

All Hazards Emergency Operations Plan

October 30, 2007



Prepared by the following NMSU departments:

Central Administration Response Team
Environmental Health & Safety Office
Fire and Emergency Services Department
Information and Communications Technologies
Police Department
University Communications and Marketing Services

Approval and Implementation

This planning document, hereafter referred to as the “NMSU Las Cruces and portions of Doña Ana Community College All Hazards Plan” or “Plan”, is approved effective immediately pursuant to the authority granted by the Board of Regents of New Mexico State University. This plan supersedes all previous versions, and also becomes the pertinent annex to (or section in) the City of Las Cruces/Doña Ana County All Hazards Plan and any other such plans that rely upon it.

SIGNED: _____ DATE: _____
President Michael Martin

TABLE OF CONTENTS

I. Purpose.....	1
II. Plan Authority.....	2
III. Declaration of Emergency.....	2
IV. Emergency Management and Operations.....	2
V. Roles and Responsibilities.....	3
VI. Communication with the Community.....	5
VII. Readiness and Response Levels.....	6
VIII. Plan Development and Maintenance.....	8
IX. Appendices.....	10
a. Glossary of Abbreviations and Terms	
b. Lines of Succession and Contact Information (confidential)	
c. Legal Authorities and References	
d. Emergency Message Development & Distribution Guides	
e. Hazard and Vulnerability Assessment (confidential)	
f. Tactical Communications Plan (confidential)	
g. Incident Action Plan Checklists	
i. Fire	
ii. Explosion	
iii. Hazardous Materials Release	
iv. Bomb Threat	
v. Active Shooter	
vi. Communicable Disease	

I. PURPOSE

This Plan is an overview of the approach to emergency management utilized at NMSU. It is not intended to be a step-by-step, detailed plan that lists every possible action that can be taken. Instead, it is designed to be a guiding document for campus administrators and emergency response personnel to the handling of major incidents and disasters. It establishes a framework within which these administrators and responders work in order to ensure coordination, communication, and cooperation in times of crisis. It also establishes the relationships between and responsibilities of the various entities involved.

This Plan is the highest level plan in the university, and it supersedes all other plans whenever there is a contradiction. In addition to this Plan, all major units (e.g., colleges, departments, and offices) are required to maintain the following to ensure life safety and protect university assets. These should be updated annually or when critical information changes:

Unit-Level Emergency Action Plans: These plans are intended to address response of unit-level personnel to hazards such as natural disasters, fires, hazardous material spills, and active shooters. The goal of these plans is to get unit-level personnel and those in the area (to include students and visitors) to safety as quickly as possible. They are not intended to address actual response to the threats presented by said hazards. A component of all these plans must be notification of emergency response personnel and communication within the unit.

Lines of Succession: All units shall maintain a listing of who is in charge, along with a line of succession of 2 additional people. Contact information for said individuals must be readily available, and the line of succession and contact information shall be communicated within each unit and to the next level of supervision.

Contact and Communication Plans: These plans identify the mechanism to be used for contacting unit personnel in the event a disaster takes place outside of business hours. This may include use of telephone trees, e-mail, personal visits to homes, etc. (NOTE: Communication during an emergency should be addressed within the Unit-Level Emergency Action Plan.)

Continuity of Operations (CoOP) Plans: These plans identify the key missions carried out by the unit, and identify mechanisms for continuing to meet/achieve them during or after a disaster. These plans should include information necessary to operate in a variety of circumstances, such as from a remote site, without electricity, without computer connections, etc. Paper forms, electronic forms, databases, spreadsheets, and similar information that support the plan should be maintained/stored off-site for use during a disaster. A number of possibilities exist for these purposes, such as “trading” space with other departments located in other parts of the campus.

Assistance in developing these plans is available from Environmental Health & Safety and from the NMSU Police Department. In addition, public safety entities at NMSU are expected to maintain policies, procedures, and guideline manuals for their personnel that provide proper guidance in both daily and emergency situations.

II. PLAN AUTHORITY

This Plan is developed in accordance with the authority granted to the Board of Regents of New Mexico State University by the New Mexico Constitution (Article XII, Section 13) and state statute (21-8-3 NMSA 1978 et seq.)¹ to control and manage the university. The Regents have delegated the authority to manage the daily operations of the university (to include management of emergencies) to the President of NMSU, who has in turn authorized personnel in certain departments to take those actions necessary for mitigating, preventing, preparing, responding, and recovering to/from emergencies and disasters.

For satellite facilities or campuses, the person in charge of such facility has full authority to take those actions necessary to preserve life during an emergency, to include evacuation of buildings and requesting assistance from local public safety agencies without need to first obtain authorization, however, the President must be notified immediately. Formal declarations of emergency must still come from the President or his/her designee.

(A listing of additional statutes and references related to emergency plans and management is contained in the Appendix.)

III. DECLARATION OF EMERGENCY

The President of NMSU is authorized to declare a state of emergency and/or a disaster at NMSU or any of its sections or divisions as is deemed appropriate. Such a declaration shall invoke all agreements and plans (to include the City of Las Cruces/Doña Ana County All Hazards Plan and/or the State of New Mexico All Hazards Plan) necessary and appropriate for resolving the pending crisis. When the President is not available, the line of succession for said office shall be followed, with all such individuals having the authority to declare a disaster or emergency in the absence of the President.

IV. EMERGENCY MANAGEMENT

New Mexico State University utilizes the National Incident Management System (NIMS) and its subcomponent, the Incident Command System, as its crisis management model. This provides not only for a consistent approach in how incidents are managed on the campus, but also allows for a seamless tie-in with regional, state, and national plans in the event the incident requires utilization of those resources. All individuals who participate at any level in responding to, handling, or recovering from a disaster are required to complete the training appropriate for their jobs. At a minimum, all such personnel shall be trained and certified in NIMS, and may also be

¹ 21-8-3 NMSA 1978, et seq.: The management of said college [university] and experiment station, the care and preservation of all property, of which such institution shall become possessed, the erection and construction of all buildings necessary for the use of said college [university] and station, and the disbursement and expenditure of all moneys provided for by this act, shall be vested in a board of five regents.

required to have training and certification in incident command, communications, and specialty areas depending on the nature of their jobs or the functions they may perform.

The Chief of Police and the Chief of Fire and Emergency Services (and their respective delegates) are responsible for acting as the incident commander on the scene of disasters and emergencies. They are authorized to conduct evacuations, shelter in place, close buildings, block roads, and take other such actions as are necessary for the immediate preservation of life and property. They may also request mutual aid pursuant to written agreements with other agencies without the need for a presidential declaration. In addition, they are authorized to activate the Central Administration Response Team and the City of Las Cruces/Doña Ana County Emergency Operations Center in support of their emergency operations.

The NMSU System and NMSU Las Cruces CART to assist in long-term management (consequence and recovery) of emergencies is established as defined below. Any member of the Central Administration Response Team (CART) is capable of calling the CART together when deemed necessary. The CART consists of three teams of designated representatives for the following positions:

NMSU System CART Command:

President
Provost and Executive Vice President
Senior Vice President for Business, Finance, and Human Relations
Senior Vice President for Planning, Physical Resources, and University Relations
Associate Vice President for University Communications & Marketing Services

NMSU System CART Operations:

Director of Human Resource Services
University General Counsel
Regents' Chief of Staff
Senior Assistant to the President
Vice President for Student Services
Vice President for University Advancement
Director of Purchasing and Risk Management
Assistant Vice President for Auxiliary Services
Vice President for Planning and Information Technology

Additional resources for incident operations and management also include the following:

NMSU Police Department
Fire and Emergency Services
Environmental Health and Safety
Facilities Operations and Utilities
Information and Communication Technology
News and Media Relations
Health Services (student and employee)
Counseling Services

V. ROLES AND RESPONSIBILITIES

Responsibility during an incident at NMSU Las Cruces, Doña Ana (in general) is broken down as follows:

Police Department – Responsible for tactical plan development and management of incidents that involve:

- Traffic crashes
- All crimes
- Known or suspected criminal involvement (including terrorist incidents)

Fire and Emergency Services Department – Responsible for tactical plan development and management of incidents that involve:

- Fires and/or facility damage
- Mass casualty incidents (outside of those coming under the Police Dept.)
- Heavy or confined space rescue

Medical Incident Command – Responsible for tactical plan and medical management of incidents involving communicable disease

CART – Responsible for developing strategic plans for:

- Continuity of operations for the university
- Recovery from disasters

While a single incident commander normally handles the command function at an incident, when appropriate, such as when an incident overlaps areas of responsibility, a joint or unified command structure may be utilized. This is when representatives of multiple departments, offices, or individuals share equally in the command process. Such a structure may also be appropriate when responsibility for an incident is shared with off-campus jurisdictions or agencies.

During an incident, the Police and/or Fire departments are responsible for the following (as appropriate):

- Scene safety
- Direction and control of on-scene response to the event and management of emergency resources committed to the incident
- Warnings and advisories to people near the incident
- Determination and implementation of evacuations, sheltering in place, closing of buildings or roads, etc. necessary to protect life and/or property

The President (or his/her designee) is responsible for the following:

- Establishing objectives, policies, and priorities for safety at NMSU (in order to guide the preparation, prevention, and response activities of emergency response personnel and others involved in the process)

- Obtaining and allocating resources in accordance with the objectives, policies, and priorities set forth
- Management of the CART and/or the Emergency Operations Center (EOC), if activated
- Coordination of various units within the university in response to a major incident or disaster
- Declarations of disaster and/or requests for assistance from other governmental entities

In addition to the above, the CART (or the local Emergency Operations Center, if activated) is responsible for the following:

- Sending a liaison to the scene to maintain communication flow with the Incident Commander
- Community-wide warnings and information
- Determination of cancellation of classes or closing of the university
- Resource support for the incident
- Implementation of wide-scale evacuation
- Coordination of food and shelter for evacuees
- Tracking of employees and students relocated by the incident
- Requesting assistance from State or other entities

VI. COMMUNICATION WITH THE COMMUNITY

A critical component of any emergency management plan is the dissemination of information to the community. The timely distribution of accurate information and guidelines serves multiple purposes, including helping citizens protect themselves from hazards, keeping people away from emergency scenes, and controlling rumors. NMSU has been utilizing a multi-tiered approach to reach the largest possible audience in the shortest period of time. The following are the methods currently in place at NMSU:

Emergency response personnel: There will be direct communication from the personnel on scene to those in the immediate area. This may be face-to-face, or via a public address system (which is in all of the police vehicles). While limited in range and reach, this provides the most immediate communication between responders and those in the area.

NMSU faculty & staff responsible for areas: Emergency responders may also ask those responsible for a particular area (such as Resident Assistants in Housing) to provide additional information and take particular measures. The actual measures recommended will depend on exactly what is happening (gunman, fire, bomb threat, hazardous material spill, etc.), but may include evacuating an area, moving to an area of refuge, or sheltering in place.

First Call Emergency Notification System: This is a telephone-based system that allows either the on-scene NMSU responders or the university administration to call phones on campus and deliver an emergency message. This system can be activated by building, geographic region, or the entire campus. This system has been in place on Las Cruces, Doña Ana campus since 2003,

and has been used in several emergency responses. In addition to its ability to send voice messages, this system is also capable of sending text messages.

E-Mail system: In addition to the above, campus-wide e-mails are used to provide information to all students, faculty, and staff.

NMSU website: In the event of an emergency, a message is decided upon by the CART, written and edited by the UComm news team and handed off to UComm Marketing Services for deployment onto NMSU home Web page. (NOTE: ICT is the backup for UComm Marketing Services for these emergency messages.) The message is then posted in the top left portion of the site above the “Prospective Student” link and pushes down the existing content.

NMSU Call Line: NMSU also operates a call-in line (646-1000) that can be used to post information for the public to call in and receive. This line utilizes a recorded message format that can be used to provide status and update information. It can provide similar information as the website, without the need to have computer access.

Mobile Campus: This is a new service that started at NMSU in March 2007. Students, faculty and staff must enroll in the service to be provided with emergency notification through text messaging. The enrollment process for gathering the cell phone numbers is a Fall 2007 safety and security initiative.

News media: The news media are used to push out information via radio and television. The Southern New Mexico Public Information Officers Association was formed in 2006 to provide a coordinated, capable group of people that can help the campus communication team get the message out as quickly as possible. This component can also utilize the Emergency Alert System (that replaced the Emergency Broadcast System in 1997) to generate emergency tones and messages on local radio and television stations.

ADAPt: The Alternate Disaster Answering Point has been operational since March 2, 2007. This system differs from the above communication methods, as it is a call-in system designed to allow the university to answer a large volume of incoming telephone calls. This is a critical component of emergency communication, as it provides a mechanism for the community to contact the university and emergency management personnel to ask questions, provide information, or obtain further direction. This system is also identified as a key asset for regional use during disasters based on requests from the Office of Emergency Management.

It is important to understand that no single system can reach the entire populace of the university. Each of the above have individual limitations (such as there are no telephones inside classrooms to receive telephone emergency messages, and some professors do not allow students to bring cell phones into classrooms where they might receive text emergency messages). This is why it is critical that as many systems be used at one time as possible, and that all messages contain instructions that recipients pass along the message to those they come into contact with.

VII. READINESS, RESPONSE AND INCIDENT LEVELS

READINESS

A community prepared for emergencies is most likely to be able to recover from a disaster. As a result, university offices and officials are strongly encouraged to notify all employees and students under their control of how to obtain assistance in an emergency (such as calling 911), how to reduce their chances of being involved in an emergency (such as avoiding driving through arroyos with flowing water), and what to do in common emergency situations (such as evacuation of buildings, use of fire extinguishers, and review of unit-level emergency plans). There are a variety of courses available on the campus to assist in this endeavor (<http://www.nmsu.edu/safety>). Publications and guides to assist in this education and preparation process are also available in print and electronic form (<http://www.nmsu.edu/~safety/emergency.htm>).

Public safety entities on the campus are also expected to be prepared to carry out their assigned missions. All personnel should be properly trained in the roles they might reasonably be expected to fill and/or the duties they might carry out. Equipment provided by the university should be maintained in proper working order, and employees should regularly practice with or actually use it. Whenever items may be required that are not normally available, the public safety entities should have a mechanism for locating and obtaining (often through mutual aid agreements or the EOC) the equipment or resources necessary.

RESPONSE LEVELS

Incidents can develop quickly, or they may build up over a period of time. Response to each differs, as the amount of time available in which to make decisions and take actions is significantly different. Recognizing this, the following are the response levels in use at NMSU:

NORMAL Conditions

At this level, emergency response personnel carry out their normal duties. Notification of an incident may be received through a telephone call (generally 911) into the Emergency Dispatch Center. Units will be assigned to respond to and handle the incident as appropriate, and an Incident Command Post may be established at or near the scene. Limited assistance from other jurisdictions or agencies may be requested pursuant to mutual aid agreements. CART personnel may be assembled to be briefed on a situation at this level, but will not need to take any official action.

EVENT Conditions

A number of special events are held at the university. When an event is scheduled, representatives from all involved departments (to include police and fire) engage in developing a plan for safely handling the event. This may involve obtaining assistance from other jurisdictions or agencies, closing roads, buildings, or parking lots, or other such action as is necessary to make the event as safe as is reasonable based on the information available. As with the normal condition level, CART personnel may be briefed on situations taking place at this level, but will generally not need to take any official action as a group.

WATCH Conditions (includes DHS “Orange” Level)

When information is received that indicates an extraordinary hazard to the university community may exist (such as severe weather, a violent criminal in the area, etc.), emergency response personnel and the CART may go into a “watch” condition. At this level, personnel are tasked with monitoring the situation continuously (such as weather radar, water levels, or indications of violence), informing CART, and preparing messages that can be sent out if circumstances change. A general advisory may be sent out to the community to make them aware of the situation and prepare them to be ready to take action should the situation change. During this level, receipt of 911 calls is not necessary to learn about the overall emergency since the appropriate officials are already aware of it. However, 911 calls to report specific problems (such as people who are ill or injured) may still be appropriate.

WARNING Conditions (includes DHS “Red” Level)

At this level, there is information that there is a direct threat to or near the university, and a high degree of alertness is involved. Warnings are generally issued to the community with specific directions on what to do (e.g., seek shelter). Depending on the amount of time available beforehand, the CART may already be assembled and able to assist in this process. If not, emergency response personnel will be responsible for all actions, decisions, and primary notification necessary until such time as the CART can be assembled and briefed.

EMERGENCY Conditions

When a large-scale disaster or emergency actually takes place (e.g., the event warned about transpires), actions need to be taken to respond to and control the situation(s). Multiple events may be taking place simultaneously, and/or a large number of buildings or people may be involved. Priority during such incidents must be preservation of life whenever possible, followed by stabilization or rescue of property. Actions that place lives in danger (such as people jumping into flood waters) to try to save property should be avoided. Continual contact with the community through whatever means are still available should be utilized at this level to continue to offer guidance and support.

INCIDENT TYPES/LEVELS

Each incident can be classified based on its magnitude or scale. In turn, this allows emergency response personnel to quickly identify the number and types of resources that might be needed to respond to and handle the emergency. The following types/levels are based on the ICS-200 course by FEMA, and are utilized by NMSU and surrounding entities:

Type 5: At this level, the incident can be handled by the agency/agencies responding from within the jurisdiction. These are handled within a few hours (a single operational period), and are generally considered the “normal” activities of an agency (such as a traffic stop or arrest). Generally, incident command positions are not identified and filled at this level.

Type 4: Incidents at this level require more resources, but are still able to be handled by the resources within the community. They may take longer, but on-scene operations are still completed within one operational period. Higher level incident command positions

may be needed for this level of incident. An example is a serious crime where investigators must be called to help process a crime scene and collect evidence.

Type 3: At this level, local resources are overwhelmed and assistance from surrounding communities is needed to respond to the incident. This may be handled simply through mutual aid agreements, or it may involve activation of the EOC. Activation at this level may require a declaration of a disaster by the local community (in this case, the President of the University). Incident command positions are filled at this level.

Type 2: Incidents of this magnitude overwhelm local communities, regardless of mutual aid, and activation of state resources and operations center is necessary. Activation at this level requires a disaster declaration both by the local community, as well as the county.

Type 1: Incidents at this level require assistance from surrounding states either through Emergency Management Assistance Compacts (EMACs), or through request for and activation of federal resources (such as the Federal Emergency Management Agency). Activation at this level generally requires a declaration of emergency by the Governor.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

The following units are responsible for regularly reviewing and maintaining this plan.

- Central Administration Response Team
- Environmental Health & Safety Office
- Fire and Emergency Services Department
- Information and Communications Technologies
- Police Department
- University Communications

At a minimum, this plan shall be thoroughly reviewed every two years. Any substantive changes made to the plan require the plan be approved by the President. Appendices are considered working documents and do not need to be re-approved when changed, as they are expected to be changed regularly in order to be kept up-to-date.

Once approved, this Plan shall be distributed to the Board of Regents, as well as all deans, department heads and directors. It should also be made available to the university community (sans the appendices which contain confidential information) through the university's emergency management website (<http://www.nmsu.edu/~safety/emergency.htm>) and copies shall be placed in the university's libraries and other key locations (eg. Emergency Operations Center, EH&S, Police and Fire Dept.).

IX. APPENDICES

NOTE: Some appendices are confidential and not available to the public, as they contain information that is restricted (such as home telephone numbers, vulnerabilities, etc.).