

Comprehensive Emergency Management Plan

University of Florida

Version Date - 7/31/2023



Approval and Promulgation

(Insert approval letter from Emergency Management Plan Committee)

Record of Changes

Date	Summary of Change	Page or Section
6/24/2022	Posting of Operational Draft	All
7/31/2023	Addressing of Alachua County review comments, grammatical updates, and other minor changes	All

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I. Purpose, Scope, Situation Overview, and Assumptions

A. Purpose

This Comprehensive Emergency Management Plan (CEMP) was developed and is maintained to address emergency preparedness through all five mission areas designated by the *National Planning Frameworks* – prevention, protection, mitigation, response, and recovery. This document outlines, authorizes, and implements the university's structure for coordinating activities during all phases of an emergency within an all-hazards approach. The CEMP is organized according to federal guidance, national best practices, and industry standards as well as the unique needs and culture of the University of Florida (UF).

The CEMP is a collection of components, rather than a single document, comprised of the Base Plan, Support Group Annexes, Incident Annexes, Functional Annexes, and Department Plan Templates. Together, all these plan elements coordinate to form one CEMP, which can be employed in its entirety, or in part, to respond to and address emergencies that may impact UF.

Base Plan

The Base Plan provides the overarching framework for emergency management activities at UF. It details how the university will manage incidents from an organizational and administrative level. The elements described in the Base Plan are intended to be flexible for implementation during any threat or hazard, serving as an umbrella for all other emergency actions described in this Plan.

Support Group Annexes

The Support Group Annexes detail the specific roles and responsibilities of UF's emergency management Support Groups. The Support Group Annexes are intended to supplement the Base Plan by identifying key functions that may be necessary to support an emergency response requiring use of the CEMP. The annexes expand upon, but do not repeat, information contained in the Base Plan.

Incident Annexes

Incident Annexes to the CEMP outline actions and responsibilities that university units, along with external partner agencies and organizations, should take during the identified hazard or threat affecting UF. The documents are intended to supplement the Base Plan and Support Group Annexes. Included in the Incident Annexes are considerations applicable to the identified incident beyond the general actions identified in the CEMP Base Plan and/or Support Group Annexes.

Functional Annexes

Functional Annexes to the CEMP focus on missions, defining which departments support that given function along with their associated roles and responsibilities. The Functional Annexes support the Base Plan and outline how UF will manage each function before, during, and after the emergency.

Department Plan Templates

The Department Plan Templates are intended to serve as resources for individual departments, colleges, and units at UF. The templates should be used to develop college- and department-specific emergency plans that are congruent with overall university planning to support integrated planning. Current versions of the template are available at <u>emergency.ufl.edu</u>.

B. Scope

This CEMP serves as the pinnacle emergency plan for the institution and supersedes previous versions. All other emergency plans, including college and departmental plans, should be congruent with the CEMP to facilitate a common approach.

The Plan applies to the entire UF enterprise, including all facilities and locations, in coordination with any localized and unit-specific emergency plans. The CEMP is relevant to all agencies, organizations, departments, and personnel that provide assistance or conduct operations in the context of actual or potential emergencies that may impact the university.

C. Situation Overview

As the state's flagship institution, UF is a statewide entity and ranked among the nation's top public universities. Centered on a 2,000-acre campus in Gainesville, the university comprises extensive and wide-ranging operations. UF houses 16 academic colleges, the Southeast's most comprehensive academic health center, nationally known museums and performing arts centers, major sports venues, a K-12 laboratory school, as well as numerous additional resources and centers. UF has an annual enrollment of over 60,000 students. Approximately 9,000 of those students reside in university housing. More than 30,000 people are employed by the university.

The UF campus serves a large and diverse population. Students, faculty, and staff represent numerous races and ethnicities, including historically underrepresented groups. The table below depicts the diversity of students and employees from the 2021 Fall semester. (Source: *UF Diversity Dashboard*, UF Institutional Planning and Research, ir.aa.ufl.edu/facts/diversity)

Race/Ethnicity	Student Enrollment	Full Time Faculty	Full Time Staff	
Two or More Races	4.16% (2,540)	0.94% (51)	1.46% (148)	
Race and Ethnicity Unknown	2.58% (1,574)	1.42% (77)	0.94% (95)	
Asian	8.33% (5,089)	13.34% (722)	5.11% (517)	
Nonresident	7.31% (4.470)	5.65% (306)	4.13% (418)	
Underrepresented Group*	26.77% (16,357)	13.41% (726)	25.06% (2,436)	
White	50.86% (31,082)	65.23% (3,531)	64.31% (6,511)	
Total Headcount	100% (61,112)	100% (5,413)	100% (10,125)	

Table 1: UF Race and Ethnicity, Fall 2021

*Underrepresented Group includes: American Indian or Alaska Native, Black or African American, Hispanic/Latino, Native Hawaiian or Other Pacific Islander

The university also has a significant international population. The UF International Center reported that over 5,000 international students and nearly 600 visiting scholars are involved with UF programs. The table below provides the top five countries of origin for these students. (Source: *Global Engagement Report 2022*, UF International Center, <u>internationalcenter.ufl.edu</u>).

Country of Origin	Number of UF International Students
China	1,830
India	1,443
South Korea	226
Brazil	177
Venezuela	162

 Table 2: International Students Top 5 Countries of Origin

UF actively promotes accessibility for and inclusion of individuals with disabilities and functional needs. The Disability Resource Center (disability.ufl.edu) offers outreach and services to those needing assistance or accommodations. UF also complies with the *Americans with Disabilities Act* (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with access and functional needs and may not use eligibility criteria that screen out or tend to screen out people with access and functional needs. ADA requirements include reasonable modifications to policies, practices, and procedures when necessary to accommodate persons with access and functional needs and to ensure effective communications with persons with access and functional needs throughout emergencies. The Office for Accessibility and Gender Equity (ada.ufl.edu) coordinates institutional ADA efforts and compliance.

The main campus in Gainesville contains more than 900 buildings and over 170 of those include classrooms and laboratories. Infrastructure includes university-owned and maintained electrical, steam, water, and sewer distribution systems. Statewide, UF has a presence in all of Florida's 67 counties. This includes the institution's outreach through Food and Agricultural Sciences (UF/IFAS), which has individual county Cooperative Extension Offices and several large Research and Education Centers (RECs) as part of the land-grant mission (ifas.ufl.edu).

UF and its component units annually receive total revenues of more than \$5 billion, with the majority from non-state funding sources such as grants, contracts, private giving, and revenue-generating activities. The statewide impact of the university has been calculated at over \$10 billion value-add contributions to the economy, representing 1.1 percent of the Gross State Product (GSP) of Florida in 2017. Labor income contributions to employee compensation and proprietor income amounted to \$6.99 billion, property income contributions were \$2.86 billion, and business tax contributions to local, state, and federal governments were \$550 million. In Alachua County, total economic contributions in 2017-18 were estimated at 104,773 jobs, \$12.00 billion in industry output, and \$7.43 billion in value added. These contributions represented 60 percent of total county employment, and 56 percent of county Gross Domestic

Product (GDP) in 2017 (Source: <u>Economic Contributions of the University of Florida and Related</u> <u>Entities in 2017-18</u>. IFAS, 2019)

Given the exposure to hazards and threats, the university has taken steps to prepare for potential disasters. This approach includes promoting and maintaining a culture of preparedness, from the individual and personal level, to the college and department level, to the institutional level. From the university perspective, this effort is centered on an emergency management program spearheaded by the Department of Emergency Management (UFDEM). UFDEM is responsible for coordinating a comprehensive, all-hazards approach to preparedness through prevention, protection, mitigation, response, and recovery – striving to safeguard university lives and property. This framework allows the university to collectively address major incidents and emergencies. The foundation of the approach is an analysis of potential hazards and threats.

1. Hazard and Threat Analysis Summary

Due to its geographic location, high-profile status as a higher education institution, and the breadth and scope of functions performed, UF is vulnerable to a variety of natural, technological, and human-caused hazards and threats, which could cause complex emergency situations. Those situations have the potential to result in injuries and death, damage property and the environment, and disrupt the University's missions, operations, and reputation.

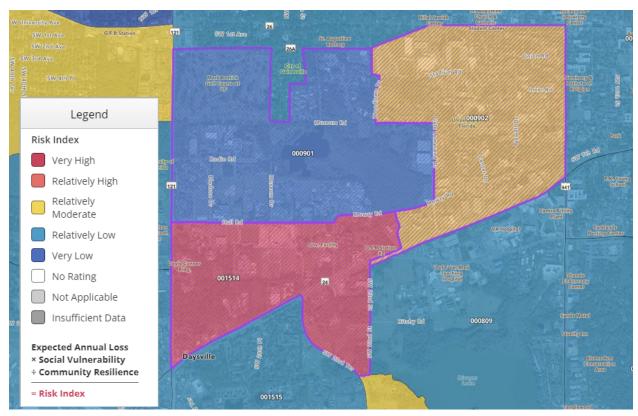
To evaluate reasonably applicable hazards and threats, UFDEM staff researched and applied information published by federal, state, and local partners. Below is a summary of the sources employed along with associated results. Each represents a different methodology and approach.

FEMA National Risk Index

The FEMA *National Risk Index* provides an evaluation of 18 natural hazards at the census track level. Analysis additionally includes expected annual loss, social vulnerability, and community resilience to provide a more holistic view of risk. The index is publicly available at <u>hazards.fema.gov/nri</u>.

To apply the index, the 3 census tracks that compose the majority of the UF campus in Gainesville were selected – 000901, 00902, and 001514. The scores from each individual track along with a compiled average of all three tracks are provided. Four of the 18 hazards were determined applicable by FEMA for the region and those have been marked as "N/A" on the table below.

Of note, the average of the Total Risk Index for the three census tracks composing campus is higher than the Alachua County, state, and national averages. Hurricane and tornado hazards received high rankings.



Map of US Census Tracks on UF Campus and Associated FEMA Risk Index Rating.

Table 3: FEMA National Risk Index Scores for UF Campus Census Tracks

	Census Track 000901	Census Track 000902	Census Track 001514	Average of 3 Tracks	Alachua County	State Average	National Average
Total Risk Index	12.57	21.31	26.53	20.1367	18.77	17.89	16.91
Avalanche	N/A	N/A	N/A	N/A	N/A		
Coastal Flooding	0.00	0.00	0.00	0.00	0.00		
Cold Wave	4.90	6.93	4.58	5.47	18.86		
Drought	0.16	0.20	0.16	0.17	3.21		
Earthquake	3.59	7.33	9.87	6.93	3.47		
Hail	1.27	1.78	1.04	1.36	2.28		
Heat Wave	0.00	0.00	0.00	0.00	0.00		
Hurricane	21.87	40.02	51.75	37.88	23.92		
Ice Storm	N/A	N/A	N/A		N/A		
Landslide	2.50	0.15	0.00	0.88	11.60		
Lightning	15.73	23.15	18.25	19.04	16.60		
Riverine Flooding	7.82	4.29	6.95	6.35	13.18		

	Census Track 000901	Census Track 000902	Census Track 001514	Average of 3 Tracks	Alachua County	State Average	National Average
Strong Wind	11.52	16.41	11.56	13.16	9.93		
Tornado	24.71	38.01	38.70	33.81	25.62		
Tsunami	N/A	N/A	N/A		N/A		
Volcanic Activity	N/A	N/A	N/A		N/A		
Wildfire	5.42	2.61	3.33	3.79	34.01		
Winter Weather	0.00	0.00	0.00	0.00	0.00		

Statewide Hazard Mitigation Plan

The State of Florida mitigation plan includes 21 hazards ranked by severity of impact, from low to high, and probability, from Not Likely to Very Likely. The risk assessment profiles hazards that could affect Florida. The table below shows the assessment based upon data from the 2018 *Enhanced State Hazard Mitigation Plan, Appendix D: Hazard Summary Matrices*. The statewide profile depicts the overall vulnerability recorded in the state plan, derived from a calculation of frequency, probability, and magnitude.

			Pr	obability of impa	cts	Overall
Hazard/Threat	Frequency	Probability	Injuries/ Deaths	Infrastructure	Environment	Vulnerability
Flood	Very Likely	Very Likely	High	High	High	High
Tropical Cyclone	Likely	Likely	High	High	High	High
Severe Storm	Very Likely	Very Likely	High	Medium	Low	High
Wildfire	Likely	Likely	Medium	Medium	High	High
Erosion	Very Likely	Very Likely	Low	Medium	Medium	High
Extreme Heat	Very Likely	Very Likely	High	Low	Low	High
Drought	Likely	Likely	Low	Low	Medium	Medium
Sinkhole/ Geological	Likely	Likely	High	Medium	Low	Medium
Winter Storm & Freeze	Likely	Likely	Medium	Low	Medium	Medium
Seismic	Not Likely	Not Likely	Low	Low	Low	Low
Tsunami	Not Likely	Not Likely	Low	Low	Low	Low
Transportation Incidents	Very Likely	Very Likely	High	Medium	Low	High
Cyber Incidents	Very Likely	Very Likely	High	Medium	Low	High
Hazardous Materials Incident	Very Likely	Very Likely	Medium	Medium	Medium	Medium

			Pro	obability of impa	cts	Overall
Hazard/Threat	Frequency	Probability	Injuries/ Deaths	Infrastructure	Environment	Vulnerability
Space Weather Events	Likely	Likely	Medium	Medium	Low	Medium
Radiological Incidents	Not Likely	Not Likely	High	Medium	Medium	Medium
Terrorism	Likely	Likely	High	High	Medium	High
Agricultural Disruption	Very Likely	Very Likely	Low	High	High	High
Biological Incidents	Likely	Likely	High	Low	Low	Medium
Mass Migration	Likely	Likely	High	Low	Low	Medium
Civil Disturbance Incidents	Likely	Likely	Medium	Medium	Low	Medium

Alachua County Hazard, Risk, and Vulnerability Assessment

Both the 2020 Alachua County Comprehensive Emergency Management Plan (CEMP) and the 2021 Alachua County Local Mitigation Strategy provide analyses of local threats and hazards developed from historical data. Impacts to the population, property, environment, and government operations are ranked by County staff as low, moderate, high, extensive, or catastrophic. UFDEM staff evaluated those same categories for vulnerability impacts to the UF campus and assigned rankings by employing the identical structure. The table below compares the Alachua County impacts detailed in the Alachua County CEMP with those of the UF campus.

Table 5: Alachua County and UF Campus Hazard Vulnerabilities (Categories from Alachua County Comprehensive Emergency Management Plan)

		Vulnerability Impacts					
Hazard Vulnerability Category		Population	Property	Environment	Government /Campus Operations		
Wind from Tropical	Alachua County	High	Moderate	Moderate	Moderate		
Cyclones	University of Florida	Moderate	Moderate	Moderate	High		
Flooding	Alachua County	High	Extensive	Moderate	High		
rioouling	University of Florida	Moderate	Moderate	Moderate	Low		
Hazardous Materials	Alachua County	Extensive	Extensive	High	High		
Spills	University of Florida	Low	Low	Low	Low		
Nuclear Reactor	Alachua County	Low	Low	Low	Low		
Incidents	University of Florida	Low	Low	Low	Low		
Civil Disturbance	Alachua County	Moderate	Low	Low	Moderate		
	University of Florida	High	Moderate	Low	High		
Mass Migration	Alachua County	Moderate	Low	Low	Moderate		

			Vulnerabil	ity Impacts	
Hazard Vulnerability Category		Population	Property	Environment	Government /Campus Operations
	University of Florida	Low	Low	Low	Low
Wildland Fires (Brush Fires,	Alachua County	High	High	Extensive	High
Wildfires, and Forest Fires)	University of Florida	Low	Low	Low	Low
Terrorism	Alachua County	High	High	Moderate	High
Terrorism	University of Florida	High	High	Moderate	High
Exotic Pests and	Alachua County	Low	Moderate	High	Low
Diseases	University of Florida	Low	Moderate	High	Low
Disease and	Alachua County	High	Low	High	High
Pandemic Outbreaks	University of Florida	High	Low	Low	Moderate
Critical Infrastructure	Alachua County	Moderate	High	Moderate	Moderate
Disruption	University of Florida	High	Moderate	Low	Extensive
Special Events	Alachua County	Extensive	Moderate	Moderate	Moderate
special Events	University of Florida	Extensive	High	Low	High
Major Transportation	Alachua County	High	Moderate	High	Moderate
Incidents	University of Florida	Moderate	Low	Low	Low

2. Capability Assessment

To help protect and safeguard the university community, the university maintains the Division of Public Safety within Business Affairs. The Divisions consists of three departments – Emergency Management, Police, and Environmental Health and Safety (EH&S) – which provide public safety services for the institution. The UF Police Department (UFPD) is an accredited law enforcement agency with over 90 sworn officers providing a full range of police services and operating 24 hours a day. EH&S provides services in laboratory and research safety, occupational safety and risk management, and facility support services in order to protect people and the environment.

The only first-response public safety resources not controlled by the university are fire/rescue and emergency medical services (EMS). UF is dependent upon Gainesville Fire Rescue for fire suppression and rescue operations. For EMS response, the university relies on Alachua County Fire Rescue for pre-hospital Advance Life Support (ALS) emergency medical care and transport. Operating under the direction of UFPD, the Gator Emergency Medical Response Unit (GEMRU) does provide some emergency medical response capabilities on campus. GEMRU is staffed by trained, volunteer students.

3. Mitigation Overview

The university strives to prevent incidents from occurring when feasible or if not, reduce their impact on people, property, and the environment. These mitigation efforts take many forms. Two key components are enforcement of the Florida Building Code on new construction projects through EH&S and adoption of land use, conservation, and stormwater requirements within the *Campus Master Plan* led by Planning, Design and Construction (PDC).

Additionally, UF is an active participant and voting member on the Alachua County Local Mitigation Strategy Work Group. The university has formally adopted the *Alachua County Local Mitigation Strategy* which was produced by the work group and approved by FEMA. The strategy document outlines mitigation goals and objectives for the Alachua County community.

D. Planning Assumptions

The assumptions listed below are presupposed for planning purposes as well as for execution of the CEMP during operations.

- 1. The succession of events in an emergency is not always predictable. Therefore, published plans, such as this CEMP, serve only as guidance and may require adjustments to meet the specific circumstances of the incident.
- 2. An emergency or disaster may occur at any time of the day or night, weekend, or holiday, with little or no warning and may affect UF's campus and other facilities, as well as the university's physical or technological infrastructure.
- 3. UF will maintain this CEMP and train appropriate personnel to evaluate and respond to emergencies, including emergency response personnel, in order to implement response activities in an immediate and effective manner.
- 4. Emergency Operations Team (EOT) departments and representatives will be able to perform their roles and responsibilities, as assigned in the CEMP and associated annexes.
- 5. University colleges and departments will be familiar with and support the CEMP and will be prepared to identify and assist in the response to an emergency by developing plans within their units and operations that align with the CEMP.
- 6. University colleges and departments will maintain internal emergency plans relevant to their areas and operations, and train appropriate personnel regarding implementation of those plans and procedures.
- 7. University-level resource management, including mission assignment, deployment, and demobilization, will be coordinated through the EOT when activated during emergency situations.
- 8. The University Emergency Operations Center (EOC) is the primary physical location where incident coordination can occur; however, functions of the EOC and EOT may be managed from alternate locations, including virtually, when appropriate or necessary.
- 9. UF will consider the advice and guidance of external partners but reserves the right to make independent decisions, serving the needs of the university community. UF will inform external partners of major decisions involving an emergency response.

- 10. Impacts of an emergency or disaster may extend beyond campus or be regional or larger in scope, limiting availability of outside resources to assist.
- 11. The occurrence of a major emergency may result in emergency declarations at the local, state, and federal levels. These declarations may enable UF to access additional resources for response and recovery activities.

II. Concept of Operations

A. Normal Operations

For standard or daily operations in the absence of a major emergency, UF departments and external public safety agencies will respond to emergencies affecting the university community in accordance with their policies, standard procedures, regulations, and other appropriate guidance. Local mutual aid agreements allow for rapid request of additional public safety resources through UFPD dispatch protocols.

UF colleges and departments will follow their internal emergency plans and procedures, which should be in line with university guidance.

B. Emergency Operations

The CEMP will be applied as appropriate upon identification of a potential, impending or occurring significant emergency that may impact the university and that will require multiple departments to address. The Plan establishes a system to organize and coordinate institutional information and resources for emergency operations. All university departments and colleges will contribute to the emergency response as directed by the CEMP and associated structures outlined within the document.

As a scalable and flexible framework to address emergencies, the CEMP is always activated. While the CEMP is continuously in effect, it may be implemented at a heightened state by the University Administrator, the UFDEM Director, or their designees during periods of perceived or actual threats and hazards. This approach may include utilization of the Policy Group, Emergency Operations Team (EOT), as well as activation of the University Emergency Operations Center (EOC). These terms are described in <u>Section III: Organization and Assignment of</u> <u>Responsibilities</u>. The extent of implementation will be dictated by conditions and scope of the incident.

C. Institutional Leadership

Emergency operations of the university occur under the authority of the university president and Board of Trustees (BOT). The president, or their designee, has broad authority to alter operations and direct resources in preparation for, in response to, or in recovery from an emergency, especially in alignment with the priorities outlined in <u>Section II.E: Emergency</u> <u>Priorities</u>. When feasible, decisions and directions will be facilitated and implemented through the appropriate levels of the Policy Group and Emergency Operations Team (EOT) structures detailed in <u>Section III</u>. Legal questions or issues resulting from emergency operations will be addressed by the Office of the Vice President and General Counsel. General Counsel is a member of the Policy Group detailed in <u>Section III.A: Policy Group</u>.

D. University Emergency Management Structure

The university's emergency operations framework is designed to be flexible and scalable to match the needs of the incident. Its application is intended for all hazards and across the full life cycle of an incident, including preparedness and recovery.

E. Emergency Priorities

UF strives to address emergencies in a safe, effective, and efficient manner. The overarching priorities that inform decisions and direct actions are to safeguard lives, property, environment, and the reputation of the institution. Those priorities are listed in order but are not mutually exclusive, meaning one does not have to be completed before the other begins. As such, the standing incident priorities to guide objectives for emergency operations are to:

- Protect the health and safety of students, faculty, staff, and visitors;
- Contain and stabilize the incident;
- Provide for basic human needs;
- Minimize damage to university property, facilities, research, and the environment;
- Minimize disruption to university operations, including teaching, research, extension, and clinical activities;
- Resume normal university activities and operations in a timely manner.

F. Continuity of Operations and Continuity of Government

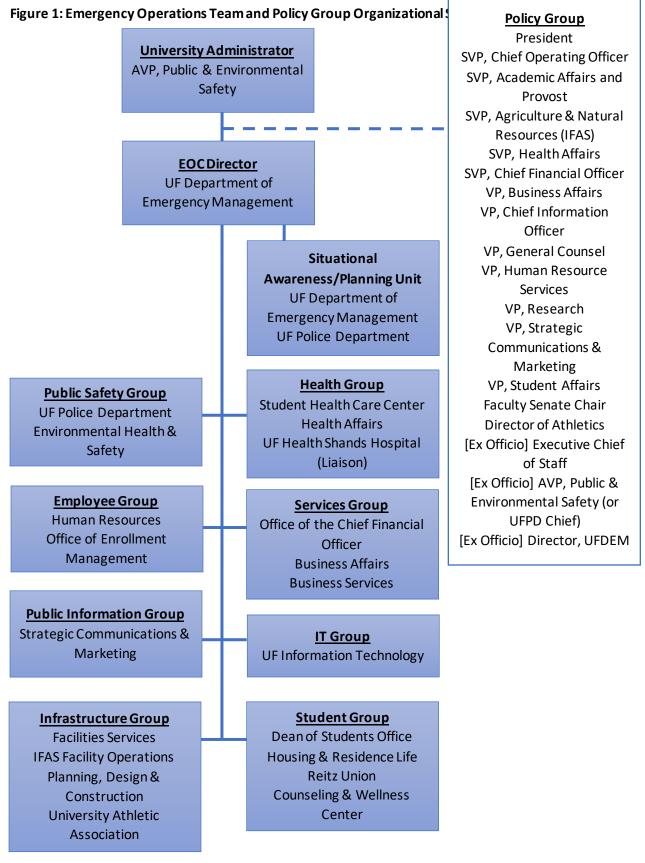
Continuity of Operations (COOP) is an effort to sustain performance of mission essential functions, even during emergencies. This ability is accomplished through plans and procedures that address disruptions to facilities, personnel, infrastructure, and utilities by accessing alternate locations, resources, equipment, communications, and vital records/databases. At UF, colleges and departments are responsible for maintaining internal COOP planning and training in support of their operations. UFDEM provides a COOP plan template for this purpose on their website, <u>emergency.ufl.edu</u>. The template adapts and follows the 2022 *Continuity of Operations Implementation Guidance* document from the Florida Division of Emergency Management to ensure college/departmental plans are in line with state direction.

During protracted emergencies that require a university-wide response, the EOT will coordinate continuity of essential institution-level services and operations.

The Policy Group and, if required, the Board of Trustees will address continuity of government matters in accordance with university and Board of Governors policies.

III. Organization and Assignment of Responsibilities

The preparedness of the institution is organized around the structure of an Emergency Operations Team (EOT) and Policy Group. The composition of both groups is detailed in Figure 1.



A. Policy Group

The Policy Group serves as the policy-level body for the institution during emergency operations, enabling high-level decisions among senior leaders for the university. They will establish institutional incident priorities and provide overall direction for addressing incident response and recovery. Actions may include determining resource prioritization and allocation.

During a significant emergency, the University Administrator position will request convening of the Policy Group if the body is not already actively engaged. Meetings may be held in-person or virtually and chaired by the Senior Vice President/Chief Operation Officer or President, or their designees. The group will receive or request information, briefings, and recommendations from the EOT and provide policy direction and decisions back to the EOT.

The Policy Group will conduct the following tasks, as appropriate for the incident:

- Determine immediate and on-going policy decisions, in alignment with incident priorities, as a result of the emergency, including changes to university schedules and operations.
- Notify and update Board of Trustees, Board of Governors, as well as other key state and local government officials regarding significant university actions.
- Remain in contact with the University Administrator and EOT to receive updates and respond to policy recommendations or questions.
- Establish internal meeting schedule of the group and be available throughout the incident, as needed.

The Policy Group is composed of senior university administrators, listed below. Each position may designate an alternate to serve in their absence. Additionally, the President or Senior Vice President/Chief Operating Officer may add other senior administrators or subject matter experts on an ad-hoc basis to better address situational specifics. The role of the Assistant Vice President of Public and Environmental Safety, along with the Director of UFDEM, is mainly to be a bridge between the Policy Group and the EOT in facilitating information and questions rather than serving as full participating members of the group.

- President
- Senior Vice President and Chief Operating Officer
- Senior Vice President, Academic Affairs and Provost
- Senior Vice President, Agriculture and Natural Resources (IFAS)
- Senior Vice President, Health Affairs
- Senior Vice President and Chief Financial Officer
- Vice President, Business Affairs
- Vice President, Chief Information Officer
- Vice President, General Counsel
- Vice President, Human Resource Services
- Vice President, Research
- Vice President, Strategic Communications and Marketing
- Vice President, Student Affairs
- Faculty Senate Chair

- Director of Athletics
- [Ex Officio] Executive Chief of Staff
- [Ex Officio] Assistant Vice President, Public and Environmental Safety (or UFPD Chief)
- [Ex Officio] Director, Department of Emergency Management

In the event of incident time constraints or the inability of all members to gather, the Policy Group may act without all members present. In extreme cases, the President and/or the Senior Vice President and Chief Operating Officer may fulfill the responsibilities of the Policy Group, either individually or in consultation with a smaller subset of the body.

B. Emergency Operations Team (EOT)

The Emergency Operations Team (EOT) is the group of identified positions charged with cooperatively addressing imminent threats and hazards, supporting incident command or onscene personnel during complex incidents, and staffing the University Emergency Operations Center (EOC) when activated. This team will exchange and consolidate information, support institutional decision making, and coordinate resources. The EOT provides recommendations to, and obtains policy direction from, the Policy Group and will coordinate continuity of essential institutional services and operations.

During a significant emergency, the University Administrator position or UFDEM Director will assemble the EOT. The Team will conduct the following tasks, as appropriate:

- Determine and facilitate immediate and on-going resource needs, in alignment with incident priorities, as a result of the emergency.
- Conduct tasks identified in their respective Support Group Annexes, as well as internal departmental emergency plans and applicable standard operating guides or procedures.
- Assess status of, and provide updates from and to, their designated areas of responsibility throughout the emergency.
- Support creation of an institution-wide Situational Awareness, Common Operating Picture or Shared Situational Picture (SitPic), and Situation Report (SitRep).
- Staff designated positions in the University EOC when activated.

C. University Administrator

The University Administrator position will normally be filled by the Assistant Vice President of Public and Environmental Safety, Vice President of Business Affairs, Director of UFDEM, or designee. The position will convene the EOT and direct that group as well as serving as a liaison to the Policy Group. If appropriate, the University Administrator will activate the University EOC.

D. EOC Director

The EOC Director guides and facilitates EOC activities. The position will work to set EOC objectives with collaboration of the EOT. Along with the University Administrator, the EOC Director will work with the Policy Group to facilitate and carry out policy direction for the incident. The position will normally be staffed by the Director of UFDEM or their designee.

The position will also oversee the Situational Awareness and Planning Unit to integrate the information and intelligence management process outlined in <u>Section V.A: Information and</u> <u>Intelligence Management</u>. Additionally, the unit will set and track EOC objectives and tasks, produce any needed EOC plans and reports, operate a resource ordering and tracking system, and maintain an information management system for the EOC.

E. Support Groups

To enhance EOT cooperation and University EOC efficiency, the EOT is arranged around support groups. Each group is composed of one or more university units, with those units appointing primary and alternate representatives. These representatives comprise the members of the EOT. Listed units are responsible for maintaining availability and staffing of their designated EOT position through identified, trained primary and alternates.

Each support group reflects a major function or component of the institution. The assigned units and representatives should work cooperatively with other university units, supporting areas, and external partners associated with or involved in their broad functional area to fulfil their EOT role. The following table depicts the EOT support groups and assigned units.

Support Group	Units/Departments
Employee Group	Human Resources
	Office of the University Registrar
Health Group	Health Affairs
	Student Health Care Center
	UF Health Shands Hospital (Liaison)
IT Group	UF Information Technology
Infrastructure Group	Facilities Services
	IFAS Facility Operations
	Planning, Design & Construction
	University Athletic Association
Public Information	Strategic Communications & Marketing
Public Safety	Environmental Health & Safety
	UF Police Department
Services Group	Business Affairs
	Business Services
	Controller's Office
Student Group	Counseling & Wellness Center
	Dean of Students Office
	Housing & Residence Life
	Reitz Union

 Table 6: Emergency Operations Team Support Groups

IV. Direction, Control, and Coordination

Emergencies that necessitate significant coordination, especially involving multiple departments or outside agencies, will be managed through the Incident Command System (ICS) and activation of the University Emergency Operations Center (EOC).

A. National Incident Management System (NIMS)

The University adheres to and has adopted the National Incident Management System (NIMS). NIMS provides a shared vocabulary, systems, and processes to guide incident operations, both internally and with outside stakeholders. The system defines a common, interoperable approach to sharing resources, coordinating and managing incidents, and communicating information. The NIMS doctrine is maintained and published by FEMA.

B. University Emergency Operations Center (EOC)

The University EOC is the physical or virtual location, or a hybrid of both, at which the EOT members coordinate information and resources. Primary functions of the EOC, include:

- Information Management Collecting, analyzing, and sharing information.
- *Resource Management* Supporting resource needs and requests, including acquiring, allocating, and tracking.
- *Planning* Coordinating plans and determining current and future needs.
- *Policy and Coordination* Under the authority or delegation of the Policy Group, communicating policy decisions and, in some cases, providing coordination and policy direction.

The University EOC will be activated and deactivated at the discretion of the University Administrator or their designee, based upon an analysis of incident specifics and need. When a decision is made to activate, the EOT will be notified to staff as appropriate. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the EOC.

University EOC Activation Levels

The University EOC follows standard NIMS activation levels and titles to promote compatibility with outside jurisdictions. Staffing the EOC at a specific activation level during an incident will be based upon an analysis of the threats and hazards as well as incident complexity.

• Level 3: Normal Operations/Steady-State

Routine, normal monitoring activities for the University EOC and managed through UFDEM. May include coordination with EOT members.

• Level 2: Enhanced Steady-State/Partial Activation

Selected EOT members engaged in actively monitoring a credible threat, risk, or hazard and/or supporting response to a planned or new/evolving incident.

• Level 1: Full Activation

The majority of, or all, EOT members engaged in supporting response to a significant or complex incident or threat. May include personnel from assisting agencies.

During tropical weather events, when travel to and from the University EOC is not advised and/or communication infrastructure could be disrupted, selected EOT members may staff the EOC during the period of high winds in place of a full activation. This group is often referred to as a "ride out" team. The units represented will have a focus on public safety, public information, sheltering operations, on-campus students, infrastructure, and other critical university operations.

C. Incident Command system / Incident Command Post

Incident Command System (ICS) is a standardized approach to the command, control, and coordination of on-scene incident management. Its implementation includes designation of a single Incident Commander or Unified Command for overall incident management responsibilities. Generally, on the UF campus, UFPD personnel will serve as the single incident commander or jointly manage through unified command if the incident requires outside agencies or multiple UF departments to respond. For off-campus incidents, local responding agencies will establish incident command.

The Incident Command Post (ICP) is the location of the tactical-level, on-scene incident command organization. Typically, the ICP will be located at or near the incident site and house the Incident Commander or Unified Command as well as other Command and General Staff.

As detailed in National Incident Management System (NIMS) doctrine, the Incident Commander or Unified Command:

- Establishes a single ICP for the incident;
- Establishes consolidated incident objectives, priorities, and strategic guidance, and updates them every operational period;
- Selects a single section chief for each General Staff (Operations, Planning, Logistics, and Finance/Administration) position needed based on current incident priorities;
- Establishes a single system for ordering resources;
- Approves a consolidated Incident Action Plan (IAP) for each operational period;
- Establishes procedures for joint decision making and documentation; and
- Captures lessons learned and best practices.

D. ICS/EOC Interface

Small, routine incidents, such as a traffic accident, typically involve minimal ICS structure and no EOC activation. For larger and/or more complex incidents, central coordination provided by the EOC may be needed. When both an ICP and the EOC are active, policy and coordination functions will generally be completed in the University EOC, while on-scene tactical operations will be directed by the Incident Commander and assigned staff through the ICP. The EOC Director and Incident Commander will jointly appoint an Incident Command Liaison to serve in the EOC in order to facilitate incident communications and update to the EOC. Specifically, the

Liaison will facilitate resource management and prioritization between the two entities to avoid duplication and maximize efficiency. Additionally, the Liaison will facilitate a shared situational awareness regarding the incident between the ICP and EOC.

E. Multijurisdictional Coordination

The University strives to work cooperatively with outside agencies and jurisdictions when addressing emergencies. Multijurisdictional coordination will mainly be facilitated through use of on-scene Incident Command System (ICS) and interaction between the University EOC and external EOCs, such as Alachua County and State of Florida EOCs. In Alachua County, a liaison officer (LNO) position from UF will serve in the Alachua County EOC, when requested. EH&S will staff this role. The position will facilitate and coordinate communications, updates, and resource requests between the county and university. External resource requests will follow processes outlined in the Alachua County CEMP or State of Florida CEMP, respective of the request, as well as be documented and tracked within the University EOC. Additionally, UFDEM will participate in briefings of the Alachua County EOC and State of Florida EOC, when relevant and invited.

F. Plan Integration

As the apex emergency plan for the university, the CEMP sits as the focal point and intersection for vertical and horizontal plan integration.

1. Vertical Integration

Vertically, the plan is intentionally designed and written to be aligned with both the Alachua County and State of Florida CEMPs as well as other local, regional, and state planning initiatives. This approach supports joint preparedness actions, especially for multijurisdictional incidents.

2. Horizontal Integration

Horizontal integration occurs through planning inside the institution that is congruent with the university CEMP. Colleges and departments should ensure their planning conforms to the university CEMP. To assist in this effort, UFDEM provides departmental emergency plan templates which colleges and departments employ to develop their internal emergency plans. The templates are available at <u>emergency.ufl.edu</u>.

At the building-level and individual-level, the branded "Take Action" guidance outlines actions to take in response to potential hazards and threats. Members of the university knowing the appropriate steps to take can help minimize the impact of an emergency. The Take Action guidance is available in the GatorSafe App (publicsafety.ufl.edu/gatorsafe), as a part of the departmental emergency plan templates, and on the UFDEM website at go.ufl.edu/takeaction.

V. Information Collection, Analysis, and Dissemination

A. Information and Intelligence Management

1. Situational Awareness

During significant incidents, the University EOC will strive to maintain *situational awareness*, which is the ability to identify, monitor, process and comprehend critical information. If an ICP is additionally established, the situational awareness will be actively shared and synchronized between the two in an integrated fashion. Maintaining situational awareness requires continuous gathering of relevant sources of information, including from EOT representatives, subject matter experts, agency liaisons, and local and state EOC briefings. This continuously updated overview of incident information forms the *Common Operating Picture* or *Shared Situational Picture* (SitPic), that encompasses the key information needed for incident planning, tracking, and decision making.

2. Data, Information, and Intelligence

Three key terms assist in describing the processing of incident information within the EOC. *Data* is unprocessed material that must be validated and analyzed to be meaningful. Data can range from incorrect and irrelevant to useful. Once processed and given context, it becomes *information* which can then be employed for decision making. Under NIMS, threat-related information developed by law enforcement, medical surveillance and other investigative work is referred to as *intelligence*.

3. Incident Information Management

a) Data Collection and Management

Each EOT member has a responsibility to collect and share appropriate data within their areas of responsibility outlined in this plan. UFDEM will provide instructions and methods for transmitting and consolidating data. This process may vary by level of activation and technology employed.

b) Data Validation and Analysis

As knowledgeable professionals and key representatives of organizational areas within the university, EOT members should work to validate the data they gather, either individually or in cooperation with other relevant stakeholders. Validation should consider if the data is complete, accurate, timely, and useful for incident response.

c) Essential Elements of Information (EEI)

Emergency Management may determine essential elements of information (EEI) for an incident. EEI are important and standardized information items that can be gathered across the EOT, usually consisting of specific categories along with associated responsibilities for collecting and frequency of updating. This

approach aids in providing consistent and appropriate information for decision making.

d) Information Updates and Dissemination

The information gathered from the EOT will lead to the development of a shared common operating picture, which will be continuously updated and disseminated within the EOC (e.g., briefings, visual displays) or in an information management system (e.g., Microsoft Teams). Core elements will include current incident status, current operations, and any needed resources. The common operating picture may also be provided to the Policy Group to support their briefing and decision making.

B. Alert and Warning

The UF Alert program is the primary tool for providing incident notification to the university community. The system is utilized for two types of incidents as defined by the *Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act* (Clery Act) and associated Federal guidance. When a significant emergency or dangerous situation is immediately occurring or threatening the health and safety of the campus community, an *Emergency Notification* is issued. Examples of a "significant emergency" provided by the Clery Act include, but are not limited to, murder/homicide, robbery, armed intruder, explosion, and tornado warning. A *Timely Warning* is issued when the incident represents a serious or continuing, but not immediate, threat to students and/or employees.

Emergency Notifications and *Timely Warnings* are triggered by reports and confirmations of incidents within the University's Clery Act-defined geography. Generally, these boundaries include "reasonably contiguous" areas of Campus, as well as public sidewalks, streets, and opposite sidewalks along the Campus borders.

Additionally, *Campus Safety Messages* can be sent in instances that do not meet emergency notification or timely warning requirements. These notices are intended to provide safety-related information.

The UF Alert program services multiple locations through branded messaging, including Gainesville, Shands, Lake Nona, UF Scripps, and Jacksonville. Messages are distributed across several modes such as SMS/text messaging, email, web postings and social media. The program involves the cooperation of numerous departments with overall coordination provided by UFDEM. Specifics on the program are available at <u>ufalert.ufl.edu</u>.

C. Joint Information System (JIS)

Strategic Communications and Marketing will coordinate dissemination of timely information to the university community and beyond throughout an incident. Through the Public Information Group, Strategic Communications and Marketing will integrate messaging from internal communicators across the institution as well as external agencies involved in the incident.

Additionally, the Public Information Group will develop, recommend, and execute public information plans on behalf of the EOT and Policy Group including identification of key information, crafting of messages, verification of accuracy, addressing rumors, media briefings and selection of appropriate communication methods.

If warranted, a physical or virtual Joint Information Center (JIC) will be established to house JIS operations and conduct media briefings and interviews.

D. Public Awareness, Outreach and Education

The university, and specifically UFDEM, strive to create a culture of preparedness both at the institutional and individual level. UFDEM engages the UF community through outreach events, social media campaigns, targeted programs, and other efforts. The goal is to promote a prepared population which is resilient to local threats and hazards. Personal preparedness and response information is also available on the UFDEM website at <u>emergency.ufl.edu</u>.

VI. Communications and Coordination

A. Public Safety Communications

Primary public safety radio communications for incident support and response will be provided by UFPD, serving their personnel. UFPD operates on an 800-megahertz Trunked Radio System (TRS) shared by local public safety agencies. This system is owned and operated by Gainesville Regional Utilities and is governed through inter-local agreements with user agencies. All subscriber units on the system are programmed to provide interoperable communications with all other public safety agencies on the system, as well as the state-wide 800 MHz mutual aid talk groups. During community-wide incidents, communications on local interoperability talk groups and mutual aid channels/talk groups may be coordinated through the Alachua County Sheriff's Office Combined Communications Center (CCC).

B. Departmental Radio Communications

Multiple units at the University, including Facility Services and Student Affairs, maintain FCC licensed radios for daily operations. These UHF/VHF radio systems can be employed during emergency operations to aid their respective departments with communications. Each area is responsible for coordinating interoperability issues with UFPD for incident operations.

C. Public Safety Wireless Network

UFIT broadcasts a dedicated SSID (Servicer Set Identifier) for public safety use of the wireless network. Access is provided to UFPD, UFDEM, responding public safety agencies, and EOT members. Password control will be maintained by UFDEM and UFIT.

D. Warning Point

UFPD maintains a 24/7 dispatch center through its Communications Division. The dispatch center coordinates radio communication for UFPD as well as answering calls for service and

monitoring fire and security alarms. Emergency 911 calls originated from campus are answered by the Alachua County CCC, which serves as the County's Public Safety Answering Point (PSAP). For 911 calls involving the UF campus, the caller is then transferred to the UFPD dispatch center for further assistance.

Additionally, the UFPD dispatch center serves as the University Warning Point to provide initial internal and external notifications. As the Warning Point, the dispatch center communicates with the Alachua County Warning Point and State Warning Point (also referred to as the State Watch Office), including reporting of incidents and emergencies in line with state guidance. Based upon the scope and nature of an incident, appropriate university officials may be notified according to dispatch protocols.

VII. Administration, Finance, and Logistics

Each UF unit is responsible for internally tracking costs and labor associated with response and recovery activities, in line with standard University expense, purchasing, and payroll policies. Additional guidance may be provided on an incident-specific basis, including information related to procurement and contracting from the Business Group and/or UF Procurement Services, and employee time reporting from the Employee Group and/or UF Human Resources. If eligible, UF will seek to recover costs through federal assistance and insurance claims.

A. Administration

1. Documentation

On-scene response and recovery actions should be documented according to normal University, departmental, and UFPD dispatch protocols and procedures. EOT and EOC actions will be documented on standardized electronic or paper forms, on which team members receive training.

Proper documentation of university response and recovery activities will assist in obtaining insurance and FEMA reimbursement, when applicable. Information tracked for potential FEMA Public Assistance claims should be recorded and maintained in accordance with current versions of FEMA's *Public Assistance Program and Policy Guide* and applicant guidelines posted by the State of Florida at <u>FloridaPA.org</u>.

2. After-Action Report

Following significant incidents or exercises, or at the direction of the Assistant Vice President for Public and Environmental Safety, an after-action process will be initiated. The process will include development of an after-action report/improvement plan (AAR-IP) by UFDEM with input provided by involved stakeholders. The document will provide an overview of the incident or exercise as well as note observed strengths and areas for improvement. Noted areas for improvement will be tracked for corrective actions in planning, equipping, training, or exercising.

B. Finance

1. Federal Disaster Assistance

Federal assistance is provided under *The Robert T. Stafford Disaster Relief and Emergency Assistance Act* (The "Stafford Act") when the location of a university campus or facility is located within an area covered by a federal Emergency Declaration or Major Disaster Declaration. The university may apply under the FEMA Public Assistance program during the grant period. The program contains specific categories of eligible costs for reimbursement. Normally, Public Assistance is provided with a 75% federal share. The remaining 25% of project costs are obtained through State or university funds, or a combination of those two sources. EH&S Risk Management will facilitate Public Assistance filings for most university departments.

2. State Risk Management Trust Fund

University property is self-insured through the State Risk Management Trust Fund managed by the Florida Department of Financial Services, Division of Risk Management. The limited coverage includes damage to buildings and contents caused by specific perils such as fire, windstorm, and lightning. Claims to the Trust Fund are coordinated through the EH&S Risk Management for most university facilities, or IFAS Facilities and Operations for IFAS facilities.

C. Logistics

1. Resource Coordination and Management

Each Support Group and EOT department will coordinate, allocate or obtain, and manage resources required to facilitate tasks assigned in the CEMP, their respective Support Group Annex, or received through the University EOC. Supplies and equipment will be provided from current inventories, mutual aid requests, vendors, donations, or other appropriate sources. Outside resources will be obtained through standard university procurement procedures when possible.

Should UF need immediate outside assistance in emergency response or recovery operations, the university participates in local mutual aid agreements with local public safety agencies. Additionally, the institution is signatory of the Statewide Mutual Aid Agreement (SMAA) which serves as a mechanism for the exchange of state and local resources within Florida during an emergency.

Resources can also be requested through the Alachua County EOC, or the appropriate county EOC, as well as the State of Florida EOC via the University EOC. Requests to the State EOC will normally be facilitated through a Board of Governors' representative within the State EOC.

2. Volunteers and Donations Management

During or immediately following an emergency, UF may receive donations and offers for volunteer services. The Student Group will manage donations and volunteers.

VIII. Plan Development and Maintenance

A. Plan Development

Development of this CEMP was a participatory process. Initial drafting was conducted by UFDEM and then provided to EOT members for review and comment. This plan incorporated information from previous versions, when still valid, and supersedes those previous versions.

For integration with state and local planning, this plan was written to be congruent with the most current versions of both the Alachua County and State of Florida CEMPs. UFDEM staff consistently referenced those documents throughout the development process. Additionally, Alachua County Emergency Management was provided a draft version for their analysis and input.

Overall document composition is derived from guidance contained within the FEMA Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans (Version 3.0). That document provides the fundamentals for developing emergency plans, including plan structures and components. CPG 101 serves as the foundation for state and local emergency planning within the nation.

B. Plan Maintenance

This CEMP will be continually adapted and revised as needed to reflect current operations and structure. UFDEM will facilitate annual training and/or exercises covering roles and responsibilities outlined in the CEMP and associated annexes. The process will be part of a multi-year integrated preparedness approach to training and exercise consistent with the Homeland Security Exercise and Evaluation Program (HSEEP) methodologies. These events will provide an opportunity to review and subsequently revise, if needed, the plan on an annual basis. Following these exercises or actual incidents, After-Action Reports, Improvement Plans and/or Corrective Action Plans will be developed, as applicable, to indicate changes and enhancements needed to the document.

Additionally, Support Groups should regularly review the CEMP along with associated annexes and submit changes on respective portions as needed. UFDEM will work with appropriate stakeholders to implement needed updates to the CEMP. Alterations to the document will be noted in the <u>Record of Changes on Page 2</u>.

UFDEM is authorized to make edits and adjustments to the document as needed. Generally, a major or complete rewrite of the CEMP will occur on an approximate five-year cycle, resulting in a revised document provided to the Emergency Management Plan Committee for approval.

The most current version of the CEMP will be available on the UFDEM website for public access.

IX. Authorities and References

Primary authority for the CEMP is derived from approval of the document by the university's Emergency Management Plan Committee. The committee is a presidential-level committee with responsibility for UF Comprehensive Emergency Management Plan Page | 28 Operational Draft, Version Date – 07/31/2023 providing final review, oversight, and formal approval of institutional-level emergency management plans. An approval letter from the committee is provided on <u>Page 1</u>.

Additional authority is contained in State University System of Florida Board of Governors Regulation 3.001 (BOG 3.001), *Campus Emergency Management*. The regulation requires each state university to "maintain an all-hazards based, comprehensive emergency management program including preparing for, mitigating, responding to, and recovering from emergencies." Section 1(b) of the policy mandates development and maintenance of a CEMP. Administration of this program on behalf of the institution is charged to the Department of Emergency Management (UFDEM).

State legal authority for emergency management actions is primarily contained within Florida Statutes, Chapter 252 (The Emergency Management Act). Additional authority relevant to specific incidents or actions is located in Florida Statutes, Chapter 23, Part 1 (The Florida Mutual Aid Act).

The plan adheres to the National Incident Management System (NIMS), which guides all levels of government, nongovernmental organizations, and the private sector to work together to prevent, protect against, mitigate, respond to and recover from incidents. NIMS defines a common framework for addressing resource management, command and coordination, and communications and information management.

While ultimate responsibility for the protection of life, property, and environment as well as the preservation of health and safety of the university community rests with UF, the CEMP is designed to integrate with local, state, and federal planning. The following documents were referenced during the planning process for alignment:

- Alachua County Comprehensive Emergency Management Plan (2020 Version) Alachua County Emergency Management
- State of Florida Comprehensive Emergency Management Plan (2022 Version) Florida Division of Emergency Management
- Continuity of Operations Implementation Guidance (January 2022) Florida Division of Emergency Management
- National Incident Management System (Third Edition, October 2017) Federal Emergency Management Agency
- *National Response Framework* (Fourth Edition, October 2019) U.S. Department of Homeland Security

Planning best practices and guidance were utilized during the CEMP update process. The following resources assisted in development of the document:

- Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans (Version 3.0, September 2021)
 Federal Emergency Management Agency
- Guide for Developing High-Quality Emergency Operations Plans for Institutions of Higher Education (June 2013)
 - U.S. Department of Education

 National Incident Management System Emergency Operations Center How-To Quick Reference Guide (October 2022) Federal Emergency Management Agency