2.0 STANDARDIZED EMERGENCY MANAGEMENT

2.1 Authorities and References

College Administration has the responsibility to ensure the safety of the students, faculty, staff, and related individuals in an emergency caused by natural forces or mankind. Developing emergency operations plans and training faculty and staff in emergency response procedures is required by law. The Katz Act of 1984 [Sections 35295-35297 of the California Education Code] requires that schools plan for earthquakes and other emergencies. The Petris Bill of 1992 [Section 8607 of the California Government Code] requires that schools be prepared to respond to emergencies using the Standardized Emergency Management System (SEMS). This necessitates that the principles of SEMS be incorporated in plans; that all school personnel be trained in how the system works; and that schools have drills and exercises in order to practice using the system. In 2004, pursuant to Homeland Security Presidential Directive Number 5, the federal government adopted a National Incident Management System (NIMS) “…to provide a consistent nationwide approach for federal, state, and local governments to work effectively together to prepare for, prevent, respond to and recover from domestic incidents, regardless of cause, size, or complexity.” Because NIMS explicitly includes schools in its definition of “local government,” it is clear that schools must comply with both SEMS and NIMS requirements as they plan, train, and respond to emergencies.

Fortunately, NIMS is based largely on the same management principles embodied by California’s SEMS. This means that with but a few minor exceptions, compliance with SEMS will ensure NIMS compliance as well. Therefore, except where otherwise noted, the term SEMS will be used in this document to cover principles and procedures that are common to both California and federal emergency management systems.

For a more details on pertinent state and federal laws, see Section 8.1, “What the Law Requires of Schools.”

2.2 Emergency Organization Using SEMS

The California Standardized Emergency Management System (SEMS) is designed to centralize and coordinate emergency response through the use of standardized terminology and processes. This greatly facilitates the flow of information and resources among the multiple agencies often participating in response to an emergency. SEMS consists of the following five functions: Management; Planning; Operations; Logistics; and Finance/Administration.

These five functions, together with their sub-functions, entail all the tasks involved in any emergency response. They may be performed by a few people or by many, depending on the size of the emergency and the human resources at hand. These five functions should constitute a basic structure for pre-designated Emergency Management Teams. Section 6 of this Emergency Operations Plan describes the specific roles and responsibilities of each member assigned to the college’s Emergency Management Team.
The SEMS emergency organization structure is a modular one that starts at the top and can expand to address the needs of the situation, as need and available personnel increase or decrease. The structure can expand and contract, as necessary and based on available personnel. The specific organizational structure established for any given incident will be based on the management needs of the incident and the resources available.

Each one of the five functions has certain roles and responsibilities during a disaster or emergency. The Management function oversees response activities in consultation with the coordinators of the Operations, Logistics, Planning, and Finance/Administration Sections. Each of these Sections, in turn, has a team or teams tasked with implementing very specific components of the emergency response plan. These teams and their affiliate sections are outlined in the chart, below.

![Diagram of SEMS emergency organization structure]

**MANAGEMENT/COMMAND**

Incident Commander – Chair of Emergency Operations Committee

- Safety Officer
- Public Information Officer (PIO)
- Liaison Officer

**Operations**
- Site Security
- Search & Rescue
- Medical
- Student & Personnel Care

**Planning**
- Situation Status
- Documentation

**Logistics**
- Supplies/Facilities
- Staffing
- Transportation
- Communications

**Finance / Administration**
- Recordkeeping
2.3 Guidelines for Staffing SEMS Positions

Staffing the Emergency Management Team is planned for in light of the specific circumstances and capabilities of the college.

The organizational flexibility of SEMS is based on three principles:

1. Only those functional elements that are required to meet the current objectives of a specific incident need to be activated. *For example, not every incident may require Search and Rescue teams.*

2. All elements of the organization can be arranged in various ways within or under the five essential SEMS functions. *For example, a single person may be designated to fill more than one function.*

3. The duties of any non-activated element of the organization will be the responsibility of the next highest element in the organization. *For example, the Incident Commander is responsible for the duties of ALL five functions until assignments are made.*

Bearing these principles in mind, the following guidelines are offered for staffing the five primary SEMS functions.

**Management**

The Incident Commander is the chair of the Emergency Operations Committee. Unified Command of college personnel will typically be implemented, involving two or more of these individuals as appropriate (further implementation of a full Unified Command structure is covered in Section 2.8). In the absence of the chair of the Emergency Operations Committee, an alternate chair shall assume command in order of succession:
- Director of Public Safety
- Vice President for Student Services
- Director of Facilities Management
- Vice President for Public Relations

During an emergency, the Incident Commander is responsible for directing response actions from a designated Incident Command Post. To effectively direct response actions, the Incident Commander must constantly assess the situation and develop and implement appropriate strategies. The Incident Commander must be familiar with the available resources, accurately document all response actions, and effectively communicate response strategies to the College President, Vice President for Academic Administration, Chief Financial Officer, all other college Vice Presidents and others participating in the response. The Incident Commander is assisted in carrying out the management function by a Public Information Officer, Safety Officer, and Agency Liaison.

**Operations**

This function is led by personnel from Public Safety, Facilities Management, Health Services, and staffed with appropriate college personnel.

Under SEMS, all emergency response actions are implemented under the Operations function. This function is supported by college personnel; performing first aid, student care, search and rescue, site security, damage assessment, and evacuations. In this Plan these activities are performed by the following teams, under the direct supervision of the Operations Section Chief: “Medical,” “Site Security,” “Search and Rescue,” and “Student & Personnel Care.”
Planning
This function is led by personnel from Public Safety, Facilities Management, Health Services, and staffed with appropriate college personnel.

During an emergency, the SEMS Planning function involves the use of various methods to efficiently gather information, weigh and document the information for significance, and actively assess the status of the emergency. This knowledge and understanding about the situation at hand is vital to the effective management of a response. Under SEMS, this function is supported by two faculty or staff members, one involved with “Documentation” and the other with “Situation Analysis.” They report directly to the Planning Section Chief, or to the Incident Commander if one is not assigned.

Logistics
This function is led by personnel from Public Safety, Facilities Management, Health Services, and staffed with appropriate college personnel.

The Logistics function of SEMS supports emergency operations by coordinating personnel; assembling and deploying volunteer teams; providing supplies, equipment, and services; and facilitating communications among emergency responders. In this Plan these activities are performed by faculty or staff members or units designated as “Supplies and Facilities,” “Staffing,” and “Communications.” They report directly to the Logistics Section Chief, or to the Incident Commander if one is not assigned.

Finance/Administration
This function is typically staffed by administrative or clerical personnel.

The Finance/Administration function of SEMS involves the purchasing of all necessary materials, tracking financial records, timekeeping for emergency responders, and recovering college records following an emergency. In this Plan these activities may be performed by a “Documentation” position which reports directly to the Finance/Administration Section Chief, or to the Incident Commander if one is not assigned.

2.4 The Incident Command Post

The Incident Command Post (ICP) is the incident “headquarters,” a location where the primary coordination and management functions are executed. The most important consideration is that the ICP have enough space for the Incident Command staff and four Section Chiefs to set up and proceed with emergency response coordination. This requires a working communications system (if available), tables and chairs to work from, good lighting, writing supplies, and display areas (for maps, plans, assignments, etc.).

The ICP for large-scale emergencies is typically established at a location away from the actual incident. However depending on the circumstances, it may be desirable to locate the ICP such that the full emergency area is in view, while maintaining adequate separation from emergency responders, students, evacuation assembly areas, and medical treatment areas. Although the ICP can and will change depending on the emergency incident and related circumstances, a pre-designated primary and alternate ICP is identified as follows:

Primary ICP location: Financial Services Conference Room, Financial Services Building
Secondary locations: Graf Parlor, Graf Hall main floor
President’s Conference Room, Chan Shun Hall room #100
Mobile sites (as determined during an actual emergency)
2.5 The Incident Action Plan

The Incident Action Plan (IAP) is a simple plan to provide all supervisory personnel with direction for actions during a specified operational period (usually 24 hours). The IAP is developed by the Incident Commander and/or the Planning Section Chief, with input from management staff and the Section Chiefs. The IAP should define the strategic objectives reflecting the overall incident response strategy, and then lay out specific actions needed to attain each strategic objective. The actions should be more specific than the objectives, and like lesson plans, they should be clear and measurable. The IAP should designate the resources, personnel, and support required to achieve the actions within the specified time frame.

There is no single way to write an IAP, but it may help to follow the format provided in Section 7.7 of this EOP. The forms provided are to assist in this development, and not deter or confuse the issue. Elements that may be included in the IAP include:

- **Overall Strategic Objectives** – These should be limited in number, generally not more than four or five per operational period.
- **Designate Date and Operational Period** – Each IAP covers a specific time frame, usually 24 hours. They must be dated and kept for documentation.
- **Organization** – Describe what positions of the Standardized Emergency Management System will be staffed in the next operational period.
- **Actions and Assignments** – A concise description of the actions to be achieved, and the names of the individuals who will be assigned to each.
- **Supporting Materials** – Examples: a map of the college and/or incident, a communications plan (cell phone numbers, radio frequencies, etc.), a medical plan, a traffic plan, list of special precautions.

2.6 Activation of the Emergency Operations Plan

A basic principle of SEMS is that every emergency incident requires a person in charge. In SEMS terminology, this person is called the Incident Commander. At all times there must be a faculty or staff person designated to fill this role, even if it is the only role assigned. In large-scale incidents, this position is filled by the Chair of the Emergency Operations Committee; however a Vice President or any trained administrator, Director, or Chair designated in the chain of command may fill this role, until such time that the fire department, police, or other responding agencies arrive on campus. Until such help arrives, and unless the Incident Commander delegates some emergency response duties to others, the Incident Commander is responsible for ALL tasks necessitated by the emergency, including management, operations, planning, logistics, and finance/administration.

The Incident Commander (or designee) has the sole authority to activate the college’s Emergency Operations Plan, including mobilization of the Emergency Management Team and establishment of an Incident Command Post. There are several circumstances under which this may be done:

1. Professional emergency responders are unavailable (e.g., in a major disaster where all emergency personnel are committed elsewhere, and the college may be “on its own” for hours, or even days).
2. Professional emergency responders need additional help (e.g., with search and rescue, student care, etc.).
3. To prepare and plan for an anticipated emergency (e.g., a pandemic).
4. To prepare for a major planned non-emergency activity (e.g., community events, multi-agency drills or exercises, etc.).

2.7 Mutual Aid Process

SEMS is a standard organizational model that is used at every level of government in the State of California. Within SEMS there are five organizational levels:

1) State level
2) Regional level
3) The Operational Area (Napa County)
4) Local Government (cities, towns, and communities)
5) Field Level (independent institutions, agencies, and businesses)

This plan is based on a “mutual aid system” that is designed to ensure that adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation. In SEMS, all activity is generated from the bottom-up. At each level there is the expectation that all resources available at this level will be utilized before requesting resources from the next level up.

The college is within the “field level.” This is the level at which faculty or staff actually work with the injured, building damage, search and rescue, and all other activities directly related to the emergency. When the college is impacted by an emergency or disaster, the college must establish an Incident Command Post (ICP) to develop and direct a coordinated emergency response. As the college’s ICP staff identify needs for additional resources (personnel, equipment, supplies, etc.) they forward resource requests to the local Emergency Operations Center (EOC) located at the Angwin Fire Department.

For a more complete description of this process, see Section 8.3 “Mutual Aid Process: Flow of Requests and Resources for Pacific Union College.”

2.8 Unified Command

The control and response to campus emergencies is the sole responsibility of the Emergency Management Team until professional emergency responders arrive. Once they arrive on campus, incident command transitions to a full “Unified Command.” Unified Command is a cooperative effort that allows all agencies with responsibility for the incident (e.g., college, fire, law enforcement, etc.) to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

The transition to a full Unified Command is initially facilitated by an on-site briefing of first responders by the college’s Incident Commander and Emergency Management Team. Following the initial briefing the college’s Incident Commander will work closely with representatives of each responding agency to plan and carry out response activities. This means that professional emergency responders will be coordinating emergency response activities with the Emergency Management Team unless the college’s Incident Commander deems it too dangerous or unsafe for the Emergency Management Teams to continue to participate.