Emergency Management System

ST. FRANCIS XAVIER
UNIVERSITY

EMERGENCY MANAGEMENT PLAN

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1.0 OVERVIEW

St. Francis Xavier University (StFX) is committed to fostering a safe and secure environment to the entire campus community. Creating and promoting a culture of preparedness and safety across campus will help enable the University to effectively reduce vulnerability, respond quickly and recover from emergency events.

2.0 PURPOSE

The purpose of this Emergency Management Plan is to describe and guide how the University will coordinate and respond to emergencies in a safe, effective and timely manner. The plan outlines the principles, framework, management structure, key responsibilities and communications necessary to minimize the impact of an emergency and to facilitate an effective recovery. Due to the wide variety of potential emergencies and impacts, situational decision making is required, and the plan is intended to provide general guidance rather than specific step-by-step direction.

3.0 SCOPE

The plan takes an all-hazards approach and is intended to address large-scale incidents on campus. The plan outlines the key elements of the University's emergency management activities including mitigation, preparedness, response and recovery. As a functional document, it allows for the development of supplementary and supporting material.

4.0 AUTHORITY

The Vice-President, Finance and Administration, or delegate, has the authority to respond, direct, and control all emergency management activities on campus and provides executive oversight of the emergency response process.

5.0 DEFINITIONS

All Hazards

All-hazards risk approach is an approach that recognizes that the actions required to mitigate the effects of emergencies are essentially the same, irrespective of the nature of the event, thereby permitting an optimization of scarce planning, response and support resources. The intention of all-hazards generic emergency planning is to employ generic methodologies, modified as necessary by circumstances. All-hazards incorporates natural and man-made hazards threat. (Source Public Safety Canada Federal Emergency Response Plan)

Muster Point

A designated location near the building that in the event of an emergency evacuation, occupants are directed to go to.

Emergency

A present or imminent incident, whether natural or manmade that meets one or more of the following conditions:

- Threatens the safety, health or welfare of people.
- Damage or disruption to property, environment, or the academic, student life, research or administration functions of the University.

Emergency Operations Centre

A designated facility to coordinate the overall response and support to an emergency.

Incident Command System

A standardized on-scene emergency-management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents. (Source: Justice Institute of BC, on ICS)

Incident Commander

Typically, the first responder on the scene of an emergency becomes the initial Incident Commander until relieved and transferred to someone who is more senior or qualified based on the nature of the incident. This individual assumes command of the scene. Responsible for the overall command of the emergency response. There is always an Incident Commander.

University Property

All property that is owned or leased by the University and under the University's operational control.

Safety Wardens

Building and Floor Wardens are assigned responsibilities to specific areas during emergency evacuations.

Acronyms

Following are some of the acronyms used in the StFX Emergency Management System:

BST – Building Safety Teams
MP – Muster Point
EMP – Emergency Management Plan
EMS – Emergency Management System
EMT – Emergency Management Team
EOC – Emergency Operations Centre
FSP – Fire Safety Plans
ICS – Incident Command System

6.0 PLAN FUNDAMENTALS

Priorities

The priorities of the campus emergency response:

1. Protect the health, safety and lives of faculty, staff, students, the public and emergency personnel.
2. Protect facilities, property, and infrastructure and preserve its operation.
3. Protect the environment.
4. Minimize disruptions and restore the University to normal operations including academic, research and administrative services, effectively and efficiently.

Emergency Response Levels

Three levels have been established as a guide to describe the severity of an emergency:

Regardless of the classification, emergencies can evolve from one level to another and may escalate beyond a department or the University's response capabilities. Considerations in assessing the level of an emergency include:

- Safety and welfare of the campus community and the region.
- Scale of the event: number of people or services impacted.
- Containment and stability of the event.
- Expected length of the event.
- Required resources and their availability.
- Environmental issues.

Level 1

These incidents are localized to a department or building and can be quickly resolved with minimal damage or disruption to the campus. They are manageable and containable events with an expected short duration. These small-scale incidents are typically handled using existing, normal University resources or limited external help. This is the most frequent type of incident to occur.

Examples include:

- Localized or Individual medical emergency.
- Contained small hazardous materials spill.
- Localized short-term utility failure.
- Water leak.

Level 2

These incidents are major and may have large-scale disruption or damage to areas of the University. These incidents can have serious consequences. An increased level of response is required for these larger, uncommon incidents and typically it is a shared response with both

internal University departments and external agencies. Activation of the Emergency Management Plan, either in whole or functional units within, will typically be required. Examples include:

- Structural building fire
- Hazardous materials release
- Extensive or extended power failure
- Bomb threat

Level 3

These major incidents are a danger and impact the entire campus, surrounding region or both. They result in widespread and considerable damage or represents a direct and immediate threat to faculty, staff, students or the public. Typically, these incidents are unconfined, changing and escalating. Normal University operations are reduced or suspended. These events are rare and will require extensive campus-wide resources and cooperation. Level 3 requires a significant response from municipal and provincial emergency responding agencies. These incidents may outpace the resources available. Full activation of the Emergency Management Plan is required. Examples include:

- Natural disaster: hurricane
- Large-scale structural buildings fires or major explosions
- Large-scale, serious major hazardous materials release
- Campus-wide extended power outages
- Pandemic
- Active assailant

Table 1 Emergency Management Incident Level

	Level 1	Level 2	Level 3
Command	Safety & Security Services	Director of Risk Management or designate	Municipal
Scale / Disruption	Minimal: does not affect overall campus functions. Localized to department or building	Large: disrupts one or more campus operations	Widespread: seriously impairs or halts campus operations & critical services
Containment	Manageable & Contained	Containable	Unconfined & ongoing, possibility of losing control
Stability	Stable	Stabilizing	Changing or escalating
Duration	Short-term, can be quickly resolved	Medium-term	Ongoing, long-term
Response	Routine response	Unusual event but routine response	Rare event, outpace response
Campus Communication	Minimal urgency and minimal need	High urgency and high need	Critical urgency and critical need
Resources	Normal University or limited external help	Shared response with internal and external help likely required	Multiple external agencies and internal help
Examples	Medical emergency Contained small hazardous materials spill Localized short-term utility failure Water leak	Structural building fire Hazardous materials release Extensive or extended power failure Flood Bomb threat	Natural disaster: hurricane Large-scale structural building fires or major explosion Large-scale, serious major hazardous materials release Campus-wide extended power outages Active assailant

7.0 COMPONENTS OF EMERGENCY MANAGEMENT

There are four components of emergency management:

- Mitigation
- Preparedness
- Response
- Recovery

These areas overlap and actions in one phase impacts the other phases.

Mitigation: Prevention strategies and actions to reduce, lessen or eliminate risks - and their impact. This is achieved through implementing proactive measures before an emergency occurs.

Preparedness: Develop effective guidelines, policies, procedures, plans, tools and training to best respond to an emergency.

Response: Actions taken before, during and immediately after an emergency.

Recovery: Includes all activities and actions that focus on restoring the campus community to normal operations and resuming to full-service. This includes evaluating the response, analyzing lessons learned and developing strategies for mitigation of potential future incidents.

8.0 INCIDENT COMMAND SYSTEM

Response to emergencies on campus is based on a team approach utilizing the Incident Command System (ICS). This is a well-established, standardized system recognized by many post-secondary institutions and levels of government. The system is designed to accommodate the changing dynamics and response requirements of an emergency which can grow rapidly in response to the nature of the emergency. It aligns the coordination efforts when multiple responding agencies are involved. It provides a standard framework that can be implemented

to any type and size of emergency. It will be used to command, control and coordinate the efforts of both internal resources and external agencies. Key features of the ICS include:

- Combines facilities, personnel, equipment, resources, procedures and communication into a common organizational structure.
- Provides standardized planning process including the establishment of common objectives and action plans to achieve stated goals.
- Clearly identifies leadership and unity of command structure.
- Outlines authority and responsibilities inherent to the response roles.
- Uses consistent language, terminology and titles.
- Creates a unified approach to events that requires multiple agencies.
- Delivers smooth deployment of resources.
- Allows flexibility with the ability to expand or contract to match the scale and changing needs.

Command Structure

A unified command structure is required when several agencies respond to an emergency. All agencies will contribute and work together to:

- Determine response strategies and common objectives.
- Plan tactical activities.
- Share resources.

A unified command structure ensures collaboration without the various responding agencies losing their authority, responsibility or accountability.

In Level 1, all functional sections (command, operations, planning, logistics and finance) may be managed by one individual. Large incidents would require multiple individuals to effectively manage and support each section.

Functional Sections

The response is organized into fundamental sections which is applied to all emergencies:

- Command
- Operations
- Planning
- Logistics
- Finance

Command

The command sets response objectives and priorities. The Incident Commander is in charge of the incident and is responsible for the overall management of the situation. This includes coordinating and directing the response, ensuring emergency personnel safety and overall

achievement of the goals. The Incident Commander is supported by a management team that is responsible for communications, safety and coordination.

Operations
Establishes tactical objectives and operational strategies to respond to the incident. Life-saving and responder safety are always the highest priority. Responsible for the assessment of operations, management and coordination of the response at the scene.

Planning
Responsible for collecting, evaluating and analyzing emergency information. Documents the action plan and maintains status reports.

Logistics
Responsible for providing essential facilities, services and resources to support the emergency response and facilitate the safe and successful return to normal operations. Examples include personnel, equipment, transportation, food.

Finance
Responsible for managing and tracking costs associated with the emergency. Conducts overall cost analysis of the incident.

Emergency Operations Centre
In the event of an emergency, an Emergency Operations Centre may be established in the OHS office, 212 Safety & Security Building. The Emergency Operations Centre is the command centre and serves as the primary, location to manage emergency response operations. The Emergency Management Team will report there, be briefed and assume their roles. The Emergency Operation Centre functions include the coordination of:

- Management, ordering and deployment of required resources.
- Response personnel.
- Support functions.

9.0 EMERGENCY MANAGEMENT TEAMS AT STFX

Emergency Executive Team

The Emergency Executive Team provides high-level leadership and direction in response to and recovery from a Level 2 or Level 3 emergency event. The Chair of the Emergency Management Team reports to the Emergency Executive Team. The Emergency Executive Team comprises of the President, Vice-Presidents and Associate Vice-President on campus.

Emergency Management Team

The Emergency Management Team is the primary team that oversees the campus emergency response. The team will facilitate the coordination, resource support, planning and communications required during an emergency event. The goal is to ensure that University operations are restored as quickly as possible with minimal disruption to normal University operations. The Emergency Management Team will form the nucleus of the campus operational emergency response. Members of the team include:

- Director, Risk Management (Chair)
- Director, Facilities Management
- Director, Finance
- Director, Communications & Marketing
- Director, Ancillary Services
- Director, Student Life
- Director, Information Technology
- Director, Health and Counselling
- Registrar

Site Response Team

A major emergency on campus will require the response of many departments, all coordinating and collaborating. The Site Response Team involves members of the University community or external emergency agencies as required. Individual members will be called upon based on the type, scope and complexity of the emergency. The Emergency Management Team and Site Response Team represents the management and primary response respectively to an emergency. Collective functions and responsibilities include:

- Establish the Incident Commander. The person selected depends on the nature of the emergency.
- Assign required Incident Command roles.
- Assess the incident including scale, duration and impact.
- Determine if the Emergency Operations Centre is required.
- Establish the University's priorities in responding to the incident.
- Work as a team to ensure appropriate response to the incident.
- Allocate resources including personnel, equipment and other resources.
- Coordinate with emergency personnel.

- Liaise with external emergency agencies.
- Coordinate communications including media statements.

Building Safety Team

The Building Safety Team includes all persons involved in emergency management and health and safety planning for their building, including Building and Floor Wardens. Roles and responsibilities include:

- Participate in emergency training and exercises.
- Assist building departments and occupants with emergency preparedness, response and recovery planning.
- Provide safety instruction and assistance to building occupants during an emergency event.
- Communicate and serve as a liaison with building occupants, University officials, Site Response Team and emergency responders.

Emergency Communication Team

Communications is an integral component of emergency management. In an emergency situation, StFX's Communications & Marketing department is responsible for gathering and coordinating all key information about the situation and for sharing it with members of the StFX community in a timely manner. The following key principles will guide communications during an emergency:

- The primary goal of all emergency communication activities is to ensure the safety and security of the StFX community and the region.
- The rapid nature of an emergency, combined with the availability of social media, creates an opportunity where misinformation and speculation can spread rapidly. The department will work to confirm the accuracy of all information before sharing it, and will speak only to the facts as they are known.
- Communications will be open and transparent, recognizing that the quickly changing nature of an emergency may mean full details are not always known.
- Multiple communication methods will be used to facilitate information sharing. Communications & Marketing will use the most appropriate communication channels available in an emergency situation.

Media Information Team

The Communications & Marketing department is responsible for managing media information, designating an official spokesperson and coordinating spokesperson duties. All media and public inquiries and questions are to be referred without comment to the official spokesperson. As a best practice, anyone who directly receives a media inquiry should immediately inform the designated media relations lead.

Campus Emergency Notification Team

In the event of an emergency on campus, the Communications & Marketing Department will notify the campus community through StFX emergency alert system. This system uses a layered communication strategy and will be initiated when there is a major emergency on campus. The variety of communication methods available that can be activated to alert the campus community include:

- StFX Alerts: text messaging, email, voicemail
- Fire alarm
- StFX email
- StFX voicemail
- StFX homepage
- StFX social media

10.0 EMERGENCY MANAGEMENT PLAN ACTIVATION

The below procedures and roles will normally be followed when activating the Emergency Management Plan.

First Responder

Safety & Security Services provides 24-hour coverage, 365 days per year via the Safety & Security Operations Centre (SOC). All incidents on or adjacent to the University are to be reported to Safety & Security Services. When an incident is reported, Safety & Security Services will follow the below procedures:

- Make every effort to protect the health, safety and lives of people as the first priority followed by the protection of property and the environment.
- Call 911 for any emergency that requires immediate response from Fire, RCMP or EHS.
- For any building or structural incident, immediately notify Facilities Management.
- Go to the scene and undertake an initial assessment of the incident and the response required.
- Determine if the incident is or potentially will escalate to a Level 2 or Level 3. If so, immediately advise the Director of Risk Management or designate of the incident.
- Notify Emergency Management Team members as directed by the Director of Risk Management.
- Notify Building Wardens as appropriate.
- Assume responsibility and control as the Incident Commander until relieved by a senior official related to the type of incident occurring.
- Oversee to ensure integrity of the scene is not compromised.

Director of Risk Management (or designate)

The Director of Risk Management (or designate) will:

- Assess whether the incident is best managed through existing resources, the application of the Emergency Management Plan or a special ad hoc approach.

- Determine if the Emergency Management Team is required or which of the University's senior academic and administrative staff are to be alerted and direct Safety & Security Services to call out the required members.
- Take carriage of the situation until such a time as it is being managed through one of the following approaches: it is deemed to be resolved or the responsibility is assigned to another available member of the Senior Administration team who can provide the necessary expertise for the situation.
- Activate in whole or in part the Emergency Management Plan.
- Activate the Emergency Operations Centre if required.
- Alert and debrief the Vice-President, Finance and Administration.
- Post emergency assessment.

Vice-President, Finance and Administration
- Alert the President, Vice-Presidents and Associate Vice-President as appropriate.

11.0 EMERGENCY RESPONSE PLAN DE-ACTIVATION

Even after the immediate emergency is over, the Emergency Management Team will continue to oversee the response to the emergency ensuring the fullest, most efficient possible recovery while the University returns to normal operations. The Emergency Operations Centre should remain active until such a time the management of the emergency event can be completed through business-as-usual operations.

A planned approach to the deactivation of the response personnel and facilities needs to be considered to ensure adequate sequencing of the shut-down of functions.

12.0 RECOVERY

The establishment of recovery activity begins immediately after the impact of an event and works in parallel with response activities. Recovery is an essential component of emergency management. It is a complex, ongoing process and requires the balancing of immediate and long-term goals. It involves addressing lasting effects, resuming full services, providing support services and evaluating the response process. The type and breadth of recovery activities will vary based on the nature and magnitude of the incident; however, there are four general areas of focus:

- **Human Needs**: health and social services, psychological and emotional; housing and meals; inquiry centre
- **Infrastructure**: Damage assessment and restoration of physical, structural, environmental, information technology.
- **Business Continuity**: academic learning environment, research, administrative
- **Finance & Administration**: economic and cost recovery, insurance, legal advice

Human Needs

Key issues of concern in the area of human needs include:

- Coordinate the continued operation of the emergency shelters, temporary accommodations and inquiry centres; and organize the timely closure of such facilities once they have served their purpose.
- Ensure that physical and emotional health needs are being addressed.
- Ensure that counselling services are available to students, faculty and staff.
- Assist affected persons in recovery or replacement of documents that may have been lost or destroyed.
- Assist affected persons in the recovery or storage of personal property that cannot be immediately secured by the individual.
- Maintain financial records relating to human needs activities.

Infrastructure Needs

Key infrastructure issues of concern include:

- Determine the extent of damage to physical structures, infrastructure, information technology, library holdings, research materials, etc.; and develop plans for addressing the damage and loss.
- Ensure that access to unsafe areas or structures is restricted.
- Liaise with insurance adjusters concerning damaged structures and other assets.
- Establish an ordered plan for access to secure and remove personal property in affected structures.
- Maintain financial records relating to infrastructure needs activities.

Finance Needs

Key financial issues include:

- Manage financial expenditures for actions to recover from the event.
- Develop a plan for the timely award of contracts essential to recovery.
- Develop appropriate financial reports and documentation for recovery efforts.
- Liaise with insurance adjusters and legal advisors regarding potential litigation.
- Explore avenues for funding relief and grants to offset any shortfall in insurance recovery.

Business Continuity

- Ensure resources, actions, information and procedures are enabled for continuation of academic learning, research and administration functions.
- Maintain media coordination

13.0 POST EMERGENCY ASSESSMENT

To facilitate effective planning for future emergencies it is important to analyze and document the emergency. After a Level 2 or Level 3 emergency, an operational debriefing should occur to identify strengths, areas for improvement, lessons learned and best practices. A documented

detailed review and analysis of the incident and response, including Emergency Management Plan and all procedures used, is recommended. The review should:

- Provide a basis to assess the emergency and evaluate the response including the effectiveness of the existing Emergency Management Plan.
- Identify areas where campus preparedness and response were successful and areas that need improvement.
- Describe and define a plan for improvements to the current Emergency Management Plan.
- Verify and document all emergency related expenses.
- Survey affected departments and campus community.
- Survey external stakeholders and agencies that responded to the emergency.

A task force should be established to review the emergency, response and recovery. Important questions to ask and answer include:

- What was planned?
- What actually happened?
- What was the response?
- Why did it happen?
- What do we need to do better or differently next time?
- How can we improve recovery?

14.0 COMMUNITY RESPONSIBILITY

StFX promotes a shared approach to ensuring a healthy, safe and secure environment for faculty, staff, students and the public. Emergency preparedness is the responsibility of the entire campus community. Below are fundamental guidelines.

Individual Guidelines
- Sign up for StFX Alerts.
- Prepare for potential emergencies by being familiar with StFX Emergency Management website and the StFX Emergency Guidelines, which are posted on every floor of every building on campus.
- Participate in training and emergency response drills and exercises.
- Know your building and familiarize yourself with the evacuation maps and emergency guidelines posted in your area. These posted documents show the exits, fire alarm pull stations, evacuation routes, safety wardens, Muster Points (MPs) and civic addresses for the building. Everyone should be familiar with this information for their office, classrooms and residence, along with other frequented buildings.
- Report all emergencies immediately to Safety & Security Services. For any emergency that requires an immediate response from RCMP, Fire or EHS, call 911 and then call Safety & Security Services.
- Follow established guidelines and cooperate fully with instructions from emergency personnel, building and floor wardens and emergency notifications.

- In the event of an emergency, faculty members and persons in charge of a class, meeting or activity are responsible for stopping the activity and providing leadership and guidance to students and audiences, as outlined in Section XX of the Emergency Management Plan Guidelines.

Department Guidelines

All departments should mitigate risks and the impact from risks. Departments should plan and prepare for the restoration of appropriate academic and administrative functions including:

- Strategies for restoring critical functions within appropriate recovery time.
- Continuity strategies to be implemented in the event of loss of facilities, disruption of services, or lack of full staffing.
- Procedures to be followed to achieve timely program resumption and return to normal operations as quickly as possible.
- Develop contingency plans for all scenarios, considering weather, accessibility and other factors that affect the health and safety of persons in the workplace.

Contingency Plans

Contingency plans should be established in the event of diminished capacity or capability. This may include critical infrastructure such as utilities or equipment failures. Consider specific needs to reduce the impact of sudden events such as unexpected building closures and the inability to access essential personal belongings (keys, medications, money, etc.). Public Safety Canada and Nova Scotia Emergency Management Office encourages people to be self-sufficient for 72-hours. Contingency plans to maintain integrity of research activity should be established.

15.0 TRAINING, DRILLS AND EXERCISES

Being prepared requires raising awareness across the entire campus community of the Emergency Management Plan, guidelines and its supporting documents along with understanding everyone's responsibility. Testing exercises, training and education is an integral part of the success of emergency mitigation, preparedness, response and recovery.

Training and Testing Exercises

Testing exercises supports preparedness. It allows for:

- Validation of the plan and its effectiveness.
- Evaluation of performances.
- Familiarizes individuals and departments with roles, responsibilities and procedures.
- Identifies both gaps and areas for improvement relative to capabilities.
- Assesses progress.
- Improves efficiency, resource management and response time.

Training and testing exercises may include:

- Discussion based (e.g., seminars, workshops, tabletop exercises).

- Operations based (e.g., drills).
- Equipment testing.
- Functional, typically focused on exercising plans, policies and procedures.
- Full-scale, typically the most complex and resource intensive involving multiple response agencies.

Testing will be completed on a regular basis using emergency exercises of varying duration and complexity to ensure its contents remain appropriate, current and ready for implementation. It is important to incorporate learning from these exercises into this plan as appropriate. Evaluation questions to consider include:
- What changes could be made to plans, procedures, guidelines, organizational structure, and management processes to improve performance?
- What changes to equipment and resources could improve performance?
- What training is needed to improve performance?
- What are the lessons learned for approaching similar situations?

16.0 SUPPLEMENTARY DOCUMENTS
   a) Emergency Management Plan Guidelines
   b) Building Emergency Evacuation Guidelines
   c) Emergency Guidelines Poster
   d) Fire Safety Plans

Revision Summary

REVISION SUMMARY		
DATE	**REVISION**	**SUMMARY**
	0	Complete revision of program (last draft 2018)
17 Aug 2023	1	Adopted by UJOHSC