Emergency Management Program

UNIVERSITY OF OREGON

http://em.uoregon.edu
Purpose
This memo contains the 2009 Emergency Management Program Annual Report and reports on the tasks and products completed in the last year.

Overview
The Emergency Management Program is an integrated program that addresses the four major elements of emergency management: preparedness, response, recovery, and mitigation. The program has established objectives that provide a comprehensive, cost-effective, and integrated approach to enhance disaster safety and establish long-term risk and loss reduction strategies. These objectives are based on standards established by the National Fire Protection Association (NFPA) in NFPA 1600 and the Emergency Management Accreditation Program (EMAP).

In the past year, the University of Oregon Emergency Management Program has actively worked to improve and expand its’ enterprise-wide approach to increase the University’s overall disaster resilience. Efforts the Emergency Management Program completed include building emergency communication capacity, drafting communicable disease and pandemic plans, integrating the Incident Command System (ICS) into campus operations and engaging students in rigorous service-learning projects.

This annual report provides an overview of the UO Emergency Management Program, and a summary report of all emergency management activities completed for the 2008-09 academic year.

Definitions
Preparedness, response, continuity, recovery and mitigation are mentioned frequently throughout the Annual Report. In order to be completely clear regarding what the Emergency Management Program means when using these terms, definitions are provided below.

- **Preparedness**: Preparedness refers to activities, programs, and systems developed in advance and designed to build and enhance capabilities to support response to, and recovery from, disasters. Example strategies might include developing awareness and outreach campaigns targeted to students, faculty and staff, and visitors, or reviewing and improving current emergency procedures.

- **Response**: Response begins as soon as a disaster event occurs. Response is the provision of search and rescue, medical services, access control, and repairing and restoring communication and data systems during a crisis. A coordinated response plan can help reduce casualties and damage as well as recovery time. Plans associated with response include emergency operations plans and business continuity plans. To be effective at the UO, these plans will also coordinate closely with the Standard Operating Procedures (SOPs) of different campus departments.

- **Continuity**: Continuity of Operations Planning or business continuity planning can be defined as an interdisciplinary systematic approach to planning for how an organization will continue critical operations and business during and after a crisis or disaster.

- **Recovery**: Recovery operations provide for basic needs and restore the organization. There are two phases in the recovery phase. During the first phase, infrastructure is examined, and repairs are conducted to restore water, power, communication and other
utilities. The second phase includes returning to normal functions and addressing future disasters.

- **Mitigation:** Hazard mitigation is defined as a method to reduce or eliminate loss of life and/or property, and injuries resulting from natural hazards through short and long-term activities. Effective mitigation activities have the potential to reduce the vulnerability and/or exposure to risk and impact of natural disasters. Example strategies include projects such as seismically retrofitting a building or non-structural retrofits of museum contents.

Figure 1 provides a graphic representation of the plans and policies associated with the various phases.
events. To effectively integrate emergency management activities into resources and departments, coordination from the entire University is needed. This involves coordinating efforts with students, faculty/researchers, and staff, as well as University partners—city, county, and state government, neighboring citizens, and the private and non-profit sectors. Only by working emergency management into everyday UO processes can all elements of the disaster cycle be properly addressed.

Another defining feature of the UO Emergency Management Program is that it is based on the standards set forth by the National Fire Protection Association (NFPA) in NFPA 1600 and the Emergency Management Accreditation Program (EMAP). NFPA 1600 standards provide a “standardized basis for disaster/emergency management planning and business continuity programs in private and public sectors…” (NFPA 1600) NFPA accomplishes this through common program elements, techniques, and processes. EMAP is a standard-based voluntary assessment and accreditation process for government programs responsible for coordinating activities for natural and human-caused disasters. These standardized programs, together with the integrated approach, will increase the university’s capacity to prepare for, respond to, recover from, and mitigate against future disasters.

An integrated and coordinated emergency management program provides the campus with a number of benefits including:

- Reduced vulnerability and exposure to future crisis and disaster incidents
- Protection of life, property, research enterprise, essential services, and critical facilities
- Diminished post-disaster economic hardship for the campus and community
- Reduced short-term and long-term recovery and reconstruction costs
- Quicker resumption of University functions, including education, research, and business systems
- Increased cooperation and communication within the community through the planning process, training, and exercising

Assessing Vulnerability
An important component of the five-year Emergency Management business plan is to conduct regular campus hazard identification vulnerability and risk analysis (CHIVRA) to determine vulnerable areas on the UO campus. Awareness of campus vulnerabilities allows departments and University leaders to focus cost-effective mitigation, response, and recovery efforts to improve the campus’ overall resilience. The functions of CHIVRA include:

- Review, and update the CHIVRA GIS model developed in part for the mitigation plan into the current campus GIS system.
- Continue to work with the University of Oregon InfoGraphics Lab to maintain, update, and improve campus GIS data for risk assessments as it relates to the vulnerability, sensitivity, and exposure of campus assets, mitigation, response, recovery, and preparedness.
- When possible, utilize real-time Campus Geographic Information Systems (GIS) data to design tabletop, functional, and full-scale exercises to prepare the UO.
• Develop CHIVRA models, methodologies, and best practices to be used in all phases (mitigation, response, recovery, and preparedness) of disaster resilient planning and training.
• Develop strategies and seek funding to build capacity to assist other OUS campuses in developing Hazard Identification and Vulnerability/Risk Assessments.

Implementation of the CHIVRA system will allow the campus to become more resilient to natural hazards and other potential emergencies, and is a necessary component of any effective integrated emergency management system.

Oversight Structure
Any oversight model must involve not only the emergency management staff, but must also actively engage partners throughout the UO Campus and the surrounding community. Through active partnership, the University will be able to enhance disaster resilience and improve campus safety and security.

To facilitate emergency management on the UO campus, the UO Emergency Management Program has developed an oversight structure, shown in the diagrams below. Ultimately responsible for the Emergency Management Program is the Policy Group; which provides executive leadership on all high level emergency management decisions.

Figure 2: Emergency Management Advisory Committee

The next oversight group, the Emergency Management Advisory Committee (EMAC), is a representative group of administrative and auxiliary units that provide oversight on all emergency management plans, policies, procedures, trainings, and exercising. The EMAC reports directly to the Vice President for Finance and Administration and the Policy Group.
In the event of an emergency incident, the Campus Incident Management Team (CIMT) is activated. The CIMT provides the command and control infrastructure that is required to manage the logistical, fiscal, planning, operational, safety and campus issues related to any and all incidents/emergencies.

Emergency Management Program Objectives
The Emergency Management Program has five main objectives that guided the tasks and programs of the past year. These objectives are:

- **Oversight** – The Emergency Management Program held numerous oversight meetings with the Emergency Management Advisory Committee (EMAC) and the Campus Incident Management Team (CIMT), as well as produced this Annual Report.

- **Emergency Communications** – The emergency management capabilities and the policy framework around them were further improved upon through testing of the UOAlert! text messaging system as well as the creation of draft emergency notification plans and policies.

- **Continuity of Operations** – With the advent of the novel flu virus H1N1, it was fortuitous that another task completed was the crafting of both a Communicable Disease and Pandemic Response Plan. Equally serendipitous was a December 2008 pandemic tabletop exercise.

- **Incident Command System Integration** – A widely accepted best practice within emergency management states that the Incident Command System (ICS) is the most modular, flexible and effective way to deal with an emergency situation. That is why the Emergency Management Program tries to integrate ICS protocols more broadly and deeply into University operations. This year, these efforts took the form of ICS-prescribed development of Incident Action Plans (IAPs) for Halloween 2008, H1N1 Flu, and 2009 USA Track and Field Championships.

- **Service Learning** – The Oregon Partnership for Disaster Resilience, the Community Planning Workshop (CPW), and the InfoGraphics lab partnered with the Emergency Management Program to foster service learning. CPW is a service-learning program that provides graduate
students in the Planning, Public Policy, and Management program with professional experience, while giving a needed service to communities and regions in the State of Oregon. For 2009, a CPW team of four graduate students worked closely with Partnership for Disaster Resilience and Emergency Management Program staff. Graduate students and staff at the InfoGraphics lab have been integral in developing and implementing CHIRVA, a cornerstone of risk assessment for the University.

2008-2009 Task and Products Summary
Below is a summary of the tasks and products completed in the past year. They are organized by Emergency Management Program objective.

Objective 1: Provide oversight, communication, and coordination of a broad and diverse group of campus partners

- Created Annual Report
  This annual report provides an overview of emergency management activities completed during the 2008-2009 academic year.

  **Products:** Developed an annual report for the 2008-2009 academic year.

- Held Emergency Management Advisory Committee (EMAC) Meetings
  The EMAC met three times during the academic year and discussed a number of topics including:
  - Emergency Operation Planning
  - Incident Command System Training
  - UO Alert! Text Notification System and Testing
  - Emergency Procedures Poster/Flip Chart
  - Inclement Weather Monitoring and Policy
  - Continuity of Operations Strategic Business Plan
  - Campus Hazard Identification, Vulnerability and Risk Assessment
  - Emergency Operations Center Planning
  - Department of Public Safety Dispatch
  - Communicable Disease Planning
  - Safety, Security, and Vulnerability Team
  - Higher Ed Emergency Management Summit

  **Products:** Meetings held on October 21, 2008; January 29, 2009; and April 14, 2009

- Held Campus Incident Management Team (CIMT) Meetings
  The CIMT met six times during the academic year and discussed a number of topics including:
  - Crisis & Emergency Notification Policy
  - DPS Dispatch
  - Halloween 2008 IAP
  - Winter Weather Debrief
• 24/7 Coverage
• EIO Board ®
• UO Alert Testing
• Higher Ed Act Rulemaking
• H1N1 Updates

Products:
Meetings held on October 20, 2008; November 17, 2008; January 12, 2009; February 16, 2009; March 16, 2009; and April 20, 2009.

• Development of Draft 5 Year Strategic Business Plan for Continuity of Operations
The Strategic Business Plan for Continuity of Operations describes a five-year process for development of continuity of operations plans that will enable departments to continue mission-critical functions during an emergency. The Strategic Plan identifies specific objectives with associated core functions for each objective.

Products:
DRAFT Continuity of Operations 5-year strategic/business plan

Objective 2: Employ an integrated all-hazards risk based approach for mitigation, response, continuity of operations, recovery, and preparedness planning for campus.

• Development of Draft Hazard-Specific Reference Guides
The Hazard-Specific Reference Guides are quick reference materials written for those responding to specific emergency situations. Each guide, based on the emergency situation, provides information on Lead Unit, Incident Commander, UO Response Unit, UOEM and Administration responsibilities. Each guide also identifies incident resources and partner agencies.

Products:

• Development of Hazard-Risk Matrix and Hazard Identification Table
The University of Oregon Hazard-Risk Matrix and Hazard Identification Table build on NFPA 1600, tailoring the standard to fit the University of Oregon’s needs. The matrix and table address issues around human resources and physical resources that have a direct impact on the University and determine the relative risks of certain events that may involve including death, illness, injury, work absence, asset damage, infrastructure damage, and impaired teaching, service, or research.

Products:
Draft University of Oregon Risk Matrix
- **Developed Draft Communicable Disease Plan**
  The Communicable Disease Response Plan provides a mechanism for a coordinated and scalable university response to communicable diseases on campus or in the community, which involve or may involve students and staff. The Plan outlines actions, roles, and responsibilities that may be required to prevent or respond to an infectious disease outbreak at the University of Oregon.

  **Products:**
  Draft Communicable Disease Plan

- **Developed Draft Pandemic Response Plan**
  The Pandemic Response Plan describes departmental and individual actions, roles and decisions that may be required to reduce, control, and respond to the effects of a pandemic illness on the students, staff and operations of the University of Oregon. Pandemic influenza serves as the model for responding to all severe infectious disease events affecting the University.

  **Products:**
  Draft Pandemic Response Plan

- **Researched and Analyzed Continuity of Operations Practices at Other Universities**
  The CPW team researched and analyzed continuity of operations (COOP) plans of other universities. The team did this to supply the Emergency Management Program with recommendations when creating a continuity of operations program at the University of Oregon.

  **Products:**
  Continuity of Operations (COOP) Plan Case Study Summary

- **Evaluated the Emergency Operations Centers (EOCs) Around the Country**
  The CPW team evaluated the functionality of the regional Emergency Operations Centers (EOCs) to determine financial, political, administrative and operational best practices. The team did this to supply the Emergency Management Program with recommendations on the creation of a Regional Emergency Coordination Center (RECC) that would encompass several counties and include the University of Oregon.

  **Products:**
  Regional Emergency Coordination Center (RECC) Case Study Summary

**Objective 3: Build local, higher education, state, and national partnerships and coalitions.**

- **Coordinated and Held First Annual Oregon Post-Secondary Institutes’ Emergency Management Summit**
  CSC staff along with the CPW team coordinated, held and documented the first of what is hoped to be an annual Summit bringing together public, private and community colleges in Oregon. Representatives Oregon Emergency Management as well as from police, fire, and public health departments attended. The Emergency Management Program used the Summit
to identify emergency management needs and issues facing post-secondary institutions in Oregon.

**Products:**
Oregon Post-Secondary Education Institutions’ Emergency Management Summit Report

**Objective 4: Support campus understanding and utilization of the Incident Command System/National Incident Management System principles.**

- **Activated ICS, Stood-up an EOC and Developed Incident Action Plans (IAPs) for US Olympic Track and Field Trials**
  With the US Olympic Track and Field Trials occurring on campus, the Emergency Management Program in concert with many on- and off-campus partners activated ICS to properly monitor and prepare for potential incidents during the Trials. This included standing-up an Emergency Operations Center (EOC) and developing daily Incident Action Plans (IAPs) to reflect the needs and issues of such an event.

**Products:**
Numerous IAPs

- **Developed Incident Action Plans (IAPs) for Halloween 2008**
  With Halloween falling on a Friday, UOEM and the CIMT developed an Incident Action Plan and exercised the use of the ICS system to respond to any incidents that might have occurred during the Halloween weekend.

**Products:**
Halloween 2008 IAP

- **Activated ICS and Developed Incident Action Plans (IAPs) for H1N1**
  The campus CIMT activated the ICS structure identified in the Pandemic plan and developed a series of IAPS to guide the university’s response to H1N1. The IAPs, along with situation reports, were developed on a weekly basis.

**Products:**
H1N1 activation letter
Weekly Incident Action Plans
Weekly Situation Reports

- **Held Incident Command System (ICS) Trainings**
  UOEM provided basic Incident Command System training for Department of Public Safety Staff as well as staff who would fill Logistics, PIO, and Liaison positions.

**Products:**
Public Safety Training held on September 19 and 27, 2008. The other offering was held on November 17, 2008.
Objective 5: Enhance disaster preparedness capabilities through preparing, training, and exercising.

- **Conducted Pandemic Tabletop Exercise in December 2008**
  The Oregon Public Health Division, Lane County Public Health and the University of Oregon participated in a multi-jurisdictional tabletop exercise to test plans for coordinating and communicating actions during a pandemic influenza event. The objectives of the exercise were to test the effectiveness of existing pandemic plans in guiding effective decision-making, implementation of mitigation strategies and coordination of interagency communications.

  **Products:**
  Completed Pandemic Tabletop Exercise and After-Action Report

Objective 6: Strive for multi-dimensional communications (e.g. redundancy to ensure multiple modes of communications) and enhance education, awareness, and understanding of what to do before, during, and after crisis and disaster events among students, staff, and faculty

- **Developed Draft Crisis and Emergency Notification Policy**
  UOEM Staff developed a draft Crisis and Emergency Notification policy to guide the use of the various emergency notification modes. The policy identifies the individuals with the authority to request a launch, the parameters for making that decision, and the procedures for launching messages.

  **Products:**
  Draft Crisis and Emergency Notification Policy

- **Developed Draft Crisis and Emergency Notification Plan**
  UOEM staff developed a draft Crisis and Emergency Notification plan to serve as the communication annex of the Emergency Operations Plan. The plan describes the various emergency notification modes available to the university and provides additional details about the operation and maintenance of each mode.

  **Products:**
  Draft Crisis and Emergency Notification Plan

- **Launched UOAlert! Text Notification System**
  During fall term 2008, UOEM launched the new UO Alert! text notification system. Students, faculty and staff had the option to “opt-in” to the system by registering their cell phone numbers in DuckWeb. The system was up and running during winter term 2009 and the first test of the system was complete in March.

  **Products:**
  Executed contract with text notification vendor
  Completion of cell phone collection system in DuckWeb
  Outreach to campus about availability of the system
  Upload of data in the system
  Successful test of the system
- **Participated in Community Emergency Notification System (CENS) Coordination Team**
  The Emergency Planner/Response Coordinator sits on the CENS Coordination Team and represents the University of Oregon’s emergency notification needs and issues. UOEM staff participated in all

  **Products:**
  CENS Coordination Team meetings held on January 20th and June 22nd, 2009.

- **Completion and Campus Distribution of the Emergency Procedures Poster**
  The Emergency Procedures Poster is designed to serve as a highly visible quick-reference guide to assist faculty, staff, students and visitors in responding to various emergency situations on campus.

  **Products:**
  The Emergency Procedures Poster was developed, printed and distributed widely to campus departments.

- **Completion and Activation of Online Version of Emergency Procedures Flipchart**
  The Emergency Procedures Manual provides extensive guidance to faculty and staff in responding to emergency situations on campus. The on-line version of the Manual contains the same information as the paper manual but also includes links to other information sites when appropriate. The on-line Manual is available on the UO Emergency Management website.

  **Products:**
  On-line Emergency Procedures Manual developed, designed and activated on the UOEM website.

- **Determined Campus Population Emergency Communication Preferences**
  The University of Oregon Emergency Management Program has already created policies relating to how and when to use communication modes for emergency notification. A topic less defined was what modes of communication should be used to educate the campus population regarding emergency preparedness, i.e. before a disaster strikes. In order determine what modes individual campus populations would prefer, the CPW team conducted the following outreach and analysis:

  **Products:**
  Analysis of Emergency Communication Preferences of the University of Oregon Campus Community

**Objective 7: Address sustainability considerations in all endeavors and ensure that strategies are measurable**

- **Benchmarked Progress against Five-Year Strategic and Business Plan**
  The five-year business plan has undergone multiple edits and revisions but remains the foundation of the organization’s mission, objectives, and core actions. The department compares its core actions against its mission and objectives on a quarterly basis via cost-versus-budget reviews, performance evaluation, and interdepartmental assessments.
Products:
University of Oregon Five-Year Strategic Plan

- Reviewed and Revised Five-Year Strategic and Business Plan
  The five-year strategic and business plan is not a stagnant document. UOEM adapts and revises
  the document in response to changes in environmental, fiscal, human resource, or other
  elements. Updates flow through the document to the UOEM budget and work program.

Products:
University of Oregon Five-Year Strategic Plan
FY 2010 Annual Work Program
FY 2010/2011 Budget Projections and Budget Forecast