



2012

# The Pennsylvania State University

## Comprehensive Emergency Management Plan (CEMP)







## Letter of Promulgation

The Pennsylvania State University is committed to protecting the welfare of its community members. To that end, I strongly support the Pennsylvania State University's Comprehensive Emergency Management Plan (CEMP). This Plan addresses the challenges and responsibilities of pre-event mitigation and post-event recovery in addition to preparedness and response. It is established under and is in accordance with state, federal, and presidential laws, statutes and authorities for Emergency Management. The National Incident Management System (NIMS) and Incident Command System (ICS) are incorporated into this plan and will be implemented in the event of an emergency.

The purpose of this plan is to provide the framework for an effective system of comprehensive emergency management, utilizing an all-hazards approach. It clarifies the following strategies:

1. Reduce the vulnerability of people and facilities;
2. Prepare for prompt and efficient response and recovery;
3. Respond to emergencies using all systems plans and resources available;
4. Recover from emergencies by providing for the rapid and orderly start of rehabilitation; and
5. Provide an emergency management system embodying all aspects of pre-emergency preparedness and mitigation, as well as post-emergency response and recovery.

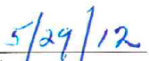
With the knowledge that the most timely and appropriate responses can best occur when a well-documented plan has been implemented and integrated throughout the University, it is my expectation that all members of the University will use this document as a guide and will develop their own detailed plans to effectively organize, coordinate, and direct available resources toward emergency response and recovery. Personnel and units assigned specific emergency responsibilities must have a working knowledge of functions and actions to be prepared to act in accordance with a plan when emergencies occur.

The Comprehensive Emergency Management Plan (CEMP) is designed to help university employees respond appropriately when emergency conditions exist. Although these situations are unpredictable, this plan allows for an immediate response by university employees, thereby minimizing danger to our campus. Penn State's Emergency Management Office is charged with coordinating the emergency planning efforts at all of our Campuses.

Every member of the Pennsylvania State University community should understand his or her role in emergency situations. I urge you to review this plan and support your colleagues to protect our students, faculty, staff, and visitors in the event of an emergency.

Approved by:

  
Rodney A. Erickson, President

  
Date





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## Section One:

# Introduction

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## Overview

Identification of hazards and threats to the University as well as the development of the means to reduce vulnerability, respond to and recover from these adversities is critical to achieving the vision, mission, and values of the Pennsylvania State University. The purpose of this Comprehensive Emergency Management Plan (CEMP) is to provide a foundation upon which the campuses can develop plans that provide for the safety and security of all members of the community, while cooperating as one cohesive University. This plan takes an all-hazards approach in the management and coordination of life-saving activities before, during and after an emergency or disaster.

A Comprehensive Emergency Management Plan (CEMP) is similar in function and characteristics to an Emergency Operations Plan (EOP). However, where an Emergency Operations Plan (EOP) primarily focuses on jurisdictional response activities, a CEMP differs in its consideration of all phases of Emergency Management. As a foundational document, the CEMP outlines the most critical elements of an entity's emergency management plan, allowing for the development of supplemental and supporting documents that relate to vulnerability reduction, response and recovery under a common, structured framework. The Pennsylvania State University CEMP informs the public of our general emergency management process and provides the foundation upon which the Commonwealth Campuses build their campus specific plans.

## Scope

This Comprehensive Emergency Management Plan (CEMP) applies to all of the campuses and provides the foundation upon which campuses can build their specific plans. The CEMP is based on all-hazard planning which facilitates coordination among all departments and agencies that may have roles throughout the spectrum of vulnerability reduction, response, and recovery efforts. Necessarily, this CEMP is broad in nature and each campus has plans specific to their needs. This document presents:

1. A comprehensive foundation on which the campuses may build their emergency operations plans, continuity plans and campus specific plans related to emergency management. Also includes guidance as to the content of an Emergency Operations Plan, the threats and hazards recognized across the Commonwealth of Pennsylvania, the structure of the Pennsylvania State Emergency Management Agency and interfaces between the campuses, federal, state and local emergency management agencies.
2. University specific policies and procedures related to emergency management activities
3. Roles and responsibilities of the various positions within the University and at each campus as it relates to emergency management.
4. Definitions and acronyms used across all Commonwealth Campuses related to emergency management.



## Situation

There are many hazards and threats which may cause emergencies and disasters in all or part of the University. Specific characteristics, such as population distribution, land development, weather patterns and topography all promote unique challenges for managing emergencies and disasters.

The University, as a whole, has the following unique attributes:

As Pennsylvania's land-grant university, we provide unparalleled access and public service to the citizens of the Commonwealth. We engage in collaborative activities with industrial, educational and agricultural partners here and abroad to generate, disseminate and apply knowledge that is valuable to society. The Pennsylvania State University enrolls nearly 73,000 undergraduate students and 8,100 graduate students, including those enrolled in both its law school and medical college spread across 20 campuses. Combined with its World Campus enrollment, the Pennsylvania State University has a total of 95,833 students.

Across the University, there are more than 41,000 full-time and part-time employees, with 5,706 of these being faculty members.

The University's economic impact extends beyond its borders, encompassing travel from the tourism industry, export of agricultural products and livestock, and the distribution of goods and services within the Commonwealth and to other states in the east and beyond.

## Key Planning Assumptions

All plans are built upon key assumptions, information taken as fact, in order for the planning process to go forward. The following are the planning assumptions used to develop the CEMP and may be used by the campuses in the development of their plans. If a planning assumption does not apply, it may be necessary to modify the implementation of a specific plan.

1. The University as a whole and each of its campuses has capabilities including manpower, equipment, supplies, and skills to ensure the preservation of lives and property in the event of an emergency or disaster.
2. The University and its campuses will exhaust local resources and capabilities before requesting assistance from the next level.
3. Each campus will dedicate the resources necessary to develop and implement the appropriate emergency management related plans for the campus including, but not limited to, an Emergency Operations Plan and a Continuity Plan.
4. Each campus addresses reduction of vulnerabilities, and enhancement of response and recovery efforts in their annual budgets and capital expenditures.
5. Each campus is situated in one of the three Pennsylvania Emergency Management Agency Areas and an Area Coordinator may be called upon for consultation and assistance. The Area Coordinator may also provide the direct link between the campus and the State's Emergency Operations Center.
6. The Pennsylvania State University Office of Emergency Management will administer the University-wide Emergency Management Program.

7. The University Park Campus Emergency Operations Center (EOC) may be activated to support disaster activities at any of the Commonwealth campuses.
8. The University and each of its campuses may enter into mutual aid agreements with other entities to support all missions of emergency management.
9. The Pennsylvania State University follows the National Incident Management System (NIMS), the National Response Framework (NRF), the National Disaster Recovery Framework (NDRF), and other relevant State and Federal Plans in developing emergency management plans.
10. Training and exercise of a plan is essential for its success. Each campus will develop a comprehensive training and exercise plan. The exercise plan will use the Homeland Security Exercise and Evaluation Program (HSEEP) as a model for all exercises. There should be at least one Clery Act compliant exercise/drill annually.
11. Each campus emergency management related plan will be evaluated on an established schedule, appropriate for the plan.
12. Each campus has a campus-wide emergency notification procedure.

## Authorities

The Pennsylvania State University CEMP uses the foundation provided by the:

- Homeland Security Act, HSPD-5
- State of Pennsylvania’s Title 35, PA C.S., “State Emergency Services Act”
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
- Presidential Policy Directive 8
- Pennsylvania State University AD-70

## Plan Organization

This Comprehensive Emergency Management Plan (CEMP) addresses the planning elements necessary to reduce vulnerabilities, respond adequately and recover efficiently from a hazard or threat. The main body of the CEMP contains a general description of necessary elements and the activities and plans that may be adopted by a campus to improve their resilience. The annexes and appendices to the CEMP provide more detailed guidance for the campuses. The references and resources provide additional information to assist the campuses as well as a common set of acronyms and definitions. Through implementation of guidance in this foundational document the University will have well integrated plans university-wide that capitalize on the knowledge, skills and abilities of the University community. Figure 1 provides an overview of the Comprehensive Emergency Management Plan (CEMP).

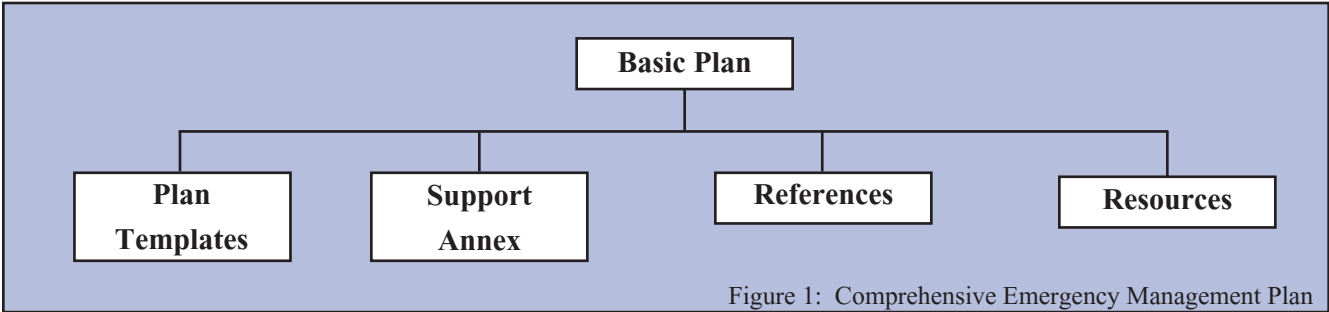


Figure 1: Comprehensive Emergency Management Plan







## Section Two:

# Common Elements

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## National Preparedness Goals

The Federal government developed a National Preparedness Goal which states in part that “Individual and community preparedness is fundamental to our success.” It goes on to further state that success is defined as “A secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” Further, “Each community contributes to the goals and strengths our national preparedness by preparing for the risks that are most relevant and urgent for them individually” (Homeland Security, 2011). The goal also identifies five mission areas, Prevention, Protection, Mitigation, Response and Recovery, which encompass the core capabilities. To address the core capabilities across the five mission areas the National Preparedness System was developed. This system enables a collaborative, unified community approach to national preparedness.

The Pennsylvania State University’s values support many of the tenants of the National Preparedness Goal and the National Preparedness System. The University believes that cooperation among the entire community creates a basis for greater accomplishment. The National preparedness System is designed to enable a collaborative community approach. The National Preparedness System incorporates the use of risk assessment to support decision making and ensure resources are targeted toward the activities that will enhance the capabilities and capacities of the community. The University values good stewardship of limited resources in an effort to benefit everyone. The goal strives to provide for a secure and resilient Nation, just as the University states that the safety and security of all members is essential to a positive educational, workplace and residential environment. Given the compatibility between the National Goal and Preparedness System and the University values, the Pennsylvania State University Emergency Management Program will strive to incorporate the values into the planning efforts.

## Threat, Risk Identification & Hazard Assessment

The threat, hazard identification and risk assessment (THIRA) is often the first element that is developed as it provides the foundation for many of the activities and elements that follow. The THIRA considers all of the threats and hazards that may impact a community and then evaluates the community’s vulnerability to them. This evaluation results in a measure of the area’s risk to the hazard or threat. If the community has the capability and capacity to address the hazard or threat, they will have minimal risk. If, however, they have limited capability or capacity to address the threat or hazard, they will have an increased risk.



It is the level of risk that provides a community with an objective look at the capabilities and capacities they need to develop to attain the desired outcomes established by the community. This should help direct resources and efforts to the necessary locus.

The federal government is in the process of developing a nationwide guide for conducting a THIRA however, there is no specific timeframe for its release. Therefore, the Pennsylvania State University has chose to follow the assessment methodology used by the Pennsylvania State Emergency Management Agency (PEMA). This provides a common format and allows for comparisons across the University system and integration with the local community. The campuses will use the hazards and threats identified in the PEMA mitigation plan. They will then determine whether or not the hazards or threats can impact their campus. As an example, some campuses may not have a riverine flooding potential, while others may not need to apply the stipulations for wild land fires. The campus may also add hazards or threats they feel are not addressed in the PEMA document. Once the campus has the threats and hazards identified, it will collect data to determine their frequency or likelihood. The campus team will then go through a series of evaluations to determine the impact of the hazard or threat, and their capability and capacity to address it. The campus will determine the Risk Factor Value by using the following equation: Risk Factor Value = [(probability x .30) + (impact x .30) + (Spatial Extent x .20) + (warning time x .10) + (duration x .10)]. This results in a single number that can be used to prioritize risk. The more empirical data used to answer the various questions, the more reliable the risk factor.

The system used by the Pennsylvania State Emergency Management Agency for the Hazard Mitigation Plan 2010 can be found online at <http://www.portal.state.pa.us/portal/server.pt> by clicking on PA 2010 Standard All Hazards Mitigation Plan.pdf. As threats, hazards, capabilities and capacities change, new assessments are conducted. The Pennsylvania State University will incorporate the federal system as it is developed and assessments are updated.

## All-Hazards

The Pennsylvania State University uses an all-hazards approach to planning. This allows the campuses to address common activities for a consequence in a general plan instead of multiple times in multiple plans. Although the cause for evacuation may be different for different hazards, the need to evacuate and the process for evacuation is generally the same. The all-hazards approach is equally as applicable to vulnerability reduction and recovery plans and procedures as it is to response plans and procedures. All-hazard planning also has the added benefit of being more cost effective, thus more efficient. Personnel do not need to remember multiple plans and procedures so there is less chance of error and it is easier to educate the affected population on their roles and responsibilities.

## National Incident Management System (NIMS)

The National Incident Management System (NIMS) aids in ensuring a unified approach across all elements. It is a system based on flexibility and standardization. The six major components of the NIMS are Command and Management, Preparedness, Resource Management, Communications and Information Management, Supporting Technologies and Ongoing Management and Maintenance. The goal of NIMS is to provide a consistent nationwide template for all levels of government, non-government and private sector organizations. The Pennsylvania State University strives to incorporate the NIMS concepts and principles in their emergency management planning efforts. <http://www.fema.gov/emergency/nims>

## Emergency Support Functions (ESFs)

For consistency between the National Response Framework, the Pennsylvania State University Comprehensive Emergency Management Plan and the Emergency Operations Plans, the University uses the 15 Emergency Support Functions found in the National Response Framework. Table 1 depicts the 15 Emergency Support Functions and provides a brief overview of their focus. The Primary Department in the table is for the University Park Campus and has been used as an example; it may not be representative of the other campuses. Emergency Support Functions have tasks and activities that span all mission of emergency management; they are referenced in multiple emergency management plans. Each campus has details of the primary and support departments and specific tasks for each Emergency Support Function in their Emergency Operations Plan.

### Emergency Support Function (ESF) Matrix

ESF No	NAME	DESCRIPTION	PRIMARY DEPT.
1	Transportation	Transportation safety; movement restrictions; damage and impact assessment, road closures.	Transportation Services
2	Communications	Coordination with telecommunications and information technology industries; restoration and repair of communications infrastructure; assist EOC and ICS with communications.	Information Technology Services
3	Public Works & Engineering	Infrastructure protection and emergency repair; infrastructure restoration; engineering services and construction management; critical infrastructure liaison.	Office of Physical Plants
4	Fire Fighting	Supports detection and suppression of wildland, rural and urban fires.	University Police <i>Alpha Fire Department</i>
5	Emergency Management	Planning and coordination of operations, including alerts and notifications, deployment, resource allocations, and Incident Action Plans for response teams	Office of Emergency Management
6	Mass Care, Housing, & Human Services	Manages temporary sheltering, mass feedings and distribution of essential supplies for disaster victims.	Housing and Food Service
7	Logistics Management & Resource Support	Provides the resource support related needs of the university before, during, and after emergency or disaster events. ESF 7 is the primary source for the identification, distribution, and management of critical equipment, facilities, and resources that are directed toward life safety and property protection activities.	Auxiliary & Business Service
8	Health & Medical Services	Public health; medical support; mental health services; mortuary services	University Health Services
9	Search & Rescue	Locates lost persons and victims trapped in collapsed structures and provides immediate medical care.	Local or State USAR Team



ESF No	NAME	DESCRIPTION	PRIMARY DEPT.
10	Oil & Hazardous Materials	Responds to actual or potential hazardous materials discharge and other situations threatening the environment.	Environmental Health & Safety
11	Agriculture & Natural Resources	Domestic agriculture support: animal and plant disease/ pest response; food safety and security; pet emergency care.	College of Agricultural Sciences
12	Energy	Supports response and recovery from shortages and disruptions in supply and delivery of energy resources.	Office of Physical Plant
13	Public Safety & Security	Public safety, site security, access control, crowd and traffic control, evacuation routes, SNS security.	University Police
14	Long Term Community Recovery	Long term mitigation, recovery, and economic stabilization	Corporate Controller
15	External Affairs	Public information, protective action guidance, media and community relations, liaison with JIC	University Relations

## Subject Matter Support Functions (SMSFs)

A university is a unique environment with planning needs not generally found in the local or state government setting. The Pennsylvania State University addresses these unique planning needs through the use of subject matter support functions. Not every campus will have each of these functions and not every function would activate during a disaster. As with the Emergency Support Functions, these areas have tasks and activities that cover all missions of emergency management.

## Subject Matter Support Function Matrix

NAME	DESCRIPTION	PRIMARY DEPT.
Volunteer & Donations	Coordinates utilization and distribution of donated goods and services, coordinates volunteers	Bursar
Academics	Manages the coordination of the academic calendar, plus faculty and staff resources in the colleges for the emergency management response.	Office of Undergraduate Education
Intercollegiate Athletics	Ensures the safety of all persons attending ICA venues by coordinating with other ESFs, and is prepared to support mass care/shelter during disasters.	Intercollegiate Athletics
Research	Provide coordination between emergency management efforts and the Office for Research to ensure that research projects are supported during disasters.	Office of VP for Research
Human Resources	Manage emergency human resource operations and activities in support of response and recovery.	Human Resources
Student Affairs	Ensures that the needs of students, on and off campus, are being addressed and facilitates communication with this specific population.	Student Affairs

## National Frameworks

National Frameworks refer to the frameworks that have or are being developed to support Presidential Policy Directive 8 and the National Preparedness System. National Frameworks for Prevention Protection and Mitigation have yet to be developed. The National Response Framework and the National Disaster Recovery Framework already exist and provide more detailed guidance to the federal agencies concerning capabilities and areas of responsibility. Although the frameworks are to guide the federal agencies in their interactions with state, local and tribal governments, non-profits and the private sector, they also provide guidance for those sectors to integrate with the federal agencies and each other.

The National Response Framework can be found at <http://www.fema.gov/emergency/nrf>. It provides the guiding principles that allow all response partners to prepare for and respond to incidents, large and small, in a unified manner. The Pennsylvania State University has used this document and the accompanying resources to develop the Emergency Operations Plans for each campus.

The National Disaster Recovery Framework was published in November of 2011 and the Pennsylvania State University is using this document to help guide the development of long term recovery efforts. The National Disaster Recovery Framework can be found at <http://www.fema.gov/recoveryframework/index.shtm>.

## The National Preparedness System

The National Preparedness System approach of collaborative, cooperative community involvement is consistent with the values of the Pennsylvania State University and supports our desire to develop and implement emergency management plans that provide for the safety, security and resilience of the University. Therefore, the Pennsylvania State University will strive to incorporate the applicable guidance, programs, processes and systems from the National Preparedness System in development of our emergency management plans.

A detailed description of the National Preparedness System is outside the scope of this document. The National Preparedness System is designed to address the core capabilities identified in the National Preparedness Goal through a set of integrated components applied across the five mission areas. Further information on the National Preparedness System can be found at [http://www.fema.gov/pdf/prepared/nps\\_description.pdf](http://www.fema.gov/pdf/prepared/nps_description.pdf).



## Emergency Management Mission

The core capabilities and definition of the mission areas in the federal level documents appropriately focus on national level capabilities and provide a guide for the local level. The Pennsylvania State University has mission area definitions that are more appropriate to the local level and specifically to the University.

### Protection

Protection is the sum of the activities, policies, and capabilities developed to reduce or eliminate a threat to people, property and the environment from technical, manmade and natural hazards. Protection activities generally focus on efforts to protect against hazards which cannot be mitigated.

As examples, the Pennsylvania State University provides for protection through the monthly fire drills for all residence halls as well as fire safety and hazardous materials handling policies and procedures for all campus buildings. The Emergency Management Program and the University Police Department are examples of capabilities that protect against hazards or threats.

### Prevention

Prevention describes an entity's actions to minimize human-caused hazards such as terrorism and school violence. Pennsylvania State University has numerous policies and procedures in place across the campuses to prevent violence on campus and to notify the campus community should it occur. Additional information about prevention efforts on campus can be found at the University Police website <http://www.police.pus.edu> or the campus specific website. Emergency notification is addressed in a separate section within this document.

### Mitigation

Mitigation is an entity's actions taken prior to a disaster to prevent the disaster from occurring or to lessen the impact. Mitigation activities typically enhance a community's resilience by reducing long-term vulnerability. Integral to and the first step in the mitigation process is conducting Threat and Hazard Identification and Risk Assessments (THIRA) which the Pennsylvania State University has begun university-wide.

### Response

Response encompasses the immediate actions taken to save lives, protect property and stabilize the incident. To ensure an effective and efficient response, the Pennsylvania State University Commonwealth Campuses have Emergency Operation Plans. Each plan is unique to the campus and provides the guidelines for response efforts at the particular campus. The Emergency Operations Plans follow a common template and use the foundation established by this Comprehensive Emergency Management Plan.

Typically a response begins with someone at or near the scene of the incident notifying authorities. Notification may also come from monitored alarms. Regardless of the notification method, once the notification is received, the appropriate response entities are sent to the scene. The most qualified, authorized person on scene evaluates the situation. This is generally the Incident Commander (IC). The IC may request more assistance or determine that sufficient response assets are available. The Incident Commander then makes the decisions necessary to respond to the incident and provide for the safety of responders, students, employees and visitors to the campus. The responding agencies, operating within an incident command structure, implement efforts in accordance with the appropriate policies and standard operating procedures for the type of incident. The IC activates mutual aid for those incidents that exceed the capability or capacity of the campus to manage. The Office of Emergency Management and the Multi-Agency Coordinating Group provide support to the IC.

If the event is such that it will pose a dangerous or significant threat to the health or safety of employees or students, an appropriate emergency notification is sent. The PSUTXT system notifies students and employees of the need for large scale evacuations or shelter-in-place. Opt in information for PSUTXT is on the University website. The University encourages students and employees to sign up for the text service. Emergency notification and timely warnings are discussed later in this document.

### Recovery

Recovery includes the activities taken to return the community to pre-disaster status. There are typically two phases; short-term recovery, which is usually addressed in the response plans, and long-term recovery. Long-term recovery addresses return of businesses, rebuilding facilities, social and mental health issues and the community in a separate plan. The Pennsylvania State University is using the National Disaster Recovery Framework, published in September 2011 as a guide to develop our long-term recovery plans.

## Emergency Management Organization

The Pennsylvania State University Office of Emergency Management exists within the Department of University Police and Public Safety on the University Park Campus. The Office of Emergency Management is responsible for creating a culture of preparedness at the University. The Director of Emergency Management reports to the Assistant Vice President for Police and Public Safety. The staff consists of the Director, a Planning Manager, a Campus Planner, and a shared Administrative Support Assistant.

The Director and staff manage the day-to-day operations and overall implementation of the Emergency Management Program. The Emergency Management Core Group provides oversight of the Emergency Management Program. The Emergency Management Core Group is a multi-disciplinary group that represents issues and concerns from across the university system.

Each campus has an Emergency Management Group that provides subject matter expertise, champions the program and may participate in emergency response activities and support.

To provide a clear chain of command for decision making during an emergency the Pennsylvania State University adopted AD 70. In AD 70 the President, Provost and Senior Vice President of Finance and Business make up the Emergency Management Policy Group. Ultimate authority for decisions rests with the Emergency Management Policy Group. Although they reserve the right to make the decisions, as a practical matter this group's time is very limited during a disaster. The authority to declare an emergency or disaster rests with the Senior Vice President of Finance and Business or his/her designee. On all campuses, with the exception of University Park, the Chancellor and/or the Director of Business Services may exercise this authority.

Typically, for all campuses, except the University Park Campus, the Chancellor and Director of Business Services of the campus provide the executive oversight. The Director of Business Services serves as the Emergency Management Coordinator and determines staffing and operations of the Emergency Operations Center. On the University Park Campus the Emergency Management Policy Group provides the executive oversight. They appoint an Agency Administrator as their point of contact and the Director of Emergency Management is responsible for the Emergency Operations Center.

The Emergency Management Director, or Coordinator, assembles a Multi-Agency Coordinating Group (MAC) to support response activities. The members of the MAC come from the Emergency Management Group and/or the Emergency Support Functions and Subject Matter Support Functions.



## Roles & Responsibilities

### *Emergency Management Policy Group*

The President, Provost and Senior Vice President of Finance and Business comprise the Emergency Management Policy Group. This group has ultimate authority to declare emergencies across the commonwealth campuses. They may delegate the authority as necessary. They provide the strategic guidance for response and recovery efforts across the campuses. The group informs the Board of Trustees through the Board's President or designee.

### *Agency Administrator*

The Emergency Management Policy Group appoints an Agency Administrator. The Agency Administrator is the point of contact between the Emergency Management Policy Group and the Emergency Management Director. The Agency Administrator provides the link between the activities in the Emergency Operations Center and the Emergency Management Policy Group during a disaster. Currently the Assistant Vice President for University Police and Public Safety is the Agency Administrator.

### *Emergency Management Group*

There is an Emergency Management Group (EMG) at each campus. This group provides subject matter expertise and champions emergency management efforts on campus. Many of the members of the Emergency Management Group serve as primary and support departments for the Emergency Support Functions and the Subject Matter Support Functions. They may serve in the Emergency Operations Center as a part of the Multi-Agency Coordinating Group (MAC).

### *Incident Command System*

The National Incident Management System identifies the Incident Command System as the formal system for management of the on-scene activities. The system is flexible and modular in nature. It brings together entities from diverse departments and agencies, public and private, to manage the immediate response to a situation.

### *Incident Command Post*

The Incident Command Post (ICP) is located at or very near the scene of the incident and is where the Incident Commander (IC) and command and general staff coordinate the on-scene activities.

### *Multi-Agency Coordinating Group*

The Multi-Agency Coordinating Group is the designation given to the personnel that cooperate within the Emergency Operations Center to assist with collaboration and coordination of a response effort. They provide resources, logistics and general support to the on-scene response effort. They do not control the on-scene response.

### *Emergency Operations Center (EOC)*

The Emergency Operations Center is the physical location from which the Multi-Agency Coordinating group provides support to the on-scene response, at the request of the Incident Commander. Each campus has an Emergency Operations Center.

### *Department Emergency Operations Center (DEOC)*

Departments or work units within the university system may establish an emergency operations center to coordinate the work of their department or unit during a disaster or emergency response effort. To avoid confusion, all department or work unit emergency operations centers will be known as Department Emergency Operations Centers or DEOCs.

## Financial Management

The Pennsylvania State University incorporates measures to protect against, prevent, mitigate, respond to and recover from emergencies and disasters into annual budgets and capital improvement projects. Expenditure of this money follows standard budget and financial protocol. However, large-scale emergencies and disasters may place financial strains on departments and units. When this occurs, departments may find they have insufficient funds for the activities. The Pennsylvania State University may use emergency financial policies and procedures to ensure response and recovery activities continue. As an example these activities may include but are not limited to raising purchasing limits and expedited review and authorization of contracts, among other efforts. The Pennsylvania State University Campuses may also make a Declaration of Disaster Emergency in accordance with their Emergency Operations Plan and supporting authorities. Making such a declaration initiates the appropriate legal channels for local, state and federal assets to assist the local campuses and begin the processes of stabilization and recovery.

## Emergency Notification & Timely Warning

In the realm of Emergency Management, mass notification is the dissemination of pertinent information to people within a specific geographic area. However, in the university setting it is important to also define and discuss ‘emergency notification’ and ‘timely warning’ as these have specific stipulations under the Clery Act.

For Pennsylvania State University mass notification is the dissemination of information to people within a specific geographic location through any means available. This may include, though not limited to, radio and television, reverse 911, loud speaker announcement, PSUTXT, print media, e-mail, and websites. This could be information concerning an immediate threat such as a tornado or general information about an approaching hazard such as a winter storm. Emergency Management and the University Public Relations typically coordinate non-Clery Act mass notifications.

For the Pennsylvania State University ‘emergency notification’ means immediate notification, upon confirmation, to students or employees of a significant emergency or dangerous situation on campus that threatens health or safety. Emergency notification may use the same methods of dissemination as mass notification. PSUTXT provides for broad dissemination; verbal notification or a fire alarm may provide notification for more localized incidents, such as a fire or gas leak within a building. In coordination with the University Public Relations, the University Police or other responsible department issues emergency notifications.

For the Pennsylvania State University ‘timely warning’ is the issuance of a warning, to students and employees as soon as pertinent information is available about Clery Crimes that have occurred anywhere on the Clery geography and are considered by the institution to represent a serious or continuing threat. These crimes must have been reported to the campus police. Notification may be by any appropriate means and may include any or all of the methods used for mass notification. The University Police Department, in coordination with University Public Relations, issue timely warnings.

The Pennsylvania State University believes the safety and security of our students, employees and visitors is our top priority. Therefore, the Pennsylvania State University encourages all students, parents and interested persons to register for the PSUTXT. This can be done through the University website or the campus specific websites. With the exception of single building or small controlled areas, notification is sent out using PSUTXT.



A more detailed description of the Emergency Notification System (ENS) including PSUTXT is available in the ENS Annex to this plan.

## EOC Activation Levels

To provide consistency all campuses use the same definitions for the various levels of emergencies and EOC activation. The Incident Commander and the Director of Emergency Management or the Emergency Management Coordinator jointly determine the level of emergency, unless a joint meeting would delay critical response and recovery efforts.

Level	Name of Level	Description	Example
0	Daily Ops/Limited Emergency Conditions	A situation has occurred or may occur to warrant further action. The Pennsylvania State University Director of Emergency Management may request notification.	Moderate to heavy snow fall
1	Monitoring/Standby	A situation has occurred requiring limited activation of the local emergency operations center. The Pennsylvania State University Director of Emergency management may request notification.	Bomb threats
2	Significant Emergency	A situation has occurred requiring activation of the local EOC. The Pennsylvania State University Director of Emergency management must be notified.	Conditions that require the evacuation of campus
3	Full Emergency Conditions	A situation has occurred requiring full activation of the local EOC and policy level personnel. The Pennsylvania State University Director of Emergency Management must be notified. This type of situation may result in activation of the University Park EOC for support.	Bomb detonation

## Acronyms & Definitions

The Pennsylvania State University uses a common set of acronyms and terminology to ensure consistency between plans and from campus to campus. The acronyms and definitions are available in Appendix A.

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## Section Three:

# Plans

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### Overview

To maintain consistency among the Campus Emergency Management Plans the Pennsylvania State University provides templates for some common plans. The Comprehensive Emergency Management Plan has a brief synopsis of the more common plans and procedures. The templates are not publically available as they contain sensitive information.

This Comprehensive Emergency Management Plan (CEMP) applies to all of the campuses and provides the foundation upon which campuses can build their specific plans. The CEMP is based on all-hazard planning which facilitates coordination among all departments and agencies that may have roles throughout the spectrum of vulnerability reduction, response, and recovery efforts. Necessarily, this CEMP is broad in nature and each campus has plans specific to their needs. This document presents:

#### *Emergency Operations Plan*

To ensure the consistency of Emergency Operations Plans, the Pennsylvania State University hired a contractor to create the initial plans for the campuses, except University Park. Each plan is unique to the needs of the specific campus, but follows the same format, terminology and acronyms making them consistent university-wide.

The Emergency Operations Plans follow the guidance in the Comprehensive Preparedness Guide (CPF) 101 v. 2.0 published November 2010, specifically the Emergency Support Function model. Each plan has an Introduction, Situation and Assumptions, Concept of Operations, Direction and Control, Roles and Responsibilities, Incident Management Action, Ongoing Plan Management and Maintenance, Emergency Support Functions, and appendices containing authorities, references, definitions and acronyms. Depending upon the needs of the campus additional appendices may be included.

The Emergency Operations Plans are specific to each campus and are not public documents.

*Business Continuity Plan*

The Pennsylvania State University Continuity Plans ensure that the university is able to carry out essential functions during a disaster and continue essential functions during the response and recovery efforts. The plans identify the essential functions of departments and entities associated with the campus and provide guidance for continuing the functions until full recovery. The plans follow a typical format for continuity plans and include an introduction, roles and responsibilities, concept of operations, training, testing and exercises, as well as plan maintenance and various appendices.

The Pennsylvania State University uses a software program called Penn State Ready or Kuali Ready to assist the departments and units with preparation of their plans.

The information obtained by answering the questions in the software program is then used to develop a plan for the department or unit or is incorporated into a higher level plan for a larger group. Action items are developed from each unit or department worksheet and these are used to inform decisions impacting the ability of each unit or department to continue and recover work functions in a timely manner. This information is specific to each department or unit on each campus and is not available to the public.

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## Section Four:

# Support Elements

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## Overview

Support elements may be plans, policies or procedures that are developed for the purpose of supporting disaster response and recovery efforts. Depending upon the nature of the support element, a campus may or may not have a particular element. Depending upon the sensitivity of the support element it may not be public. Information on some of the more common support elements is provided in the following paragraphs.

## Evacuation

The Office of Environmental Health and Safety (EH&S) is responsible for the oversight of building and facility evacuation plans. Each building or facility has a coordinator that ensures the development of an evacuation plan from the building. This plan is posted in appropriate locations throughout the building.

Annual drills are also conducted for each non-residential building or facility. Residential buildings have more frequent drills. Details can be found on the EH&S website at <http://www.ehs.psu.edu/>.

Each campus will evaluate the need for a campus-wide evacuation plan and develop a plan if needed. If necessary, at a minimum the plan will contain the purpose, scope or applicability, roles and responsibilities and appropriate maps showing evacuation routes.

## Volunteer & Donations Management

University employees and students as well as the surrounding community are quick to volunteer their services in times of need or make donations to help. In order to effectively manage the donations and volunteers, the Pennsylvania State University has assigned this to a Subject Matter Support Function. The Donations and Volunteer Management Support Function has developed a web based site that is activated during an emergency. This site collects the names of volunteers along with their skills and contact information. It also has a section for donations. The site can be used for any campus. Information collected about volunteers is not maintained, information is deleted after an event.

This site may be activated during an emergency or disaster at the discretion of the Emergency Management Director through the Donations and Volunteer Management Support Function.

## Damage Assessment

Damage assessment is a critical function that must be addressed during a disaster. The initial damage assessment is what triggers the need for a Presidential Disaster Declaration, as well as Individual and Public Assistance through the Federal Emergency Management Agency. Damage assessment is usually conducted in two steps. The first step is a visual assessment that places structures in one of the following categories: destroyed, major or minor damage, or unaffected. This information is used to begin the preliminary evaluation of the impact the disaster event has had on the community or region. Following this a more detailed damage assessment is conducted which may involve the use of structural engineers and other certified or licensed professionals. The entire damage assessment process can be a complex and time consuming activity.

Each campus will have the capability to complete a preliminary or visual damage assessment. This is an area where volunteers can be used by providing them with some timely training and the standardized collection forms. The Emergency Management Coordinators for each jurisdiction can provide the campuses with copies of the approved forms and the basic training necessary to conduct the visual assessment.

## Debris Management

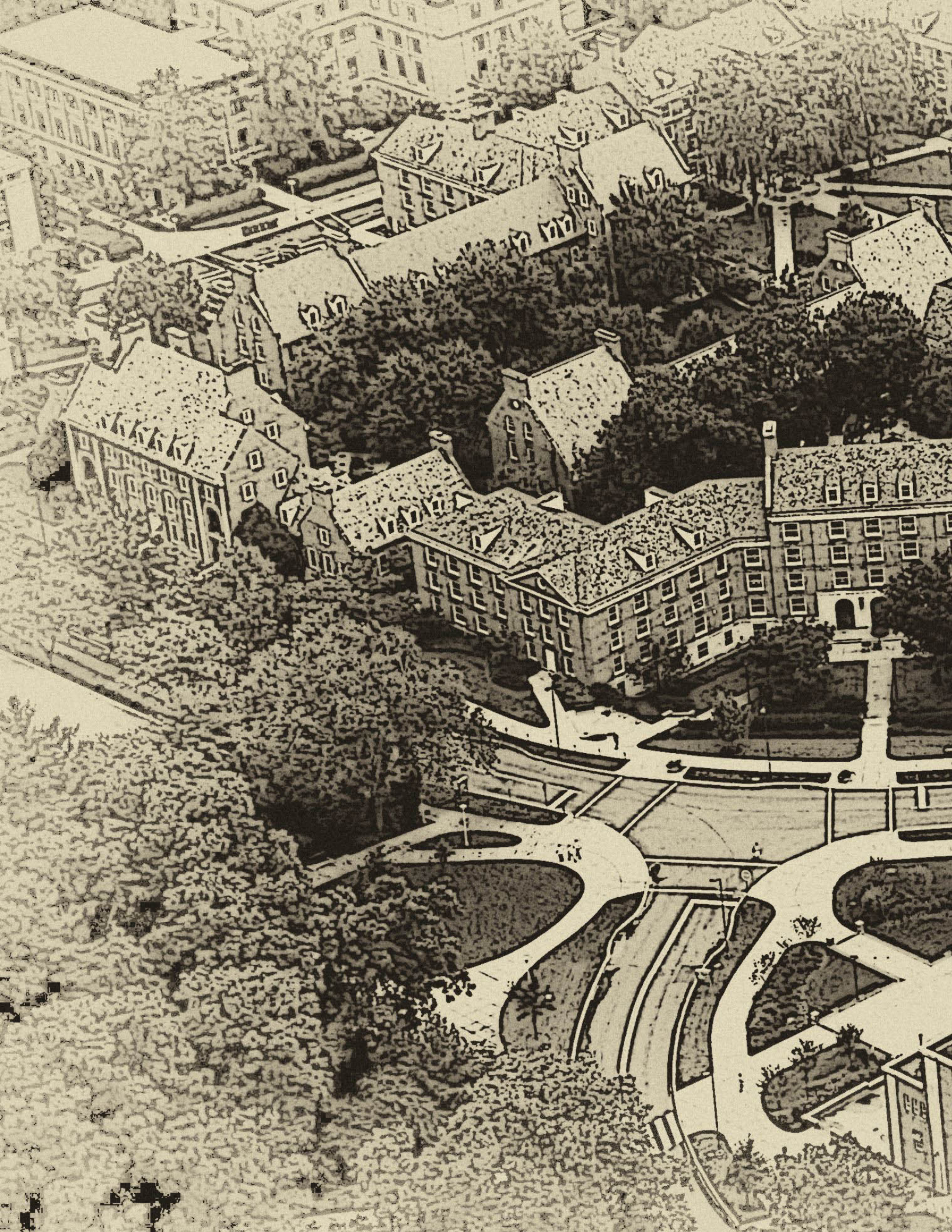
The management of debris generated as the result of a disaster can be a complex and costly process. Universities may be eligible for reimbursement of debris management activities under a declaration, but only if the proper procedures are followed. The Pennsylvania State University is developing a debris management plan that may be adopted by all campuses.

In general, emergency removal of debris occurs within the first 48 to 72 hours of a disaster, and is conducted to open roads and areas to emergency vehicles and operations. Once the initial emergency phase of the response is over, debris removal becomes a more complex operation. The Federal Emergency Management Agency has established specific policies and procedures that must be followed to obtain reimbursement for debris management. Volunteers may generally be used in the emergency removal phase, but are typically not involved in the long term debris management.



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## Section Five:

# Maintenance & Exercise

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## General

Campus emergency management personnel, the Director of Emergency Management, the Emergency Management Group and others meet annually to review After Action Reports and Improvement Plans resulting from exercises or real-world emergency events. Review of policy changes at the federal, state and local level are also part of the annual review. Revisions and updates to the Comprehensive Emergency Management Plan reflect lessons learned and the evolving needs of emergency management.

The CEMP is a public document and is available to all persons requesting access. A copy of the CEMP is on the Office of Emergency Management web page, <http://www.emergencymanagement.psu.edu>. The Pennsylvania State University redacts portions of the plan that are confidential for Homeland Security purposes.

## Responsibilities

The Office of Emergency Management has prepared the CEMP and is responsible for the maintenance of the document. Each campus is responsible for the maintenance of their plans including supporting policies and procedures. Any changes made to their plans should be submitted to the Office of Emergency Management.

## Testing, Evaluation & Assessment

The Homeland Security Exercise and Evaluation Program (HSEEP) is the national standard utilized for exercise design and implementation. HSEEP incorporates the Target Capabilities List as a standardized methodology to evaluate and document exercises and develop improvement plans.

The CEMP will be tested, evaluated and assessed using HSEEP compliant exercises. A real-world event of sufficient size and complexity may be substituted. The exercise will be designed to identify strengths and deficiencies within the plan in order to develop the necessary corrective actions. The corrective actions are compiled in an After Action Report (AAR) and developed into corresponding improvement plans, which are then incorporated into the CEMP.

This same process should be followed by the campuses to test, evaluate, assess and improve their various emergency management related plans. Each plan should include a section that indicates how testing, evaluation and assessment of the plans will occur and the specific schedule.