through which related planning and response is being coordinated, and
- overall direction to those officials responsible for the Yukon government pandemic preparedness and response.

1.3 Requirement and Responsibility for the Plan

The Civil Emergency Measures Act requires the Civil Emergency Planning Officer¹ to formulate and recommend plans for dealing with emergency events and disasters. A Yukon Government Emergency Coordination Group (EGC), comprised of Yukon government department representatives, assists the Planning Officer with this function. The ECG works to address emergency planning issues for the Yukon government and individual departments.

A broader group also involving emergency planning and response representatives of other governments and key infrastructure suppliers in Yukon helps inform and co-ordinate Yukon emergency planning and response activities. These representatives serve an important function in promoting and ensuring Yukon community readiness to respond to any potential or existing emergency, including a pandemic.

The Civil Emergency Measures Act also authorizes the Minister responsible for Yukon EMO to appoint personnel to assist the Civil Emergency Planning Officer to carry out his or her duties.

Building on earlier influenza pandemic planning work undertaken by the Yukon government, this Plan is informed by continuing advancements in pandemic information and understanding, related emergency planning and response experience elsewhere, and the invaluable input and contributions of many individuals and agencies within the Yukon government, and Yukon.

1.4 Requirement for Review²

The Civil Emergency Planning Officer will review this Plan as necessary over the life of the H1N1 pandemic, including following any significant events or exercises. It is expected that Plan reviews and refinements will occur as the pandemic continues to unfold.

Departments, agency representatives, or individuals may propose amendments to this Plan by submitting comments in writing to the Civil Emergency Planning Officer at:

Emergency Measures Organization
60 Norseman Road
Whitehorse, Yukon, Y1A 6E6

867-667-5220

Yukon.EMO@gov.yk.ca

¹ The Manager of Yukon EMO is by Order In Council (OIC) designated as the Civil Emergency Planning Officer.

² Yukon Government Emergency Coordination Plan *section 2.4.4 "Evaluation of Response"*

CHAPTER 2.0 PLANNING FRAMEWORK AND ASSUMPTIONS

2.1 Yukon Government Response Priorities

The YGECF establishes the Yukon government's emergency response priorities, listed below in descending priority order:

- Protect the health and safety of responders
- Save lives
- Reduce suffering
- Protect public health
- Protect government infrastructure
- Protect property
- Protect the environment
- Reduce economic/social losses
- Resume government services
- Resume business

Pandemic Periods and Phases

Pandemic refers to an epidemic or sudden outbreak that becomes very widespread and affects a whole region, a continent, or the world.

The World Health Organization (WHO) has adopted six phases for influenza pandemic planning and response, spanning from the period when there is the potential for a pandemic, to the actual outbreak of a highly pathogenic virus. Phase 6 is the “pandemic period” during which increased and sustained human-to-human transmission is taking place in the general global population.

In 1918, 1956 and 1968 there were influenza pandemics. On June 11, 2009, the WHO declared a Phase 6 A/H1N1 influenza pandemic.

Pandemic Cycle

It is not clear how many people will be infected during an influenza pandemic and how severe the disease will be. It is expected that an influenza pandemic will follow a standard ‘wave’ pattern of two or more illness-waves either in the same year, or in successive influenza seasons. A second pandemic wave may occur within three to nine months of the initial outbreak wave, and may cause more serious illnesses and deaths than the first. Each wave of illness is likely to last six to eight weeks.

2.2 Implications

In the absence of appropriate planning, co-ordination and response, it is likely that the effects of a pandemic will be worse.

Health Implications for 2009 H1N1 Pandemic

Influenza pandemic is a human health disease. Therefore, the primary planning focus for emergency response is on the health care sector. The Health Response Plan outlines the Yukon government's plan for managing H1N1 in Yukon.

The Health Response Plan includes projections of possible H1N1 population health impacts in Yukon, ranging from low, medium and severe infections rates involving 15, 35 and 50% of the Yukon population. These projections indicate that between 5,000 and 16,000 Yukoners could potentially become clinically ill with H1N1.

For H1N1 pandemic planning purposes, this Plan assumes low to moderate H1N1 pandemic activity in Yukon. In the absence of an effective H1N1 vaccine and significant population uptake, a moderate 35% infection rate could potentially result in over 11,500 clinically ill Yukoners, with:

- over 5,800 requiring out patient care;
- over 115 requiring hospitalization;
- approximately 700 pneumonia cases; and
- over 45 deaths.

H1N1 vaccine production and testing are underway, and the Government of Canada has ordered quantities it believes sufficient for all Canadians who need or want to be vaccinated. The Health Response Plan discusses the vaccine matter in further detail.

Other Implications

A pandemic could result in many services and facilities being unavailable for the general population. In addition, there is a possibility that while Yukon pandemic activity could be low, significant impacts elsewhere could negatively affect delivery of critical goods and services to Yukon.

Therefore, in addition to measures being taken to mitigate and address the possible direct health impacts, Yukon government planning and co-ordination efforts are being directed to:

- managing possible Yukon government workforce reductions due to employee illness, requirements to care for ill persons, or possible fears of illness;
- encouraging individuals, communities and other governments in Yukon to plan and prepare for a pandemic;
- working with key government and non-government organizations to help ensure continued availability of vital goods and services to Yukoners.

Pandemic response activities will take place during each pandemic wave and during inter-wave periods as well. The response timeline could be over a period of one or more years.

2.3 Key Risks

In the process of developing this Plan, Yukon government departments and agencies were tasked with undertaking planning and mitigation activities aimed at minimizing, to the greatest extent possible, key risk exposures facing the Yukon government, and Yukon generally.

This Plan outlines measures the Yukon government is taking or will take to mitigate these risks, such as:

- pre-planning to address increased demands on medical facilities;
- exploring critical infrastructure suppliers' preparedness for dealing with potential human resource shortages and supply-chain vulnerabilities;
- pre-planning and developing approaches toward ensuring continued Yukon government delivery of critical services, despite potential human resource shortages;
- instituting preventative measures and controls in Yukon government workplaces to help reduce risk of Yukon government worker and client infections;
- developing and implementing strategies to ensure continued ability to effectively communicate with the public and disseminate important health and service information.

2.4 Essential Yukon Government Services

The Yukon Government Emergency Coordination plan (YGECP) states in section 2.4.1:

“While specific priorities for the resumption of services will be set based on circumstances and needs at the time of an emergency, as a general rule, essential services to the public have the highest priority. These include hospitals, transportation, utilities, etc. Similarly, internal government operations supporting essential public services have priority.”

Effects of a pandemic could potentially result in above-average Yukon government employee absences from work. In light of that possibility, the Yukon government categorized its services with a view to facilitating appropriate decision-making on programs and services delivery. ***This Plan is focused on ensuring the most essential Yukon government services continue to be delivered***, to the best of the Yukon government's ability, over the course of the pandemic.

The most essential Yukon government services are those that have been assessed as 'Critical', and 'Vital'.

Critical

Services that must be provided immediately or within 48 hours of interruption or will definitely result in or contribute to:

- loss of life, human suffering or highly-adverse public health outcomes;
- significant damage to or total loss of infrastructure; and/or
- a significant loss of revenue and public funds.

Vital

Services that must be provided within 72 hours or will likely result in:

- disruption of delivery of critical services to the public;
- loss of records vital to critical services delivery; and/or
- loss of public confidence in the government.

In view of the Yukon government's objective to help minimize pandemic disruptions to social and economic activity in Yukon, many financial systems functions have been designated 'vital' or 'critical', as a default. As well, Yukon government human resource functions have largely been categorized as a 'vital' if not 'critical' service.

Other Yukon government programs and services deemed 'Necessary', 'Desired' or non-essential (in an emergency situation) could potentially be pared back, or possibly suspended, as required. 'Necessary' services are those that must be resumed within two weeks, while 'Desired' services are those that could be delayed for two weeks or longer, but are required in order to return to normal operating conditions. The Essential Services Matrix utilized by departments in their services analysis is contained as Appendix 1.

CHAPTER 3.0 ROLES AND RESPONSIBILITIES

3.1 Overview - Emergency Management Framework

Emergency preparedness, response and recovery is a collective responsibility. Canada's emergency preparedness and management model is similar to that of other developed countries and reflects the distinct social, constitutional and governance characteristics of our nation.

As a global event impacting Canada and Yukon, each person, family, business, non-government organization, and level of government is called upon to do their part in proactively preparing for, mitigating, and appropriately managing potential pandemic impacts on our health, society, and economy.

This Chapter outlines the general roles and responsibilities of all those potentially involved in pandemic events occurring in or affecting Yukon. Chapter 4 details the graduated system of emergency management for response and co-ordination.

3.2 Individuals and Families

Emergency planning and response begins with individuals and families. Typically, this means being prepared to look after our own immediate needs for at least the first 72 hours of an emergency. This includes such things as stocking up on sufficient food, water and other essentials for each family member (including pets), ensuring health and safety supplies and season-appropriate clothing are readily available, having a portable radio, flashlights and 'fresh' batteries on hand, and making and practicing plans for emergency exits and rendezvous with family members.³

A pandemic is a different kind of 'emergency'. Unlike fires, floods and earthquakes which are physical events that may cause human suffering, a pandemic is an evolving biological, human-health event that will cause human suffering. To varying degrees, Yukoners will be affected even if the influenza disease itself only strikes those who live elsewhere.

Therefore, in addition to the standard emergency preparedness measures recommended for individuals and families, Yukoners primary responsibilities are to:

- **stay informed** on the human health and other issues associated with a pandemic;
- **follow basic health and respiratory etiquette practices** to minimize acquiring and spreading of disease;
- **plan ahead** for how to deal with possible infection and illness. These plans should address not only illness within the immediate or extended family, but also address possible service interruptions in daycare or other needed resources;

³ For additional information and resources, visit: <http://www.community.gov.yk.ca/emo/>

- **understand and act** appropriately on the advice of health professionals and emergency officials who are working to help minimize the negative health impacts on all Yukoners.

3.3 Private and Not-For-Profit Sectors

Businesses and non-government organizations have a role and responsibility to prepare for a pandemic.

Workforce and volunteer absences could severely jeopardize organizations' ability to continue delivering goods and services. Similarly, due to workforce reductions elsewhere, supply chain interruptions could result and significantly impair organizations' ability to function.

Depending on the nature of their core business, some organizations can also expect a surge in goods/services demand. For example, pharmacies, and providers of social support services (e.g. pastoral and like community services) are likely to experience increased uptake/client demand as a direct function of pandemic impacts, or as a 'ripple-effect' flowing from the inability of like organizations to deliver their goods/services at usual levels.

Businesses and non-government organizations will need to review and update existing business continuity plans or prepare continuity plans if none now exist.

In addition, businesses and non-government organizations can play a direct role in:

- helping to prevent influenza spread, by applying human resource and health promotion policies and strategies to minimize disease spread in their own organizations and to the public; and
- helping Yukon to best manage the pandemic, through information-sharing and open communication with emergency officials on related issues.

3.4 Municipal Governments

Municipal Governments develop, review and practice their emergency plans so they can continue to deliver their services to their residents in the event of a pandemic. Should they be unable to do so, they can request assistance from other municipal governments and the Yukon government.

3.5 First Nation Governments

Self-governing First Nation governments are responsible for managing a localized emergency event on their First Nation lands. First nations develop, review and practice their emergency plans so they can continue to deliver their services to their citizens in the event of a pandemic. Should they be unable to do so, they can request assistance from nearby municipal governments, other First Nations and the Yukon government.

3.6 Yukon Government Departments

The role and responsibilities of Yukon government departments in dealing with emergencies are defined in detail in their Departmental Emergency Plans (DEP), established under the Yukon Government Emergency Coordination Plan (YGECP). DEPs include business continuity and recovery plans.

DEPs describe the services that each department provides, with a focus on ensuring continued delivery of Essential Services throughout the emergency. As part of their DEP, each department will have established their own internal emergency coordination team involving their Emergency Coordination Group (ECG) representative(s) and other designated personnel.

3.7 Emergency Operations – Pandemic Incident Management Teams

Typically, an emergency event like a flood or urban-interface fire has a definable boundary where an incident management team can be established to respond to the event. This incident management team in turn would request assistance through the Yukon Emergency Measures Organization (Yukon EMO) Joint Emergency Operations Coordination Centre (JEOCC). Additionally the JEOCC would coordinate events peripheral to the main event, allowing the incident management team to focus on the event.

To optimize information-sharing and decision-making for pandemic response planning and implementation, the Yukon government has identified specific emergency management areas of responsibility – health, Yukon government continuity - human resources management, and community continuity - critical infrastructure.

An incident management team has been established in each area under the leadership of specific departments:

- for the health response, **Health and Social Services** has established the Health Emergency Operations Centre;
- for the human resources aspects of the Yukon government continuity response, **Public Service Commission** has led the establishment of the Human Resources Management Team; and
- for the community continuity response, **Highways & Public Works** has led the establishment of the Critical Infrastructure Team.

Health Emergency Operations Centre

The Health Emergency Operations Centre (HEOC) will provide a coordinated response to pandemic health issues.

Human Resources Management Team

The Human Resources Management Team (HRMT) will provide the mechanism for the allocation/reallocation of human resources across

departments and will provide guidance on human resources policy and procedural issues as they arise.

Critical Infrastructure Team

The Critical Infrastructure Team (CIT) will plan the Yukon government’s response to possible shortages of critical infrastructure goods and services (the facilities, networks, services and assets which are essential to the health, safety, security or economic well being of Canadians) and will act as the government’s primary communications link with the critical infrastructure providers).

The Critical Infrastructure areas and the lead department members of the CIT are as follows:

Critical Infrastructure	Lead Department/Agency	Co-Lead(s)
Public Health & Safety	Health & Social Services (H&SS)	- Community Services (CS) - Justice - Yukon Workers’ Compensation Health and Safety Board - Public Service Commission
Food and Water	H&SS (Emergency Social Services; Emergency Health Services)	- Highways and Public Works (H&PW) - Economic Development (supply mapping)
Electricity	Yukon Energy Corporation	- Yukon Electrical Company Limited - CS - Yukon EMO
Telecommunications	H&PW (Information and Communications Technology)	- Northwestel
Gas and Oil	H&PW	
Transportation	H&PW	

Incident Management Teams - Operations

The incident management teams will function as long as deemed necessary by the Executive Committee.

The HRMT and CIT will establish Terms of Reference for approval by the Executive Committee and will draft protocols or policies for implementation when needed.

Under the coordination of the Yukon EMO, each incident management team will work from its own Emergency Operations Centre as required.

The Incident Commanders (team leaders) of these teams will provide regular updates (situation reports) to Yukon EMO, who will establish the frequency of the situation reports as the pandemic continues to unfold. The situation reports will allow Yukon EMO to maintain awareness of the situation over time. Yukon EMO will incorporate the individual situation reports into an overall situation report for the Executive Committee, Yukon government departments and other Yukon government emergency management stakeholders.

Please refer to Appendix 3 for a graphic presentation of the emergency operations concept, and Chapter 4 for operational information.

3.8 Emergency Coordination Group (ECG)

To facilitate emergency preparation, co-ordination and management, each Yukon government department designates a representative to serve as member of the Emergency Co-ordination Group. The ECG's role and its members' responsibilities are detailed in Appendix G of the YGECF. Generally, each representative has delegated authority to activate their respective emergency plans, commit resources and coordinate responses to any emergency or disaster situation.

As appropriate to the circumstances, federal, municipal and First Nation governments, as well as utility companies, are also represented on the ECG.

Under this Plan, and working in conjunction with the three incident management teams, the ECG will perform a more narrowly defined emergency response function. See Chapter 4, Response and Co-ordination, for further details.

3.9 Joint Emergency Operations Coordination Centre (JEOCC)

Within the Yukon government's emergency preparedness framework Yukon EMO manages a Joint Emergency Operations Coordination Centre (JEOCC) to coordinate the response to emergency events. The JEOCC's role and responsibilities are defined in Appendix A of the YGECF. Generally, the JEOCC is established when an emergency event is beyond the capability of one or more 'lead' agencies to manage, or, when the emergency involves or affects many department or agencies.

Under this Plan, and working in conjunction with the three incident management teams, the JEOCC will perform a more narrowly defined emergency response function. See Chapter 4, Response and Co-ordination, for further details.

3.10 Executive Committee on Pandemic Preparedness

Under this Plan, the Yukon government has established an Executive Committee to provide policy guidance in support of the health response, Yukon government continuity, and community continuity.

The Committee is comprised of Deputy Ministers and, relative to the situational need, those Senior Executives appointed by the Deputy Ministers. The Committee may invite other individuals, both internal and external to the Yukon government, to participate as appropriate.

Primary membership consists of the following personnel:

- Deputy Minister of Community Services (Chair);
- Deputy Minister of the Education;
- Deputy Minister of the Executive Council Office;

- Deputy Minister of Health and Social Services;
- Deputy Minister of Highways and Public Works;
- Public Service Commissioner; and
- President of the Yukon Workers' Compensation Health and Safety Board

The Committee provides guidance through policy decisions to assist in determining priorities and objectives based on the Yukon Government Emergency Coordination Plan and this Plan, along with other pandemic preparedness needs. It provides leadership through policy decisions to Yukon EMO, ECG, and the incident management teams. Individual Committee members will ensure that any Committee direction in respect of the Plan will be fully supported by their respective departments.

The Committee supports pandemic preparations by:

- producing appropriate policy prior to a pandemic emergency in Yukon;
- sanctioning terms of reference for pandemic incident management teams;
- sanctioning effective communication strategies relevant to the state of the potential event;
- providing advice on new initiatives that are intended to assist in preparing for or responding to a pandemic event; and
- developing policy to enable the resumption or continuity of Essential Services.

3.11 Pandemic Communications Sub-Committee

Introduction

Under this Plan, the Yukon government has established a Pandemic Communications Sub-Committee of the Yukon government's Communication Council. It will function as long as deemed necessary by the Executive Committee, and will operate under the following terms of reference and the protocol to guide information sharing among departmental Communications Coordinators Shown in Appendix 4.

The sub-committee is an information sharing forum for Yukon government communications coordinators. Members will provide advice and recommendations that will ensure consistent messages and coordinated communication activities related to the pandemic across government. This includes review of pandemic related communication strategies and other information to ensure a steady flow of current, consistent communications to the public and employees. The Chair participates in the Executive Committee.

Membership

All Yukon government departments and corporations are to ensure representation.

Key Responsibilities

Community Services (Chair)

- Lead on communicating the Yukon Government Pandemic Coordination Plan.
- Chair of Pandemic Communication Sub-committee; reports to the Executive Committee.

Health & Social Services

- Reports on activities of the Health Emergency Operations Centre.
- Lead on communicating overall health response.
- Liaison with Government of Canada to ensure up-to-date communications and messages related to public health response, vaccinations, and other related issues.
- Undertakes public communication campaigns including seasonal flu campaign; hand hygiene and prevention; tool kits for school, daycares and boarding schools; as appropriate.

Executive Council Office

- Coordinates communication orientation at JEOCC and champions EMO training for communication professionals.
- Coordinates with EMO a communications person to sit on the Incident Command Team at EMO when JEOCC is activated.
- Maintains a current list of YG communications officials trained in emergency communications.
- Maintains up-to-date media contact listing.
- Provides secretariat functions for Pandemic Communications Sub-committee.
- Maintains Pandemic Communication Sub-committee Intranet site and related corporate web pages as tool to facilitate information sharing between departmental communication contacts and with public.
- Reports to Cabinet Communications.

Public Service Commission

- Reports on activities of the Human Resources Management Team.
- Lead on communicating with Yukon government employees through Departmental Human Resource Directors.

Tourism & Culture

- Assist with the dissemination of information to the traveling public on Yukon roads via the fan-out system incorporated into the Departments Emergency Crisis Communications Plan.

Highways & Public Works

- Reports on activities of the Critical Infrastructure Team.

Economic Development

- In conjunction with the Critical Infrastructure Team, assists in communicating with Yukon business community.

All Departments / Corporations

- Lead on communicating with departmental specific stakeholders on areas of direct responsibility.

- Responsible for communicating department specific continuity plans.

3.12 Minister responsible for the Civil Emergency Measures Act

The *Act* sets out Cabinet’s authority to declare states of emergency and the responsible Minister’s power during an emergency. In a declared emergency, the Yukon government may take any actions deemed necessary to deal with the emergency.

The Minister responsible for the Department of Community Services is responsible for the administration of the *Act*.

3.13 Government of Canada

The Government of Canada, through the Department of Public Safety Canada (PSC), works with provincial and territorial Emergency Measures Organizations, Departments and Agencies to assist in managing emergency events that are either outside provincial/territorial responsibility and/or beyond their respective emergency response capabilities.

Should an emergency event warrant it, the Department of Defence and /or RCMP would also be called upon for assistance. Both of these federal agencies are represented on Yukon’s Emergency Coordination Group.

CHAPTER 4.0 RESPONSE AND COORDINATION

4.1 Yukon Pandemic Alert and Response Levels

Appendix 2 provides a general overview of the phases and activities that are or may be associated with responding to a pandemic. It is intended solely to illustrate indicators and activities that may be associated with managing a pandemic event in Yukon. Actual events will guide the timing and nature of all Yukon government decisions and actions.

4.2 Health Response

The Department of Health and Social Services through the Health Emergency Operations Centre (HEOC) will provide a coordinated response to pandemic health issues. The HEOC will ensure that the Yukon Emergency Measures Organization (Yukon EMO) is regularly updated on the current and projected situation in order to maintain overall situational awareness.

4.3 Yukon Government Continuity - Human Resources

In the Business Continuity Plan (BCP) component of their Departmental Emergency Plans (DEP), each Yukon government department and agency will specifically address potential personnel reductions as the outcome of a pandemic or other emergency event. As in the usual course of business, departments might consider various options, such as cross-training, temporary/acting assignments, and/or casual hires, to deal with potential or actual staff shortages.

In the event of a pandemic, actual or anticipated staffing shortages may be such that continued delivery of a department's services may be compromised.

If it becomes necessary to cut back on, or materially alter, the delivery of services, departments will start by considering those which are identified in their BCPs as being "Non-Essential" in times of emergency. **The decision to alter delivery of Non-Essential Services rests with departments using the decision-making framework laid out in their DEPs.**

If the effects of the pandemic continue to escalate, departments may have to consider temporarily suspending or modifying "Desired" or "Necessary" Essential Services. At this point, departments will be required to request staffing assistance from other departments through the Human Resources Management Team (HRMT). **Essential Services are not to be suspended or materially altered until all staffing and service delivery options that may reasonably be available to the affected department have been considered.** In this way it will be possible to maintain a measure of consistency across departments in the levels of service provided by the Yukon government.

It is imperative that the government maintain its ability to deliver "Vital" and "Critical" Essential Services at all times. As staff who deliver these services are absent from work, designated alternates will assume their duties

for as long as required. These alternates are identified in each department's BCP. Where required, alternate service delivery arrangements will be laid out in the BCPs.

To facilitate planning, preparedness and timely response under this Plan, each Yukon government department and agency will report staffing levels and any staff-related emergency requirements to the HRMT.

The HRMT will regularly advise Yukon EMO of the overall Yukon government staffing situation.

It is the responsibility of each department emergency team to establish its own departmental protocols for internal information-sharing and reporting on their departmental staffing situation and requirements, over time.

4.4 Community Continuity

There are two main components to community continuity planning – critical infrastructure, and continuity of local governments and organizations.

Critical infrastructure

Suppliers of critical infrastructure goods and services are encouraged to update their business continuity plans. Designated Critical Infrastructure Team members will liaise with critical infrastructure suppliers outside government to establish communications protocols. During the early stages of a pandemic, the CIT will gather pertinent information from supplier representatives to monitor and assess the situation in each critical infrastructure area, and will be responsible for communicating with supplier representatives on actions that the Yukon government may take as the pandemic progresses.

If the effects of a pandemic warrant, the Yukon government may declare a State of Emergency under which measures such as rationing and price controls could be put in place. The Yukon government may also call upon the federal government to release goods from national stockpiles and make them available to the Yukon, possibly with the assistance of the armed forces. In this situation, Health and Social Services would make food available through Emergency Social Services feed stations.

The CIT will provide regular updates to Yukon EMO in order to maintain overall situational awareness. Yukon EMO will establish the frequency of the reports as the pandemic continues to unfold.

Continuity of local governments and organizations

The Yukon government through Yukon EMO continues to work with First Nation and municipal governments to plan for and respond to emergencies. An important element of local government emergency planning is preparing for possible personnel shortages, particularly the loss or absence of those staff who deliver essential services. With good planning and advance work undertaken to prepare for this possibility, local

governments are better positioned to deal with any emergency that may occur.

However, the Yukon government also recognizes that, despite best local government planning efforts, a significant pandemic in Yukon might still jeopardize continued delivery of essential local government services. In this event a local government might call upon the Yukon government for support.

Typically, emergency requests from a community's emergency co-ordinator are received and assessed by Yukon EMO, which then works to facilitate provision of appropriate support to the community.

In assessing a local government request for assistance, Yukon EMO will first determine whether the request is service-oriented, or personnel-oriented.

A service-oriented request (for example, need for a person to conduct testing of a municipal water supply) would be discussed with the Yukon government department typically responsible for Yukon government delivery of similar services. If direct Yukon government support can be provided, that information will be relayed back to the community. Otherwise, Yukon EMO may suggest options for local government consideration.

A personnel-oriented request would involve a request for temporary transfer (temporary assignment) of a Yukon government staff member to the local government to enable continued delivery of a particular essential service function. **Under this Plan, any such requests would be channeled from Yukon EMO to the Yukon government Human Resources Team established to co-ordinate the movement of Yukon government personnel.** If direct Yukon government support can be provided, that information will be relayed back to the community. Otherwise, Yukon EMO may suggest options for local government consideration.

Community Organizations

There are numerous not-for-profit organizations throughout the Yukon that provide services to or on behalf of the Yukon government. As part of their business continuity planning, Yukon government departments that use those services or fund the organizations are expected to liaise with them to make arrangements to minimize service disruptions in the event of a pandemic.

Direct support requests received by a Yukon government department

There may be occasions that a Yukon government department or agency, other than Yukon EMO, is contacted directly by a local government or community organization with a request for Yukon government support or assistance beyond that which is typically provided by that department or agency.

Under this Plan, any such requests should flow from the departmental ECG representative to Yukon EMO, to enable appropriate Yukon EMO assessment and follow-up.

4.5 Emergency Coordination Group / Joint Emergency Operations Coordination Centre

Impacts from the pandemic event that fall outside of the mandates of the three incident management teams, or items that cannot be addressed by the teams, will be coordinated through Yukon EMO/JEOCC. In this role departmental ECG representatives will provide their usual coordination support. These could be requests for assistance from municipal or First Nation governments, or to address other impacts that are not health, Yukon government human resources or critical infrastructure related.

Yukon EMO will maintain a normal operational role during a pandemic in the event of a non-pandemic incident.

4.6 Emergency Declaration and Powers

The Yukon government has additional emergency powers that can be used to deal with an emergency. These powers are legislated by the *Civil Emergency Measures Act* under which a “State of Emergency” may be declared.

Where Cabinet has declared a state of emergency, the Minister responsible for Yukon EMO may, despite any other Act, do all things considered advisable for the purpose of responding to and controlling the emergency.

Specifically, the Minister may do all things considered necessary to:

- protect people and property;
- maintain, clear and control the use of roads and streets;
- requisition or otherwise obtain and distribute accommodation, food, clothing and other welfare services;
- provide and maintain water supplies, electrical power and sewage disposal;
- assist in the enforcement of law;
- fight and prevent fires; and
- protect the health, safety and welfare of local inhabitants.

The use of emergency powers during a pandemic needs to be carefully considered prior to conducting actions under those powers. The powers to conscript people, fix prices, ration supplies and restrict movement are issues of high social and political significance. Use of these powers comes with significant legal, moral and social obligations. Any authority intending to use the extraordinary powers should consult, if time permits, with other orders of government to ensure consistency in approach and policy.

4.7 Managing Yukon Government's Work Force

Principles

As an employer the Yukon government will work to provide the best human resources support that it can to the members of the public service. To cover any shortages due to illness, the government will need every healthy employee it has to be working. The personnel shortages that could be experienced are going to require departments to be vigilant for increased hazards to public safety.

It is not possible to determine with certainty the degree to which the workplace might be affected by a pandemic including the H1N1 virus. The operating rule is "business as usual" until circumstances determine otherwise.

HR Policy Guidance

The current collective agreement and General Administration Manual (GAM) policies provide a human resource framework addressing most of the Yukon Government's needs as an employer during a flu pandemic. If changes are required, they will be issued by the Public Service Commission (PSC) and, in the case of the collective agreements, only after consultation with and agreement of unions representing Yukon government employees.

Workplace Health & Safety

The Yukon government is committed to providing a safe work environment for all employees. Those who are healthy are expected to be at work, and employees who are ill should not be at work. All employees are responsible for their own personal health and wellness during a pandemic and need to be proactive in making a decision whether to be at work. Employees who are experiencing flu symptoms should not come to work and will be sent home if they exhibit flu symptoms while at work.

Departments are carrying out systematic pandemic hazards assessments of all workplaces, and where necessary, implementing appropriate administrative, engineering and personal protective equipment controls to address identified hazards.

Workers' Compensation

Workers' Compensation Health and Safety Board has determined that a worker is not entitled to workers' compensation if affected by the H1N1 virus in the course of employment. It will not accept a worker's claim for compensation for illness when an outbreak of flu affects the community at large, since it could not be shown that the virus was contracted in the workplace, or was an undue hazard. The nature of employment involves the risk of contracting any virus, including H1N1. WCB will be reviewing all H1N1 claims on a case-by-case basis.

Managing Employee Absences

Employees who have flu symptoms will be advised to stay home from work for either seven (7) days or 24 hours after their last symptom has gone, whichever is later. Note that these time frames may change if deemed warranted by health authorities.

Employees who are ill will be granted time off from work. Where necessary, the employer will approve requests for time off from employees who need to be away from work to care for family members who are ill. Other leaves of absence requests are subject to operational requirements. Each department will assess individual requests, balancing the needs of the workplace with the needs of the employee for the leave.

If it becomes necessary to re-assign employees, this will be managed at the discretion of the employer. An employee's pay will not be reduced as a direct result of a re-assignment. As well, employees will not be required to perform a function until they have been given the proper training to do it safely.

Managing Quarantine and Isolation Orders

The Yukon Medical Officer of Health may issue quarantine and isolation orders. If a regular employee is quarantined by such an order, their time off work will be approved as sick leave to the extent of the employee's available sick leave credits. If the order is lifted and employees must remain off work due to illness, their time off will continue to be compensated through their available sick leave. The care of sick dependents is covered by special leave or personal needs leave. Employees are asked to consult with their Human Resources staff for more information.

Managing Time-Limits

Where possible, the employer intends to meet the time limits currently contained in collective agreements and other policies and directives. If it becomes necessary to address the issue of timelines (e.g. for grievances) as a result of a pandemic wave of illness, the PSC will advise departments which timelines may be relaxed, after consultation with and the consent of the unions.

Managing Staffing

Each department will have a succession plan in place to ensure the availability of staff from within their own department and/or between departments. During a pandemic wave of illness, management may be required to use different strategies for ensuring workplace coverage: short-term hiring, casual hires, temporary assignments, emergency deployments, or modifying work schedules.

4.8 Communications

The Pandemic Communication Sub-committee of Communication Council will provide advice and recommendations to all departments through their Communications Coordinator in order to ensure consistent messages and coordinated communication activities related to the pandemic across government. Member departments will take lead roles as described in section 3.10 Pandemic Communications Sub-committee, above.

APPENDICES

Appendix 1 – Essential Services Matrix

Purpose: This guide is designed to assist the user in identifying and prioritizing essential services for business continuity. The objective is a single, unified matrix to address all priorities.

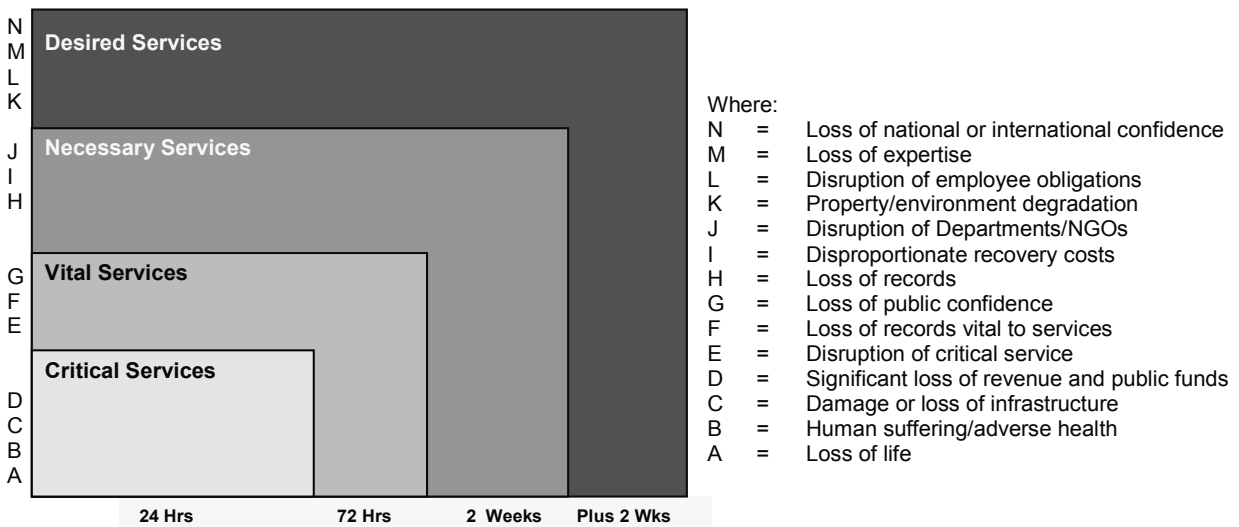
Services Categories: Services are categorized as Critical, Vital, Necessary and Desired. In all four cases, the disruption of operations or services is assumed.

Critical: Services that must be provided immediately or will definitely result in or contribute to loss of life, human suffering or highly-adverse public health outcomes significant damage to or total loss of infrastructure, and/or a significant loss of revenue and public funds. These services normally require resumption within 24-48 hours of interruption.

Vital: Applies to services that must be provided within 72 hours or will likely result in disruption of delivery of critical services to the public, loss of records vital to critical services delivery, and/or loss of public confidence in the government.

Necessary: Services that must be resumed within two weeks or could result in loss of vital records, disproportionate recovery costs, and/or disruption of service to other government departments and non-government organizations.

Desired: Services that could be delayed for two weeks or longer, but are required in order to return to normal operating conditions and alleviate further property or environmental degradation or loss, disruption of obligations to employees, further loss of expertise, loss of national or international confidence, and/or further disruption or disturbance to normal conditions.



Where:

- **Critical** = services that must be provided within 24 hours, otherwise A, B, C and/or D will occur.
- **Vital** = services that must be provided with 72 hours, otherwise E, F and/or G will occur.
- **Necessary** = services that must resumed within two weeks, otherwise H, I, and/or J will occur.
- **Desired** = services that could be delayed but must be resumed eventually.

Appendix 2 – Pandemic Alert and Response Table

Status	Health Response	Government Continuity	Community Continuity	Coordinating Agency (EMO)
<p>An incidence of influenza pandemic flu is confirmed anywhere in the world.</p>	<ul style="list-style-type: none"> • Requires awareness and an attempt to acquire more information as soon as possible. • Health Alert Level 1; health surveillance is enhanced. 	<ul style="list-style-type: none"> • Departments complete their Departmental Emergency Plans (DEP). 	<ul style="list-style-type: none"> • Municipal and First Nations Governments complete / update their continuity plans 	
<p>Cases of pandemic flu influenza are confirmed in Yukon.</p> <ul style="list-style-type: none"> • Increasing numbers of patients seek advice and treatment. • increasing numbers of Yukon government staff are away from work. • No disruption of business / industry operations. 	<ul style="list-style-type: none"> • Incident is manageable by the staff and resources currently in the affected service delivery area(s). • No extra staff or resources are required. • Senior Management Group is notified. • Health Alert Level 2; the H&SS Emergency Operations Centre (HEOC) is activated. • Information & issue advisories are provided. 	<ul style="list-style-type: none"> • Absentee rate climbs above the average baseline level of approximately 10%. • Departments are able to adjust as part of their normal business operations. • No new decision-making processes are needed. • Departments track their absenteeism rates and report to Public Service Commission (PSC) & Emergency Measures Organization (Yukon EMO). 	<ul style="list-style-type: none"> • Local authorities are able to cope with minimal involvement of Yukon EMO staff. 	<ul style="list-style-type: none"> • Yukon EMO Duty Officer is able to respond to all requests. • JEOCC Level 1; JEOCC may be partially activated.

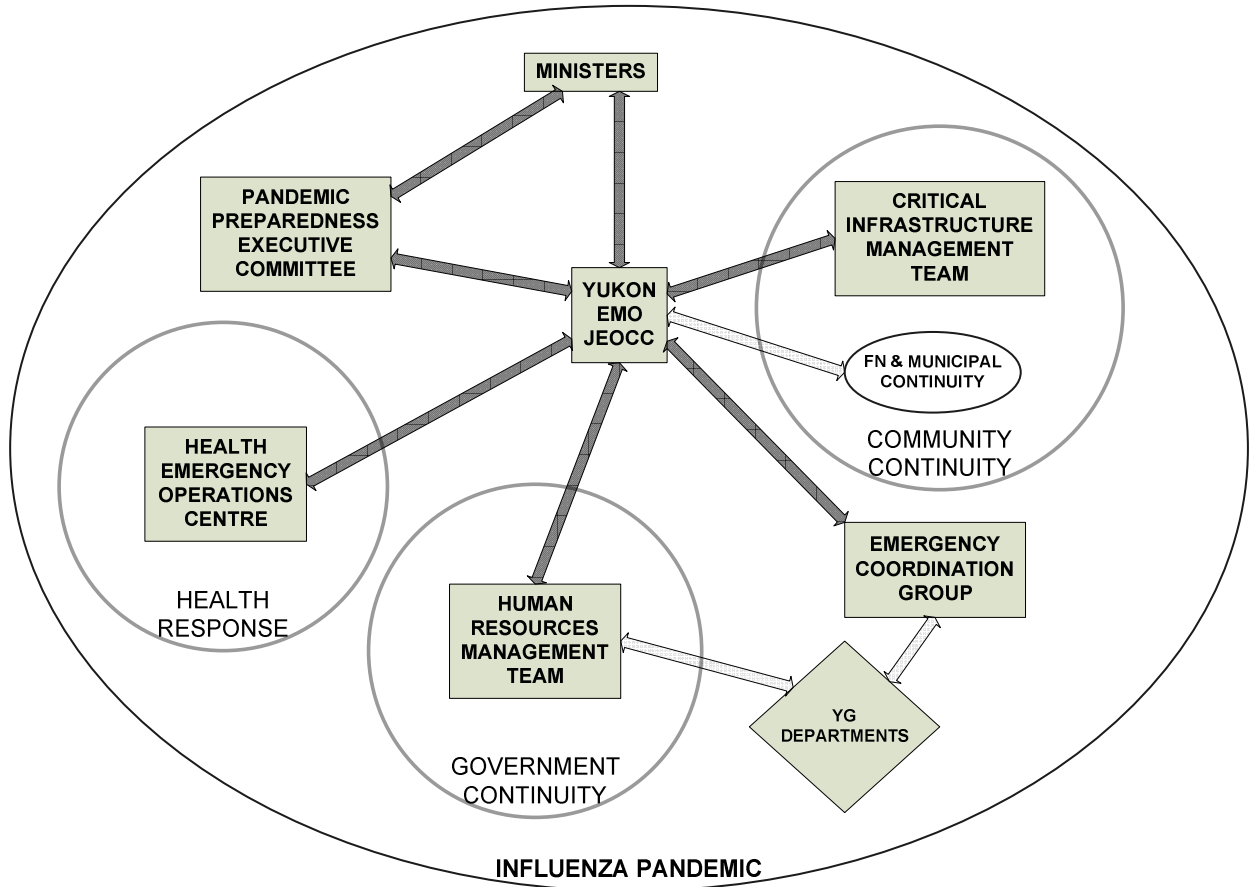
Yukon Government Pandemic Coordination Plan – v2.1

Status	Health Response	Government Continuity	Community Continuity	Coordinating Agency (EMO)
<p>The incidence of pandemic influenza cases escalates.</p> <ul style="list-style-type: none"> • Treatment facilities and resources are overwhelmed. • Yukon government staff absentee rate increases further. 	<ul style="list-style-type: none"> • The resources within affected service areas are overwhelmed, but can be handled by the staff and resources within or available to Health and Social Services; • Health Alert Level 3 • Surveillance is enhanced. • Communications response strategy is implemented. 	<ul style="list-style-type: none"> • Departments are no longer able to continue business as usual. • Departments activate their DEP, start to temporarily suspend Non-Essential Services, and shift resources to ensure on-going delivery of their Essential Services. • Departments manage this process within their internal management structure and decision-making processes. • Departments regularly report appropriate developments to PSC & Yukon EMO. 	<ul style="list-style-type: none"> • Local authorities are no longer fully able to cope. • Local declaration is possible. 	<ul style="list-style-type: none"> • JEOCC Level 1-2; JEOCC partially activated (one or more shifts of staff) or fully activated (numerous shifts)

Yukon Government Pandemic Coordination Plan – v2.1

Status	Health Response	Government Continuity	Community Continuity	Coordinating Agency (EMO)
<p>The incidence and severity of influenza cases escalate further.</p> <ul style="list-style-type: none"> • There are disruptions in the availability of supplies. 	<ul style="list-style-type: none"> • The incident overwhelms the resources of the Lead Department. Requires the coordination of staff and resources from more than one organization. • Activate response controls & countermeasures. 	<ul style="list-style-type: none"> • Departments are no longer able to deliver their full range of Essential Services. • Human Resources staff and PSC identify and reallocate staff resources between departments as required. • Related issues will be referred to JEOCC for resolution at ECG. 		<ul style="list-style-type: none"> • Significant government-wide commitment of resources. • Yukon government emergency declaration is possible • JEOCC Level 3
<p>Pandemic reaches catastrophic proportions.</p>				<ul style="list-style-type: none"> • Federal <i>Emergencies Act</i> declaration possible • Widespread damages and losses require significant commitment of all available resources • JEOCC fully activated for protracted period (numerous days) • JEOCC Level 4

Appendix 3 – Emergency Operations Overview



Appendix 4 – Information Sharing Among Departmental Communications Coordinators

