

# The OPS PANDEMIC PLANNING WORKBOOK

**Insurance Against Spanish Influenza**  
Our Special Sickness Policy covers Spanish Influenza. Pays a weekly indemnity and makes provision for hospital expenses. It is the most liberal policy you can buy. For rates apply to any agent of this Company.

**THE DOMINION OF CANADA & ACCIDENT INSURANCE COMPANY**  
To Avoid The "Flu" Ride a C.C.M. Bicycle  
GET away from the stuffy, overcrowded street cars, with their danger of contagion. Ride a bicycle through the pure, fresh air. With an easy-running, long-lasting C.C.M. Bicycle, cycling will be a pleasure as well as a benefit. You will need a bicycle next spring, anyway, and will save money buying now.

**Protect Yourself Against Spanish Influenza**  
HEAT is what your pain-racked system craves—it's the logical, commonsense first-aid to chill-caused aches and ills. Dry, even, persistent warmth, that GENERATES as it is used, is better far than wet, messy poultices that quickly grow cold and clammy.  
**Fight Spanish Influenza With Thermogene**  
Thermogene is WARMTH in DRY, CONVENIENT FORM. Its principle is medically correct for the treatment and cure of  
**Grippe Bronchitis Sore Throat Chest Cold Back Ache Rheumatism Neuritis Neuralgia**  
and a hundred other complaints caused by chill, dampness, or vagaries of the weather. Sold By All Druggists 50c Per Box

**Prevent the "Flu" by wearing Chase's Menthol Balm**  
Chase's Menthol Balm is periodically swept over the known world. The last time it was in 1889, when almost every person in every part of the world was known as Spanish "Flu" because it started in Spain, and in account of the quickness with which it develops in preventing infection by every means possible, and our success in the manufacture of thousands of these Menthol Balm, still in away to the first persons who send in the coupons from the chest outside of the underwear, and the balm is protecting you against Spanish Influenza. Chase's Menthol Balm is sold by all druggists.

**EMERGENCY VOLUNTEER HEALTH AUXILIARY**  
—VOLUNTEERS!!  
of Health, with the authority of the Government of Ontario Emergency Volunteer Health Auxiliary" for supplying nursing help to be utilized wherever needed in an outbreak. A strong Executive has been formed in Toronto, and each Municipal Council and Local Board of Health, should take immediate steps to form a local branch of this organization. Nurses will wear the officially authorized badge, "Ontario Emergency Volunteer Health Auxiliary" (Private Service). This "S.O.S." call may be urgent. Classes taken in the Parliament Buildings, Toronto (Private ground floor), where they will be carried on every day at 8 o'clock. Young women of education are urged to avail themselves of this unique opportunity to be of real service to the community. If they are not needed, so much the better. If they are needed, we hope to have them ready. All towns and cities are urged to organize and prepare in a similar manner. A Syllabus of Lectures is being sent to the Medical Officer of Health of all cities and towns. Further information may be had on application to John W. McCullough, M.D., Chairman of Executive, Parliament Buildings, Toronto, Telephone Main 5800.  
W. D. McPHERSON, President.  
G. S. NEWTON, Sec.-Treas.  
J. W. S. McCULLOUGH, Chairman of Executive Committee.

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**When Chill or Cold Strikes Through and Through Your System**  
Lay a Piece of THERMOGENE over the Aching Spots  
Pain Subsides—Aching Ceases: Genial, Comforting Warmth Takes Their Place  
THERMOGENE CURATIVE WADDING  
It is Ready as it Comes in the Box  
Its astounding success is proved in its use by the British Red Cross Society, the Royal Navy, Military Authorities, Doctors and Hospitals everywhere.  
It is a priceless boon to the home and the hospital alike. It is a distinguished Belgian product, made by THE THERMOGENE CO., Brussels.

**Prevalence of Spanish Influenza**  
Education has decided to...  
all the Collegiate Institutes...  
Public Schools until further notice, this to take effect to-day, October 15th, 1918.



MINISTRY OF GOVERNMENT AND CONSUMER SERVICES  
EMERGENCY MANAGEMENT AND SECURITY BRANCH

# INTRODUCTION

## What is this Workbook all about?

This Workbook is a companion piece to the OPS Pandemic Planning Guide and is designed with your Ministry Planning Team in mind. As a companion piece, the Workbook is similar in style to the Guide and is meant to be concise and easy to follow. The Workbook is not a substitute for reading the Guide. The assumption made in designing the Workbook is that you have read the Guide and are familiar with its contents. The purpose of the Workbook is to provide Ministry Planning Teams with an additional tool to start pandemic planning activities in their ministries and to monitor their own progress.

As it is impossible to predict when a pandemic may arrive, the planning process may continue over a significant period of time. As people come and go in the planning process it will be critical to keep an accurate record of the decisions taken, tasks completed and work to be done. In addition to recording this information electronically, the Workbook can serve as a hardcopy record of the decisions and progress achieved by a program area or a Ministry Planning Team. The Workbook can be passed from an outgoing Team member to another Team member throughout the planning process.

## How is the material in the Workbook organized?

The first part of the Workbook contains a brief summary of the important issues explored in the first 18 chapters of the Guide. You'll note that the last two chapters of the Guide have not been included. That is because Chapter 19 on Business Continuity Planning is an introduction to the concepts underlying the entire planning process. Chapter 20 focuses on Personal Preparedness and does not require independent planning on the part of your Ministry Planning Team.

The focus of the Workbook is the detailed planning checklist or action plan for Ministry Planning Teams. Activities have been organized into Preparedness (pre-pandemic period), Response (pandemic period) and Recovery (post-pandemic). The recovery period refers to the period between waves and to the end of the entire pandemic event.

The last section of the Workbook is a sample terms of reference document, which you can refer to when you are establishing your Ministry Planning Team, and amend as appropriate.

## I'm not sure how the Ministry Planning Team should use the action plan?

Your Team can use the action plan and checklists to guide planning and you are encouraged to add to the list or delete activities, depending on your ministry's specific needs. If Qs & As arise that haven't been addressed in the OPS Pandemic Planning Guide, please share them with MGCS, for inclusion in future versions of the Guide. Blank pages have been inserted at the end of each section for you to write your own notes and observations.

## Does the Team have to plan according to the order in which the activities are listed?

No. An attempt has been made to list the activities sequentially, but the sequence may change depending on a number of factors, including: the amount of work you've already done; the fact that some activities should be carried out concurrently; and the fact that some activities will have to await corporate approval and direction from MGCS. It should also be noted that some activities should occur throughout the planning process, e.g. communication with local bargaining agents.

Ultimately it's up to the Team to organize its activities to meet the needs of the ministry.

You may have to go back and review some activities that you think have been completed in your ministry, for example prioritization of time-critical services, if there is a reorganization, or if there is no pandemic. You need to update or revise your list on a regular basis.

## **When should planning begin?**

In fact, your ministry has already started planning as part of the BCP program. MGCS will deliver train-the-trainer sessions to ministry representatives. Your Ministry Planning Team should start to meet as soon as possible.

## **How long should it take to implement all of the activities in the Workbook?**

It is anticipated that in large ministries it will take approximately two (2) years to reach an acceptable level of preparedness, assuming work starts now and is spread over the two (2) years. This timeframe may change, depending on world events, e.g. if a pandemic occurs in the near future, or depending on the timing of direction given by MGCS.

The best possible scenario is for us to be prepared and not be faced with an imminent pandemic. If that happens, then you'll have to reconvene for a few meetings on at least an annual basis to update your the pandemic elements or components of your ministry's BCP.

Through practical step-by-step suggestions, the key issues of the OPS Pandemic Planning Guide are covered in this Workbook. You can put into operation the components necessary to strengthen your business continuity plan to be resilient to withstand the effects of a flu pandemic.

*Ministry of Government and Consumer Services  
Emergency Management and Security Branch*

# OPS PANDEMIC PLANNING GUIDE: CHAPTER SUMMARIES

## Chapter 1: Who Does What

The role of the World Health Organization (WHO) in a pandemic is outlined in chapter 1. In addition, an overview is provided as to how the Guide is positioned relative to the Canadian Pandemic Influenza Plan for the Health Sector, the Ontario Health Plan for an Influenza Pandemic and Emergency Management Ontario's (EMOs) Provincial Coordination Plan for Influenza Pandemic.

In this way, the chapter summarizes the key roles and responsibilities of each level of government in pandemic planning.

## Chapter 2: Open for Business but not Business as Usual

Open for Business but not Business as Usual explores the potential impact of a pandemic on the delivery of government services. Since the pandemic may affect different parts of the province at different times, there will likely be no reason to suspend any services in an unaffected area. Through the business continuity planning process, ministries have identified and are updating and prioritizing their list of time-critical services.

As staffing levels are affected during the pandemic wave(s), ministries will likely have to suspend non time-critical services and shift their resources to keep time-critical services operating.

## Chapter 3: Communicating Through a Pandemic Crisis

Timely, consistent, and accurate communications is vital during any emergency, especially during a pandemic. The flow of information is discussed as well as roles and responsibilities of MGCS and ministries in pandemic communications before, during and after the pandemic. While ministries will be asked to submit information to the MGCS Corporate Response Centre (CRC), this

information will be rolled up and shared across the OPS so all ministries will have an accurate picture of what is happening at that time.

MGCS will ensure that all communications products are consistent with MOHTLC messaging. MGCS will rely on MOHLTC to ensure the accuracy of health-related information.

## Chapter 4: Carrying On

This chapter deals with the reassignment of employees during a pandemic and the hiring of retirees and consultants on fixed term contracts to maintain continued delivery of time-critical services. While the preferred approach is to move ministry employees within a pre-determined geographic area, it may become necessary to expand reassignments to move employees across the province and between ministries. MGCS and the OPS bargaining agents will discuss all proposals regarding reassignments and arrive at agreements that respect collective agreements.

## Chapter 5: Alternate Workplace Arrangements

Alternate workplace arrangements are defined as a work arrangement for employees to conduct all or some of their work away from the primary workplace (also known as telecommuting, flexiwork, flexiplace, telework and virtual work).

This arrangement, while not suitable for every type of OPS work, could help reduce the risk of infection to employees, their families and others and also allow the employer to continue delivering time-critical services during the pandemic.

## Chapter 6: Inevitability of a Pandemic

The inevitability of a pandemic is explored in this chapter, as well as the role of hand hygiene and cough and sneeze etiquette (as reflected in the

Pandemic Stay Healthy Strategy) in reducing the spread of infection and improving employee health and wellness.

## Chapter 7: No Magic Bullet

No Magic Bullet describes how antivirals can be used for both prophylaxis and treatment during a pandemic. An OPS workplace policy on prophylactic use has not yet been considered. If prophylactic use were approved, then the OPS would consider whether to provide antivirals on a prophylactic basis to senior decision-makers, employees in time-critical positions, and their families.

The chapter also notes that a vaccine against a new strain of virus would not be available until at least four to six months after the identification of the pandemic strain. Once available the vaccine would likely be in short supply.

## Chapter 8: Desperate Times, Desperate Measures

The theme of this chapter is the use of government facilities as vaccination centres during a pandemic and the use of unoccupied facilities for vaccination, triage or treatment. Working with ministries, MGCS and the Ontario Realty Corporation will compile an inventory of vacant facilities.

There are many issues that still need to be addressed, including: the criteria that facilities must meet to be a vaccination and/or treatment centre; whether the facility will be open to the public or for OPS employees only; and storage and security of the vaccine and other supplies.

## Chapter 9: Some Little Flu Bug

Various aspects of infection prevention and control in the workplace are explored in chapter 9, including: social distancing; personal hygiene; enhanced cleaning; screening and personal protective equipment.

The employer has retained infection control specialists to recommend infection prevention and control measures and practices to use before, during and after a pandemic in a variety of workplaces. Recommendations will be based

on scientific evidence and on consultation with MOHLTC, the Provincial Physician in MOL and the Joint Health and Safety Committees (JHSCs) or Health and Safety Representatives.

## Chapter 10: Where's the Money?

Where's the Money deals with the compensation provisions that the employer will review to determine what the overall compensation package for employees should be during a pandemic.

Key principles are that the provisions of current collective agreements will continue unless there is a compelling reason to review and renegotiate them with bargaining agents. For non-bargaining employees, current provisions will apply unless they do not address the needs of the employer during the pandemic.

## Chapter 11: Working Expenses

The reimbursement of work-related expenses to employees during a pandemic is an important factor in the reassignment process. All reasonable expenses will be reimbursed and the government will allow all expenses to be covered by P-cards and Travel Cards. The government will enable the cash advance function on Travel Cards for the pandemic period. In addition, a recommendation will be made to government to directly pay Travel Card account balances for the pandemic period, as is the practice with P-cards.

## Chapter 12: Summer Wages

Since students are considered to be a distinct group, this chapter deals with how the employer will treat this group of employees during a pandemic. Age will be the determining factor in the OPS' strategy for the treatment of students.

Students over the age of 18 will be given the option of continuing to work or not working during the pandemic. Students under the age of 18 will be given a form for their parents or guardians to sign to confirm that they can continue to work.

In the event that students want to continue working but their original business service is not being delivered for a time (due to the pandemic), the employer will help students find another placement.

## Chapter 13: A Duty of Care

The first topic dealt with in this chapter is implementation of enhanced corporate attendance monitoring and reporting when there is sustained human-to-human transmission in Canada.

The chapter also references the Attendance Support Program (ASP) which is part of the Injury, Illness and Employment Accommodation Program. The ASP will continue during the pandemic but it will be adjusted, if required, as attendance is continually monitored.

The Employee Assistance Program (EAP) is the last topic covered in the chapter. It is anticipated that during the pandemic there will likely be an increased demand for EAP counselling and other similar services. MGCS is consulting with the current EAP provider to determine its capacity to deliver services during a pandemic. As a back-up plan, MGCS is looking at establishing a peer-to-peer counselling program.

## Chapter 14: Family Aid

A program will be developed by MGCS to provide direct support to OPS employees, their families and other Ontarians during a pandemic. During a pandemic it is likely that assistance such as help with dependant care, transportation, and securing supplies of food and water may be required by OPSers and others. MGCS will develop and implement a selection and training process for its prospective employee support providers.

## Chapter 15: Grievance Management

The issue discussed in this chapter is managing the grievance process in a pandemic, during a period of high absenteeism. There will likely be an increase in the number of disputes that will need to be resolved.

In order to manage the grievance process, the government will seek agreement with the bargaining agents to negotiate an expedited grievance management protocol to be implemented after the pandemic for pandemic-related grievances.

## Chapter 16: Right to Refuse

This chapter explores the issue of managing work refusals during a pandemic. The *Occupational Health and Safety Act* (OHSA) gives employees and their bargaining agents rights to provide protection from anything that may affect an employee's health and safety. Even during a pandemic, the provisions of the OHSA apply to employers and employees. The employer will work with the MOL to discuss the approach to resolving work refusals during a pandemic. Any proposed approaches will be discussed with the bargaining agents and JHSCs or Health and Safety Representatives.

## Chapter 17: Making the Transition

There will be a transition back to 'business as usual' after each influenza wave and at the end of the pandemic as a whole. Ministries will transition to business as usual depending on staff strength in each of their geographic locations. Triggers to end special, pandemic work provisions and entitlements will likely also depend on whether the pandemic wave is over in a particular geographic area.

## Chapter 18: Welcome Back to Work

Welcome Back to Work focuses on return to work for employees who were ill during the pandemic. The employer will enhance the Employment Accommodation and Return to Work Operating Policy, as required, and apply it consistently across the OPS after each pandemic wave and at the end of the entire pandemic. Employees will be screened before they return to work to confirm they are no longer ill.



# SUGGESTED ACTION PLAN FOR MINISTRY PLANNING TEAMS

## PREPAREDNESS: PRE-PANDEMIC PERIOD

### Getting Started...

- Draft Terms of Reference (TOR) for your Ministry Planning Team (Sample TOR can be found in Appendix A) and decide how planning will be organized in your ministry (e.g. you may want regional teams if your ministry is highly decentralized)
- Ensure that you have back-ups for each Team member and that you keep contact information up-to-date. Ensure that the ministry has identified at least two alternates for ministry action group (MAG) members and that this information has been documented in your BCP. Ensure that the alternates are included in MAG orientation/training.
- Take stock of what your ministry has already done in terms of planning. This will likely include items listed in the pandemic component of the 2006 and 2007 BCP requirements. In order to do this, review your ministry's updated BCP.
- Start developing a work plan for pandemic related activities. Build in regular briefings at ministry divisional and branch meetings on OPS and ministry pandemic planning.
- Communicate regularly with (local) bargaining agents during planning.

### PLANNING NOTES

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## Spreading the Word... (Preparedness is everybody's business)

- Confirm, in order of priority, time-critical services as identified through the BCP program. Confirm senior management approval of the list and ensure the list is consistent with the one that has been submitted to MGCS Emergency Management and Security Branch (EMSB).
- Work with managers to confirm their strategy to deliver services during the pandemic, which could include relying on student employees, turning to the private sector, or hiring retirees or fixed term staff.
- Assess the opportunities to increase the use of "e-government" in the delivery of time-critical services.
- Work with ministry managers to identify the knowledge and skill sets required to deliver time-critical business services.
- Ensure ongoing training programs are in place for personnel who are the designated alternates and backups to time-critical service workers.
- Determine if there is any generic training that will assist employees who may be asked to act as alternates to other positions.
- Identify any special credentials or certification that might be required for employees.
- Discuss with MGCS EMSB issues raised by ministry managers related to reassignment. This may include staffing needs, if suitable alternates cannot be found within the ministry.
- Work with managers to create a pandemic transition binder either on paper or electronically to assist the alternate to take over the critical functions of the job. A current, up-to-date binder needs to be in place.
- Consult with managers to determine if the use of alternate workplace arrangements will provide assistance in delivering time-critical services. Work with managers to develop criteria for deciding which services can be delivered through alternate workplace arrangements.
- Obtain senior management approval for, and commitment to, alternate workplace arrangements as part of pandemic planning, where suitable.
- Encourage managers to discuss the possibility of flexible work arrangements with their employees, if operational requirements permit.
- Ensure that the BCP Coordinator receives instructions to record the addresses and telephone numbers of employees who may be asked to work from home or other alternate workplaces.
- Encourage senior ministry officials to communicate with union representatives at both the ministry and local level of the plan to implement alternate workplace arrangements.
- Work with managers to develop the training necessary for successful implementation of alternate workplace arrangements (e.g. IT, attendance reporting, communication requirements, and performance issues).
- In multi-ministry buildings use your building committees to develop mutual support programs for all time-critical services being delivered in the building.



















## Infection Prevention and Control...

- Work with facility managers to set up hand-sanitizer stations in ministry workplaces and to assist in the distribution of hand sanitizer to all ministry workplaces.
- Encourage managers to complete risk assessment templates for their workplaces as required, in consultation with the JHSC or Health and Safety Representative.
- Co-ordinate with managers to identify what screening procedures will be used in each government building and who will be responsible for conducting the screening. *MGCS will provide direction based on recommendation of infection control consultant(s).*
- Co-ordinate with ministry building leads to determine the screening and notification processes to be used in ministry locations.
- Deliver training sessions, as required, on infection prevention and control measures and procedures. Work with managers to ensure that communications and training materials about infection prevention and control measures are distributed to ministry employees.
- Work with managers, as required, to ensure they are trained in the notification protocol.
- Adopt a ministry-wide approach to dealing with similar workplace situations for personal protective equipment (PPE) and notification protocols. This may reduce the incidence of work refusals related to inconsistencies in use of PPE.
- Inform senior ministry officials of their obligation to disclose to the bargaining agent representatives at the ministry level and the local level, and the worker members of the JHSCs, the government's plan for PPE for OPS employees, once MGCS communicates final direction on PPE.
- Inform local managers of their obligation to discuss with the JHSCs or Health and Safety Representatives any PPE issues that the worker members may raise and, if appropriate, refer the issues to corporate officials.
- Work with senior management to ensure that the appropriate PPE for various employee positions is identified in accordance with MGCS guidelines, once published. *MGCS will provide direction based on recommendation of infection control consultant(s).*
- Assist senior management to ensure that appropriate quantities of required PPE are identified, ordered, received, stored and restocked, as necessary.

### PLANNING NOTES

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# RESPONSE: THE PANDEMIC PERIOD

## When you're ill...

- As a Planning Team member, stay away from the workplace when you are sick.
- After MGCS sends out corporate messaging, work with managers to ensure communication is sent to employees reinforcing messages to stay home when they feel ill/are symptomatic.

### PLANNING NOTES

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## Distribution of Flu Tool Kits...

- Assist in the distribution of flu toolkits.

### PLANNING NOTES

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## Communication...

- Coordinate with managers to develop ministry-specific messaging that may be required during a pandemic or other emergencies.
- Talk to and communicate with bargaining agents during implementation.

### PLANNING NOTES

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## Compensation...

- Work with your ministry HR to develop ministry-specific Q's and A's regarding compensation. *MGCS will provide direction to ministries on compensation-related provisions. (Assumes that direction on compensation will be provided once the pandemic is imminent or already in the province. If direction comes earlier then compensation-related activities can be moved to the pre-pandemic period).*
- Work with managers to ensure that communications about pandemic-related compensation provisions are disseminated to ministry employees
- Refer employees to their managers to obtain information/clarification on compensation provisions and/or emergency compensation provisions.

### PLANNING NOTES

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## Infection Prevention and Control...

- Work with Managers to ensure that cleaning materials are distributed to all ministry workplaces.

### PLANNING NOTES

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## Returning to Work...

- Work with managers to train ministry screeners before and during the pandemic influenza crisis.
- Co-ordinate with managers to implement the screening process for returning employees. (Response and recovery)

### PLANNING NOTES

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### Pandemic related Grievances...

- Communicate details of expedited grievance resolution protocols to all managers in a timely and efficient manner.

#### PLANNING NOTES

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### Transitioning...

- Co-ordinate with managers to verify the prioritised time-critical and non-prioritised services within the ministry.
- Work with managers to identify the components of a transition strategy that are relevant to both the broader needs of the ministry and the more specific needs of employees, the regions, and their client populations.
- Develop location-specific communications on the transition process to be followed and distribute them to managers and employees.

#### PLANNING NOTES

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# APPENDIX A: SAMPLE TERMS OF REFERENCE FOR MINISTRY PLANNING TEAMS

## Mandate:

- To lead, organize and co-ordinate activities related to ministry preparedness for, response to and recovery from an influenza pandemic.
- To ensure that planning is in accordance with corporation direction, as required.
- To create linkages with the Ministry Action Groups (MAG) that leads the ministry response to an emergency, including an influenza pandemic.
- To work with managers on planning and training initiatives relative to pandemic preparedness.
- To train managers so that they can conduct training and awareness sessions for their employees.
- To co-ordinate activities with ministries they have linkages with.
- To communicate with local representatives of bargaining agents throughout the planning process.
- To evaluate the ministry response to an influenza pandemic and to recommend changes in the BCP, based on findings and lessons learned.

## Proposed Membership:

Chair: Senior Manager

Members:

- Program Managers
- Representatives from areas, including, but not limited to: emergency management; BCP; HR, employee relations; employee health, safety and wellness; communications; facilities. Depending on the structure of the ministry, the main ministry Team may decide to have smaller divisional and/or regional teams. Ensure that the BCP co-ordinator is on the Team, since planning involves enhancing the BCP to ensure its resilience to withstand the impact of a pandemic.

## Meetings:

The Team will decide on the frequency of its meetings, keeping in mind that planning should take approximately 2 years. Meetings may be scheduled on an urgent basis, should world events warrant the need, and shorten the 2-year planning period.

