



Section One

INTRODUCTION

1.1 Goal of Influenza Pandemic Preparedness and Response

The goal of influenza pandemic preparedness and response is:

First, to minimize serious illness and overall deaths, and second to minimize societal disruption among Canadians as a result of an influenza pandemic.

This goal will only be realized through the co-ordinated efforts of all orders of government in planning and preparation.

The objectives of the Canadian Pandemic Influenza Plan are as follows:

To assist and facilitate appropriate planning and response at all levels of government by:

-) developing a national Plan through a F/P/T collaborative process, which is acceptable and applicable to all stakeholders, and clearly identifies roles and responsibilities,
-) developing a Plan that is sufficiently flexible to account for the unknown epidemiology of a pandemic and the needs of different stakeholders,
-) recommending planning considerations for the appropriate prevention, care and treatment during a pandemic,
-) recommending planning considerations for appropriate communications, resource management and preventive measures to minimize societal disruption.

To provide a Plan that is reviewed on an annual basis to ensure incorporation of new developments and ensure consistencies with best practices.

To provide an evaluated Plan that is sufficiently clear and comprehensive to ensure operational viability.

1.2 Overview of the Canadian Pandemic Influenza Plan

Pandemic contingency planning activities in Canada began in 1983. The first detailed draft of a plan, then referred to as the *Canadian Contingency Plan for Pandemic Influenza*, was completed in 1988; there have been several drafts since then. The latest plan, now referred to as the *Canadian Pandemic Influenza Plan* (the Plan), targets a wide range of people who will be involved in planning and responding to an influenza pandemic; emergency responders, health planners, health care workers, public health laboratories, as well as those involved in the manufacture, registration and supply of pharmaceuticals. However the primary audience for this plan are the provincial and territorial (P/T) Ministries of Health, as the provision of health care and essential services is the jurisdiction of the provinces and territories.

The Plan consists of an introduction and a background section, followed by the preparedness, response and recovery sections, which are consistent with the general principals of emergency response. Using this framework the types of planning and response activities needed for comprehensive pandemic planning can be summarized as follows:

-) **Prevention** activities might be classified as planning actions to ensure that all existing or known or unavoidable risks are contained. Immunization with vaccines is the primary means of prevention and forms the basis of the pandemic response in Canada and many other countries. The annual vaccine infrastructure is the building block utilized to develop this pandemic vaccine response. A second component of prevention is mitigation – consequence management. These types of activities are undertaken to ensure that the consequences of a pandemic remain manageable and do not escalate beyond a control situation.
-) **Preparedness** activities include preparing the actual plans, training, simulation exercises to pre-test the plans, communications and other interfaces to inform the public and other stakeholders.
-) **Response/Implementation** of the plans, tested or untested, is the step where activities are directed to controlling the pandemic and repressing direct outcomes (mortality, morbidity due to influenza) and indirect associated effects (social disruption). It is the focus of the Response Section of the Plan and would involve a series of escalating and potentially varying (but harmonized) responses as the pandemic unfolds across the country. Implementation also involves documenting activities and outcomes to determine if a more extensive response is required or whether adjustments to the planned response are necessary.
-) **Post-Event Recovery/After Care** activities may start at different times across the country as the pandemic waves move through the various jurisdictions. These activities involve the organization of post-event activities to ensure restoration. Dismantling of alternative care sites, phasing out of alternate care workers, and the commencement of new services that may be required to address the impacts are examples of these types of activities. Activities would continue through the declaration of the end of the pandemic in Canada until the pre-pandemic status is restored.

The Preparedness Section of the Plan addresses prevention and preparedness activities during the inter-pandemic period. This section is the result of work that began after the first national meeting on federal, provincial, territorial and local planning held in January 2000 and is based on the deliberations of a number of pandemic influenza working groups, as well as the input of other stakeholder groups and organizations. The purpose of this section of the Plan is to provide information and guidelines that can be used in the development of plans for federal, provincial and territorial (F/P/T) and local management of an influenza pandemic.

In the Preparedness Section, each component for a comprehensive pandemic influenza plan including, surveillance, vaccine programs, the use of antivirals, health services, emergency services, public health measures and communications, has been addressed in terms of current status, including outstanding issues, planning principles and assumptions. A list of potential planning activities in the form of a checklist has also been included.

The Response and Recovery Sections of the Plan were developed through a collaborative process between the Centre for Infection Disease Prevention and Control (CIDPC) and the Centre for Emergency Preparedness and Response (CEPR), Population and Public Health Branch (PPHB), Health Canada. The Response Section of the Plan will address the operational activities for an effective national response, including essential F/P/T

coordination. The Recovery Section will provide guidance on the coordinated post-event activities for the health and emergency response sectors.

This, the Introduction Section together with the Background Section of the Plan is designed to provide the conceptual and historical basis for the Plan and highlight over-arching principles, such as roles and responsibilities and terminology that will be referred to throughout the plan and annexes.

1.3 Roles and Responsibilities

A coordinated response to pandemic influenza requires collective infrastructures, response capacities and coordinated activities that will permit the F/P/T Ministers of Health and their representatives to anticipate problems, monitor for adverse outcomes and respond to minimize the impact of pandemic influenza within their jurisdictions.

The roles and responsibilities of the Pandemic Influenza Committee (PIC) and the F/P/T Ministers of Health were detailed in a Working Agreement between Deputy Ministers of Health in March, 2001. The Working Agreement is an iterative document which allows for roles and responsibility components to be adapted or added as they are developed. The sections that follow include updated excerpts from the Working Agreement that detail the roles and responsibilities for PIC (i.e., the joint F/P/T responsibilities), the federal government, and the provincial and territorial governments.

In general the roles and responsibilities of the respective jurisdictions are as follows:

- The federal government holds responsibility for the nationwide coordination of the pandemic influenza response, including surveillance, international liaison, and coordination of the vaccine response (infrastructure procurement, vaccine allocation, management and funding).
- Joint responsibilities of the F/P/T MOHs include ensuring distribution of plans to all organizations that may be involved in the pandemic response and liaison with these partners on an ongoing basis. They may also be involved in planning simulation exercises once plans are in place. Development of cost estimates and options for decision makers will also be a joint F/P/T responsibility.
- The P/Ts hold responsibility for mobilizing their contingency plans and resources. Health emergency response commences at the local level and escalates through P/Ts to the federal order of government.
- Local public health authorities are responsible for planning the local response to a influenza pandemic with direction from both the P/T and federal level. This involves liaising with local partners (e.g., emergency responders, hospitals, mortuary services) in advance of a pandemic to facilitate a coordinated response when pandemic influenza strikes in the community. It is likely that the local public health authorities, through existing or enhanced surveillance, may be the first ones to detect influenza in their community. It is essential that the lines of communication within the community and up the line to the P/T and federal levels are clear and established in advance of a pandemic.

1.3.1 The Pandemic Influenza Committee

The PIC is a F/P/T committee that first met by teleconference in March 2002. It is co-chaired by two individuals representing the federal and the provincial/territorial governments. The PIC is supported by the CIDPC and reports through the Advisory Committee on Population Health and Health Security (ACPHHS) to the F/P/T Deputy Ministers of Health during the pre-pandemic period. It is anticipated that PIC will report directly to the F/P/T Ministers of Health at such time when PIC is asked to consult on a real, actual or perceived threat of pandemic influenza. The PIC would continue to report to said F/P/T Ministers of Health until such time as the threat or influenza pandemic is declared over.

The mandate of the PIC includes providing advice, expertise and recommendations, liaison and other activities associated with the pre-pandemic, pandemic and post-pandemic phases to support the health and safety mandates of all orders of government. PIC will also provide advice, assistance and expertise concerning the development, maintenance, testing and evaluation of the Canadian Pandemic Influenza Plan, and when requested to do so, any P/T contingency plan.

1.3.2 The Pre-Pandemic Period

Joint F/P/T Responsibilities

- developing, maintaining and enhancing routine surveillance activities for influenza and other related disease factors/events that are required, including adverse influenza vaccine and antiviral drug reactions;
- developing and maintaining coordinated communication strategies, plans and frameworks during the inter-pandemic period for use during pandemic periods;
- nominating their respective representatives to the PIC;
- developing and participating in coordinated training and simulation exercises, including the coordination of emergency and contingency plans, designed to achieve emergency preparedness and to test, assess, evaluate and adjust pandemic influenza response capacity;
- mobilizing required resources (e.g., medical, scientific, technical, emergency response and other resources, etc.) within their respective jurisdictions to respond to the influenza pandemic in the context of the CPIP;
- developing negotiation and indemnification strategies with Public Works and Government Services Canada to require through the contracting process that manufacturers/fabricators/suppliers provide indemnification or purchase commercial insurance coverages suitable to provide protection, particularly at the time of an influenza pandemic; and
- stockpiling essential emergency supplies that might be routinely and ordinarily associated with the planning and preparation for an influenza pandemic (e.g., mobile hospital beds, syringes, etc.); and
- developing and maintaining the CPIP.

In addition, the Federal Minister of Health through Public Works and Government Services Canada, and the P/T Ministers of Health are responsible for:

- identifying inter-pandemic and pandemic period manufacturers/fabricators/suppliers of influenza vaccine and antiviral drugs, as the case may be; and
- developing contracts with manufacturers/fabricators/suppliers, and coordinating and maintaining a secure supply of influenza vaccines and antiviral drugs for the pandemic period.

PIC Responsibilities

- identifying and/or developing a framework for evaluating the process and the outcome of the individual and the collective responses of all parties to an influenza pandemic;
- drafting safety and performance evaluation criteria against which to evaluate the activities of all parties and their handling of pandemic influenza;
- coordinating preparatory activities;
- providing expertise, advice and recommendations concerning public health, care and treatment, microbiology, immunology, epidemiology, and ethics including:
 - › ongoing and timely medical, scientific and public health advice;
 - › review of the pandemic influenza response capacity;
 - › modifications to pandemic influenza surveillance activities or special studies/investigations to be carried out by the parties and estimating resulting costs;
 - › equitable allocation of available influenza vaccine during a pandemic; and
 - › policy issues requiring immediate resolution and referring them to the F/P/T Ministers of Health.

Federal Responsibilities

- › entering agreements and arrangements with international organizations such as the WHO to support surveillance; coordination and investigation activities;
- › producing, allocating, and overseeing the distribution of specialized diagnostic reagents and technical information to provincial and territorial public health laboratories;
- › receiving and characterizing viral isolates and sending representative strains to the US CDC, a WHO collaborating centre;
- › providing liaison with the CDC and the WHO for influenza surveillance and epidemiology, including issues related to laboratory diagnostic methods and the typing of strains;
- › designing, organizing and supporting special national studies required to better define burden of disease or evaluate pandemic influenza response capacity;
- › pursuant to Federal legislation, for licensing establishments and influenza vaccines and antiviral drugs for sale;
- › instructing manufacturers/fabricators/suppliers pursuant to contractual provisions to obtain, from time to time, appropriate quantities of a specified seed virus identified by the WHO for the purpose of manufacturing domestic and/or off-shore influenza vaccine supplies;

-) assisting in the identification of alternative potential sources of influenza vaccines, as required;
-) instructing Public Works Government Services Canada (Canada's federal procurement arm) that administrative contractual services be provided to acquire influenza vaccine and antiviral drugs for the pandemic period;
-) making reasonable efforts to enter into agreements with foreign governments and or international agencies that have sources of influenza vaccine supply in order to enhance the protection of Canadians during an influenza pandemic by identifying secure supplies of influenza vaccine and antiviral drugs during interpandemic periods;
-) providing administrative support for PIC;
-) developing and maintaining the Canadian Pandemic Influenza Plan;
-) assisting in the planning for international coordination of influenza vaccine supplies during an influenza pandemic and consulting with P/T Ministers of Health on the potential impact of this activity on their influenza vaccine supply;
-) enabling the establishment of a national (i.e., domestic) influenza vaccine capacity for pandemic needs of an amount up to 8.0 million doses per month, including ongoing monthly supply of fertilized hens' eggs needed for egg-based component of this capacity;
-) making available influenza vaccine and antiviral drugs for specific populations (e.g., military, RCMP, First Nations, and others), and coordinating with P/Ts in the distribution and administration of influenza vaccine and antiviral drugs to those specific populations; and
-) acting as lead Federal authority on this health matter, to involve all other appropriate Federal Ministers (e.g., Defence, Finance, Citizenship and Immigration, etc.) in effecting an emergency response.

P/T Responsibilities

- providing Influenza prevention, treatment and control consistent with policies and procedures within their jurisdictions, including the distribution of influenza vaccine and antiviral drugs;
- coordinating with the Federal government about the distribution of influenza vaccine and antiviral drugs to First Nations and military and RCMP personnel;
- ensuring that their respective pandemic influenza contingency plans are developed and adopted and that these contingency plans and appropriate guidelines are regularly updated;
- participating in national surveillance activities by monitoring and reporting diseases caused by influenza virus and related diseases/conditions, and use their best efforts to take steps within their authority to cooperate with the Federal Minister of Health and PIC with regard to national surveillance activities;
- maintaining provincial and territorial surveillance activities, including, the isolation, antigen detection, serology, and strain identification for influenza viruses and the participation in Influenza proficiency tests;
- investigating outbreaks and clusters of influenza-like illness;
- sending influenza virus isolates and reporting the extent of influenza-like illness to Health Canada;

- designing, organizing and supporting special studies of provincial or territorial focus required to better define burden of disease or evaluate pandemic influenza response capacity;
- considering in a timely manner the recommendations of PIC and taking steps to adopt those that they have accepted and that fall within their scope of responsibilities as identified in the Working Agreement;
- undertaking promotional and other activities to decrease annual morbidity and mortality due to Influenza;
- acting as lead authorities in their respective jurisdictions on this health matter, to involve all other appropriate P/T Ministers in effecting an emergency response; and
- undertaking periodic reviews of immunization prioritization schemes for influenza vaccines and antiviral drugs.

1.3.3 The Pandemic Period

Joint F/P/T Responsibilities

- monitoring, reviewing and assessing any issues where immediate intervention may be required to ensure the health and safety of Canadians;
- ordering influenza vaccine and antiviral drugs and considering the need for, and ordering if necessary, any additional influenza vaccine in preparation for a second wave of pandemic influenza;
- refining coordinated and targeted communication strategies to keep the public, health professionals and any other persons or groups informed particularly in regards to the influenza pandemic and the recommendations on the use of influenza vaccines and antiviral drugs;
- disseminating communication and educational information concerning the first and second waves of the influenza pandemic and providing communication and educational information concerning the potential for a second wave of pandemic influenza; and
- deactivating their respective contingency plans for pandemic influenza.

PIC Responsibilities

- confirming that the conditions, based on an independent assessment of the information/intelligence and not necessarily subject to a declaration by the WHO, for an influenza pandemic have been met and recommending to the F/P/T Ministers of Health that contingency plans for pandemic influenza be activated;
- recommending vaccine composition, number of doses, priority groups to receive influenza vaccine and antiviral drugs, standards or acceptable rates for adverse influenza vaccine and antiviral drug reactions, mechanisms and time frames for reporting, the equitable distribution of available products to prevent or treat pandemic influenza, modifications to Influenza surveillance and communications strategies;
- assessing influenza vaccine coverage, disease impact, making recommendations concerning vaccine composition and updating guidance concerning use, and equitable distribution of influenza vaccines;

- taking into account influenza vaccines and antiviral drugs that may remain following the first and second waves of the influenza pandemic and making recommendations concerning their alternate use and redistribution;
- recommending enhanced surveillance and targeted studies to better monitor and define the influenza pandemic in Canada, and refine safety and performance evaluation criteria;
- proposing or developing criteria that can be used by itself or others to assist in the post pandemic evaluation of recommendations concerning processes and outcomes during the influenza pandemic; and
- recommending the influenza pandemic be declared over.

Federal Responsibilities

- declaring the activation of the pandemic phase of the CPIP;
- providing liaison with other countries and international organizations;
- allocating scarce influenza vaccine on an equitable basis to P/T based on the recommendations of PIC;
- collaborating with other government departments, in consultation with *Emergency Preparedness Canada* now known as the *Office of Critical Infrastructure and Protection and Emergency Preparedness* to activate emergency response teams (e.g., RCMP, military, others) as required;
- communicating on an urgent basis with P/T Ministers of Health to resolve any urgent policy and operational issues identified by PIC or others that will impact any pandemic influenza response capacity; and
- considering in a timely manner the recommendations of PIC and taking steps to adopt those that fall within the federal scope of responsibilities set out in the Working Agreement.

P/T Responsibilities

- activating, operationalizing and/or implementing their respective contingency plans; and
- communicating on an urgent basis together with their federal colleague to resolve any urgent policy and operational issues identified by PIC or others that will affect any pandemic influenza response capacity.

1.3.4 The Post-Pandemic Period

Joint F/P/T Responsibilities

- reviewing, evaluating and taking measures to improve or enhance their respective roles following the conclusion of an influenza pandemic; the pandemic influenza response capacity; and collaborative research activities.

PIC Responsibilities

- recommending post-pandemic studies to assist in evaluations of the pandemic influenza response capacity including, any medical, scientific and technical aspects; and submitting to F/P/T Ministers of Health a report together with its recommendations for future pandemics.