PART 1
OVERVIEW OF EMERGENCY MANAGEMENT

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INTRODUCTION

This Emergency Response Management Plan (ERMP) provides guidelines for the management of the immediate actions and operations required to respond to emergencies or disasters. The priorities of UCSF during a disaster are the protection of lives and care of the injured, patients, and animals, critical research, the environment and property. The overall objective is to respond to emergency conditions and manage the process of restoring University patient care, academic and research programs and public services.

UCSF DESECRIPTION

University of California, San Francisco is a leading university dedicated to defining health worldwide through advanced biomedical research, graduate-level education in the life sciences and health professions, and excellence in patient care. Whereas UCSF is usually associated with its professional schools, there are only 3,200 enrolled students at UCSF. Biomedical

research is a major portion of the UCSF enterprise. UCSF handles more than one million patient visits a year including its medical centers at Parnassus and Mount Zion and its affiliated hospitals, San Francisco General Hospital Medical Center and the VA Medical Center.

Population

With a workforce of approximately 18,600 people, UCSF is San Francisco's second largest employer. Including students, volunteers, and employees of UCSF contractors and other affiliates, UCSF's population is over 37,000. During business hours, the weekday population is estimated to reach 60,000 including visitors and patients.

Facilities

UCSF manages approximately 3,000 research and academic projects in over 170 buildings and properties. The greatest concentration of UCSF buildings is located at the Parnassus, Mission Bay, Mt Zion, and Laurel Heights Campuses. UCSF also occupies owned and leased spaces throughout the city and county of San Francisco, the San Francisco Bay Area, California, nationally and overseas.

Critical Infrastructure

UCSF owns, operates, supports, or encompasses a number of infrastructure critical to the community it serves including three medical centers, emergency communications center, emergency communications towers, power plant, transportation system, HazMat team, professional police force with statewide law enforcement authority, water and fuel storage facilities, and federally and state supported bio-medical research facilities,

International Enterprise

UCSF is a global enterprise with staff, students, faculty, researchers and facilities throughout California, the Nation, Europe, Asia, and South America.

UCSF'S EMERGENCY MANAGEMENT RELATIONSHIP TO LOCAL, STATE AND FEDERAL EMERGENCY MANAGEMENT AGENCIES

UCSF is considered a special jurisdiction (local government) according to San Francisco and State emergency management agencies. UCSF is responsible for effectively managing the enterprise response to and recovery

from disasters. The Federal Emergency Management Agency (FEMA), California Emergency Management Agency (CalEMA), and the San Francisco Department of Emergency Management (DEM) are not responsible for taking over emergency management functions for UCSF. UCSF is responsible for managing its own response and recovery operations and indentifying, defining and requesting assistance and resources from federal, state or local emergency agencies in compliance with the California Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS). (Refer to Part 2 for a detailed explanation of UCSF, local, state and federal emergency management authorities)

To this end, the UCSF Emergency Response Management Plan is written to promote effective emergency management within the UCSF enterprise and coordination with city, state and federal emergency management agencies.

EMERGENCY MANAGEMENT MODEL

UCSF follows the Federal Emergency Management Agency's (FEMA) "Comprehensive Emergency Management Program Model", which addresses four phases of emergency management:

- Mitigation
- Preparedness
- Response
- Recovery
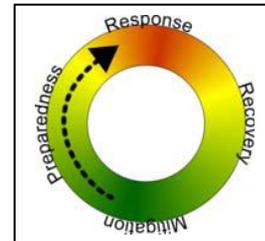
Mitigation

Strengthening facilities and the campus against potential hazards through ongoing activities and actions to eliminate or reduce the chance of occurrence or the effects of a disaster:

Preparedness

Anticipating what can go wrong, determining effective responses and developing preparation of resources:

Response

Determining the strategy to manage an emergency or disaster:

Recovery

Restoring the area or campus to pre-event conditions may involve short-term actions needed to operate with limited capacity and long-term actions that may take years to complete.

PURPOSE OF THE PLAN

The purpose of UCSF Emergency Response Management Plan is to establish policies, procedures, and an organizational structure for response to a major incident, emergency, or disaster.

This ERMP plan does not automatically supersede or replace the procedures for safety, hazardous materials response, or other procedures that are already in place at the University. However, due to the severity of the emergency, its threat to life, safety, property and research, or the urgency to implement protective actions, the ERMP may supplement or replace those procedures with a <u>temporary</u> crisis management structure and procedures, which provides for the immediate management of response operations and the early transition to recovery operations.

KEY DEFINITIONS

Incidents, emergencies, or disasters may be defined as follows:

- **Incident:** An event or occurrence that is limited in scope and potential effects.
- **Emergency:** An event, expected or unexpected, that threatens life or safety and requires immediate action.
- **Disaster:** Any catastrophic area-wide event that severely impacts UCSF and possibly the surrounding community.

Incidents

The principles described in the ERMP are applicable to incidents which may:

- Attract protests resulting in civil unrest.

- Attract large numbers of participants and visitors which exceed normal UCSF operating capacities for security, traffic, feeding or logistical support.

- Provide venues for political, scientific, or government events which may be at risk for targeting by terrorists.

Emergencies or Disasters

UCSF has established this plan to address the immediate requirements for a disaster or an emergency in which normal operations are interrupted and special measures must be taken to:

- Save and protect lives

- Provide essential services to and operations for UCSF

- Manage UCSF resources effectively in the emergency response

All-Hazard Planning

The Emergency Response Management Plan is an all-hazard plan. It is written so that the emergency management principles and procedures may be applied to natural disasters (earthquake, flooding, heat emergencies), public health emergencies (pandemics, disease outbreaks, food borne/waterborne illnesses) terrorism (chemical, biological, radiological, nuclear, explosives) technological emergencies (hazardous materials, utility failures), and human imposed criminal events (mass casualty, active shooter, large scale civil disobedience). Annexes may be developed to address hazard specific emergency response guidelines and procedures as necessary.

THE BASIC PLAN ELEMENTS

UCSF is at risk for natural hazards, technological hazards, operational failures, and human imposed events. Each of these areas of risk has unique issues for emergency response and have in common the requirement to manage multiple impacts at multiple locations for the University during crisis periods in which normal services may be overwhelmed or interrupted.

The ERMP was crafted with the following basic planning elements:

- An emergency authorization to activate and conduct operations

- An organized management system for response operations

- A methodology for communicating and coordinating multi-agency and intra-agency response operations

- A methodology for gathering and evaluating information

- A system for providing emergency information messages to employees, staff, the public, and key constituents

- A system for coordinating operations with UCSF Medical Center, the City and County of San Francisco and other involved agencies

- A methodology for the procurement and allocation of resources

- A methodology for tracking emergency costs and assessing damage and losses

- A definition of roles and response procedures for staff with emergency response assignments

- A standard and simplified emergency plan format, allowing for future updates

The ERMP has been developed to address these basic planning elements, to meet the standards of the current State of California *Standardized Emergency Management System* (SEMS), the *National Incident Management System* (NIMS), the National Fire Protection Association (NFPA) *1600 Standard on Disaster/Emergency Management and Business Continuity Programs*, and to provide UCSF with a basic guide for managing a large scale emergency.

PLANNING ASSUMPTIONS

Emergency planning requires a commonly accepted set of assumed operational conditions that provide a foundation for establishing protocols and procedures. These are called planning assumptions, and the standard practice is to base planning on the worst-case conditions such as Hurricane Katrina.

For UCSF, as for all organizations in high seismic regions, the worst-case conditions are represented by a catastrophic earthquake. The 2010 earthquakes in Haiti and Chile have shown the devastating effects of a few minutes of severe shaking.

Using the catastrophic earthquake model and Hurricane Katrina, the planning assumptions incorporated into the ERMP include:

- Critical lifeline utilities will be interrupted including water delivery, electrical power, natural gas, telephone communications, microwave and repeater-based radio systems, cellular telephones, and information systems.

- Public safety fire departments, police, and full medical facilities will not be available. Major roads and local streets will be damaged.

- Buildings and structures, including homes, will be damaged.

- Arrival and distribution of state and federal emergency assistance will be delayed and impeded by damage to Bay Area infrastructure.

- Normal suppliers will not be able to deliver materials.

- Thousands of UCSF staff, students, and visitors will not be able to leave the campus for several days due to wide-spread transportation system damage.

- Emergency conditions will last up to weeks or months.

- As per the "San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan" created by the Department of Homeland Security (DHS), FEMA and CalEMA, UCSF will be responsible for overall management and coordination of response and recovery within the UCSF jurisdiction.

CONCEPT OF OPERATIONS

The Emergency Response Management Plan provides the organized management system for UCSF to follow during incidents, emergencies and disasters. It is designed as a flexible plan in which part or all of the ERMP may be activated, as appropriate to the situation. It is based on a worst-case scenario and provides for the critical functions and roles of the University during a response. It is considered a management tool, in that it provides a structured organization and general procedures for the management of information, activities, and operations during an emergency.

ICS, SEMS, NIMS

ICS: The ERMP incorporates operating procedures from the "Incident Command System" (ICS) for handling emergencies resulting from fires, floods, storms, earthquakes, hazardous materials incidents, and other potential disasters. ICS provides an organizational structure capable of responding to various levels of emergencies ranging in complexity. It also provides the flexibility needed to respond to an incident as it escalates in severity.
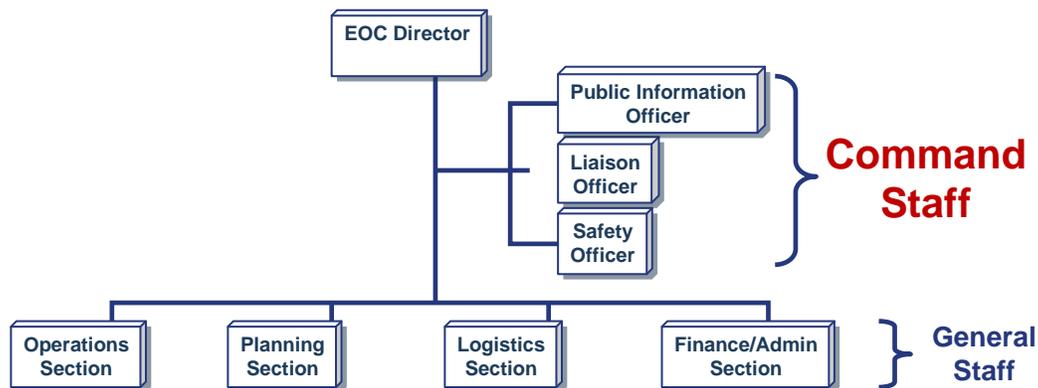
The purpose of the ICS is to:

- Provide an organizational structure that can grow rapidly in response to the requirements of an emergency;
- Provide management with the control necessary to direct and coordinate all operations and all agencies responding to emergency incidents;
- Assign employees with reasonable expertise and training to critical functions without loss of precious time;
- Allow the activation of only those positions needed to manage a particular incident or level of emergency; and
- Promote proper span of control and unity of command.

The organizational structure of ICS includes the Command Staff supported by four Sections: Operations, Logistics, Administration & Finance, and Planning & Intelligence. The appropriate UCSF departments will be tasked with supplying personnel to fill the Incident Management Team (IMT) functions within the ICS organizational structure. (Refer to Part 3, Figure 1, UCSF Emergency Management Response Organization Chart, page 3-5)

SEMS: The ERMP utilizes the Standardized Emergency Management System (SEMS), as described by Government Code 8607(a), for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS, adopted by California in 1995, incorporates the use of ICS, the Master Mutual Aid agreement, existing mutual aid systems, and county operational area concept, and inter-agency coordination. SEMS, by promoting the use of common terminology and command structure, facilitates better flow of information and coordination between responding agencies. SEMS is continuously updated for compliance with the National Incident Management System (NIMS).

NIMS: The National Incident Management System is a nationwide standardized approach to incident management and response. It was developed by the Department of Homeland Security and announced in March 2004 (Homeland Security Presidential Directive-5: Management of Domestic Incidents). NIMS establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations.

Incident Command System (ICS)

EOC Director

Public Information Officer
Liaison Officer
Safety Officer

Command Staff

Operations Section
Planning Section
Logistics Section
Finance/Admin Section

General Staff

MUTUAL AID

Some events may warrant the interface, coordination, and use of offsite organizations and agencies at the federal, state, and local levels. Neither UCSF nor any municipality or jurisdiction has the resources to effectively handle all potential emergencies. In certain circumstances, the campus may request outside assistance from a variety of sources. These mutual aid providers may be generally divided into two categories: Inter-campus and Non-University.

Inter-Campus: Within the University of California system, a variety of support resources exists that generally mirror the resources available at each campus. These resources include Facilities Operations & Maintenance, Police, EH&S and other specialized personnel. Each

campus has designated an Emergency Manager/Coordinator who may be requested to serve as a contact person for requested resources.

Mutual Aid UCSF is located within multiple California counties and States, although the largest concentration of UCSF facilities, programs and personnel are located with San Francisco County. San Francisco County has been designated as an Operational Area by the California Emergency Management Agency (CalEMA) and, as such, maintains direct communications with state agencies. The UC San Francisco primary entry points into the California SEMS system of mutual aid support are: the San Francisco Department of Emergency Management, or the UC Office of the President as a state agency. The EOC Director may request local, county, and state mutual aid resources. These specifically include fire and police resources, although other specialized resources may be requested through specific procedures.

The California Emergency Management Agency maintains an Emergency Management Assistance (EMA) program that provides for intrastate mutual aid assignments of emergency management personnel. California is signatory to the Emergency Management Assistance Compact (EMAC) administered by the National Emergency Management Association (NEMA) that allows for interstate mutual aid assignments of emergency management. The UCSF Police Department participates in the California Master Mutual Aid Agreement.

PLAN USAGE

The ERMP is established as a supplement to the University's administrative policies and procedures. Under activation and implementation it serves as an emergency manual, setting forth the authority to direct operations, direct staff assignments, procure and allocate resources, and take measures to restore normal services and operations.

Users are to follow and complete the checklists contained in this document during emergency response (and training activations). The forms are then retained on file as official records of the emergency response. Users are also encouraged to supplement this manual with additional individual materials and information required for emergency response.

This plan is also designed to be updated after each activation based upon After Action Reports and Corrective Action Plans or after an annual review. The procedural checklists and forms are to be reviewed and revised each time they are reprinted for replacement in the binders.

PLAN ACTIVATION

The ERMP is activated whenever emergency conditions exist in which normal operations cannot be performed and immediate action is required to do all of the following

- Save and protect lives

- Prevent damage to the environment, systems, property, and critical programs

- Provide essential services

- Temporarily assign UCSF staff to perform emergency work

- Invoke emergency authorization to procure and allocate resources

- Activate and staff the Emergency Operations Center (EOC)

- When a coordinated management process is needed

LEVELS OF EMERGENCY

Emergency conditions vary with each incident and activation. As a guide, three levels of emergency are specified, as follows:

Level 1 (Standby/Alert) – emergency incident in which normal UCSF emergency response services can handle. While there may be some damage and/or interruption, the conditions are localized and the EOC is usually not needed. One Departmental Operations Center, including the Hospital Command Center may be activated.

Level 2 (Partial Activation) – emergency incident is significant and causes damage and/or interruption to UCSF operations. A partial activation of the UCSF EOC is needed. UCSF may be the only affected agency. UCSF notifies the City and County of San Francisco of the incident.

Level 3 (Full Activation) – disaster conditions in which UCSF must activate the full EOC in order to address immediate emergency response. Emergency conditions are widespread and UCSF must be self-sufficient for a period of hours to several days. UCSF may request mutual assistance from the City and County of San Francisco, sister campuses, other Universities, or from State and Federal emergency management agencies.

Generally, the EOC is activated for Levels 2 and 3 emergencies. Part 4 of the ERMP provides information on the UCSF EOC and activation process.

EMERGENCY AUTHORITY

The ERMP is promulgated under the authority of the Chancellor. In times of crisis, the authority to activate the University's Emergency Response Management Plan, is delegated to the Chief of Police (EOC Director). The ERMP is activated when conditions exist which require immediate action to save and protect lives, prevent damage to the environment, systems, property, and critical programs, provide essential services, temporarily assign UCSF staff to perform emergency work, invoke emergency authorization to procure and allocate resources, activate and staff the Emergency Operations Center (EOC), and when a coordinated management process is needed. The ERMP, including the UCSF Emergency Operations Center, may be activated by any of the following designees in the following order:

- Chief of Police (EOC Director)
- Chief of Police designee
- On-call Police Commander
- EOC Director Alternates

In the event none of the above is available, the UCSF Police Department Watch Commander will assume authority for the activation of the ERMP and provide overall direction until one of the above designees arrives. (Refer to Part 2 Local, State and Federal Emergency Response Systems, Laws, and Authorities.)

EMERGENCY EXPECTATIONS FOR UCSF STAFF, STUDENTS, FAUCLTY AND AFFLIATES

Recognizing that emergencies impacting the University will impact staff, students, faculty and affiliates, it is expected that all persons will take reasonable and prudent actions to become personally prepared, be familiar with worksite Emergency Action Plans; register with the UCSF WarnMe

emergency notification system and follow the instructions of Floor Wardens, Department Emergency Coordinators, and any others who have designated authority and responsibilities during an emergency. (Refer to Appendix SE: Staff and Student Expectations)

PLAN CONTENT AND FORMAT

BASE PLAN: The Emergency Response Management Plan (ERMP) consists of a base plan, Annexes, and Appendices. The Base Plan consists of Parts 1-10.

ANNEXES (Part 11): Specialized plans and operations guidelines are Annexes to the Base Plan.

APPENDICES (Part 12): References or supporting documentation to be used by the Incident Management Team in preparing for its responsibilities during EOC activations are contained in the Appendices.

PUBLIC VS SENSITIVE INFORMATION: Most elements of the Emergency Response Management Plan are public; however, some Annexes and Appendices contain confidential and sensitive information. These are designated by an (S) and are not available on the public website version of the ERMP. The ERMP is organized as listed below.

*Emergency Response Management Plan sections tagged with **(ERP)** denote sections applicable to members of the EOC Incident Management Team for reference during immediate emergency response operations. All other sections of the Emergency Response Management Plan are applicable to preparedness/prevention, mitigation and recovery.*