

Creating and Tracking Pandemic Preparedness Plans: A Guide



World Health
Organization

Western Pacific Region

Interim February 2006



**World Health
Organization**

Western Pacific Region

**Creating and tracking
pandemic preparedness plans:
a Guide**

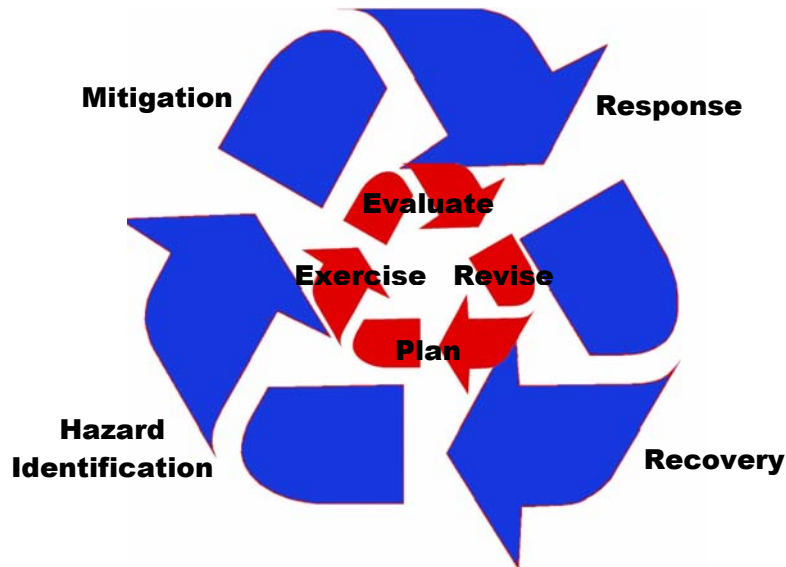
Interim February 2006

Guide background and rationale

This guide was developed to assist with the process of creating and tracking the progress of pandemic planning. A truly comprehensive “pandemic plan” should be part of an overarching hazard emergency management programme. As such, the plan should be developed in such a way as to have application to other hazards, including other new and emerging communicable diseases. As an example, the planning process, direction and coordination structure, internal and external contact, communications protocols and many other components can be applied to many other potential hazards.

This guide is in no way comprehensive of all the elements required in the creation and maintenance of an emergency management programme. Both this guide and emergency plans must be subject to change. As areas for improvement are discovered, improvements (revisions) must be made. Comprehensive emergency preparedness is a process that requires constant, continuous adjustment to your plan to ensure constant, continuous improvement. Through the process of exercising your plan, gaps will be identified. When this happens, your plan will need to be revised.

The Continuous Emergency Preparedness and Planning Cycles are Illustrated Below.



STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
<p>(1) Establishment of a pandemic preparedness planning committee</p>	<p>(1) Political and bureaucratic commitments are essential</p> <p>(2) A multisectoral approach is needed:</p> <ul style="list-style-type: none"> - Government departments <ul style="list-style-type: none"> - Public health - Health services - Laboratory - Animal health / agriculture - Emergency services - Essential services - Communications - Legal, etc. - Subject experts <ul style="list-style-type: none"> - Virologist/microbiologist - Public health - Laboratory - Surveillance, infection control - Communications, etc. - Organizations (nongovernmental, community, voluntary), e.g. Red Cross, health professional organizations - Private sector, e.g. vaccine manufacturers <p>(3) Include different levels of government (e.g. national, state/provincial, local) and community leaders as needed</p> <p>(4) Build on existing local and national emergency measures SOPs</p>	<p>(1) Assure agency/government commitment and support for pandemic preparedness planning</p> <p>(2) Designate a lead agency and person for the pandemic planning process (e.g. ministry of health)</p> <p>(3) Establish terms of reference for the committee:</p> <ul style="list-style-type: none"> - purpose/objectives - accountability - membership - chairperson(s) - roles and responsibilities of individual organizations/ member in the planning process - time frame and frequency of meetings - funding, administrative and secretarial and administrative support 	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(II) Preparation of the pandemic preparedness planning committee ¹	<p>(1) Before embarking on the process, it is important for all members of the committee to be familiar with pandemics, the threat and potential impact of pandemics, and the importance and goal of pandemic preparedness</p> <p>(2) Important considerations for pandemic preparedness planning:</p> <ul style="list-style-type: none">- multisectoral coordination and collaboration- command and control (direction and coordination)- clear roles and responsibilities for individuals and organizations – in both pandemic planning, response and recovery- legal issues- ethical issues- communications- need for flexibility and updating of pandemic preparedness plan.	<p>(1) Prepare the committee at the beginning of the planning process by presenting and discussing with members:</p> <ul style="list-style-type: none">- the background knowledge/ information on pandemic influenza- the current situation of threats- national and international- potential impact of a pandemic on the country- the importance and goal of pandemic planning and preparedness- the various important considerations for pandemic preparedness planning. <p>(2) Agree on the committee's terms of reference (including time frame)</p>	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(III) Scope and framework of the pandemic preparedness plan ¹	(1) Framework of the pandemic preparedness plan by, for example: <ul style="list-style-type: none">- pandemic phases (WHO, 2005)- activity (e.g. surveillance, vaccine programme, antivirals, public health measures, emergency services, communications), or- "action stage" (e.g. preparedness, response, recovery)	(1) Decide on scope of pandemic preparedness plan (e.g. impact assessment, research) (2) Establish pandemic preparedness plan framework (for an example, see Appendix 1)	

¹ E.g. at 2nd committee meeting

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
<p>(IV) Development of workplan and assignment of tasks</p>	<p>(1) An agreed-upon workplan with timelines is important to ensure timely completion of the pandemic preparedness plan</p> <p>(2) Given that the write-up of a section of the pandemic preparedness plan often hinges on the content and decisions made in previous sections, consideration should be given to completing/drafting the sections of the pandemic preparedness plan in sequence</p> <p>(3) Based on the pandemic preparedness plan framework, committee members could be assigned responsibility for drafting individual sections of the pandemic preparedness plan pertaining to their organization's mandate and/or area of expertise</p> <p>(4) The drafting of some sections (particularly those on "pandemic response") may require the collaborative effort of different departments/ organizations. In these cases, an organization (e.g. the lead agency) can be assigned to coordinate the effort of these "subgroups"</p>	<p>(1) Establish and agree on a pandemic preparedness plan workplan with timelines</p> <p>(2) Assign tasks to committee member departments/organizations for drafting various sections of the pandemic preparedness plan</p>	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
<p>(V) Drafting, discussions and consensus of contents of the pandemic preparedness plan (by section)</p>	<p>(1) This is usually a lengthy and time-consuming process and requires the dedicated effort of committee members/member organizations</p> <p>(2) Face-to-face meetings are often time-consuming and/or expensive. Where practical, consideration may be given to:</p> <ul style="list-style-type: none"> - having face-to-face meetings only when essential - circulating drafts by e-mail/fax/mail for comment/input - discussing drafts and issues by email/teleconference/telephone/fax. <p>(3) Members/subgroups may consult/meet with other experts/organizations, both inside or outside the committee, as they deem necessary, to assist in the drafting of the pandemic preparedness plan..</p> <p>(4) Annexes can be added to the pandemic preparedness plan, as deemed appropriate, for elaboration of processes, standard operating procedures, guidelines and tools, forms, and for other purposes.</p>	<p>(1) Discuss and agree on the process of drafting a pandemic preparedness plan</p> <p>For example:</p> <ul style="list-style-type: none"> (a) Drafting of contents of each section of the pandemic preparedness plan, including annexes, by designated committee members/subgroups; (b) Circulation of various drafts to committee/subgroup members for comments and/or input; (c) Committee/subgroup discussions of the drafts, as appropriate; (d) Revision(s) of drafts; (e) Final draft of contents of section produced; and (f) Committee meeting (face-to-face) for final discussion and consensus on contents of the section. <p>(2) Repeat process for each section of the pandemic preparedness plan.</p>	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(VI) Consolidation of the pandemic preparedness plan	<p>(1) Given the multiple/multisectoral authorship of different sections of the pandemic preparedness plan, an organization (e.g. the lead agency) needs to take on the task of integrating and harmonizing the final draft sections into a comprehensive and seamless pandemic preparedness plan final draft</p> <p>(2) A consensus should be reached by members of the committee on the finalization of the draft</p>	<p>(1) Consolidation of the contents of the various sections of the pandemic preparedness plan by a designated organization</p> <p>(2) Circulate draft(s) of complete pandemic preparedness plan to committee members for review, comments, and input discussions as appropriate</p> <p>(3) A meeting may be held for discussion and consensus on the pandemic preparedness plan final draft</p>	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(VII) Consultations on final draft of pandemic preparedness plan	(1) Wide consultation of the final draft of the pandemic preparedness plan would be useful to ensure effectiveness and practicality of the pandemic preparedness plan, and to gain acceptance and adoption by stakeholders	(1) Internal consultation - Distribute final draft of pandemic preparedness plan to all relevant government agencies/departments for review and input (2) External consultation - Distribute to relevant external/nongovernmental organizations for review and input (e.g. WHO, experts, health professional organizations, hospital associations, public service organizations, voluntary agencies)	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(VIII) Finalization of the pandemic preparedness plan		<ol style="list-style-type: none">(1) Revise pandemic preparedness plan based on considerations of input received from consultations(2) Prepare a final version of the pandemic preparedness plan (by lead agency)(3) Circulate final version of pandemic preparedness plan to committee members for review and input(4) Hold a committee meeting for final discussion and consensus of the pandemic preparedness plan.	

STEP	CONSIDERATIONS/ ISSUES	TASKS	PROGRESS NOTES
(IX) Agency/ government approval of the pandemic preparedness plan		(1) Submit pandemic preparedness plan to the appropriate government agency/ authority (ies) for approval (2) Upon agency/government approval, establishment of the pandemic preparedness plan is complete ²	

² (a) Establishment of the pandemic preparedness plan is a major first step towards pandemic preparedness. After its establishment, the plan needs to be tested (e.g. in a desk-top exercise; see *WHO Exercise Development Guide for Validating Influenza Pandemic Plans*, <http://www.wpro.who.int/NR/rdonlyres/DA340E3E-D27E-47A6-9833-452E7AAC9ED5/0/EDTedDRAFT1ExerciseDevelopmentGuide.pdf>); disseminated to its target audience; and personnel trained in its implementation. (b) Gaps identified in the various components of the pandemic preparedness plan (e.g. surveillance, laboratory, vaccine, antivirals, infection control, hospital care, command and control functions, rapid response) need to be appropriately addressed in due course – in order to enable adequate implementation of the plan during a pandemic or other imminent or actual emergency. (c) The pandemic preparedness plan is a dynamic document that needs to be practised, revised and updated as necessary.

APPENDIX 1

FRAMEWORK OF AN INFLUENZA PANDEMIC PREPAREDNESS PLAN: AN EXAMPLE

- (I) INTRODUCTION - Distribution
- Revisions
- Goal and objectives of the influenza pandemic preparedness plan
 - Overview of the plan
 - The planning process (committee structure composition)
 - Roles and responsibilities (in planning, response and recovery phases)
- (II) BACKGROUND
- Influenza and pandemic influenza
 - Pandemic phases
 - Estimated impact of influenza pandemic in (country name)
 - Legal considerations
 - Ethical considerations
- (III) COMPONENTS OF PANDEMIC PREPAREDNESS AND RESPONSE
(including current status, gaps, action plans)
- Command and control (*leadership, organization and coordination*)
 - Surveillance (epidemiologic, laboratory)
 - Public health measures (vaccine, antivirals, disease control measures)
 - Health services (public health, rapid interventions, surge capacity)
 - Emergency and essential services
 - Communications
 - Logistics
 - Contact lists (see annexes)
- (IV) WHO PANDEMIC PHASES – HOW THESE RELATE TO YOUR AREA
- Interpandemic Period – Phase 1
 - Interpandemic Period – Phase 2
 - Pandemic Alert Period – Phase 3
 - Pandemic Alert Period – Phase 4
 - Pandemic Alert Period – Phase 5
 - Pandemic Period – Phase 6
 - Postpandemic Period

(V) ANNEXES

- Glossary and acronyms
- Contact lists – external, internal (staff, suppliers...)
- Supplies (EOC)
- Organizational Charts
- Maps, demographic information
- Forms – situation status, messaging, infrastructure assessment, briefing, resource request, sign-in/out
- Other checklists
- Other information as appropriate

APPENDIX 2

Some useful references

1. *WHO checklist for influenza pandemic preparedness planning*. Geneva, WHO, 2005 (www.who.int/csr/resources/publications/influenza/WHO_CDS_CSR_GIP_2005_4.pdf).
2. *WHO global influenza preparedness plan*. Geneva, WHO, 2005 (www.who.int/csr/resources/publications/influenza/WHO_CDS_CSR_GIP_2005_4/en/index.html).
3. *Model national plan for influenza pandemic preparedness*. Geneva, WHO [in preparation].
4. *WHO guidelines on the use of vaccines and antivirals during influenza pandemics*. Geneva, WHO, 2004 (www.who.int/csr/resources/publications/influenza/WHO_CDS_CSR_RMD_2004_8/en/index.html).
5. *National influenza pandemic plans*. Geneva, WHO, 2005 (www.who.int/csr/disease/influenza/nationalpandemic/en/index.html).
6. *Australian management plan for pandemic influenza*. Australia Government Department of Health and Ageing, June 2005 (www.health.gov.au/internet/wcms/publishing.nsf/Content/phd-pandemic-plan.htm).
7. *Canadian pandemic influenza plan*. Ottawa, Public Health Agency of Canada, 2004 (<http://www.phac-aspc.gc.ca/cpip-pclcpi/>).
8. *UK influenza pandemic contingency plan*. UK National Health Services, 2005 (www.dh.gov.uk/assetRoot/04/10/44/37/04104437.pdf).
9. *Preparedness/contingency plans*. UN System Influenza Coordination, United Nations Development Group (<http://www.undg.org/content.cfm?id=1483>).
10. *WHO pandemic influenza draft protocol for rapid response and containment*. Geneva, WHO, 2006 (www.who.int/csr/disease/avian_influenza/guidelines/RapidResponse_27%2001.pdf).