

2011 Higher Education Emergency Management Survey

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Foreword

The 2011 Higher Education Emergency Management Survey would not have been possible without the assistance of many people. First and foremost, I want to thank the 150 participants who took valuable time to respond to the survey. Without their participation, there would be no survey to provide the emergency management community information and trends involving higher education.

I would like to thank Cheri Hildreth, Director of Environmental Health and Safety, for her support of this and numerous other emergency management activities that support CSHEMA and non-CSHEMA member institutions. I would also like to thank Tracie Cole, Cheryl Capito-Paul, John Drees and Kim for their assistance.

I would also like to thank several fellow emergency management practitioners who helped develop questions used in the survey and review the survey report. Mark Bagby (Washington University St. Louis), Ron Wright (Purdue University) and Jay Gruber (University of Maryland College Park) have my deep appreciation for assisting with this endeavor.

Please feel free to use this survey, but remember that the reason for this survey is to share information among the higher education emergency management community. Please continue your efforts to share your experience and knowledge with your fellow practitioners.

Albert Einstein once said, "Education is what remains after one has forgotten what one has learned in school." The information in this survey is not what we learned in the classroom, but what we have learned from our experiences in higher education.

Dennis Sullivan

July 18, 2011

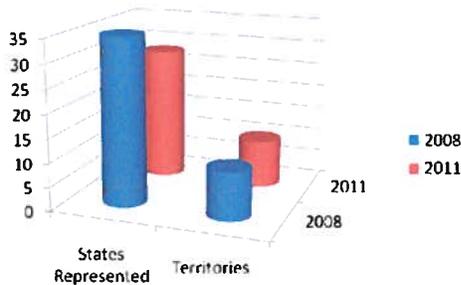
Methodology

The 2011 Higher Education Emergency Management Survey was intended to gather data and trends regarding emergency management in higher education. This survey was developed using questions that were part of previous surveys in order to identify any trends. The survey also included new questions that were submitted by several higher education emergency managers interested in collecting data regarding a specific topic. Once the draft survey was completed, it was reviewed by several emergency managers who had participated in reviewing previous surveys. After adjusting the survey with their input, it was complete and ready to be placed into a suitable data collection tool, SurveyMonkey.

The survey was opened and data collection commenced on January 3, 2011. On January 28, 2011, the survey was closed. The survey was distributed via the DRU listserv, CSHEMA Forum, IACLEA web page and various emails to higher education groups. One hundred fifty institutions participated in the survey. To protect the privacy of participants, no information will be provided in the survey report regarding specific institutions.

Demographics

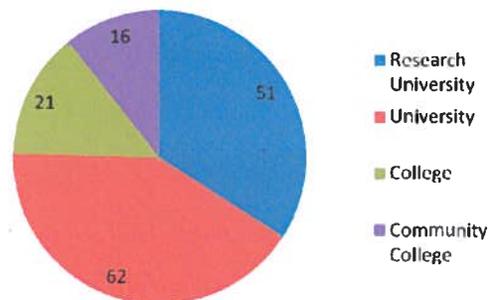
States and Territories Represented



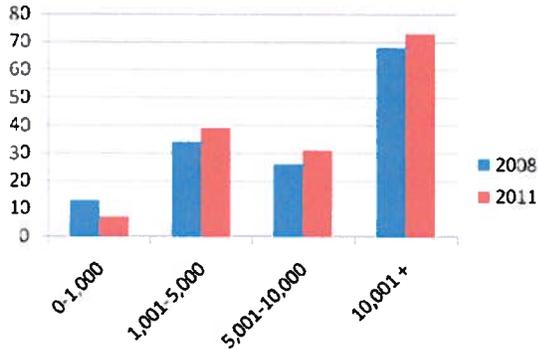
Ninety-four (62.7%) respondents identified themselves as being a state institution, with the remaining 56 classifying themselves as private institutions. One hundred forty institutions were located in the United States, and the remaining 10 were from Canada. The 140 US institutions represented 28 states. This is less diverse than the respondents to the 2008 survey, in which 131 respondents represented 35 states. The number of Canadian territories represented remained the same as 2008, with 10 schools representing five territories.

Type of Institution

The 150 respondents were asked to identify their institution via four categories. Their choices were; research university, university, college or community college. The majority of the respondents were classified as either a university or research university. During the 2008 Survey, there were not any questions attempting to identify the type of institution.



School Size by Total Number of Students



Student population is as important a factor in determining the size of the school as the type of institution. Survey respondents from smaller schools were less likely to have participated in both surveys. This indicates that smaller schools may not have dedicated emergency management staff, or that their responsible person does not participate in professional groups involved in emergency management.

It is obvious from the survey that larger schools (with more than 10,001 students) were more likely to participate in emergency management surveys than schools with student populations of less than 10,000. This impacts the survey results by skewing information toward results reflecting larger institutions.

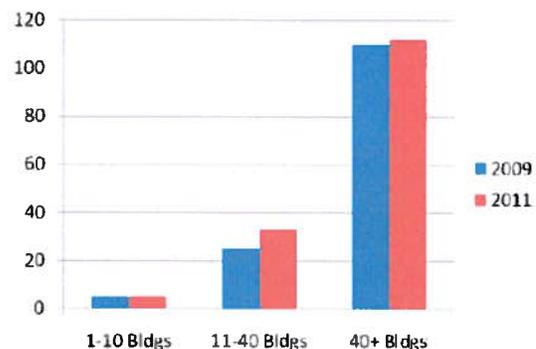
Using student population shouldn't be the only determining factor of the size of the institution. Other characteristics such as campus size and the number of buildings influence certain elements of emergency management programs. However, small (using students as the determining factor) institutions' emergency management programs seem to be more directed at protecting research than students. The decision was made in the 2008 survey to identify size by other criteria. To determine the distribution by school size, a 2008 Department of Education emergency management grant application criteria was used. The Department of Education designated school size by the number of buildings in order to determine award size. Similarly, this criterion was used to determine the distribution of schools size.

University Size under Dept of Education Criteria	
Small	1-10 buildings
Medium	11-40 Buildings
Large	>40 Buildings

School Size by Number of Buildings

The 2011 survey also asked for the number of buildings to categorize the size of the institution. The following chart demonstrates again that the majority of participant by this criteria are larger schools.

A number of small and mid-sized schools have expansive emergency management programs that rival some of their larger counterparts, but those schools didn't participate in significant numbers. The marketing of the survey needs to be revisited in future years to increase the participation of small and middle sized institutions. The same holds true for community colleges. In



Kentucky alone, there are 16 community colleges -- that equals the number of community colleges that participated nationwide.

Program Basics

Emergency management in higher education is as different as the institutions themselves. Some colleges and universities use full-time employees who are certified in emergency management to lead their program in a stand-alone department, while other institutions use an existing position and add additional duties to a person who has no formal or practical emergency management experience. The intent of the survey was for the person responsible for emergency management or planning to complete it. In some cases this did not seem to be the case.

In the survey 129 of the 150 respondents (86%) indicated that they were "very familiar" with emergency management at their institution and an additional 19 felt they were "familiar." Two respondents said they were "somewhat familiar" with emergency management at their institution. Since a number of institutions cobble together emergency management programs with several people filling parts of the emergency manager's role, all responses were used in the survey results.

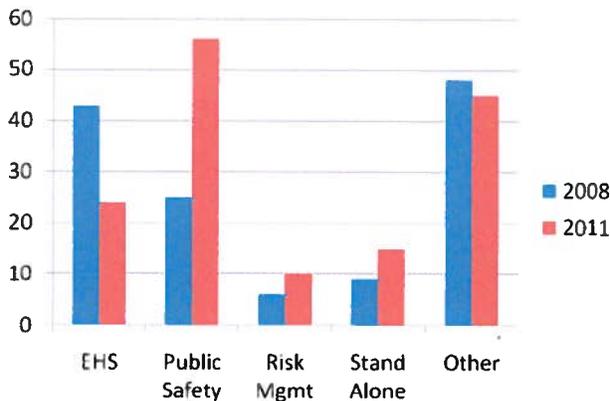
The experience of the respondents demonstrates that a number of schools have brought in emergency management staff in response to recent national events. Nearly two-thirds of respondents -- 64.5% -- had less than five years experience, while 41.3% had less than three years experience. This high number indicates that the growth for emergency managers in higher education is increasing. It also indicates that schools are willing to hire less-experienced emergency managers. Since national events like Katrina (2005), Virginia Tech (2007) and Northern Illinois (2008) have occurred it seems logical that colleges and universities have begun or augmented their emergency management programs.

The number of schools developing or augmenting their emergency management programs should continue to increase over the next few years. The Higher Education Opportunity Act of 2008 will require schools to increase their efforts in emergency planning, exercises and drills. Additionally, schools will have to increase their efforts due to public concerns if more human-caused or natural disasters occur. The counter argument is that since higher education institutions' emergency management programs do not produce tangible benefits, they may be viewed as "easy" budget reductions or cuts in the current weak economy to help preserve other programs.

In addition to the question regarding the years of experience, the respondents were queried regarding professional certification or development. Only 21% of the respondents have obtained their certification as an emergency manager from the International Association of Emergency Managers or their state agency/association. This low number of certified individuals hints that most of the people responsible for emergency management are less experienced.

Emergency management units do not have a traditional placement within the structure of the university. In some cases, emergency management is placed within existing units; in other cases an institution elects to create a separate unit responsible solely for emergency management.

Where Does Emergency Management Reside



Respondents were asked to identify the location of their emergency management office. The 2008 survey results indicated that the majority of emergency management units were located within Environmental Health and Safety. The 2011 survey demonstrated an increase in the number of emergency management units housed within Public Safety. The number of institutions with stand-alone units also increased, but not as significantly as those assigned to a Public Safety Department.

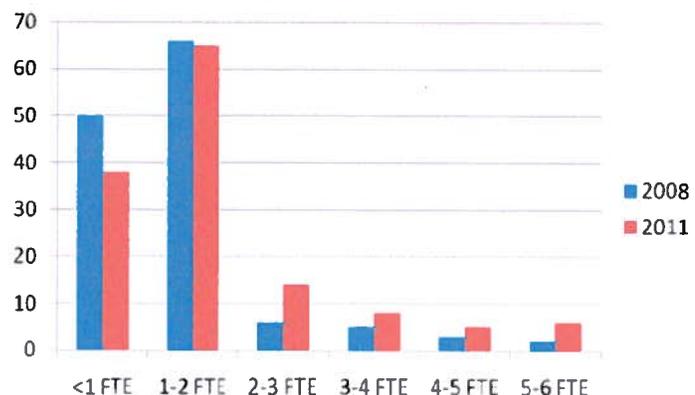
Respondents were given an “other” category to select and provide comments as to where emergency management was located. More than 40 schools reported that emergency management was in different areas including units such as; Health and Wellness, Operations and Finance, Facilities Management, Administrative Services, President’s Office and in some cases a committee structure without a lead department.

This is not an uncommon phenomenon. City and state governments have historically located emergency management for the convenience of the locale. State governments had generally done the same thing until post 9/11. After 9/11 a majority of the states created an Office of Homeland Security and, following the federal model, the states have placed emergency management within that organization.

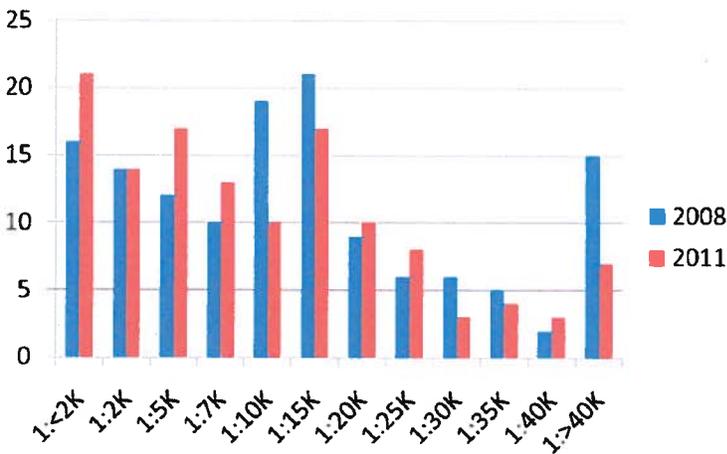
The location of emergency management within the institution’s organization has changed each time the author has conducted a survey. While emergency management has become more prominent in higher education, it does not appear to be settling into a specific unit or as a stand-alone office.

Full Time Equivalents Assigned to Emergency Management

Respondents were asked to estimate the Full Time Equivalents (FTE) working in emergency management. The respondents were asked to exclude emergency responders (police, fire or EMS workers) and interns (unpaid) from the number of FTE’s. Respondents were asked to provide the numbers of professional and support staff, and any graduate assistants (paid).



The number of schools with less than one FTE decreased since 2008, indicating that schools were increasing their commitment to emergency management. This is also true for every category except those reporting 1-2 FTE.



Ratio of FTEs to Students

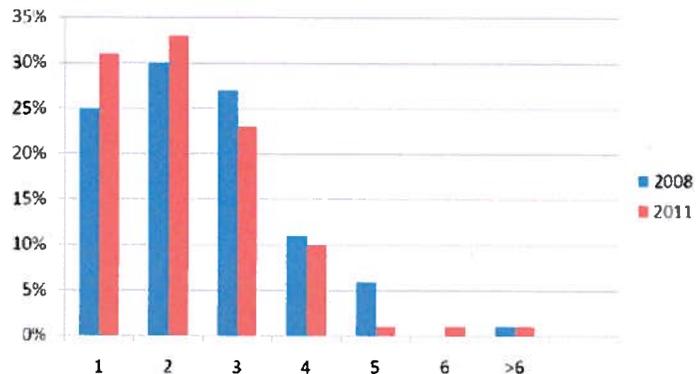
The ratio of EM FTEs to the number of students is also important in evaluating the trends in emergency management staffing. The ratio of FTEs to students seems to be reducing overall. Larger schools appear to be hiring or reassigning staff to perform emergency management responsibilities. The number of schools reporting ratios less than 1:7K is increasing as well. Hopefully the

trend will continue to demonstrate more staffing in emergency management, but future surveys need to track this ratio. Hopefully, a model can be developed from the trend data to reach a consensus on the appropriate staffing ratio for higher education in the future.

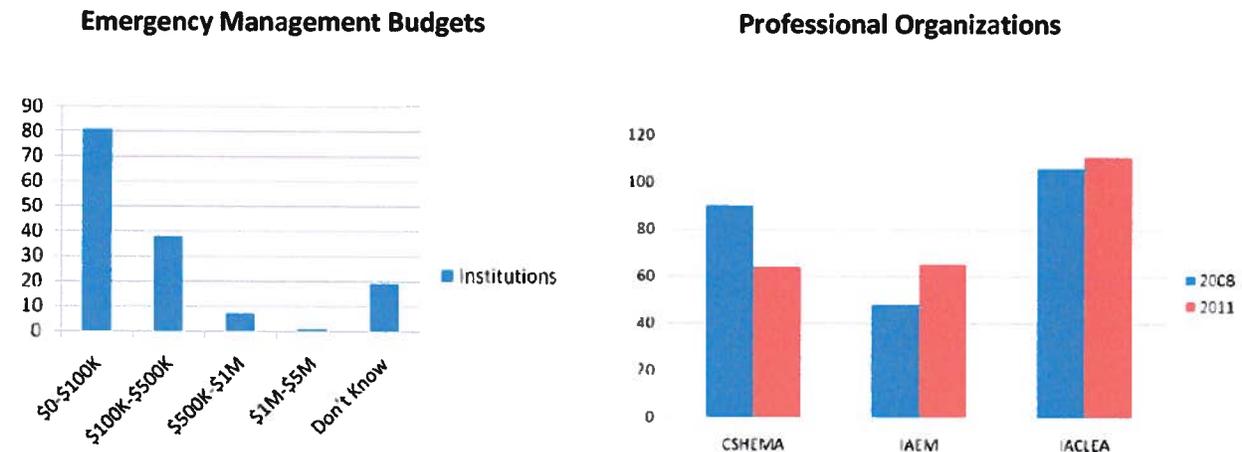
These trends were verified by asking the respondents whether the emergency management staff at their institution had increased, decreased, or remained the same during 2010. Only five (3.4%) schools reported a reduction of emergency management FTEs, while 117 (80.7%) institutions reported that they had remained stable and 23 (15.9%) reported that they had increased their staff.

Levels of Supervision

Ready access to key decision makers on a day-to-day basis is important to any emergency management program. During an actual disaster, the person responsible for emergency management usually has direct contact with the president, provost or chancellor of their respective institutions. The level of supervision between the emergency manager and the head of the institution during day-to-day operations has decreased, and emergency managers are enjoying more access to the highest levels of the institution's administration. This should help improve emergency management efforts in higher education.



Financial support is important to the success of any emergency management program. The 2011 survey asked respondents to provide information regarding their annual budget. This question was not asked during the 2008 survey. The budget information request included the total budget, including salaries, but not including fringe benefits. The majority of the schools were operating on a total budget of \$100,000 or less.



In order to determine in which professional organizations emergency management personnel are members, both the 2008 and 2011 surveys asked questions about professional affiliations. While respondents can belong to more than one organization, the responses indicate that emergency manager membership in Campus Safety Health and Environmental Management Association (CSHEMA) has dropped and membership in the International Association of Emergency Managers and the International Association of Campus Law Enforcement Agencies has increased. This may be the result of the increase in public safety units absorbing the emergency management responsibilities.

Program Components

Emergency management includes not only the response to emergencies, but other components such as planning, mitigation and obtaining grants. Planning within a higher education institution cannot be done in a vacuum and requires participation on many levels across the institution. One hundred eleven (74%) respondents have formal planning committees at the institution that are similar in scope to the planning committee outlined in the National Fire Protection Association Standard 1600 or the Canadian Standards Association Standard z-1600.

At the request of a Disaster Resistant University Listserv member, questions were added to the survey to determine if the planning committee at an institution had a representative from the institution's Disability Resources Center or similar disability advocate group. Only 65 (46%) schools indicated that they include their disability group in their planning group. Nine schools did not answer this

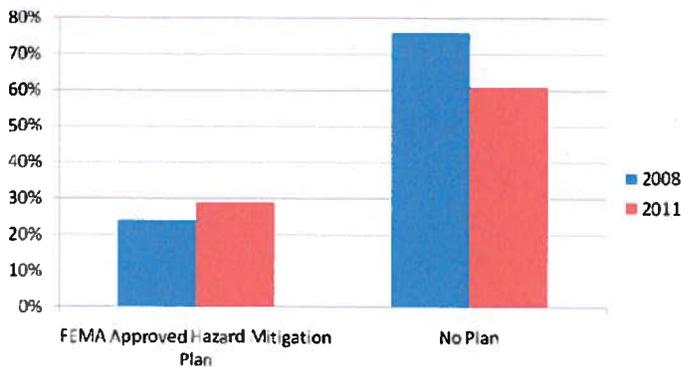
question...which suggests that those institutions do not have a formal committee. The other 76 (53%) schools indicated they did not include a disability advocate.

When queried regarding the inclusion of specific information for students, faculty and/or staff with disabilities in their Emergency Operation Plan, only 47% of respondents indicated that it was included. This is troubling since the Higher Education Opportunity Act (HEOA) of 2008 requires institutions to consider special needs of students with disabilities. Additionally, the Federal Emergency Management Agency has made a significant effort over the past few years to advocate for inclusion of disability advocates in the planning effort. Hopefully, institutions will consider adding a disability advocate and including specific information in their EOP.

Ninety-two percent of schools indicate that they have an Emergency Operations Plan. This is up from 82% in 2008. However, it's still surprising that every school does not have an Emergency Operations Plan as required by the HEOA. The HEOA also requires regularly scheduled drills and exercises to assess and evaluate emergency plans. The act requires schools to test the plan, but it assumes that institutions have a plan to test. Only 47% (70) institutions indicated that their emergency plans included specific policies and procedures for the disabled.

Crisis communications is an important part of any Emergency Operations Plan (EOP). The 2011 survey queried participants on whether they had a "stand-alone" Crisis Communications Plan or if they have the components of a Crisis Communications Plan embedded in their EOP. Eighty-five percent of the schools indicated that they did have a plan. The 2008 Survey did not inquire about crisis communications.

Hazard Mitigation Plan



In order to obtain some federal grants, institutions must either have their own FEMA approved Hazard Mitigation Plan or adopt the local community's plan. Canadian institutions skipped this question since their funding system for emergency management grants differs from the U.S. system.

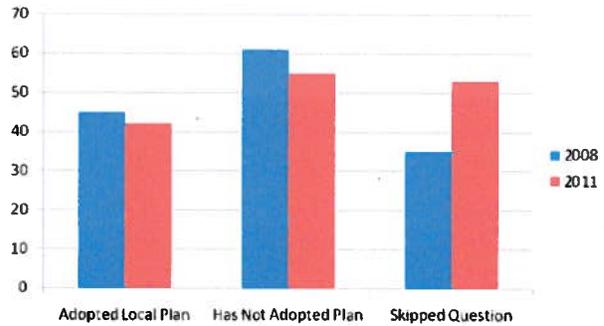
The slight increase in institutions having a Hazard Mitigation Plan is encouraging and indicates that schools are attempting to position themselves to obtain state and federal grants to supplement their internal emergency planning and mitigation programs.

Schools that indicated that they did not have a plan were then asked if they had adopted their local government's Hazard Mitigation Plan. By adopting their local community plan, they may become eligible for grants without developing their own plan. The number of schools that have adopted their local plan is down over 2008, but that is offset by the institutions that did develop their own plan.

It should be noted that in order to be eligible for mitigation and planning grants from FEMA, private schools must adopt their local plan and apply for grants through their local government. Fifty-six schools had identified themselves as private institutions.

Institutions throughout the United States and Canada are currently going through a tough economic time, and emergency management programs are subject to budget reductions just like any other program. In order to supplement the funds that are available within the institution, schools are attempting to obtain outside funding from numerous sources.

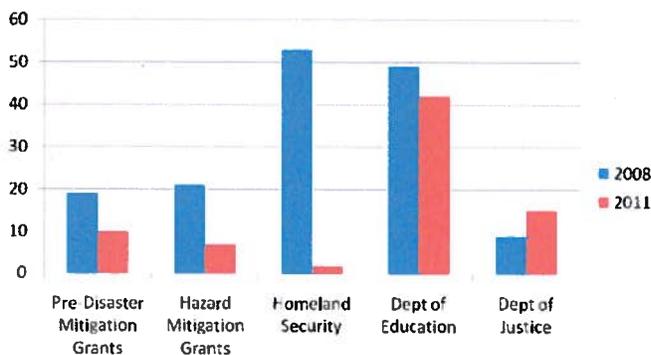
Adopting Community Plans



Typical emergency management grant funding sources included the following:

- FEMA Pre-Disaster Mitigation Grants
- FEMA Pre-Disaster Mitigation Grant Program
- Homeland Security Department (i.e., Critical Infrastructure Protection Plan)
- Department of Education (i.e., Emergency Management in Higher Education)
- Department of Justice (i.e., Supplemental Policing Grants)

Grant Applications



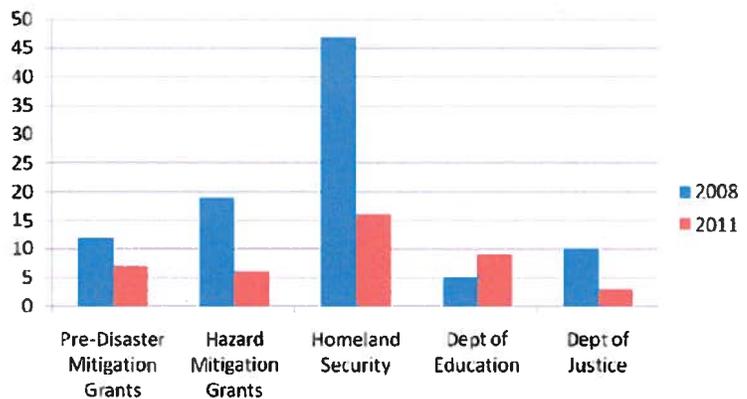
In 2011, 66 of 150 respondents indicated that they had applied for grants. This is a decrease from the 82 of 141 institutions that applied for grants in 2008. In hard economic times, one would expect to see a rise in grant applications, but there was actually a decrease. The number of schools that received grants also dropped in 2011. In 2008, 63 of 141 respondents indicated that they had received grants, but in 2011 the number decreased to 28 institutions.

Both of the charts regarding grants include the types of grants either applied for or received; several schools received multiple grants. The grant level has seemed to decrease. While there were no questions used to try and determine the drop in funding, it appears that due to the lack of major college incidents (i.e., Virginia Tech) and the downward spiraling economy, grants were not being funded as in previous years. And while stimulus grants were plentiful for colleges and universities, emergency

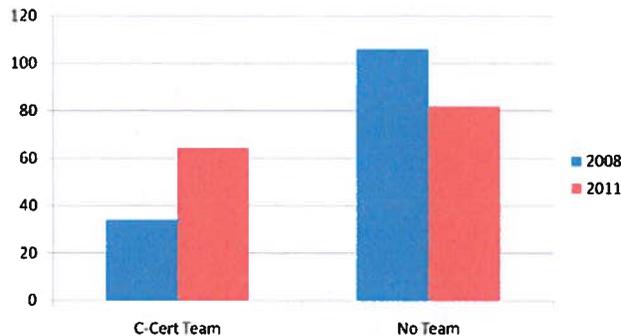
planning was not considered as a tool to stimulate the economy. Even mitigation grants that involved building projects were not funded widely via the federal government’s stimulus funding efforts.

Twenty-three schools reported the total grants received by their institution. The highest amount awarded was \$3 million to a university, and the low was \$10,000 to a small college. The total amount awarded to responding institutions was \$9,196,000.

Grants Awarded



Campus-Community Emergency Response Teams



Campus-Community Emergency Response Teams (C-CERT) provide supplemental emergency responders who are minimally trained but provide effective assistance during major disasters. The number of C-CERT programs increased in 2011. Most likely this was due to the minimal funding required to implement and maintain a C-CERT team and the successful train-the-trainer program presented nationally by the School of Criminal Justice at

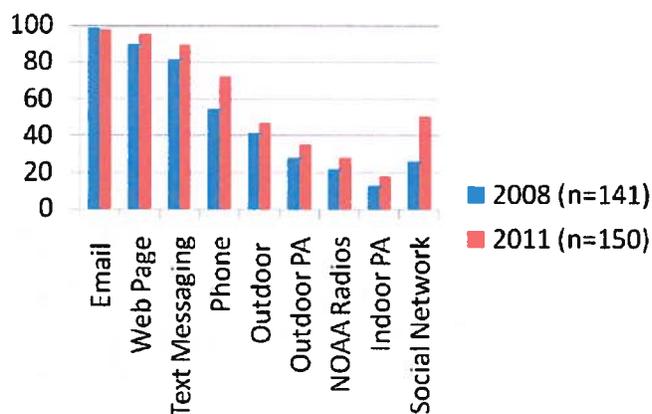
Michigan State University under a \$1,539,461 federal grant. The program included 14 training sessions and included more than 700 participants.

Emergency Notification and Campus Emergency Phones

In order to identify trends in the modalities used to communicate emergency information at colleges and universities, several questions from previous studies were posed again to allow for data comparison. The three systems used more than any others were email, web pages and text messaging. The number of responding schools using text messaging has increased since 2008, when 81% of the 139 respondents had a text messaging option, to 89% of 140 schools having that ability in 2011. Email has remained stable with about 98% of the schools in 2008 and 2011 utilizing that capability. There was a minimal increase from 90% to 95% in schools using their web page for emergency announcements

Social networking use has increased by almost 100%. Emergency Management has been responsive to the evolution of communications in the college setting and has taken advantage of students' use of Facebook, Twitter and other social networks.

Methods of Notification



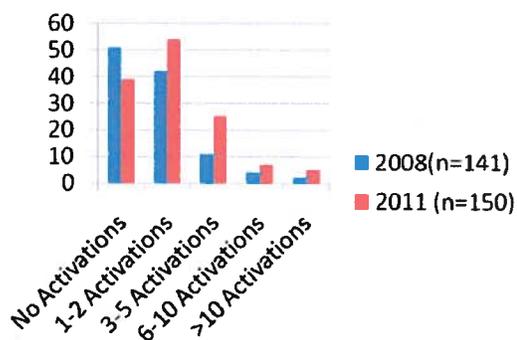
Overall it appears that college and universities continue to refine their methods of emergency communications.

The use of emergency notification tools has also seen an increase in the number of times they are used. During the 2008 survey more than 50% of the schools had not used their emergency notification system in the previous calendar year. In 2011 only 39.3 indicated that they had not used their system the previous calendar year. This

change is most likely due to two factors: 1) schools are becoming more comfortable in activating their system and 2) institutions have decreased the level of emergency that warrants an emergency notification. This survey did not attempt to identify the number of campus emergencies, but a rise of campus emergency events could be partially responsible for the 10% increase.

Activation of Emergency Notification Systems

The 2008 Survey did not address what organization within the university had the primary responsibility for activating the campus emergency notification system. In 2011, a question to determine the primary notification group was added to the survey. Over 61% of the schools responding indicated that their Campus Police/Public Safety/Security Office had the primary responsibility for activation of the emergency notification system. This is natural since most emergencies are initially reported and responded to by the institution's police/public safety organization and they would have the information to make the initial notification for a bona fide emergency. After Public Safety, the units making emergency notifications drop off markedly with Public Information groups and emergency management being the next two units responsible for system activation. Seventeen respondents indicated that it was a group responsibility for system activation (this was not provided as a choice, but simply an "other" category).



The 2011 survey also was used to obtain information about blue light phones, otherwise known as emergency phones. These phones are placed around campus and with the push of a button the caller is

immediately connected with the campus police or public safety office. One hundred twenty-nine respondents acknowledged that they did have emergency phones. The number of phones reported by college and university respondents ranged from one to more than 400. Fifty-one percent of respondents said they tracked the usage of their emergency phones, and 22 (out of 150) respondents did comment on the number of times emergency phones were used in calendar year 2010. Emergency phone activations ranged from a high of 276 times to a low of 0. Of the 22 responses, 12 respondents reported no usage and six reported only false activations. The high of 276 did not identify whether the phone was activated as an emergency, false activations or a non-emergency situation.

Considering the incomplete data that was acquired through this section of the survey, it appears that while emergency phones are present and visible, they are not being used to report crimes or other emergencies. The number of false activations that were reported via emergency phones was relatively high. Schools reported a jump from 20 false alarms in 2010 to 60. Several schools reported that the only alarms received from emergency phones were false activations.

While the 2011 survey was intended to develop information on emergency phones, the data does not indicate that they serve a useful purpose on campus except for public relations. Additional studies should be conducted to analyze the benefit of these phones and their usefulness in reporting emergencies versus the cost of installation and upkeep.

Training and Exercises

The 2008 survey did not address any questions regarding training and exercises. Based on the new Higher Education Opportunity Act requirements, the 2011 survey included several questions to establish a baseline. One hundred eleven respondents (74%) indicated that they conducted some sort of exercise in 2010. Under the current Homeland Security Exercise and Evaluation Program model, there are seven components of training and exercise programs:

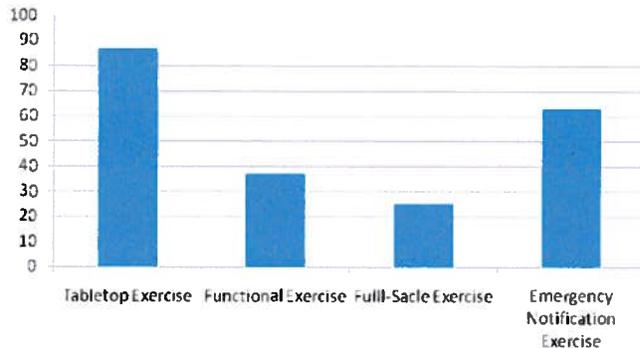
- Seminars
- Workshops
- Tabletops
- Games
- Drills
- Functional Exercises
- Full-Scale Exercises

Previously, the Federal Emergency Management Agency Model only included four components:

- Orientation
- Tabletop
- Functional
- Full-Scale Exercises

The 2011 survey posed a question regarding the type of exercises conducted using the old FEMA model since most schools have not advanced to using the new Homeland Security/FEMA model. It also included an “Emergency Notification Exercise” since that is a new requirement of the Higher Education Opportunity Act (HEOA). To comply with HEOA, 100% of the schools should have conducted an emergency notification exercise and 100% of the participants should have conducted either a tabletop, functional or full-scale exercise. This was not the case.

Schools Conducting Exercises by Type

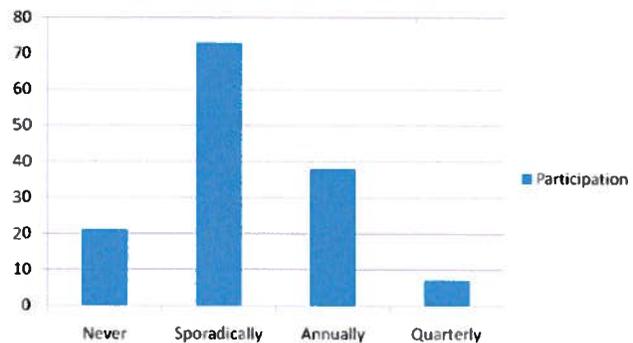


The bar graph shows that the tabletop exercise was conducted by more schools than any other type. There are two reasons for this high level of exercise. Tabletop exercises are the easiest to conduct and they provide the basic foundation of an exercise program. Once the tabletop exercise is mastered, the program should advance to the functional and full-scale exercise. This is evident in the

decline of schools conducting those types of exercises. It is troubling that only 63 schools indicated that they conducted an emergency notification exercise as required by the HEOA. Ideally, all 140 U.S. respondents should have conducted an emergency notification exercise in 2010 since it was the first year that reporting was required.

Senior Management Participation

In addition to actual exercises, participation of senior leadership is important in the training and preparedness required to manage a university emergency during and after a disaster. Senior participation on an annual or quarterly basis was less than 33%. The level of sporadic participation coupled with the level of administrators never participating indicates that higher level management is not supporting emergency management sufficiently operationally. This will pose problems when a major emergency occurs and high-level management is insistent on being part of the emergency response and recovery, but they have never or have minimally practiced with the staff that will handle emergency operations and vice versa.



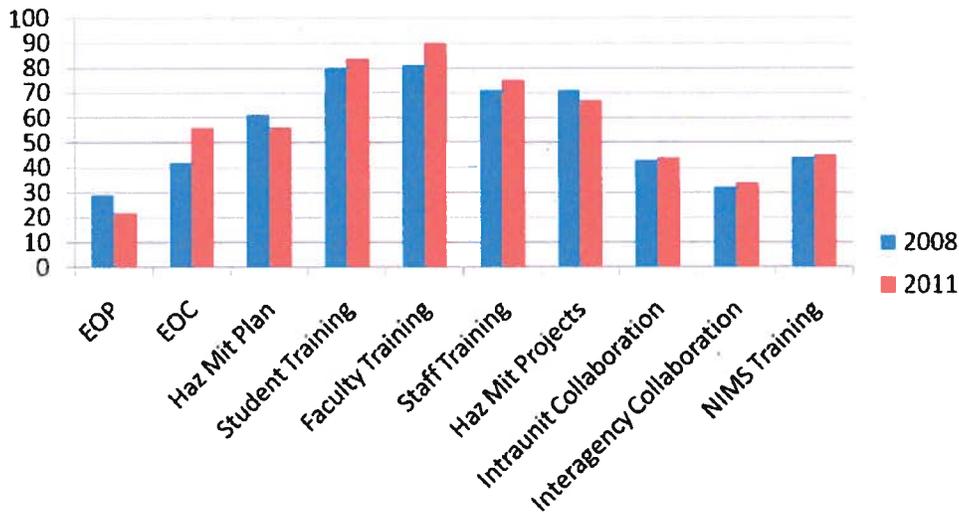
Management Support

Emergency managers need adequate support to manage a comprehensive emergency management program. The 2008 and 2011 surveys tried to characterize the amount of support that is being afforded

to emergency management. This is difficult because most of the 150 respondents are emergency managers and could be prejudiced by the feeling that they are not receiving adequate support.

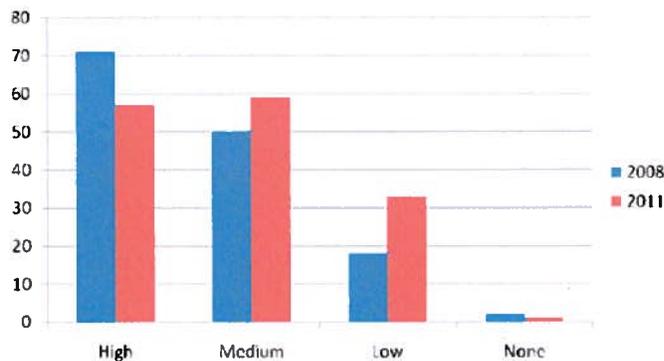
The 2011 survey asked the respondents if they had adequate resources to implement and maintain a comprehensive emergency management system. Thirty-five percent of the respondents felt that they had adequate resources, which differs slightly from 2008 when only 32% felt they had enough resources. The narrow margin between the two surveys is an indicator that there has been no significant increase in the emergency managers' assessment of the resources allocated.

Emergency Management Areas Not Supported Due to Inadequate Resources



As emergency managers become savvy in the specialty of higher education, they have come to realize that the resources they need to support certain programs are lacking. Training for students, faculty and staff are lacking sufficient support and resources in the highest number of respondents. This poses difficulties in protecting lives during and after a disaster. Hopefully more resources will become available due to the training requirements of the HEOA.

Level of Support



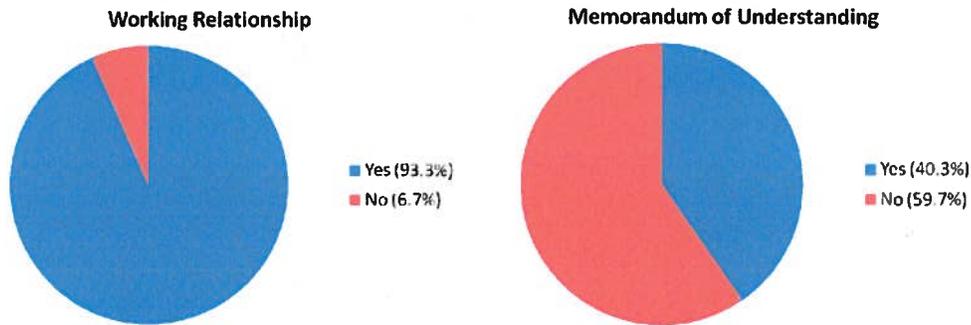
Even though the survey indicates that emergency managers are not provided adequate resources, overall emergency managers indicate that they receive a great deal of support. This question was very subjective by design and intended to gauge the "gut" feelings of the emergency manager. The number of managers that feel the support was medium or high made up 85% of the respondents in 2008, but only

78% in 2011. This could be reflective of the poor economy and the resulting lack of available funds for emergency management.

Incident Command System and Local Government

The final three questions of the 2011 survey were placed in the survey at the request of emergency managers who frequent the Disaster Resistant University Listserv. By request, a question regarding the use of the Incident Command System (ICS) on a regular basis for special events and emergencies was included in the survey. Forty percent of the respondents indicated that ICS was used regularly. It should be a concern to higher education that 60% of the respondents indicate that they do not use ICS on a regular basis for special events and emergencies. ICS should be used as often as possible to remain prepared for major emergencies.

Two additional questions were requested to determine the collaboration/working relationship between higher education and local government emergency management. Results indicate that most colleges and universities have a working relationship with local government agencies, but only about 40% have a formal Memorandum of Understanding.



Summary and Conclusions

A number of changes have occurred over the last three years. Emergency management received an influx of support after a number of incidents that focused national attention on higher education. Colleges and universities saw the importance of being prepared to respond to emergencies. They also saw the need to recover quickly and to continue business and academic continuity of operations. Colleges and universities also realized the negative public relations of not being prepared for emergencies. Institutions have hired more staff and allocated additional resources to improve their emergency management programs. State and federal governments emphasized the need for colleges and universities to be prepared by passing legislation (such as the HEOA) that placed greater requirements on institutions.

Emergency management appears to be finding a home as part of public safety. This new development might have been influenced by the absorption of the Federal Emergency Management Agency into the

Department of Homeland Security (DHS). This new trend could be the result of public safety units having more resources and staffing than other units that might be assigned this responsibility, or it could be that university administrators are looking to put emergency management in law enforcement units, thereby creating a parallel with DHS' mission.

The number of full-time emergency management equivalencies and the reduction in the ratio of emergency management staff to students indicates that institutions are becoming more aware of the need to adequately staff emergency management programs.

While staffing is improving, providing support and resources is not faring as well. Staffing improvement will result in some improvements in higher education emergency management, but it will not meet all of the needs, especially training. Emergency management needs sufficient financial support to meet the needs of an institution. Senior leadership should also participate in emergency management efforts to include training and exercising. High-level administrators must demonstrate by example that training and exercising is important. Additionally, their participation will help prepare themselves to be part of the emergency management process when the worst does occur.

Overall, emergency management in higher education is improving, but additional efforts will be required to make it more robust. Colleges and universities should have a strong emergency management program to prepare themselves for the unexpected.

Future surveys should attempt to gather data from more schools. The participation of schools with some type of emergency management program is very important, but the schools that have weak or absent programs need to be included in the data to create a more inclusive report on the status of higher education emergency management.