

AN ANALYSIS OF THE UNIVERSITY OF WISCONSIN - STOUT  
DISASTER MANAGEMENT PLAN

By

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ABSTRACT

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The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations. Emergency response, disaster management and contingency plans all set activities that are used by the employees and the community when an emergency occurs. It is quite likely that many organizations do not plan for a disaster until it has occurred. The focus is upon five main areas dealing with potential emergencies and disasters. These areas are fire, severe weather, civil disturbance, chemical spill and terrorism. Even the most well planned out contingency preparations encounter problems when the need arises. The response to a disaster is the test of a good disaster management plan. To this, a well planned but flexible disaster management plan must be used and practiced in order to make an operation work. Furthermore, the

recovery can affect the people involved as well as physical and monetary assets. The study analyzes the current University of Wisconsin – Stout disaster management plan in comparison to three other universities and recommendations from professional organizations. It further identifies areas for improvement related to the five areas of focus in the study.

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## Chapter 1

### Introduction

Emergency response, disaster management and contingency plans, all set activities that are used by employees and the community when an emergency occurs. Facilities must have, in writing, an emergency response plan pursuant to OSHA 1910.38 *Employee Emergency Plans and Fire Prevention Plans*. The plans cover actions taken before, during and after a disaster occurs. The Federal Emergency Management Agency (FEMA) describes in the Emergency Management Guide for Business and Industry (1996), that an emergency is "any unplanned event that can cause deaths or significant injuries to employees, customers or the public; or that can shut down your business, disrupt operations, cause physical or environmental damage, or threaten the facility's financial standing or public image".

The University of Wisconsin – Stout is located in Menomonie, Wisconsin. This institution employs more than 1,100 people and has an enrollment of over 7,100 students. The campus covers an area of approximately 112 acres and has 33 buildings. The university has many different academic programs including vocational rehabilitation, graphic arts management, hospitality and tourism management and construction management. Each of these majors offers different laboratories and pose specific significant risks in the event of an incident. The University of Wisconsin – Stout does have an emergency response plan that is administered by Dean Sankey, Risk Manager for the University and reviewed by the Wisconsin Board of Regents. In addition, each department is responsible to have its own plan in place. The University has operated upon plans that are available on the Internet for some time. These plans are very general

and may not be site specific to the separate department. In many cases, separate departments must institute specific plans. However, many of these departments may be unfamiliar with procedures, response, risks or information required to write plans. In spite of this, a disaster management plan needs to be in place and practiced in the event of an emergency. This was demonstrated in September 2000, when the University experienced a tornado warning. At this time, the lack of practice and planning became evident. Although fire evacuation is practiced on campus, tornado drills are not. Faculty, staff and students were unfamiliar with tornado procedures. Some areas were evacuated, while some classes were still in session due to lack of notification and training. Shelters were not marked and left some of the population in exposed areas. Furthermore, those that did seek shelter were not given an “all clear” signal. Consequently, an apparent lack of formalized disaster management plans at UW-Stout places the organization at significant risk of heightened personnel and facility loss if a disaster should occur.

#### Purpose of the study

The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations.

#### Objectives

This study will focus on achieving the following objectives:

1. Identify potential emergency/disaster conditions that may significantly affect the university, staff and students.
2. Analyze the current disaster management plans in place.



## Background and Significance

Fire and severe weather are elements of a disaster management plan that may pose the most significant threat to UW-Stout for loss. Several instances have occurred in the past to prove the susceptibility to fire. This was demonstrated in July of 1997 when a fire burned unabated for several hours in a lab. The resulting damage was in excess of \$60,000 to the Home Economics building. In 1897, the original building of the Stout Institute, the predecessor to UW-Stout, was destroyed in a fire (Lynch and Russell, 1996, p.149). However, additional threats may also pose a potential loss and significant disruption to day-to-day operations. At a minimum, this paper will focus upon five main areas dealing with potential emergencies and disasters.

1. Fire
2. Severe Weather
3. Civil Disturbance
4. Chemical Spill
5. Terrorism

Each of these areas pose significant challenges to planning and organization with local, state and possibly federal agencies in the event of a potential disaster. Furthermore, these areas produce risks to public image, property, productivity, morale and life safety at this university.

## Definition of Terms

AAR – After Action Review

CP – Command Post

EOD – Explosive Ordinance Disposal (Bomb Squad)

EMS – Emergency Medical Service

FEMA – Federal Emergency Management Administration

ICS – Incident Command System

LEPC – Local Emergency Planning Committee

NDPO - National Domestic Preparedness Office

NFPA – National Fire Prevention Association

OSHA – Occupational Safety and Health Agency

UW-Stout – University of Wisconsin - Stout

WMD – Weapons of Mass Destruction

## Chapter 2

### Literature Review

The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations. For this reason, one must have an understanding of the planning and use of a disaster management plan and evaluate the risks that a specific organization may pose. A general background was used from several sources that included the National Fire Protection Association (NFPA), Federal Emergency Management Agency (FEMA) and the National Safety Council as well as several other books, pamphlets and articles. In addition, several other universities' disaster management plans were utilized for the project. Although many of the sources varied slightly, the main emphasis of the study was the development and use of a disaster management plan. The development of a plan takes place through four phases: assessment, preparation, response and recovery.

#### Assessment

The first step in the development of a disaster management plan involves analyzing and identifying potential risks that are inherent to the organization. A team is usually utilized to assess the hazards and risks. The team is made up of several people with varying backgrounds for the purpose of developing the most objective assessment possible. According to Piero M. Armenante (1991), it is highly recommended that the organization establish a planning team. "Typical functions that should be represented on the planning team are management, operations and production, safety, security,

engineering, technical services, maintenance, legal, medical, environmental and human resources. In addition, representatives from the local community and from the Local Emergency Planning Committee (LEPC) should be utilized” (p.42-45). It is further recommended that “personnel should be carefully selected, since their findings have important implications for the program” (Schultz, 1978, p.146). After the planning team has been assembled, the ultimate objectives and tasks need to be outlined and agreed upon. The objectives should include a need to understand and anticipate the types of accidents and emergencies, the development of plans to deal with foreseeable emergencies, formulation of a reaction to maintain a high state of readiness, assurance an organizational structure of communication and decision making bodies, and training as well as readiness exercises to promote rapid response (Armenante, 1991).

The planning team must begin the assessment of the organization. This is done using a system of information collection and evaluation and could be considered a more analytical part of the disaster plan development process. “The planning team must examine possible scenarios and assess the available resources in terms of manpower, material and equipment. The initial work can be classified into three areas. These are hazard evaluation, consequence analysis and risk assessment, personnel and function identification and resource identification” (Armenante, 1991, p.46). The planning team must take existing conditions into consideration when gathering information. This can consist of past and present labor relations, student concerns and activities, and ongoing political situations (Strobl, 1973, p. 1-3). Also taken into consideration are previous emergency plans and procedures.

Building plans and engineering drawings are a resource when planning for disaster. In addition, “building architects, contractors or building engineers may be consulted for information on a facility” (DMA PAM 2006, 1991, p. 5). With this, evacuation routes and emergency shelters can be identified and structurally poor areas can be evaluated for possible improvements in the near future.

### Preparation

During the course of disaster preparation, a plan is formulated based upon the needs and risks that the team has ascertained during the assessment phase. Standard operating procedures are written and assigned by the planning team and assisted by the separate departments. This will incorporate the responses to the potential emergencies and designate personnel to specific duties and actions should a situation arise. However, a critical key to a plan is one that will address a number of crisis episodes (Blauvelt, 1999, p.133). In a book by Richard T. Vulpitta (1999, p. 32), he states, “all personnel must understand the emergency response and evacuation procedures for their location.” This is further supported by 29 CFR §1910.38, “Facilities must have, in writing, an emergency response plan that addresses the actions employees must take to insure their safety during an emergency.”

Once a plan has been written, faculty, staff and students must be trained or drilled with the actions to be taken during an incident. Regularly scheduling drills is critical practice that must be accomplished before the need arises. This will help make the response and recovery phases operate in a more controlled action. It will also maintain a better reaction for response from the organization. It should be emphasized that the organization’s response plan is flexible and covers as many facets of the potential risks as

possible. With this, a well-planned organizational structure is critical to ensuring an effective response command and control (Strobl, 1973, P.198-199).

### Response

The response phase occurs when a disaster occurs and the organization reacts to minimize the injury/loss of life and decrease property damage. In addition, the safety and health of those responding must also be maintained (NFPA, 1995, P.5). Therefore, an organization could limit the damage sustained by practicing the emergency plans in place. Those assigned for response would likely need to be well trained and flexible if the need arises.

The University of Wisconsin – Stout relies upon the city of Menomonie for much of the response support needed in the event of an emergency or disaster. This support is in the form of the local fire department, ambulance and extra law enforcement. The campus does have a dedicated security force, however, in times of crisis; more support may be needed. Consequently, it would appear highly beneficial for the campus to work closely with the local government and the LEPC in preparation for a disaster.

Once an incident has occurred, a rapid response to the scene is critical. EMS, fire and law enforcement need to be dispatched to the scene immediately. This will provide support at the scene. Fire will react to search and rescue operations and later structural damage containment. EMS will begin casualty collection and triage of the injured and fatalities. They will also provide the transportation of the wounded to the medical facilities. Additional support may be needed from the surrounding hospitals as well as aeromedical units. Law enforcement will secure the incident scene and assist where needed. In addition, they will engage in traffic and onlooker control and maintain site

security when needed. The police may also obtain witness statements and set up loading and landing zones for medical evacuation. Law enforcement may be made up of the following: UW-Stout Police, Menomonie Police, Dunn County Sheriffs Department, Wisconsin State Patrol, Police and Sheriff Reserve officers, Wisconsin National Guard and various state and federal agencies.

An Incident Command and Control Post (CP) is assembled to direct the response and recovery operations. The Incident Commander will determine the location based upon the disaster that has occurred. Consideration includes the proximity to incident, security, size and type of disaster and types of services and support needed.

### Recovery

During the course of recovery, a primary concern is the wellbeing of the personnel involved. The organization must account for faculty, staff and students. Incident responders must also be accounted for. The emotional recovery from a disaster can last from as little as a few minutes to years after the incident (Obiakor, 1997, p.56). Depending upon the situation, the psychological ramifications of an incident may have significant impact on the recovery phase. In many cases where tragedy has occurred, students and faculty may have to deal with negative issues from their experience. Counseling services need to be provided to employees, students, EMS personnel and members of the community after a crisis occurs. A campus must consider emotional support as a primary responsibility (Siegel, 1994, p.254). A university counseling center may offer the most convenient help in dealing with a tragedy; however, the center may not be able to deal with a situation if it encompasses more than a few people. An outside source may have to be contacted to help with the emotional recovery.

As part of the recovery process, the damage of property and infrastructure is assessed, with items taken under consideration such as communication, power, water, food, shelter and medical support. Incident investigation is conducted by the proper authorities (federal, state, local agencies and/or organizations) as well as insurance companies (Strobl, 1973, p.173-178). Contractors are contacted for site clean up, salvage, demolition and/or removal. Additionally, replacement equipment is purchased or borrowed from other institutions or suppliers and temporary space may need to be located to return to daily operations (DMA PAM 2006, 1991, p. 8).

Additionally, the legal issues of the incident will be an area of action for the organization. These issues may range from liability, injury, fatality, property and/or fines for the disaster. The University of Wisconsin has a legal department based in Madison, called System Legal that may deal with these issues. UW-Stout is also subject to the review of the Wisconsin Department of Commerce to mandate safety requirements for the employees and students. In addition, the campus falls under the umbrella of the State Risk Management Department. Should some type of an environmental release occur, then the U.S. EPA or Wisconsin DNR would be directly involved and may issue fines. This is taken from discussions with Sankey (personal communication, October 11, 2000) regarding the legal issues of operation.

Above all else, a review of the events during the situation is crucial. The military calls this an after action review (AAR) to learn what each member's actions contributed to the response. The AAR reviews the situation from all elements of the organization. It takes place from the lower levels of the command structure (first responders, EMS, firefighters, security and police) to the upper echelons of command (Incident



Commander, Fire and Police Chiefs and the Administration). The review is comprehensive and individuals must give feedback on what procedures and acts went well and worked and also items in need of improvement (TC-25-20, 1993, p.12-23).

The planning team meets after an incident to assess the actions taken during the response. Standard operating procedures may need to be evaluated according to “lessons learned” during and after the incident. Areas of improvement are identified and emphasis is given towards training on items in need. An organization must use the experience gained and improve in the areas identified. This may also serve as a platform for other organizations to reevaluate their needs and it becomes important to share experiences with others (Armenante, 1991, p.83).

### Conclusion

It is quite likely that many organizations do not plan for a disaster until it has occurred. There are many reasons for this such as expense, time and lack of insight into specific risks as well as the potential disasters that may occur. For many organizations, a threat of a loss brings feelings of denial or a false reassurance of preparation. However, even the most well planned out contingency preparations encounter problems when the need arises. The response to a disaster is the test of a disaster management plan. To this, a well planned but flexible disaster management plan must be used and practiced in order to make an operation work. Furthermore, the subsequent recovery can positively affect the people involved as well as the physical assets.

### Chapter 3

#### Methodology

The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations. Although a disaster management plan exists, the feasibility of its ability to fulfill the organization's needs has not been determined. The study will analyze general disaster management strategies and processes as well as the five key areas of fire, severe weather, civil disturbance, chemical spill/release and terrorism.

1. Identify major potential emergency/disaster conditions that may significantly affect the university, staff and students.
  - A. Conduct an assessment through hazard identification specific to the needs of the organization as well as the inherent risks associated with the University of Wisconsin - Stout campus. This is done through observations and communications with Dean Sankey, Risk Manager for UW-Stout.
  - B. Research past incidents that have occurred on university campuses utilizing the Internet, books and articles.
2. Analyze the current disaster management plans in place with regard to the five main areas of study.
  - A. Review the five key areas in comparison to the disaster preparedness plans from the University of Minnesota at Duluth, University of Toledo and Virginia Polytechnic Institute and State University.

- B. Review the five main areas of the study in comparison to the UW-Stout plan.
- C. Identify discrepancies in performance that are found regarding what UW-Stout does in comparison to other universities as to what they could/should be doing.

## The Study

The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations. The study consists of reviewing the current disaster management plan for the University of Wisconsin – Stout. The plan was compared to plans from several other universities around the country. These are the University of Minnesota at Duluth (UMD), the University of Toledo (UT) and Virginia Polytechnic Institute and State University (VT). At a minimum, the study focuses upon five main areas dealing with potential emergencies and disasters. These will include fire, severe weather, civil disturbance, chemical spill/release and terrorism.

### University of Minnesota at Duluth (UMD)

Upon initial analysis, the disaster management plan at UMD is fairly complete with a multitude of threats considered. A central office that specializes in emergency management for the Minnesota State University System also aids the campus. This office is the University of Minnesota, Department of Emergency Management (DEM). The DEM publishes a workbook for the U of M system for Operational Continuity Planning. The intent is for a campus to produce a working procedure for emergencies and recovery. The workbook is very detailed and covers many of the topics discussed within this study. The DEM also mandates the completion of a working plan, training and verification annually.

### University of Toledo (UT)

The UT disaster management plan upon initial review appeared to be well thought out and concise. However, it appears that an emphasis was placed more on training of employed personnel rather than students. It apparently assumes that the employees will be in the area when an emergency occurs. It further makes an assumption that these employees will take charge of a situation when it presents itself. Also, the campus police played an important role when dealing with an emergency.

#### Virginia Polytechnic Institute and State University (VT)

The plan for VT is the most incomplete of the four universities' plans analyzed in the study. Very few procedures for emergencies were published other than bomb threats and fire. However, VT had a policy available detailing the duties and responsibilities of the campus police force. Apparently, the University Police Department at VT maintains the safety on campus as it was called Department of Safety, Health and Transportation until recently.

#### Fire

Fire is the most common loss of the five main areas at the University of Wisconsin – Stout. Up until recently, all of the buildings on campus used a local fire alarm system. This means that when an alarm is triggered, it is only broadcast within a local area, namely inside the building and within the line of sight. This had drawbacks due to the fact that someone had to be in the general vicinity to be aware of a fire. This could cause damage if a fire burned unhindered for several hours.

In May 2000, a new alarm system was installed in the campus buildings. This system is known as a central alarm. UW-Stout's system utilizes a pager for after-hours and weekend alarms. With this, Stout police are notified of an alarm within the campus

area at anytime. An alarm will also sound locally within the building. The officers or staff will alert the Menomonie Fire Department in the event of a fire.

The primary concern during a fire is life safety of the building occupants, responders and bystanders. For this reason, fire extinguishers are normally used by the occupants to escape. However, in many cases people may use an extinguisher to actually fight a fire. With this, training is essential to the operational use of an extinguisher. The use of an extinguisher may be effective for a small fire confined to a trash receptacle, but not a large blaze. It is also important for people to realize that flames are not the major producers of casualties, but rather the toxic gases that displace oxygen and asphyxiate victims. Furthermore, a fire may produce enough heat to burn a victim's lungs resulting in injury or death.

According to the UW-Stout disaster management plan, faculty, students and staff are to activate the fire alarm and call the Menomonie Fire Department when a fire occurs. Persons are to begin an evacuation when an alarm is sounded. Disabled persons should be helped to a stairwell and stay there until help arrives. Anyone in a stairwell should remain relatively safe from toxic gases due to the positive pressure of that area. Emergency personnel are to be notified if anyone is located in one of these stairwell areas. The fire plans of the other universities corresponded with the plan from UW-Stout.

### Severe Weather

A thunderstorm, snowstorm or tornado is a likely occurrence in the area around Menomonie, Wisconsin. In 1957 a tornado ravaged an area north of the city, destroying hundreds of homes and killing over two dozen people (Russell, 1996, p.129). Most recently in September of 2000, the area experienced severe thunderstorms and a tornado. During this storm, the National Weather Service issued a tornado warning. However, many faculty, students and staff appeared to be unsure about the evacuation to emergency shelters. There also appeared to be some confusion on whether an evacuation should take place and what areas were safe. Also many people on campus were never notified of the warning and could not hear the alarm nor were they ever notified with an “all clear” signal.

The University of Wisconsin – Stout, as with UMD, has procedures for severe weather in place. However, UW-Stout tends to neglect drills and other training associated with this topic. Safe shelter areas are not clearly marked in case of a possible evacuation. A central alert system through the faculty and staff is also not utilized as stated in the written tornado procedures. The UW-Stout disaster plan does contain procedures for a flood that may be a result of severe weather. However, it should also be noted that unlike UMD, written procedures are unavailable from UW-Stout for severe cold and snowstorms that pose an inherent risk to students and staff due to the location of the campus.

### Civil Disturbance

During a civil disturbance, riot or civil unrest, members of the general public or campus become disorderly. Anarchy ensues and normal reasoning is ineffective on a lawless crowd. These crowds can disrupt operations of the organization and damage the

public image. Usually, these events begin as a result of a grievance and/or drunkenness. Many times an over anxious crowd may aggravate the feelings already present. During the 1990's, UW-Stout students marched north on highway 25 until the crowd was dispersed by the local fire department wielding fire hoses. This was after attempts had been made by local law enforcement to disband the students. As with many of these cases, regular crowd control techniques may not be effective against unruly crowds. This presents a dangerous situation both for the responders, general public and the members of the crowd. Furthermore, building damage and looting may result in the affected areas. In extreme cases, the National Guard may be called upon to help quell a civil disturbance.

The University of Wisconsin – Stout does not have any formal plan to cope with a threat to operations such as this. Of the other Universities plans identified, none had provisions to handle this type of event. However, “advance planning for such an eventuality is essential if the overall security plan is to be considered complete” (Strobl, 1973, p.226).

#### Chemical Spill/Release

On the UW-Stout campus, chemicals are present in every building ranging from cleaning products to hazardous substances present in the laboratories of the Science Wing. All of the chemical compounds located on campus should have a material safety data sheet (MSDS) on file. An MSDS allows medical personnel to treat an exposed victim more expediently due to the information contained. Chemical inventories are also kept and many labs are labeled with the NFPA fire labeling system. This will allow emergency personnel to quickly assess the threat should the need arise. In the event of a



spill or leak, the Menomonie Fire Department will attempt to isolate and contain a leak. However, a class “A” response team may be needed to deal with the incident. For this, special equipment and protection is needed to maintain the safety of the responders.

In the event of a chemical spill or release, the impact upon the environment also becomes an issue. Steps may be taken to contain the accident, yet the National Response (NRC) and/or the Environmental Protection Agency may be notified. The clean-up of such an accident could cost large amounts of money and take years. The impact could also affect the public image of the organization.

The University of Wisconsin - Stout has a policy of evacuation and containment during a spill or leak. This is also the case with the University of Minnesota at Duluth. The procedure also states to avoid contact with others in order to prevent further contamination and/or endangering others. The advice of the plan is to seek medical assistance immediately. This also corresponded with the University of Minnesota at Duluth’s plan for chemical emergencies. However, UMD also includes a provision for responding to a radiation leak or spill.

### Terrorism

Terrorism incidents continually rise in the United States and have been known to occur on University campuses. This was the case at the University of Wisconsin – Madison on the 24<sup>th</sup> of August, 1970. A bomb exploded, damaging Sterling Hall, which housed the Army Mathematics Research Center and killing one student (Bagha, Sept. 1, 2000). Although actual bombings are not a common occurrence, threats are. A bomb threat consists of a telephone call indicating that a bomb is present in the vicinity of campus. Because threat calls are normally very brief, a well-trained person is needed to

record as much information as possible before the call is terminated. In the event of a call, an untrained person may become overly excited about the situation. The receiver of the call may use a series of questions to record the incident, the caller's manner, temperament and the possible location of the device (Strobl, 1973, p.218-220). A copy of this questionnaire should be located under each campus phone.

Weapons of Mass Destruction (WMD) can also be a threat to the campus if ever deployed in or near the campus. This can be an explosive charge, nuclear, biological or chemical in nature. The National Domestic Preparedness Office, a branch of the Federal Bureau of Investigation, oversees operations in dealing with such threats. In the event of a WMD, the results can be catastrophic to the target and surrounding areas.

In the event of a bomb threat, the University of Wisconsin – Stout will notify the Menomonie Police Department. At that time, an evacuation may occur and a search of the suspected area will commence. If a suspicious item is found, a bomb squad (EOD) will be dispatched to inspect and dispose of the item. The Menomonie Police Department contracts with the St. Paul Police Department for this service. Because of this, it may take several hours for an EOD team to arrive on scene.

UW-Stout, unlike UT and VT, makes a provision in the disaster management plan for an explosion on campus. An explosion could be a result of a bomb, but could be a result of an industrial type accident or mechanical failure. No provision is made for a shooting such as was the case in 1966 at Texas A&M University. A total of 16 people were killed and another 31 wounded when a sniper engaged students and faculty from a bell tower with several firearms before being killed by police. (Forni, 2001)

## Summary

In the past chapter, five areas of focus within the UW-Stout disaster management plan were described including an analysis and comparison of general fire, severe weather, civil disturbance, chemical release/spill and terrorism procedures. A comparison with three other universities that are similar in programs and facilities was used in to assess program efficiency at UW-Stout.

## Chapter 5

### Conclusions and Recommendations

The purpose of this study is to analyze the current disaster management plan at UW-Stout to determine if the plan places the organization at significant risk of loss should a disaster occur as measured by various regulations, government agencies and professional associations.

Significant areas of threat to the operation and business continuity of the university campus were addressed in the previous chapter. These five areas of the study focused upon issues that could have a drastic impact upon the school and community, in addition to trends occurring around university campuses around the United States. However for planning purposes, some of the focal areas may not be identified barring from the event occurrence. Unfortunately, by the time these areas of focus are thought of, the event may have already begun or taken place. At this time, planning and practice become an afterthought, with an attempt to combat the incident itself. To that end, it becomes essential to plan and practice for every conceivable event before it occurs and to identify key indicators and/or precursors of a situation. With this, incidents are viewed on a proactive planning basis and not dealt with reactively. With prior planning it reduces the amount of chaos that an organization experiences and speeds the recovery process.

### Conclusions

During the analysis, it became evident that UW-Stout had a proactive approach towards planning for an emergency. However, with the realization that much of the planning that has taken place has been a result of other organization's experiences. It is also apparent that in many cases, some planning for incidents may not be driven until after a particular situation arises. Unfortunately, many organizations fail to free limited

resources for this type of plan until a threat becomes viable. This has become a typical rationale in the American society.

Several significant items have been identified that may be in need of improvement. Significant work still needs to be performed with regard to the hazard assessment/risk identification processes, providing updates to chain of command protocols, alert notification for the purpose of improving and updating the plan. The UW-Stout plan appears to neglect the value that team participation along with crisis drills add to the quality of the planning process. In addition, shelter areas and evacuation routes are not clearly marked and are compounded by the shortcomings of a notification system. Hard copies of a plan are also unavailable for use by the faculty and staff. With these several recommendations are given to encourage an improvement.

### Recommendations

The following are points of interest that may provide some assistance to the strategic planning and business continuity in the event of a disaster on the UW-Stout campus. It may also help refine current processes for the disaster management plan in place.

1. Conduct of a hazard assessment of all areas in the operation. Significant attention should be placed upon building layouts, fire protection, mechanical and chemical threats.
2. Analyze current procedures that are contained within the disaster management plan and identify areas of improvement. Ensure that action items are continually addressed and completed.

3. Conduct annual and quarterly training drills and scenarios in preparation for any possible situation. Whenever possible, coordinate exercises with local authorities to provide a realistic training experience. This will yield a better orchestrated and more timely response in a catastrophic event.
4. Continually update notification and chain of command protocols for response and deployment in the event of an incident. This includes command structure, contact information and command responsibility outlines.
5. Establish crisis and response teams to gain interest in the disaster management plan. The team members will also be able to assist in any exercises that may be planned. Team members can be trained for a variety of situations and can be earmarked to become liaison personnel to various agencies. It will also provide more cohesion to the operation if personnel know their counterparts with local authorities.
6. Ensure that copies of the UW-Stout disaster management plan are available off line in the event of a power failure. This will also provide a quick reference in the event of an incident to the responders and chain of command.
7. Provide provisions for violent crimes such as shootings and hostage crises. The state and local authorities can offer help in planning for such an event.
8. Ensure that evacuation routes and storm shelter areas are clearly marked for severe weather.
9. Initiate and utilize an alert network for severe weather to the separate departments. A system could also be implemented for an “all clear” notification within the shelter areas.

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## Appendices

University of Wisconsin-Stout May 1998



# Disaster Recovery Plan

## **Introduction**

The Federal Emergency Management Agency (*FEMA*) describes an emergency as "any unplanned event that can cause deaths or significant injuries to employees, customers or the public; or that can shut down your business, disrupt operations, cause physical or environmental damage, or threaten the facility's financial standing or public image."

Obviously, numerous events can be "emergencies"; and will be handled according to the following protocol. Fourteen emergencies specifically dealt with in this plan include:

- [Bomb Threat](#)
- [Explosion](#)
- [Fire](#)
- [Fumes and/ or Vapors](#)
- [Flooding](#)
- [Hazardous Substance Spills](#)
- [Mechanical Failures](#)
- [Medical Emergencies and Community Health Issues](#)
- [Public Relations Emergencies](#)
- [Severe Weather](#)
- [Student Crisis](#)
- [Technology, Telecommunications and Information Services](#)
- [Utility Failure](#)
- [Violent or Criminal Behavior](#)

The plan itself has three components. First is notification of the emergency. Second is the initial emergency response from key departments. And third is the need for a crisis management team.

### **Emergency notification**

UW-Stout will produce a guide that will give persons instructions as to what to do and who to notify if an emergency occurs. Printed single page Quick Reference brochures will also be produced and be distributed widely throughout the campus. These documents are found as links above.

### **Department response**

After notification of an emergency the department receiving the emergency notification will respond and assess the situation. The following departments will have a departmental plan for dealing with any of the above listed major emergencies which may affect their area:

- Counseling Center
- Health Center
- Physical Plant
- Residence Life
- Safety and Risk Management
- Security and Police Services
- Technology, Telecommunications and Information Services

Departments will have a departmental plan in place which will be incorporated into this web page. The department plans should be a guide that persons within the department can follow to deal with a reported emergency. It will include the basics of how the department will handle the emergency, individual responsibilities (*if appropriate*), and details on who is to be notified. Many professional organizations have "boiler plate" plans and departments without a plan will be encouraged to seek these groups out. The department head (*or designee*) and/or the Director of Security and Police Services will be responsible for assessing the impact of the emergency. If in their judgement the emergency has significantly wide ranging effects, then they will notify the Chancellor (*or Designee*) of their findings and possibly recommend assembling a crisis management team.

### **Crisis Management Team**

The crisis management team will be assembled should the Chancellor (*or designee*) find that the situation has had wide ranging or long lasting effects. The recommended team will consist of the following individuals:

- Chancellor
- Provost
- Assistant Chancellor for Administrative and Student Life Services
- Assistant to the Chancellor
- Executive Director of University Relations
- Director of Affirmative Action (*as needed*)
- Director of University Foundation (*as needed*)
- Dean of Students (*when students are affected*)
- College Dean (*when an academic area is affected*)
- Executive Director of Student Life Services (*when auxiliaries are affected*)
- Chief Information Officer (*when computing or telecommunications are affected*)
- Director of Counseling Center (*as needed*)
- Director of Health Center (*when medical issues are involved*)
- Director of Human Resources (*when employees are involved*)
- Director of Physical Plant (*when physical structures are affected*)
- Director of Residence Life (*when residence halls are affected*)
- Director of Safety and Risk Management (*when insurance or safety issues are involved*)
- Director of Security and Police Services (*as needed*)

The following management process for crisis situations will then be followed:

The Chancellor or designee must be informed immediately when the incident is reported.

The Chancellor will inform the Director of University Relations to contact members of the crisis management team and set up a meeting. The team must be ready to react quickly.

Team meeting. Review all known information provided by the Director of Security and Police Services or any individual with direct information. If cannot meet, use teleconference call.

The team will decide on a course of action, proper response, public statement, and appropriate activities.

Investigation. A single office will be designated to investigate the issue, and all staff members will work through that office. (*Note: The office designated to investigate the issue will maintain documents that describe the actions taken.*)

Media contact. All media contact and external inquiries will be handled by University Relations. Refer all inquiries to that office.

Communication. As events develop or change, the team will communicate clearly before further action or further statements are issued.

## **Disaster Recovery Plan Council**

The Disaster Recovery Plan Council will continue with the following members:

- College Dean (*appointed by the Chancellor*)
- Dean of Students
- Executive Director of Student Life Services
- Director of Counseling Center
- Director of Health Center
- Director of Human Resources
- Chief Information Officer
- Director of Physical Plant
- Director of Safety and Risk Management
- Director of Security and Police Services
- Director of University Relations

The Council will assemble following each crisis to evaluate how the situation was handled and make recommendations to better handle similar situations in the future. The Disaster Recovery Plan Council will also assemble at least once per year to review the overall campus plan, individual department plans, and to evaluate trainings and emergency notification literature

## **Bomb Threat**

- Remain Calm and do not panic others.
- If a written message is received, keep track of the following information:
  - Who found it
  - Who else was present
  - Where was it found or how was it delivered
  - When was it found or delivered
  - Who touched it
  - Have any previous threats been received
- If the threat is received by telephone, in a calm voice, try to obtain as much information as possible about the bomb and the caller: (KEEP A BOMB THREAT CARD UNDER YOUR PHONE AND USE IT IF A CALL COMES IN!)
  - Date and exact time of call

- Time set to explode
  - Which building is it in
  - Where it is
  - Type of bomb
  - Estimated age and gender of the caller
  - Emotional state: agitated, calm, excited
  - Background noises: traffic, music, voices
  - Why it was set
  - Who is the target
  - Who is the caller
- If practical, do not hang up the phone, but phone the police from a different telephone. Call 9-911 and report the threat.
  - The Administration, with the assistance of Campus Police and other local authorities, will determine a plan of action. A decision on whether or not to evacuate will be based on all available information received.
  - If the decision is made to evacuate, instruct occupants to take lunches, purses, personal packages (they could be mistaken for concealed explosives) and EXIT the building.
  - If ordered to evacuate, move at least 300 feet away from the building to designated evacuation area and wait for instructions. Stay away from glass.

## **Bomb Threat: Identifying Suspicious Items**

- Look closely around work area when you arrive for work. This will help you if you are called on to identify unusual or suspicious items later.
- Report potential safety or security problems to University Police (X2222).
- Be on the lookout for anything unusual, particularly packages or large items seemingly left behind or thrown out. Note time and location of anything odd.
- If asked to assist in a search for a bomb:
  - Be thorough
  - DO NOT USE 2-way RADIOS
  - Do not touch anything you suspect
  - If necessary move people away from the suspicious item
  - Look for anything and everything that might conceal a bomb
  - Do not panic persons in the area
- Follow all instructions from the police.

## Identifying Suspicious Mail Packages

- No Return Address
- Insufficient postage
- Is addressee familiar with name and address of sender?
- Is addressee expecting package/letter? If so, verify contents.
- Return address and postmark are not from same area.
- Wrapped In Brown paper w/ twine
- Grease stains or discoloration on paper
- Strange odors
- Foreign Mail, Air Mail and Special Delivery
- Restrictive markings such as Confidential, Personal, etc.
- Excessive Postage
- Hand written or poorly typed addresses
- Incorrect Titles
- Titles but no names
- Misspellings of common words
- Excessive weight
- Rigid Envelope
- Lopsided or Uneven envelope
- Protruding wires or tinfoil
- Excessive securing material such as masking tape, string, etc.
- Visual Distractions.

## EXPLOSION ON CAMPUS

- Report an explosion by calling 9-911 immediately!
- If necessary, or when directed to do so, activate the building fire alarm system to evacuate the building.
- **CAUTION:** The building alarms rings inside the building, but the alarm system does not automatically notify an emergency dispatcher. Someone must report the emergency via telephone (9-911).
- When the building evacuation alarm is sounded, an emergency exists. All rooms should be evacuated. Closing doors will help contain a fire. **DO NOT LOCK DOORS.**
- Assist the disabled to an enclosed stairwell and notify emergency personnel of their location
- Do not use the elevators.

## Fire

- In all cases of fire, activate the nearest fire alarm to warn other occupants of the building to evacuate.
- In all cases of fire, call the Menomonie Fire Department immediately (**9-911**).
- CAUTION: The building fire alarm will sound in the building, but the alarm does not automatically notify emergency personnel. Someone must report the alarm via telephone (**9-911**). Do not assume someone else is making this call, call yourself!
- When the building fire alarm is sounded, an emergency exists. All rooms must be evacuated. Leave the lights on. Close, but do not lock the doors.
- Assist the disabled to the nearest stairwell in the building. Have them wait on the landing. Stairwells are checked first by the fire department and are constructed to provide a higher degree of protection.
- Immediately notify the police or fire department if a disabled individual is waiting on a stairwell landing.

## Fumes/Vapors

Toxic fumes can infiltrate into or through a building from various sources---improperly stored chemicals, faulty refrigeration, equipment fires, gasoline engines operated near air intakes, etc.

If the presence of toxic fumes is suspected, the area or areas affected should be evacuated. Use a telephone away from this area and always call **9-911** if it is an emergency, or **x2200** (Physical Plant) if it is not an emergency. If it is during business hours call **x2222** and have an university police officer notified.

### **Ventilate the contaminated area(s)**

It may be possible to clear an affected area by opening windows and/or activating exhaust fans, provided such action is undertaken by trained personnel.

### **EMERGENCY TREATMENT:**

1. Don't endanger yourself or others.
2. Remove victims from area only if safely possible.
3. Call **9-911** for Police/Ambulance Services
4. Assist victims as necessary.

## Flooding

If flood conditions occur:

- Business hours (7:30 AM - 4:30 PM, Monday through Friday)
  - Phone Physical Plant 232-2200.
- After hours or on weekends, phone
  - University Police 232-2222.

Please provide sufficient information as to building, floor, room, degree of flooding, or potential damage due to the flooding.

**NOTE:** If difficulty is encountered and flooding is extensive, call **9-911** immediately.

## Hazardous Substance Spills

- Any major spill of a hazardous substance must be reported immediately, first to the Menomonie Fire Department (**9-911**) and then to the department of Safety and Risk Management Services (**x2258 or x1793**).
- During non-business hours (before 8:00 am and after 4:30 pm Monday through Friday and also on weekends and holidays) please call **x2222** to have a university police officer contacted.
- Personnel on site should be evacuated from the affected area at once. Seal off the contaminated area to prevent further contamination until the arrival of trained responders.
- Persons who may be contaminated by a spill/release are to:
  - Seek medical attention immediately.
  - Avoid contact with others.
  - Alert responders/emergency personnel of injury

## Mechanical Failures

Any emergency related to building or facility problems, such as equipment failure or erratic operation, must be reported to the Physical Plant Department as soon as possible. Call ext. 2200 during normal working hours. (7:30 AM - 4:30 PM Monday thru Friday) If a failure occurs after-hours, weekends, or holidays, notify University Police Services X2222

NOTE: If there is potential danger to building(s), and/or its occupants, call **9-911** immediately.

## Medical Emergency Community Health Issues

- Report any serious injury or illness by calling **9-911** immediately!
- Non-emergency injuries or illness should be reported to University Police (**X2222**).
- Begin first aid, if qualified, or seek someone who can. University Police Officers and/or trained personnel (Ambulance, Menomonie Fire Department, Menomonie Police Officers, etc.) will respond shortly, however do not wait to start necessary first aid treatment you're qualified to offer.
- Community Health Problem Response will be coordinated by the University Health Services (**X1314**).
- Personal safety is your first priority. Use protective equipment when in contact with the victim's blood or any other bodily fluids.



- Time should be allowed for training of employees in emergency techniques, if the job requires it. Contact Safety and Risk Management (**X1793**) to coordinate trainings.

## Public Relations Emergencies

While public scandals are rare in higher education, virtually every institution must occasionally deal with such situations. This might involve a highly visible lawsuit, accusations of wrongdoing on the part of a university official, an egregious case of student misconduct or a variety of unspecified events that carry the potential of having a negative impact on the institution's reputation. The impact of these events is exacerbated when they result in potential or actual news coverage.

When such events occur, the Executive Director of University Relations, in close consultation with the Chancellor and System Legal Counsel, exercises the following responsibilities:

- Assessment of the potential impact on the university's reputation.
- Legal implications of the event; laws and policies pertaining to its disposition.
- Recommendations on steps to diffuse or eliminate the problem before it goes public; or when that is not possible, steps to lessen the negative impact on the university's reputation.
- Development of messages and channels of communication to the various constituents (including the news media) associated with the event. Assurance that all privacy laws and the Wisconsin Public Records law are obeyed.

## Severe Weather/Tornado

**Severe Weather/Tornado Watch:** A watch is an indication of where and when the probabilities are highest that severe weather or a tornado could occur. A watch is a statement that severe weather/tornado conditions are present and could occur. The National Weather Service will issue a watch bulletin to local authorities as well as to the local radio and TV stations.

**Severe Weather/Tornado Warning:** When a severe weather/tornado sighting occurs, the National Weather Service alerts all weather stations and local authorities, including UW-Stout campus police. If severe weather or a tornado is approaching, the warning will be signaled by a continuous sounding of emergency sirens.

### **In case of severe weather:**

When the emergency warning sirens sound, it is YOUR responsibility to get to shelter. Take a battery operated radio with you to listen for the "all clear" signal. The department of Security and Police Services, if time permits, may telephone the Chancellor, Vice Chancellors, Residence Life Director, and Computing Center Director. These offices will in turn notify their subordinates. The campus police may also announce the warning via car loudspeakers. When the emergency sirens are sounded, all persons should

immediately seek shelter in the nearest strong building. Go to the basement or interior walls of lower floors. Auditoriums, gymnasiums and similar large rooms with wide roofs should be avoided. Stay away from all windows and exterior doors.

**Note:** City of Menomonie emergency sirens are sounded at 10:00 a.m. on the first Monday of each month during the months of May through September.

## Student Crisis

Please contact the University Police (**X2222**) or the Office of the Dean of Students (**X1471**) in the event of crisis situations such as the following involving students of UW-Stout. That office will make appropriate contacts and referrals.

- Alcohol and other drug use emergencies
- Disruptive behavior in the classroom
- Death of a student, friend, or family member
- Discipline issues
- Mental health/behavioral incidents or concerns
- Physical injury
- Sexual assault
- Threats to public welfare

## Technology, Telecommunications, & Information Services Emergencies

The Disaster Recovery Plan for Technology & Information Services was written and maintained by Technology & Information Services staff. The purpose of this plan is to document actions necessary to recover and resume operation after a disaster which disrupts central computing, telephone, and/or campus network equipment, facilities or services. The plan assumes that the University will move as quickly as is possible to resume learning and information technology related operations and that support services will be sustained.

If an emergency/disaster situation occurs that disrupts Technology & Information Services facilities, equipment or services, contact one of the following individuals:

Robert Chiodo 232-1205

Joseph Brown 232-2172

If these individuals are not available, contact the Police Services Office at **232-2222**.

## Utility Failure

All utility failures must be reported to the Physical Plant Department as soon as possible: During normal working hours (7:30-4:30 Monday-Friday) call **X2200**.

If utility failure occurs after-hours, weekends, or holidays, notify the UW-Stout Police at **X2222**.

If there is potential danger to building(s) and/or its occupants, call **9-911** immediately.

If telephone service is not available, go to the Police and Parking Services Office, University Services Building and request they contact Physical Plant.

Northern States Power can also be contacted to help shut down natural gas or electricity services. They can be reached by calling **1-800-895-1777**.



[www.uwstout.edu/geninfo/disaster.html](http://www.uwstout.edu/geninfo/disaster.html)