WESTERN
WASHINGTON UNIVERSITY

December 7, 2012

To the Western Community:

Western is committed to protecting the wellbeing of its community members as well as its property and facilities. The Comprehensive Emergency Management Plan is designed to help University staff, faculty, and students respond appropriately when emergency conditions exist. This plan strives to minimize the impact of emergencies and maximize the effectiveness of the campus community's preparedness, response, and recovery.

The Comprehensive Emergency Management Plan outlines a framework for effective response and recovery from emergencies, and contains appendices and annexes that outline specific roles and responsibilities during these incidents. Additionally, the plan describes coordination with outside entities. This plan supersedes all previous emergency management plans and documents. Western's Environmental Health and Safety department is responsible for publishing, distributing, and issuing changes as required. All requests for procedural changes, suggestions, or recommendations should be submitted in writing to the Director of Environmental Health and Safety.

All Western community members should understand their role in emergency situations. Departments on campus are responsible for development of their own detailed plans to effectively organize, coordinate, and direct available resources toward emergency response and recovery. Please review this plan so you can support your colleagues and protect our students, faculty, staff, and visitors should an emergency arise.

Sincerely,

Bruce Shepard
President

Western Washington University

Basic Plan 2013

A part of Western's Comprehensive Emergency Management Plan

Record of Changes

Change #	Date Entered	Description and Location of Change(s)	Person making changes

1. PURPOSE, SCOPE, SITUATION OVERVIEW, ASSUMPTIONS AND LIMITATIONS

A. PURPOSE

The following Comprehensive Emergency Management Plan (CEMP) establishes guidelines, procedures and organizational structure for response during times of emergency. The basic emergency procedures are designed to protect lives and property through effective use of university and community resources.

The CEMP begins with a basic plan outlining emergency management strategies and general guidance for emergency management activities. The basic plan is supported by annexes that outline specific roles and responsibilities. Specific annexes also address hazards on an individual basis, providing guidelines for the stabilization and recovery from an incident.

Through the use of the National Incident Management System (NIMS) and the Incident Command System (ICS), this plan describes the organizational relationships that allow Western to coordinate a campus response and integrate with outside agencies when necessary.

(1) **Mission Statement**

Western Washington University seeks to safeguard the campus community from natural, technological, and human-caused disasters through leadership, planning, education, prevention, and all-hazard response. Western's CEMP utilizes the four phases of Emergency Management to support this mission and prepare the University to a higher degree of readiness.

(2) **Vision**

Western Washington University strives to be a model Higher Education Institution and is widely recognized for a proactive, risk-based planning approach to emergency management and community preparedness efforts.

(3) **Priorities**

The following priorities help guide Western's leaders to set objectives and goals for the emergency management program. They are listed below in numerical order of importance:

1. Eliminate major threats to life and safety
2. Preserve property and the environment
3. Maintain continuity of educational activities
4. Restore essential systems and services
5. Restore the residential living program

B. SCOPE

A campus, community, or regional crisis may activate the CEMP depending on the size and severity. The plan is flexible and scalable for incidents of all sizes and hazards.

This plan is designed specifically for Western's campus community. The campus community includes, but is not limited to: students, faculty, staff, visitors, Western's satellite campuses, surrounding neighborhoods, community partners in emergency management, private entities, and volunteer organizations. The university will cooperate with federal, state and local emergency management in the development, implementation and execution of emergency response plans.

This plan is designed only to address emergencies and disasters within the auspices of the university.

C. SITUATION OVERVIEW

Western is a medium-sized campus and is subject to natural, technological, and human-related hazards. To plan for these hazards, Western has collaboratively developed mitigation measures. The university has some internal resources and the ability to partner with local, regional and federal agencies. The following situational overview includes a summary of Western's hazards and capabilities.

(1) Hazard Analysis Summary

The hazard analysis summary is based on Western's Hazard Identification and Risk Analysis (HIVA) (a separate document from the CEMP). Western's HIVA follows the Whatcom County methodology to assess hazards and risks to the campus community.

The HIVA describes a variety of technological, natural, and human-related hazards. Some of the relevant technological hazards include: utility failures, fires, explosions, hazardous materials, and information/technology disruptions. Natural hazards may include: earthquakes, severe weather, and disease outbreak. Human-related hazards may include: acts of violence, terrorism, and civil unrest.

A hazard can affect one or multiple parts of the campus, depending on the situation's severity. For instance, an earthquake may affect the entire campus (residence halls, academic and research facilities, and support and maintenance facilities), while a localized fire may only affect select services or buildings.

The frequency and impacts of the listed hazards vary as well. Acts of violence and earthquakes are generally considered low frequency, but high impact to the campus. Severe winter storms and utility failures are considered higher frequency happenings that have a lesser impact on the campus.

External resources are requested when an incident exceeds Western's response capabilities. For example, large hazardous material releases are handled by the Whatcom County Specialized Emergency Response Program team, and pandemic and disease outbreak response is coordinated by Whatcom Unified Emergency Management (combined City of Bellingham and Whatcom County Emergency Management offices).

Hazards that originate in neighboring areas that affect Western are addressed in hazard-specific annexes included in this document.

(2) Mitigation Overview

Western's Hazard Mitigation Plan was created in 2003 by university leaders involved in emergency planning. Under guidance from the Director of Environmental Health and Safety, various departments collected and reviewed supporting hazard-related materials such as: Western's Comprehensive Emergency Management Plan, Western's HIVA, budget materials, and Facilities Management databases.

After document review and consultation with Western's upper-level management, campus groups, and the State Department of Emergency Management, a final plan was created in 2003; Western's Hazard Mitigation Plan. The Hazard Mitigation Plan is separate from this document and is a formal annex to the Washington State Hazard Mitigation Plan.

(3) **Capabilities Assessments**
Western will take necessary and prudent steps to assure continuity of operations and restoration of normal activities as quickly as possible following an emergency or a disaster.

The university has resources to handle a variety of emergencies, but the institution is not equipped to handle all emergencies. Some university emergency response resources include a small police department, health center, and volunteer responders. Emergencies can occur at any time or place on campus, and each member of the campus community - faculty, staff, administrators and students - may be called to respond as needed.

Specific information about capability assessments on a particular hazard are found in the hazard specific annexes.

D. PLANNING ASSUMPTIONS AND LIMITATIONS

It is the intention of Western Washington University to make every reasonable effort to respond to emergencies based on the situation, information and resources available. No guarantee of a perfect response is implied by this plan. The following assumptions are made and should be used as general guidelines for this plan:

- The CEMP is intended to be sufficiently flexible to accommodate contingencies of all types, magnitudes, and duration.

- The CEMP does not replace the procedures for safety, hazardous material response, or other emergency measures already established at the university. Instead, it is considered a framework that guides the overall organization and general procedures for the management of information, activities, and operations during an emergency.

- Operations that include life-safety and rescue will always be Western's first emergency response priority.

- An emergency or a disaster may occur at any time, with little or no warning.

- The campus population will vary greatly during the hours of the day and times of the year. These will influence response times, procedures, and staffing.

- In some incidents, it may be necessary for responders to adopt a defensive position for an indefinite time due to a lack of information, a lack of adequate resources, or danger to life or safety.

- Additional response delays may result from locally experienced extreme weather conditions, utility failures, and public transportation networks which may have been damaged or rendered impassable by the incident.

- Western may not be able to satisfy all emergency requests and needs during a major emergency, disaster, or catastrophic occurrence.

- During a major regional incident, Western may not be able to rely on the local, county, regional, and state aid due to the overwhelming demand on those resources.

- Public information and population protection/warning are essential response functions that could be disrupted or non-functional.

- In any given emergency there will be some people that will choose not to follow recommended instructions or that may not receive any of the various messages for various reasons. The university will make all reasonable attempts to explain, convince and notify as many as possible, but cannot be held responsible for those that choose not to follow recommended instructions or those that were unintentionally missed through best of efforts.
- Each person or group will respond within the limits of their training or actual capabilities and qualifications.

2. EMERGENCY MANAGEMENT ACTIVITIES

Western is organized into five divisions, and each performs strategic emergency management activities that collectively complete Western's emergency management mission. Within each division, specific departments have emergency management duties for response and recovery. A proactive response to an emergency situation requires a coordinated effort between departments performing these activities. Table 1 describes some of the general emergency management activities performed by department personnel.

Table 1. Emergency Management Activities by Division.

Academic Affairs Division

- ✓ Develop procedures to communicate with faculty in an emergency situation.
- ✓ Develop plans to identify alternate facilities where institution activities can be conducted.
- ✓ Prepare to execute components of continuity planning relating to staffing, including assessing faculty availability, appropriation of personnel, and assisting employees with work-recovery needs (e.g., psychological help, time off for personal needs).

Information Technology (IT)
- ✓ Develop procedures and systems for checking critical information and alert systems to distribute emergency information via web site, cell phone, e-mail, and other mechanisms.
- ✓ Identify IT resources needed to facilitate the emergency operations of all campus departments.
- ✓ Develop plans to continue academic programs that significantly use technology for teaching purposes.

Business and Financial Affairs Division

- ✓ Develop the processes and procedures for tracking employees' time and issuing paychecks during disaster operations.
- ✓ Develop procedures for procuring emergency resources for responding to and recovering from emergencies.
- ✓ Develop the process for documenting the financial cost of emergency response and recovery operations.
- ✓ Develop a Business Continuity Plan (BCP).
- ✓ Identify and prioritize critical support services and systems.
- ✓ Identify and ensure recovery of critical assets.

University Police and Public Safety

- Develop procedures for mobilizing department of public safety personnel and pre-positioning resources and equipment.
- Develop a process for managing incidents at the field level using the Incident Command System.
- Develop a process for communicating with and directing the central dispatch center, including the activation of the Emergency Contact List.
- Develop procedures to warn threatened elements of the population.
- Ensure the safety and security of campus community.

Human Resources

- Develop plans to maintain the continuity of payroll.
- Develop plans to maintain employee benefit services during an emergency.
- Develop plans to hire or replace staff with temporary employees, if needed.
- Develop plans to serve as the liaison, or organizer, or both, of volunteer assistance in the event of an emergency.
- Prepare to execute components of continuity planning relating to staffing, including assessing staff availability, appropriation of personnel, and assisting employees with work-recovery needs (e.g., psychological help, time off for personal needs).

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Business and Financial Affairs Division continued

Environmental Health and Safety

- Perform vulnerability and hazard assessments.
- Review and accept department and building emergency plans.
- Review and update processes and procedures for state and federal disaster declaration requests.
- Provide safety and emergency management exercise training.
- Ensure that hazardous material procedures are consistent with the state and local hazardous materials management and response plans.
- Coordinate with University Police and the Office of University Communications and Marketing to develop processes and procedures for disseminating public information.
- Identify the need for and sources of emergency communication devices (e.g., ham radios, cell phones).

Facilities Management

- Provide expertise and management of all buildings, facilities, and utilities on campus.
- Perform damage assessments to buildings and utilities.
- Develop procedures for pre-positioning resources and equipment.
- Maintain, repair, and restore critical services on campus.
- Order specialized services and contractors.

Business and Financial Services

- Provide contract and resource ordering
- Prepare to execute components of continuity planning related to financial needs of the university

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Division of Enrollment & Student Services

- ✓ Ensure that all student-related issues under the *Americans with Disabilities Act* are considered throughout the planning and implementation of the CEMP.
- ✓ Ensure that the plan is accessible to students whose primary language is not English.
- ✓ Develop parent or family notification procedures.

University Residences /Food Services

- Develop procedures to assess the status of on-campus housing, temporary shelters, and temporary off-campus housing locations.
- Develop procedures for mobilizing residential life personnel and prepositioning resources.
- Develop an on-call staffing system to ensure staff is available at all times.
- Develop procedures for identifying resident students in need of emergency evacuation assistance.
- Develop procedures for the evacuation, feeding, and temporary shelter accommodations for resident students.

Student Health Services/Counseling Center

- Develop procedures to determine if there are adequate supplies and equipment to triage.
- Develop procedures for emergency medical care in a major health event.
- Develop pandemic flu and infectious disease plans.
- Coordinate with local and state public health partners for disease surveillance and tracking.
- Provide guidance for and lead campus medical issues or disease outbreaks
- Coordinates with external agencies regarding emergency medical services
- Coordinate with mental health staff on disaster mental health services and identify early warning signs of potentially dangerous individuals.

University Relations Division

- ✓ Develop procedures for increasing public information and warning efforts.

Office of University Communications and Marketing

- Develop procedures for coordinating with all departments to provide unified and factual messages to students, staff, faculty, families, and the media using multiple modalities.
- Develop pre-agreements with the media concerning debriefings and media briefing areas during an emergency.
- Designate a campus spokesperson.

3. CONCEPT OF OPERATIONS

The Concept of Operations Section describes Western's overall approach to emergency response and recovery.

A. DIRECTION AND CONTROL

The university has adopted the use of the Incident Command System (ICS) for incident management. ICS is scalable and flexible to accommodate any emergency condition level or special hazard.

The Executive Policy Group consists of the President of the University and five vice-presidents. During emergency situations, the Executive Policy Group is responsible for making policy decisions, committing resources, obligating funds, and obtaining resources. The President (or designee) has the authority to make a declaration of emergency.

The Emergency Response Team fills Incident Command roles and positions within the ICS structure. These positions are filled by those with the most expertise in the areas of need, based on the type of incident. The President's Liaison is appointed by the President and interfaces between the Executive Policy Group and the Emergency Response Team to coordinate strategic and operational decisions.

The Emergency Response Team is responsible for managing Western's Emergency Operations Center (EOC) and supporting field operations. The Emergency Operations Center is staffed when the incident exceeds management capabilities in the field.

For more information on incident management, including ICS positions and EOC operations, see *Appendix 1: Direction and Control* and *Appendix 5: Emergency Operations Center*.

Western is a higher education institution and has limited response capabilities. When an incident exceeds the university's resources, Western requests assistance from Whatcom Unified Emergency Management - a combined emergency management office of the City of Bellingham and Whatcom County. Whatcom Unified Emergency Management is responsible for coordinating emergency management activities at the city/county level, and also obtaining resources from Washington State Department of Emergency Management and federal agencies.

The university also works with private entities and non-profit/non-governmental organizations to enhance emergency response and recovery capabilities. Mutual aid agreements for emergency management are in place with other government agencies, public/private entities, and non-profit and charitable organizations (*see Annex S: Mutual Aid*).

B. NOTIFICATION AND WARNING

University Police Dispatch is the designated entity to receive initial notification of an incident for the university. University Police is the designated department to initiate notification procedures to the Emergency Response Team. The emergency condition level and the nature of the incident determine which departments and staff members are notified. Notification methods include: Public Information Emergency Response (PIER) system, email, mobile/land-line phones, radios, runners and/or face to face. Communications will include response instructions.

The University Police Chief (or designee) sends or coordinates with the Office of University Communications and Marketing to send an initial warning to the campus community. Distributing timely and accurate information to the campus community during a crisis is crucial, and Western uses a variety of methods to provide warnings. Warning methods include PIER system, radios, Big Ole steam whistle, voice-

enunciation building panels, and face-to-face communication. See *Appendix 3: Notification and Warning* for more information.

C. PROTECTION ACTIVITIES

During an incident, it is essential that the campus community be protected from harm to the greatest degree possible. The protection of people during an incident is complex and requires a coordinated effort by those managing the incident. Evacuation and shelter-in-place are population protection activities that Western will utilize when needed.

See *Annex B: Protection Activities* for further details on protection measures.

4. EMERGENCY MANAGEMENT PROGRAM AND PLAN

A. WESTERN'S EMERGENCY MANAGEMENT PROGRAM

The Emergency Management Program at Western consists of the following elements:

- A comprehensive, all-hazards written emergency plan
- Emergency management training and exercise program
- Participation with community partners in emergency management
- Development of department and building emergency plans for Western

Program Goals:
The Emergency Management Program Goals are:

1. Identify and implement mitigation and risk-reduction strategies before an incident occurs.
2. Facilitate a quality training/exercise and education program to prepare the campus community.
3. Create an effective framework for campus leaders and emergency personnel for incident response and recovery.
4. Enhance communication and public information for notification/warning and population protection capabilities.

Program Objectives:
Western uses S.M.A.R.T. objectives to complete emergency management goals:

S	Specific – What, who, when, where, why?
M	Measurable – How much, how many?
A	Attainable – How can the goal be accomplished?
R	Realistic – Be willing and able to make it work?
T	Timely – Established time frame?

The S.M.A.R.T. objectives for Western's emergency management program include the following:
1. The Emergency Management Committee meets at least four times a year, once during each academic quarter: fall, winter, spring, and summer to review the CEMP plan and make changes if needed.
2. The Director of Environmental Health and Safety or designee will coordinate and deliver at least two exercises per calendar year– they may be functional (hands-on), full-scale, drills, table-tops, or workshops.

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3. One of the two exercises above <u>must</u> include a comprehensive, incident management and Incident Command System (ICS) component, followed by written after action plan.
4. The Director of Environmental Health and Safety, or designee, will coordinate and schedule with Western's Office of University Communications and Marketing, University Police, and Facilities Management to deliver campus mass notification testing at least twice a year.

Program Evaluation
The Director of Environmental Health and Safety or designee is responsible for evaluation of the program, including the written Comprehensive Emergency Management Plan. Evaluation of the program is measured by properly documenting the completion of the program objectives listed above. Documentation of program objectives are stored and maintained by the Environmental Health and Safety office.

Program Staff
Program Coordinator:
The Program Coordinator for the Emergency Management Program at Western is **the Director of Environmental Health and Safety.** The director is responsible developing, implementing, updating, and evaluating Western's Emergency Management Program policies and plans, including the CEMP and other related documents. The program coordinator also coordinates campus emergency management trainings and exercises.

Program Committee:
The program committee responsible for emergency management at Western is **the Emergency Management Committee** – chaired by the Director of Environmental Health and Safety. The other committee members are representatives from departments on campus that have emergency management responsibilities at Western.

The Emergency Management Committee meets several times a calendar year to review updates to the CEMP and discuss emergency management activities. All documents regarding the Emergency Management Committee are maintained by the Environmental Health and Safety office.

B. PLAN DEVELOPMENT AND MAINTENANCE

Western Washington University, Bellingham Technical College, and Whatcom Community College make up The Resilient Bellingham Consortium. The Resilient Bellingham Consortium was formed in 2010 to coordinate emergency management planning and training. As part of these efforts, the consortium facilitates planning strategies and training and exercise programs for inclusion in each of the 3 schools CEMP's. Each school's CEMP is designed for compatibility with local emergency management and other community partners.

Western's Director of Environmental Health and Safety is responsible for the overall maintenance of the Western CEMP. The CEMP is reviewed annually by the Director of Environmental Health and Safety or designee. Major changes to the plan must comply with university policy and require review and approval from Western's Emergency Management Committee.

The Director of Environmental Health and Safety is also responsible for distributing all revised or updated planning documents to all departments and agencies involved in emergency management activities.

5. AUTHORITIES AND REFERENCES

A. AUTHORITIES

Revised Code of Washington as amended, Part 38.52

Code of Federal Regulations, Title 44.

Western's POL-U5950.03 Emergency Management Plan

B. REFERENCES

NFPA 1561: Standard on Emergency Services Incident Management System; 2008 ed. (NFPA 1561)

NFPA 1600: Standard on Disaster/Emergency Management & Business Continuity Programs; 2010 ed. (NFPA 1600)

Emergency Management accreditation Program (EMAP) Standard (September 2010)

FEMA Comprehensive Preparedness Guide 101; November 2010 (CPG 101)

FEMA Comprehensive Preparedness Guide 301; August 2008 (CPG 301)

Homeland Security National Response Framework; January 2008

Homeland Security National Preparedness Guidelines; October 2007

IACLEA Campus Emergency Operations Planning Guide (IACLEA)

U.S. Dept. ED Action Guide for Emergency Management IHE's; January 2009 (Dept Ed Action Guide)

Whatcom County Comprehensive Emergency Management Plan; December 2008

6.   RECORD OF DISTRIBUTION

Plans Distributed on Campus	Work	Home	Other	Total	Electronic or Hard Copy
President					
Provost					
Vice President for Business and Financial Affairs					
Vice President for Student Affairs and Academic Support Services					
Vice President for University Relations					
Vice President for University Advancement					
Assistant Attorney General					
Executive Director for University Planning and Budget					
Dean of the College of Humanities and Social Sciences					
Dean of the College of Sciences and Technology					
Dean of Woodring College of Education					
Dean of the College of Business and Economics					
Dean of Huxley College of Environmental Studies					
Dean of Fairhaven College					
Dean of the College of Fine and Performing Arts					
Vice Provost for Research & Dean of the Graduate School					

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Dean of University Libraries					
Director of the Office of University Communications and Marketing					
Director of Public Safety					
Director of Facilities Management					
Vice Provost for Information Technology and Chief Information Officer					
Special Assistant to the Vice President for Student Affairs and Academic Support Services					
Director of Environmental Health and Safety					
Director of Human Resources					
Director of Student Health Services					
Director of Counseling					
Emergency Management Committee members					
Plans Distributed to off Campus Partners					
City of Bellingham, Office of Emergency Management					
Deputy Director of Whatcom County Sheriff's Office, Division of Emergency Management					
Council of Presidents					
Washington State Division of Emergency Management					
TOTAL					