

INFLUENZA PANDEMIC EMERGENCY OPERATIONS PLAN

For Yavapai College Campuses

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Avian Flu Preparedness Committee

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YAVAPAI COLLEGE INFLUENZA PANDEMIC EMERGENCY OPERATIONS PLAN

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I. INTRODUCTION

The World Health Organization (WHO)¹ and the Centers for Disease Control (CDC)² has warned that there is a high risk of the H5N1 Avian Influenza virus becoming the next human influenza pandemic. While there is ambiguity about whether H5N1 will mutate into a virus capable of causing a worldwide pandemic, the U.S. Health and Human Services Secretary, Michael Leavitt, has urged preparedness and said at the March 2006 California Pandemic Planning Summit: “Pandemics happen. Let us acknowledge this is a hard thing to talk about. Anything we say in advance of a pandemic happening is alarmist; anything we say afterwards is inadequate.”

Yavapai College is actively engaged in planning and preparedness efforts for the possibility of a pandemic flu. The College will clearly communicate plans to students, employees, and our community-at-large. In coordination with Yavapai County schools, Yavapai County, and Arizona State officials, the College is working to ensure clear, effective, and coordinated risk communications during a pandemic. The College will always consider the greatest good for students, employees, and the greater community prior to any action.

What is a Flu Pandemic?

A flu pandemic occurs when a new influenza virus emerges for which people have little or no immunity, and for which there is no vaccine. The disease spreads easily person-to-person, causes serious illness, and can sweep across the country and around the world in very short time.

The Pandemic Threat

Pandemics have occurred intermittently over centuries. The last three pandemics, in 1918, 1957 and 1968, killed approximately 40 million, 2 million and 1 million people worldwide, respectively. A flu pandemic is considered to be a high-probability event, and some experts consider it to be inevitable. An especially severe influenza pandemic could lead to high levels of illness, death, social disruption, and economic loss. Everyday life would be disrupted because so many people in so many places become seriously ill at the same time. Impacts can range from school and business closings to the interruption of basic services such as public transportation and food delivery.

A current pandemic threat stems from an unprecedented outbreak of avian influenza in Asia and Europe, caused by the H5N1 strain of the Influenza A virus. To date, the virus has infected birds in 16 countries and has resulted in the deaths, through illness and culling, of approximately 200 million birds across Asia. While traditional control measures have been attempted, the virus is now endemic in Southeast Asia, present in long-range migratory birds, and unlikely to be eradicated soon.

A notable and worrisome feature of the H5N1 virus is its ability to infect a wide range of hosts, including birds and humans. As of the date of this document, the

virus is known to have infected 121 people in four countries, resulting in 62 deaths over the past two years. Although the virus has not yet shown an ability to transmit efficiently between humans, as is seen with the annual influenza virus, there is concern that it will acquire this capability through genetic mutation or exchange of genetic material with a human influenza virus.

Effect on Yavapai County

The disease will be expected to run a six to eight week course through the population of the county. The possibility of multiple waves of illness exists. Following are some estimated statistics:

- 30% of the population will get the flu
- 40% of school-age children will get the flu
- Absentee rate to be at least 40% of workforce
- Expected to need 6,000 hospital beds (currently we have 172 in Yavapai County)
- 2% death rate

State and County Role

The Arizona Department of Health Services is the lead agency for preparedness and response to an influenza outbreak in Arizona. Local health departments will carry out the components of the pandemic flu response in their communities. Many agencies, organizations, and private institutions will need to work in a coordinated and collaborative manner to ensure an effective overall response in Arizona.

Yavapai County has developed its pandemic flu plan. The County is providing training and awareness workshops and other assistance as requested.

Implications

Because most natural and man-made disasters tend to be site-specific, traditional Emergency/Disaster Response and Recovery plans focus on damage to property, equipment and machinery with limited loss of personnel. The greatest operational issue in a pandemic-type event will be the effects of absenteeism. The focus of this Influenza Pandemic Response Plan is to prepare the Yavapai College to respond to a pandemic, potential curtailment of activities and return to normal operations as quickly as possible.

Pandemics are about people and the interruptions in their everyday life. It is expected that a pandemic will have world-wide impact with an unpredictable timeline, comprising multiple events or waves and spreading quickly from one urban area to another. Major disruptions are likely for health care, transportation, infrastructure, education, suppliers and other public services. Higher education will be among the industries most severely impacted because of risks resulting from international travel by students, faculty and staff, and because our campuses are open and accessible to the local community at large.

Once a pandemic virus emerges, it is too late to begin planning or to begin collaboration. While no organization will be immune from the effects of a global pandemic, we are presented with the opportunity to plan ahead and develop our response in a caring, compassionate and prudent manner, and continue the delivery of essential services that will allow Yavapai College to continue its important and vital missions of education and research.

Yavapai College has prepared this Pandemic Influenza Emergency Operations Plan.

1. Objectives

This plan is guided by the following principles:

- To protect and support the health, safety and welfare of our faculty, staff and students, as well as the assets and property of the university;
- Maintain our commitment to fulfilling the university mission to provide teaching, research and service, as long as possible;
- If any of our operations must be suspended, interrupted or in any way affected, recover from these disruptions as quickly and efficiently as possible;
- Establish a multi-modal method to communicate with the campus and the community,
- Establish benchmarks or “triggers,” in advance of an influenza pandemic, to signal university response or alternative actions;
- To the extent feasible, extend the services or expertise of the campus to our community neighbors, in ways that provide mutual aid, recovery, service, and benefit to the region;

2. Relationship to Current Plans

This Pandemic Influenza Emergency Operations Plan was developed from the Pandemic Business Continuity Planning Guide, and will form one section of the Yavapai College Emergency Plan. It is intended to guide the response and recovery actions of the entire campus.

Concurrently with the development of this plan, each Yavapai College campus developed an internal pandemic plan to address specific response issues within that campus related to the threat of excessive absenteeism. Information for each unit is included in Appendix B of this plan.

3. Testing and Revision

Once emergency operation plans are developed, training and exercising ensures that all faculty, staff and students are aware of the plan, how it is activated and how it is managed. Training will be scheduled for the campus Emergency Operations Center team. Suggested scenarios for individual campus training, appropriate to conduct at staff or safety meetings, will be distributed to all campuses as part of the Campus

Pandemic Emergency Operations Plan. Seminars, meetings and similar sessions on personal preparedness will be made available to all faculty, staff and students in accordance with the Communication plan as described in Appendix A.

This Pandemic Response Plan is a dynamic document and will be revised as dictated by circumstances or necessity. In the absence of outbreaks, this plan will be reviewed annually by the campus Emergency Manager.

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II. GOVERNANCE, COMMAND AND CONTROL

The manner in which Yavapai College conducts emergency operations on campus is governed by state and federal legislation. The ability to declare a campus state of emergency is governed by Yavapai College District Governing Board policy. The President, Provost, Vice President, and each Dean maintain a delegation of authority for decision making within the college, campuses and individual units. Activation of the campus emergency plans and the Emergency Operations Center is described in the Yavapai College Master Emergency Plan.

1. Authority

The authority of Yavapai College to respond to emergencies and disasters is governed by:

- The National Incident Management System (NIMS), as prescribed by Homeland Security Presidential Directive-5 – Management of Domestic Incidents⁴.

a. Local Public Health

Should a pandemic occur, it would be the responsibility of the Public Health departments at the local, county and state level to issue quarantine orders, direct facilities closure, and provide critical information designating key healthcare facilities as well distribution of anti-viral medications. This authority encompasses all private citizens, businesses and campus operations. The Yavapai College campuses are located in Yavapai County. All segments of Yavapai College will work closely with the local county public health offices to comply with all guidance and recommendations.⁶

2. Declaration of Emergency

The Yavapai College Policy on Safeguards, Security and Emergency Management (dated January 2006)⁷ gives the President authority to declare a state of emergency on campus when:

- i. Emergent conditions exist on or within the vicinity of the campus as a result of a natural or man-made disaster, a civil disorder which poses the threat of serious injury to persons or damage to property, or based on other seriously disruptive events.

- ii. Extraordinary measures are required immediately to avert, alleviate, or repair damage to College property or to maintain the orderly operation of the campus.

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3. Delegation of Authority

Each vice president and dean is required to maintain copies of the authorities that have been delegated to them by the President's office and the authorities they have re-delegated elsewhere. The list should include all authorities that have been delegated to them, the individual who holds the authority, and the assigned back-up in the event of absence. While it may not be necessary to have the actual written authority in hand during a crisis, it is essential that units know who holds the authority to make the decision or sign the paperwork in question. Units should also prepare written delegations that assign the authority to another individual in the event of the prolonged absence of the individual who normally holds the authority.

4. Activation

Activation of this Pandemic Influenza Emergency Operations Plan follows guidelines within the Yavapai College Master Emergency Plan, which also describes the authority for activating the Emergency Operations Center. While advice and recommendations will be made to the Deans and Vice Presidents, activation of individual unit pandemic plans will be left to their discretion. However, a declaration of emergency (see Part II-2 of this document) would transfer authority for activation of all plans to the President. It is anticipated that the Emergency Operations Center will be placed on alert and/or activated as defined in Section IV of this plan.

a. Notification to the Campus

While the nature of a pandemic suggests that advance notice of its arrival in our community will be made by the media, official public health notices are made through the local county public health agencies. Several members of the professional staff will receive public health notices from Yavapai County.

b. Notification within the Campus

Responsibility for communicating response or recovery actions and intentions begins with the Emergency Operations Center and continues into each campus as described in the Communications Plan.

5. Coordination

Every effort will be made to coordinate the actions and functions as described within this plan with Yavapai County, the Office of the President and any other affected jurisdictions or entities.

6. Operational Roles and Responsibilities

a. Emergency Operations Center (EOC)

The Yavapai College Emergency Operations Center is activated when any event, emergency or disaster overwhelms the day-to-day ability of the campus to manage its response and subsequent recovery. EOC staff members are assigned to their roles by the President, with the concurrence of their supervisor.

b. Office of the President

The Office of the President will provide executive level direction and authority for all emergencies and appoints staff to serve as part of the Executive Policy Group in the Emergency Operations Center staff.

c. Vice Presidents

The Vice Presidents for each of the Yavapai College campuses and units will be responsible for maintaining the individual Unit Pandemic Emergency Operations Plans and activating them as necessary, defining the decision making hierarchy, and assuring communication and information flow to and from their staff, faculty and students.

d. Emergency Responders

During a pandemic situation, emergency response will be different than a day to day emergency response. Emergency response activities can be assumed by the Yavapai College Campus Police. Other units defined as emergency responders include, Environmental Health and Safety and Facilities: Operations and Maintenance. Other units that might assist in an emergency response include Student Affairs, Human Resources, etc.

e. Staff and Faculty

It is important for our staff and faculty to keep themselves informed of the progress of and appropriate response to any emergency situation, and provide such a model – along with all appropriate information – to our students and visitors. Personal planning and being prepared at home is also important to being able to provide assistance and support to the college as it deals with an emergency such as a pandemic. General emergency preparedness information for families and individuals is available from this location: <http://www.pandemicflu.gov>.

f. Students

Providing safety and security for students is the primary concern for Yavapai College. Students also have a responsibility to participate in their own safety and security by staying informed of current events and taking the necessary precautions. As a potential pandemic situation develops, students are expected to follow all recommendations issued by various departments within Student Affairs, including the health center, the registrar's office and housing.

III. RISK ASSESSMENT

An influenza pandemic occurs when a new influenza virus emerges for which people have little or no immunity and for which there is no vaccine. These were the assumptions used in this planning process.

1. Planning Assumptions

- ⌚ A pandemic is a public health emergency that takes on significant political, social and economic dimensions, and will be governed by factors that cannot be known in advance.
- ⌚ An influenza pandemic could last from 18 months to several years with at least two peak waves of activity. In an affected community, a pandemic wave will last about 6 to 8 weeks.
- ⌚ Vaccinations and antiviral treatment are anticipated to be the most effective medical treatment, but they may be non-existent or in limited supply.
- ⌚ Non-medical containment measures (i.e.: social isolation) will be the principal means of disease control until vaccinations are available.
- ⌚ Based on previous pandemics, the clinical attack rate (those persons becoming ill) is likely to reach thirty (30) percent in the overall population.
- ⌚ If the pandemic is severe, the economic impact is likely to be significant, though predictions are subject to a high degree of uncertainty.
- ⌚ Once the pandemic has run its course, economic activity should recover relatively quickly, although a severe pandemic will have a more disruptive effect.
- ⌚ Operational risks (high absenteeism rates) constitute the greatest challenge to the global financial system.

2. Campus Planning Process

Yavapai College adopted the following overall strategy in developing this plan: Under direction from the President's office, each of Yavapai College campuses and units completed a template of initial planning activities, which asked them to identify their mission, critical functions and personnel, chain of command and internal communication modes. Those plans were returned to each unit with comments, and the information they provided contributed to the development of this Emergency Operations Plan.

3. Critical and Essential Functions

While it is impractical to consider a complete "closure" of the college, the nature of a pandemic emergency indicates the very real potential of ceasing social activities (i.e.: classes, public activities) for some period of time. For example, during the 1918-19 pandemic, the University of California at Berkeley postponed classes and pushed the end of the semester back several weeks because of missing students, faculty and staff

due to illness. This plan and each unit plan is based on how to maintain critical and essential functions during a period of excessive absenteeism, while giving consideration to what other functions could be delayed or postponed.

These were identified in the pandemic planning process as the critical functions of Yavapai College to be maintained in any and all events:

Critical and Essential Functions	Responsible Groups
Safety and Security of the students, staff, faculty, visitors and or the campus facilities	YC Police Department Environmental Health and Safety Facilities: O&M Business Services: Fleet Services Student Affairs:
Physical Plant and Facilities , and maintenance of infrastructure, utilities, custodial	Facilities Operations and Maintenance
Communications <ul style="list-style-type: none"> • Campus, community and media information • Information Infrastructure 	Office of Public Information IT: Information and Technology
Human Health , which includes students, staff, faculty and visitors; this also includes essential staff required to stay on campus	Safety Services: Employee Health Human Resources: Student Affairs: Health, Housing, Chartwell's,
Internal Support for our units	Human Resources
Essential administrative functions , which include employee leave, benefit and employment questions, establishing a labor pool to maintain critical functions, purchasing, payroll and student financial aid.	Human Resources Accounting and Financial Services Student Affairs: Financial Aid, Registrar

IV. SPECIAL CONSIDERATIONS – CAMPUS WIDE ISSUES

The pandemic planning process identified certain issues that were campus-wide in scope and could not be planned for on individual unit levels.

1. Academic Instruction

The Division Academic Senate will be developing policies and procedures for making emergency decisions, waivers of regulations regarding examinations and required days of instructions as relevant to an event that would require postponing or canceling classes. The Senate also will encourage faculty to consider developing alternate methods to deliver classroom instruction and materials in the event of a campus shut-down. Implementation of these policies and procedures will be coordinated with the Dean's office in each school and college, as well as with the Registrar's office. Information as available will be distributed to the campus and posted online.

2. Human Resource issues

The primary effects of a pandemic are on staffing and student levels. Unlike natural disasters, pandemics do not damage property or equipment; the effects are mainly human resource oriented. Absenteeism may be for a variety of reasons: illness/incapacity; caring for other family members, or school closures.

Each of the Yavapai College campuses and units has an internal system for tracking and recording employee absences. During a pandemic situation, those systems would be used to determine individual and campus absenteeism rates, and provide the basis for decisions made within the campus Emergency Operations Center for implementing social isolation issues (postpone or delay classes and other public activities).

The Yavapai College Human Resource office will provide answers to frequently asked questions related to leave, benefits, payroll and employment. Each campus and unit must strategize independently how to manage and plan for absences among faculty, staff and students, and be prepared to coordinate their efforts with the rest of the campus through the campus Emergency Operations Center.

As indicated in those documents, specific answers to many HR questions depends on the existence of a unit pandemic plan and the information provided in each unit's pandemic plan: critical functions that must be maintained, staffing required to maintain those functions, where those functions can be performed, and internal unit communication procedures.

5. Information Technology Infrastructure

Our business and personal lives depend to a great deal on the availability of an information technology infrastructure for voice and data communications. During a pandemic event, it is likely that those systems will become less reliable as they are overloaded with increased volume. If public health plans call for social isolation –i.e.: directing the closure of schools and public events and encouraging the public to stay home – more staff, students and faculty will be trying to “telecommute” and that will result in a change in normal network traffic patterns and increased demand placed upon network border equipment and communication links to the internet.

The Yavapai College Information Technology will develop an emergency plan to inform the College campuses and units about issues surrounding telecommuting, establishing virtual private network connections, and assist in business continuity. The institutional portal will be utilized as a communication hub providing access to email, network drives, and online courses.

6. Travel

A global pandemic will severely limit both domestic and international travel. The Federal Pandemic Response Plan anticipates that the public will voluntarily limit personal travel, and that significant portions of business travel will also be curtailed. While it is unlikely that travel restrictions will be imposed on a local, state or Federal level, they will certainly be advised and strongly encouraged. It is expected that each Yavapai College campus will be aware of students, staff and faculty traveling on College business. When YC Phase 3 (confirmed human outbreak overseas) is reached, unit actions include activating plans for travelers and making decisions about future travel based on the situation. Those decisions could include recalling from travel, restricting or limiting current travel and canceling future travel. In all situations, assistance for international students, scholars and researchers and visa management will be part of the campus-wide response.

7. Public Health/Hygiene Etiquette:

As access to vaccines and antiviral drugs during a pandemic will be extremely limited, non-medical interventions may be the only way to delay the spread of the disease. Non-medical interventions would include social isolation (i.e.: prohibition of mass gatherings), and infection control measures to avoid spreading the disease.

The following information condenses the best current guidance available. In the event of a pandemic, the CDC and WHO websites may offer more

updated information. The following are guidelines provided by the CDC in the event of any infectious disease outbreak.

- ⌚ Avoid close contact with people who are sick.
- ⌚ Stay home and away from work or errands when you are sick.
- ⌚ Cover your mouth and nose with a tissue, handkerchief, or the sleeve of your clothing when coughing or sneezing.
- ⌚ Clean your hands – schools/colleges/units should consider providing waterless antibacterial hand cleansing solutions to individuals.
- ⌚ Avoid touching your eyes, nose or mouth.
- ⌚ Persons with respiratory infection symptoms can use a disposable surgical mask to help prevent exposing others.

8. Frequently Asked Questions

It is not expected that this plan will answer all questions from faculty, staff and students about the campus response to a pandemic situation.

Questions can be asked at this website: <http://yc.edu>. The campus Communications Plan is located in Appendix C of this index.

III. COMMUNICATION

Communication strategies are an important component in managing any infectious disease outbreak and are essential in the event of a pandemic. Accurate, timely, and consistent information at all levels is critical in order to minimize unwanted and unforeseen social disruption and economic consequences and to maximize the effective outcome of the response.

A campus pandemic planning website was established at <http://yc.edu> to post pertinent information and plans to assist the campus in their planning efforts. That website is updated on a regular basis by the Office of Public Information.

The unit pandemic planning process identified the methods available and persons responsible for communicating information from all these sources to the rest of the students, staff and faculty within the college. Those persons are part of the process for communicating information before, during and after a pandemic event.

IV. RESPONSE

1. Activation of Emergency Operation Plans

In accordance with NIMS, any campus-wide emergency beyond the campus' ability to manage with day-to-day operations would result in activation of all applicable emergency operations plans and the Emergency Operations Center for centralized coordination of response, relief and recovery efforts. While advice and recommendations will be made to the President, Vice Presidents, and Deans, activation of individual unit pandemic plans will be left to their discretion. A campus State of Emergency could be declared by the President and/or his designee at the time the EOC was activated, or later, depending on the situation.

Within Yavapai College, the National Incident Management System (NIMS) will serve as the structure to plan for and manage a contagious disease outbreak of significant magnitude. Once open, all campus actions would be coordinated through the campus Emergency Operations Center. Once it is activated, specific information on how to contact and communicate with the EOC will be provided to all campus units through all available means of communication.

2. Personnel Assignment/Reassignment

The Yavapai College Human Resource department has developed answers to frequently asked questions related to leave, benefits, payroll and employment. As indicated in those documents, specific answers to many HR questions depends on the existence of a unit pandemic plan and the information provided in each unit's pandemic plan: critical functions that must be maintained, staffing required to maintain those functions, where those functions can be performed, and internal unit communication procedures. Once the EOC is activated, there will be various methods by which staff and faculty can contact Human Resources with specific questions. In addition, Human Resources will implement a system to account for and reassign staff to areas needing assistance.

3. YC Phases – Action Table

The following table compares the Yavapai College Response Phase to the WHO Periods and Federal Stages outlines the general actions to be taken during a pandemic event. A similar table outlining general actions to be taken by individual Yavapai College campuses and units is in Appendix B of this plan. Most of the activities related to this event will be triggered on the YC campus either by rising absenteeism rates among students, staff and faculty, or through consultation with the local county Public Health Office.

PHASE	ACTIONS
<p>1- Pre-Event Planning <i>Reference: WHO Interpandemic Period 1-2 /Pandemic Alert Period 3 & Federal Stage 0</i></p>	<ul style="list-style-type: none"> • Prepare individual campus/departments/service area plans • Special training/exercises for Emergency Operations Center team • Pre-plan for continuation of critical/essential functions • Develop and implement campus-wide Communication Plan
<p>2 - Outbreak in North America</p>	<ul style="list-style-type: none"> • Alert EOC and Policy Team • Coordinate with, local and regional public agencies • Implement appropriate part of Communication Plan
<p>3 - Confirmed Outbreak Overseas <i>Reference: WHO Pandemic Alert Period 4-5 & Federal Stage 1-2-3</i></p>	<ul style="list-style-type: none"> • Policy Team meets daily (in person or virtual) • EOC personnel on alert • Implement plans for staff/students on travel • Coordinate with, local and regional public agencies • Implement appropriate part of Communication Plan
<p>4 - Confirmed Outbreak in North America <i>Reference: WHO Pandemic Alert Period 4-5 & Federal Stage 4</i></p>	<ul style="list-style-type: none"> • EOC activated; Policy Team meets daily • Monitor daily absenteeism reports of staff/faculty/students • Prepare to activate campus and individual unit response plans • In consultation with Public Health, consider: <ul style="list-style-type: none"> Implementing social isolation (cease campus activities) Activation of labor pool/reassign staff Activate student/staff support plans • Coordinate with local and regional public agencies • Implement appropriate part of Communication Plan

<p>5 – Widespread Pandemic Overseas and North America <i>Reference: WHO Pandemic Alert Period 6 & Federal State 5</i></p>	<ul style="list-style-type: none"> • Activate overall campus Emergency Operations Plan • EOC coordinates all campus response activities <ul style="list-style-type: none"> • Monitor daily absenteeism reports of staff/faculty/students • Coordinate with local and regional public agencies • Consider implementation of social isolation plans (postpone or delay campus classes and other public activities) <ul style="list-style-type: none"> • Activate student/staff support plans • Institute labor pool/reassign staff • Implement appropriate part of Communication Plan
<p>6 – Recovery and Subsequent Waves <i>Reference: WHO Pandemic Alert Period 6 & Federal Stage 6</i></p>	<ul style="list-style-type: none"> • Damage Assessment • Resumption of education, research, business activities • EOC moves into Recovery mode • Surveillance for subsequent waves of infection • Prepare to deactivate the EOC • Debriefing and After-Action Reports

V. RECOVERY

Recovery begins immediately and continues throughout the response phase of any 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.

1. Business Resumption

Based on information as developed by the EOC and ongoing reviews of the international/national/local situation and discussions with each Yavapai College campus and unit, the EOC will recommend a partial, incremental or total return to normal operations. Any such decisions would be communicated to and coordinated with each college, school and unit.

Questions that will have to be considered include:

- Adjustments necessary to the academic calendar,
- Rescheduling special events that were cancelled or postponed.

2. Support for Staff, Faculty, Students

After a pandemic wave is over, it can be expected that many people will be affected in a variety of ways. They may have lost friends and relatives, suffer from fatigue, or have financial losses as a result of the interruption of work. Services available to the staff, faculty and students through campus resources will be communicated through all available means.

3. Analysis and After Action Reports

Once the business resumption is underway, debriefings will be convened to discuss the response and recovery, changes necessary to current plans, and opportunities for improvement to future disasters. A formal after action report will be developed and distributed to the campus.

