

**The University of North Carolina System  
Pre-Disaster Mitigation (PDM) Planning**  
September 2012

**Goals and Deliverable Product of this Project**

This PDM Plan for The University of North Carolina System is developed for submittal to the North Carolina Division of Emergency Management (NCEM). We understand that NCEM will provide comments to this planning document, and if appropriate return to the University for updating a second draft. After NCEM approval, the plan will in turn be sent to the Federal Emergency Management Agency (FEMA) for review and approval. This natural hazards mitigation plan has been developed in such a way that it meets planning criteria outlined in 44 Code of Federal Regulations (CFR), Part 201, and the FEMA guide on *Building a Disaster-Free University*.

**The ultimate output of this project will be a FEMA-approved Pre-Disaster Mitigation Plan for the University of North Carolina System of universities and special purpose colleges.** This plan has been prepared in compliance with the Disaster Mitigation Act of 2000. The approved plan will meet criteria established by NCEM in compliance with Senate Bill 300, "An Act to Amend the Laws Regarding Emergency Management" as Recommended by the Legislative Disaster Response and Recovery Commission.

The primary goal of all local governments is to promote the public health, safety, and welfare of its citizens. In keeping with this standard, the participating campuses have developed five goal statements for hazard mitigation planning in each campus. In developing these goals, the committee parted from each of the identified hazards in this plan and risk attained to each of the campuses. The proposed goals were presented, reviewed, voted on, and accepted by the planning committee. Each goal, purposefully broad in nature, serves to establish parameters that were used in developing more mitigation actions. The final goals are as follows:

- To reduce the impact of natural hazards on campus
- To develop a natural hazards mitigation plan that meets planning criteria outlined in 44 CFR, Part 201
- To develop a model PDM planning process for a multi-campus university system
- To develop an innovative approach based on ASCE/Building Security Council national standards
- To provide a mechanism to obtain FEMA Mitigation Project Grant funding for facility improvements

This is a multi-jurisdictional plan. To begin, The University of North Carolina is a 17-campus system with those 17 campuses located in 14 counties from the Northeast to the far Western corner of the State. In each case, surrounding local communities and counties will serve as coordinating entities to the extent that university campuses are in each case part of a larger community including the counties in which they are located, along with the cities and towns that are adjoining the respective campuses. Goals and objectives of the campus mitigation plans have been coordinated with appropriate local governments in the spirit of collaboration and mutuality in reducing vulnerability to natural hazards for the wider community.

The initial application for this system-wide plan was developed for those campuses of the UNC System that are west of Orange County - UNC Greensboro and NC A&T State University (Guilford County), Winston Salem State University and UNC School of the Arts (Forsyth County), Appalachian State University (Watauga County), UNC Charlotte (Mecklenburg County), UNC Asheville (Buncombe County), and Western Carolina University (Jackson County).

UNC Charlotte was the "prototype" institution for the development of the planning process. Considerable input was obtained from the two institutions that have previously been involved in developing their campus plans - UNC Wilmington and UNC Chapel Hill. The lead research center with responsibility for this planning project is the Regional Center for Homeland Security and Major Disaster Management. The Planning Team worked with administrators, faculty, and staff on each of these eight campuses. All UNC System western Campus plans were completed and received FEMA Approval in the fall of 2011.

In January 2010, the campuses in the eastern part of the State began their PDM planning process development, with the assistance of the UNC Charlotte Planning Team. Campuses to be included in this phase of development of the University-wide plan are: East Carolina University (Pitt County), Elizabeth City State University (Pasquotank County), Fayetteville State University (Cumberland County), NC Central University and the NC School of Math and Science (Durham County), North Carolina State University (Wake County), and UNC Pembroke (Robeson County).

### **Unique Characteristic of this Project**

**The distinguishing factor** that has been unique for this project, setting it apart from previous pre-disaster mitigation planning projects (or Disaster Resistant University grants) **is that through this process, there has been established a common basis for a 17-campus university system level process that will enable and guide individual campuses to develop and adopt their own FEMA-approved PDM programs.** Extra emphasis has been given to establish plan maintenance activities on a continuing, comprehensive, and

collaborative basis for each campus in the UNC System, and connecting to a system-wide planning process that will be housed in the General Administration. This is reflected by the extensive lists of contacts who have been involved in discussions concerning this project, and formal and informal meetings with various groups on each campus in the system.

### **Background on the Need for this Plan**

North Carolina's public universities and special-purpose institutions across the state have a significant investment in terms of buildings, facilities, infrastructure, historical and cultural landmarks, library and art collections, laboratories and other essential assets. In addition, most campuses of The University carry out a large amount of sponsored research. Many of these assets and investments are vulnerable to the impacts of natural hazards. The campuses have experienced a number of hazard events over the years – including hurricanes, ice storms, drought, tornadoes, mud slides, rock slides, floods, and "Nor'easters" on the northeast coastal areas – all which have imposed monetary losses and temporarily disrupted the University's teaching, research and public service activities.

As recently as 2006, moderate level earthquakes in Forsyth County, and an explosion in a utility tunnel at UNC Charlotte, have introduced the attention of campuses in that region as well as elsewhere toward the potential damage arising from various types of disasters. In the winter of 2009 – 2010, higher than average accumulations of snow and ice storms have forced closures of up to two weeks by the three campuses in the mountain region, and several days by others in the Piedmont region. Furthermore, on April 16, 2011, North Carolina experienced a unprecedented number of tornadoes in the eastern portion of the state. One university, Shaw University, a private institution in Raleigh had so much damage to the campus that classes had to be cancelled for the remainder of the semester. East Carolina University received damage to its campus with downed trees and some roof damage to buildings.

The natural hazards that have occurred in the past on campuses have often had a domino effect on the physical plant, including such failures as power and communication systems, releases of hazardous substances, school closures, loss of productive work time, cancelling of classes, stranded students on campus, etc. This was the case in 2002, 2004, and again in 2006 when either tropical storms or winter weather caused considerable flooding that dramatically affected the UNC Asheville campus, essentially closing the campus after these events up to four days.

For reference, a listing of UNC System institutions and their location is as follows. Fifteen of these seventeen campuses are included in the combined eastern and western PDM plans. As mentioned above UNC Wilmington and UNC Chapel Hill

have their own PDM processes underway and the results of those two efforts are being incorporated into this proposed effort.

- Appalachian State University, Boone (Watauga Co.)
- East Carolina University, Greenville (Pitt Co.)
- Elizabeth City State University (HBCU) (Pasquotank Co.)
- Fayetteville State University (HBCU) (Cumberland Co.)
- North Carolina Agricultural and Technical State University, Greensboro (HBCU) (Guilford Co.)
- North Carolina Central University, Durham City and County (HBCU)
- North Carolina School of the Arts, Winston-Salem (special purpose institution) (Forsyth Co.)
- North Carolina School of Science and Math, Durham City and County (special purpose institution)
- North Carolina State University, Raleigh (Wake Co.)
- University of North Carolina at Asheville (Buncombe Co.)
- University of North Carolina at Chapel Hill (Orange Co.)
- University of North Carolina at Charlotte (Mecklenburg Co.)
- University of North Carolina at Greensboro (Guilford Co.)
- University of North Carolina at Pembroke (Robeson Co.)
- University of North Carolina at Wilmington (Designated a DRU with an approved plan by FEMA in 2009) (New Hanover Co.)
- Western Carolina University, Cullowhee (Jackson Co.)
- Winston-Salem State University (HBCU) (Forsyth Co.)

The Office of the President of the UNC System is known as the General Administration. The chief administrator on each of the 17 campuses is a Chancellor, who reports to the President. Central to the process of strategic planning for the entire system is the delineation of the overall mission of the University as a whole, and the role and scope of the constituent institutions within that overall mission. As a part of the comprehensive mission review of 1992, the Board of Governors adopted a general mission statement for the University. This statement, with minor modifications, was given statutory status in 1995 when the General Assembly amended Chapter 116-1 of the General Statutes to include the following as the official mission statement:

*"The University of North Carolina is a public, multi-campus university dedicated to the service of North Carolina and its people. It encompasses the 17 diverse constituent institutions and other educational, research, and public service organizations. Each shares in the overall mission of the University. That mission is to discover, create, transmit, and apply knowledge to address the needs of individuals and society. This mission is accomplished through instruction, which communicates the knowledge and values and imparts the skills necessary for individuals to lead responsible, productive, and personally satisfying lives;*

*through research, scholarship, and creative activities, which advance knowledge and enhance the educational process; and through public service, which contributes to the solution of societal problems and enriches the quality of life in the State. In the fulfillment of this mission, the University shall seek an efficient use of available resources to ensure the highest quality in its service to the citizens of the State. Teaching and learning constitute the primary service that the University renders to society. Teaching, or instruction, is the primary responsibility of each of the constituent institutions. The relative importance of research and public service, which enhance teaching and learning, varies among the constituent institutions, depending on their overall missions."*

A map showing locations of UNC System campuses is shown in Figure 3-1. The School of Science and Math – not shown on the map - is in Durham.



**Figure 3.1 Location of University of North Carolina Campuses**

Source: The University of North Carolina website ([www.northcarolina.edu](http://www.northcarolina.edu))

While much has been done to reduce potential losses from natural hazards already, the University System and the 17 campuses are committed to taking the necessary steps to identify its risks, assess its vulnerabilities, and to develop a comprehensive, multi-hazard mitigation plan to reduce those risks and vulnerabilities. The University has expressed its strong commitment to the principles of sustainability on its campuses with multiple initiatives ranging from energy efficiency and waste reduction to water conservation and conscientious purchasing policies.

One component of the commitment that the University has made in assuring each campuses' readiness to respond to and manage effectively any type of disaster was in creating a new position in the Office of the President (i.e., the General Administration). This new office is headed by an Associate Vice President of Campus Security and Emergency Operations. This individual has an overview responsibility for the development and execution of this Plan, representing the President of the UNC System.

In addition to serving as a steward of the State's and Region's natural resources, a significant component of sustainability is to reduce the University's vulnerability to natural hazards, and to ensure the continued viability of University operations in the event of any emergency. The University is equally committed to the protection of life and safety of campus populations, and has established policies and procedures to ensure that emergency preparedness is a priority at all 17 institutions.

For example, the UNC-GA has acquired crisis communication software from a commercial vendor, has conducted training sessions with information technology (IT) personnel from several campuses, and encouraged those campuses that have not purchased the selected software to do so. The software package called PIER (Public Information Emergency Response) is being installed on several campuses. Some campuses are purchasing and utilizing other commercial off-the-shelf software that more clearly fits their campus needs. As of late fall 2009, several campuses were reviewing their decisions on the purchase and use of emergency notification systems and software.

The herein-described mitigation planning process will enhance the University's mission of environmental integrity, economic stability, campus safety and security, reliance on strong science and data, and sustainable practice. Crisis communications programs are considered a mitigation activity in that faster and more factual communications to affected constituents (faculty, staff and students) has the potential of reducing the negative impacts that may result from various disasters.

This systemic planning process has involved all major stakeholders, resulting in a comprehensive hazard mitigation plan for the University System and for each campus. It builds upon, and complements existing plans, programs and initiatives where they exist. The ultimate purpose of the planning process is to make each campus of The University more resilient to the impacts of natural hazards, and possibly to the impacts of certain man-made hazards as well, through the implementation of carefully researched and targeted mitigation strategies.

For this planning process, standardized and well-accepted methods have been followed. These approaches have been established over the past few years by academics, theorists, and practitioners in the field, and endorsed by FEMA as good planning practice.

Our planning process also has involved incorporation of mitigation-related data into multiple areas of facilities management, so that operations personnel will be able to access the information relevant to individual assets on campus as they carry out their normal duties on a continual basis. This process was previously

approved by the NCEM and FEMA as the approach to pre-disaster mitigation planning by the Chapel Hill campus of The University of North Carolina. We have incorporated lessons learned and documented by thorough review of the previously-completed DRU project for the Wilmington campus, and the current PDM effort for the Chapel Hill campus. Again, this method will affect both day-to-day operational decisions, as well as long-term decisions regarding the future growth and development of the University. Specifically, the planning process has involved the incorporation of mitigation-related data into three distinct phases: 1) facilities management, 2) emergency response planning, and 3) long-term recovery. Mitigation enhances the various campuses' capability for all three of these functions.

This PDM Planning project was conducted using four sources of information:

- 1) A report from the North Carolina Commission on Higher Education Facilities, which contains databases concerning cost of construction, cost of major renovation projects conducted on campus, and current replacement costs. (See Appendix, Page 8-1)
- 2) Routine Maintenance Plans for each campus, covering recurring maintenance of University assets on a five-year schedule, funded from the operating budgets;
- 3) Design standards for new construction on campus, over and beyond requirements established in the NC Building Code as warranted by assessed vulnerabilities and the need to increase the hazard resistance of particular state-owned structures to identified hazard impacts; and
- 4) The national standards on **Minimum Design Loads for Buildings and Other Structures**, developed by the American Society of Civil Engineers and the Structural Engineering Institute (ASCE/SEI); ASCE Standard 7-05, published in 2006, ISBN # 978-7844-0809-4, American Society of Civil Engineers, 1801 Alexander Bell Drive, Reston, VA 20191.

Through this innovative approach to facilities maintenance and new construction, University campuses will be able to instill a mitigation ethic into the core of campus activities in the built environment. These and other steps taken during the planning process will help the University become more disaster resilient. This, in turn, will complement the long-term sustainability of the campuses, and improve the overall quality of life for the entire community.

In addition to increasing the overall resilience of the campuses and promoting the long-term sustainability of the University community, the Office of the President of the University (i.e., General Administration), as well as campus administrators, will be proceeding to obtain FEMA's approval of the plan. With the submission of the plan from any of these campuses, upon approval of the Chancellor of a particular campus, there is an opportunity to submit Hazard

Mitigation Project Applications to FEMA through the State Division of Emergency Management (NCEM).

For FEMA Guidelines on this grant-writing process, see Appendix (8), "FEMA Eligibility Requirements for Mitigation Projects." The appendix contains a list of eligible mitigation projects that will reduce the vulnerability of campus assets and populations.

Among eligible projects are the following (not a complete list):

- Structure Elevation
- Mitigation Reconstruction
- Dry Flood-proofing of Structures
- Minor Localized Flood Reduction Projects
- Structural Retrofitting of Existing Buildings
- Non-structural Retrofitting
- Safe Room Construction
- Other Infrastructure Retrofitting
- Soil Stabilization

### **Campus Profiles – Background Data**

The following profile items have been developed into a unique database for each of the 17 campuses. Beginning on the next page is a general outline for each campus in the System. The campus profile for each campus is seen in this planning document in Section 5. At a minimum, it is recommended that this campus profile be updated every two years.

- History
- Mission
- Governance
- Organization
- Campus Geography
- Environmental Conditions
- Assets on Campus
  - Infrastructure and Critical Facilities
  - Libraries and Landmarks
  - Hospitals, Medical Schools, Veterinary Schools, and Student Clinics
  - Research Farms, Forest Lands, Marine Science facilities, and other off-campus research facilities
- Sponsored Research on Campus
  - Involving hazardous substances
  - Involving animals or human subjects
  - Other research categories
- Demographics (Populations at Risk)



- Current and Anticipated Growth of Each Campus
- Support Services
  - Public Affairs and Communications
  - Facilities and Housekeeping Services
  - Facilities Planning and Construction
  - Property Offices
  - Student Housing
  - Disability Services Offices
  - International Student Program Offices
  - Food Service
  - Information Technology
  - Mail Services
  - Risk Management Services
  - Campus-wide Business Continuity Planning Offices
  - Environmental Health and Safety, and HAZMAT
  - Animal Health and Safety
  - Off-campus Services
  - Volunteer Services (such as “CERT Teams”)
- Safety and Emergency Management Activities on Campus
  - Public Safety/Campus Police
  - Safety and Security Committees
  - First Responders
  - Emergency Coordinators
  - Contacts with support agencies
- Existing University Plans and Initiatives
  - Sustainability Planning (also called Business Continuity Planning)
  - Emergency Planning, including evacuation plans
  - County Emergency Management Offices - coordination
  - Emergency Warning and Communications Plan
  - Departmental Business Continuity Plans
  - Campus Master Plans
  - Campus Development Plans
  - Building Standards
  - Storm water Management
  - Soil Erosion and Sediment Control Plans
  - Water Consumption Reduction
  - Solid Waste Recycling Programs
  - Hazard Mitigation Research and Service Projects

### **Hazard History at UNC Institutions**

The history of hazards and disasters that have affected UNC System campuses in recent times, plus situations that have affected contiguous local communities, are related in this section. Although some events have been common across the state, there have been and will continue to be unique geographic and

environmental situations that will promulgate natural hazards on the various campuses. A historic look at relative risk of various hazards by county, as compiled by the North Carolina Division of Emergency Management, is shown in Table 3.1.

County	Climate Division NOAA	Earth-quake	Land-slide	Hurricane	Nor'-Easter	Tornado	Severe Winter Weather	Wildfire	Flood
Buncombe	1	Mod.	High	Low	Low	Low	High	Low	High
Cumberland	6	Low	Low	Mod.	Mod.	High	Low	High	High
Durham	3	Low	Mod.	Low	Low	Mod.	Mod.	Low	Mod.
Forsyth	3	Low	Low	Low	Low	High	Mod.	Low	Mod.
Guilford	3	Low	Low	Low	Low	High	Mod.	Low	Low
Jackson	1	Mod.	High	Low	Low	Low	High	Low	High
Mecklenburg	5	Mod.	Low	Low	Low	High	Mod.	Mod.	Mod.
New Hanover	6	Low	Low	High	High	Mod.	Low	Mod.	High
Orange	3	Low	Mod.	Low	Low	Mod.	Mod.	Low	Low
Pasquotank	8	Low	Low	High	High	Mod.	Low	Low	High
Pitt	7	Low	Low	Mod.	Mod.	High	Low	Low	Mod.
Robeson	6	Low	Low	Mod.	Mod.	High	Low	High	High
Wake	4	Low	Low	Low	Low	High	Mod.	Mod.	Mod.
Watauga	2	Mod.	High	Low	Low	Low	High	Low	High

Source: <http://www.nccrimecontrol.org>

As an initial effort to begin establishing a database on weather-related incidents (as well as other types of interruptions), the 17 campuses in the State typically close for four or five days on average each winter. These closures are not always in the disaster category, but are severe enough that safety of students, staff and faculty is the major consideration, and productivity (and class time) is essentially lost. Mudslides, ice-covered roadways, rockslides, and flooding (including flash flooding) are common interruptions that create lost hours on many days in these 17 campuses.

Other disasters that have occurred on these campuses in the past include a major explosion with serious injuries and a fatality on one campus, and a contaminated water supply on another, resulting from widespread area flooding. Damages from specific incidents and major disasters (such as several major hurricanes – Hugo in 1989, Fran in 1996, and Floyd in 1999 - as well as others) should be documented as part of a continuing maintenance and documentation of the PDM planning process on each campus going forward.

After considerable discussions with core team members on all eight campuses in the western part of the State, the types of disasters for which the planning team incorporated direct and specific data to determine risk are the following:

- Flood
- Landslide, Rockslide
- Driving Rain
- Earthquake
- Wildfire
- Hurricane
- Tornado
- Other High Wind events, including “Nor’easters”
- Severe Winter Weather, including ice or snow events

Several additional types of hazards have been researched, considered and discussed separately in developing the individual campus plans. They are included by reference in some of the Campus Profiles (Section 5) as identified by a campus PDM planning core group, such as:

- Drought
- Geological Hazards
- Animal borne and other Infections Diseases
- Accidental Explosions
- Electrical Storms
- Technological or Human-induced Hazards

*(Note that the animal-borne disease hazard as it affects agriculture and life science colleges, and colleges of veterinary medicine, are being addressed in the “second phase” UNC System planning effort for both the eastern and western campuses.)*

The first list in Table 3.2 portrays the nine hazards that have been given the most consideration in this plan, based on the collective wisdom of the Core Planning Committee at each campus. Individual Campuses may wish to give additional consideration to one or more of these hazards in their individual campus PDM plan when their plan is updated.

Table 3.2 documents the results of “mining” from various sources of data, some documented, some anecdotal, a broad picture that portrays the best attempt at building a “hazard history” for the campuses as unique geographical and administrative entities. There is a general correlation between the nine hazards that have been given major consideration in this plan to date and the hazards listed in the top six rows of Table 3.2. While Table 3.1 illustrates relative intensity and probability of a particular hazard affecting a campus, Table 3.2 illustrates in a very general way the occurrence history of these hazards on each campus, regardless of past experience. The bottom 12 rows of hazards listed in Table 3.2 illustrate something of the insight and concerns of possible recurrence of a broad range of hazards for each campus, again, as expressed by members of the core planning groups as well as other campus representatives.

## **The Hazard Mitigation Planning Process**

The University of North Carolina System's natural hazards mitigation plan complies with the Disaster Mitigation Act of 2000 and accompanying regulations. The following description of the planning process is based on the approach to mitigation planning as described in FEMA documents and guidelines that are issued to assist state and local governments prepare mitigation plans. In this approach, **hazard mitigation is defined as " any sustained action taken to reduce or eliminate long-term risk to life and property from a hazard event."** The primary purpose of planning is to systematically identify policies, actions and tools that can be used to implement those actions.

As required by 44 CFR 201, the mitigation planning process involves several distinct steps, which the University campuses followed when developing the mitigation plan for each campus. Each campus has been provided an opportunity for comment on the plan during the drafting stage and prior to plan approval, as well as an opportunity for neighboring communities and other relevant entities to be involved in the planning process. At the same time, the plan has been developed more as a process than a document, and the end of the project will be viewed not as the completed "plan" but as a work in continual process and change.

<b>Table 3.2 Categorization of Natural Hazards based on Campus Profile Data and Historical Records</b>							
	ECU	ECSU	FSU	NCCU	NCSSM	NCSU	UNCP
<b>Primary Classification</b>							
Wind/Tornado/Hurricane	X	X	X	X	X	X	X
Snow/Ice			X	X	X	X	
Earthquake/Seismic				X	X	X	X
Flooding	X	X	X	X			X
Landslide							
Wildfire/Industrial Fire							
<b>Categories from Campus or County Documents, and personal interviews</b>							
High Wind (any type)	X	X	X	X	X	X	X
Snow/ Ice – see above							
Earthquake – see above							
Flooding – see above							
Landslide – see above							
Fires – see above							
Explosion						X	
Electrical Storm/Lightning			X	X			
Drought	X	X	X				
Animal-borne Diseases							
Other Infectious Diseases	X	X	X	X	X	X	X
Technological/ Manmade	X				X	X	
Medical Technology related	X						

Source: Various documents from campuses, county emergency plans, NCEM, and FEMA. The Primary Classifications at the top of the page are those that have been determined as critical in their potential impact on campus infrastructure. The “other” categories reflect more details on the potential risk from incidents that have occurred in the past several decades as affecting specific campuses.

Note – Abbreviations: Ag Schools at NCSU and NC A&T; and Vet School at NCSU; ECU – East Carolina Univ.; ECSU – Elizabeth City State Univ.; FSU – Fayetteville State Univ.; NCCU – NC Central Univ.; NCSSM – NC School of Science and Math; NCSU – NC State Univ.; UNCP – UNC Pembroke.

Campus	ECU	ECSU	FSU	NCCU	NCSSM	NCSU	UNCP
County	Pitt	Pasquotank	Cumberland	Durham	Durham	Wake	Robeson
County Risk	5	8	4	5	5	4	6

Source: NC Emergency Management Division, Mitigation Branch, Composite Risk from 1 to 9, with 9 being the highest risk.

Note: Rankings are averaged on a county by county basis, and are not evaluated specifically for that part of the counties where a campus is located.

	Frequency of Event				Severity of Event			
	Very Low	Low	Moderate	High	Minor	Serious	Extensive	Catastrophic
Coastal Storms				X			X	
Earthquake			X			X		
Windstorms	X	X					X	
Wildfires			X			X		
Flooding				X			X	
Ice Storms			X				X	
Tornados	X	X				X		
Snowstorms			X				X	
Freezing rain			X				X	
Hurricanes				X				X
Landslides	X	X			X			

Source:NCEM

In the end, each campus developed its own risk assessment and mitigation strategies based on its analysis of hazards. Table 3.5 below describes which hazards each campus intends to address in this mitigation plan. These hazards are profiled for each campus in Section 5.

	ECSU	ECU	FSU	NCCU	NCSSM	NCSU	UNCP
<b>Hazard</b>							
Wind/Hurricane	X	X	X	X	X	X	X
Tornado	X	X	X	X	X	X	X
Seismic/Earthquake							
Ice/Snow	X	X	X	X	X	X	X
Flood	X	X	X	X	X	X	X
Wildfire		X					X
Landslide							
Drought			X	X	X		X

Campuses from the University System have reviewed and incorporated relevant existing plans, studies, reports and technical information at our disposal. We have been meticulous and diligent in documentation of the planning process, including how the plan is prepared, who is involved in the process, and how the public is included. It is the recommendation of the General Administration that each campus plan be reviewed and updated every two years following plan adoption. One current trend that is occurring over the course of the past two years, as this plan was being developed, was the establishment of an Emergency Management Coordinator or equivalent position on each of the 17 campuses. Such a position with full-time responsibilities for emergency management should logically include mitigation planning as an on-going responsibility, and therefore have responsibility for periodic updates. More details on this issue are in the section on "Plan Maintenance and Updating," page 3-18.

The planning effort is based on the *Multi-Hazard Mitigation Planning Guidance under the Disaster Mitigation Act of 2000*, published by FEMA, dated March 2004. The plan is developed in compliance with the Disaster Mitigation Act of 2000 (PL 106-390), enacted October 30, 2000, and 44 CFR Part 201 – Mitigation Planning, Interim Final Rule, published February 26, 2002, and closely follows the Local Hazard Mitigation Plan Review Crosswalk issued by FEMA Regional IV in March 2004. Other FEMA guidance materials have been used as resources throughout the planning process, including *Building a Disaster-Resistant University*, FEMA Publication #443.

In addition, the University System complies with the standards and criteria issued by the NC Division of Emergency Management (NCEM) pertaining to local hazard mitigation plans, including the requirements set forth in NC Senate Bill 300. Because each of the campuses that comprise the UNC System operate as individual units within the larger system, and because each campus included in this plan is a geographically discreet “community,” the Planning Team has approached the process using the FEMA guidance that addresses multi-jurisdictional planning, including the comments contained in the Local Hazard Mitigation Planning Crosswalk developed by FEMA Region IV pertaining to multi-jurisdictional plans.

### **Guiding Principles for the Planning Process**

This system-wide mitigation plan, and the plan for each campus, will serve as a representation of the University’s commitment to reduce risks from natural hazards. The on-going planning process is guided by several overarching principles to ensure a high-quality product that will meet the approval of University administrators as well as NCEM and FEMA.

### **Importance of the Process in Protecting Lives and Infrastructure**

The University is committed to producing a living, dynamic planning process that will influence decision-making at all levels. We have followed a carefully thought-out pre-disaster planning process that will ultimately lead to the creation, adoption and implementation of a comprehensive mitigation plan that is not intended to “sit on the shelf.” The implementation phase is the key feature in determining the viability of any proposed mitigation strategies that result from the planning process, so that the plan will effect changes in policy and practice wherever they may be needed on a campus to increase resiliency.

### **Multi-Hazard Planning**

North Carolina’s public institutions of higher education face a wide range of potential natural and man-made hazards. Therefore, the University System has taken a multi-hazard approach to the planning process. We realize that not every disaster can be avoided, but we are recommending steps to reduce the consequences of many extreme events. As a starting point, the Planning Core Group on each campus has examined the hazards identified in the State of North Carolina Hazard Mitigation Plan, as well as multi-hazard mitigation plans from various county mitigation efforts, particularly for those in which the campuses are located. Multi-hazard plans include natural forces identified elsewhere in this proposal, but exclude hazardous materials, including chemical-biological-radiological-nuclear and explosive (CBRNE) except as a threat involving such agents that are involved due to a natural hazard. Such incidents are sometimes the result of natural disasters with a domino effect. However, the focus of this project has been on threats posed by natural events.



### Integrative Approach with local and State Emergency Management

The campuses that make up the UNC System have a long history of collaboration and partnership with their surrounding jurisdictions, and the proposed planning effort will continue that tradition. This plan has integrated previous efforts with appropriate local, state and federal agencies and organizations. Collaboration with first responders and emergency managers has been accomplished. The University System has a well-established working relationship with the NCEM through a wide variety of past and current mitigation-related activities. Mitigation planning should build on this relationship, and University personnel have encouraged a mutually beneficial process to both the campuses and their broader communities.

### Focus on Long-term Mitigation Activities

It is a primary goal of the proposed planning effort to encourage and infuse a mitigation ethic into all University decision-making processes. Mitigation will be integrated to the greatest extent possible into every area of University operations that may have some relevance to natural hazards resiliency, from housing and grounds keeping, to academic affairs and financial management; from maintenance and repair, to construction and expansion. To achieve this goal, all relevant stakeholders have been invited to participate in the planning process on a continuing basis, and the public at large will be well informed and encouraged to provide constructive input.

### **Documentation of the Planning Process**

The Planning Team has provided a monthly progress report throughout this project in an on-going description of the process as it happens. Included in the addendum to this section, Pages 3-20 to 3-21, is a listing of individuals involved (both a name and a position or title). The Planning Team also carefully recorded how the entire campus community was involved, particularly in providing opportunities to comment on the plan during the drafting stage and before adoption. This is what constitutes the University's public for the purposes of the mitigation plan: at this point in time, the public includes any and all faculty, staff, students and administrators on each campus, plus the county emergency management agency (EMA).

The Planning Team has documented opportunities given for the public (i.e., the university community) to be involved as reviewers and providers of input. The documentation also includes how existing plans, studies, reports and technical information are reviewed and incorporated. This review will be augmented in the near future by posting the draft plan on campus websites, making the plan available for comment from various units within the University System. On April 25-26, 2012 the committee met to discuss the mitigation plan and project opportunities and at this meeting, comments were accepted from the general university public including staff, students and faculty. For additional information

on public involvement, please see documentation in Section 8 (Appendix) of each individual campus plan.

A draft mitigation plan has been submitted to each of the Campuses' Core PDM Planning Committee for review and comment, after which a second draft has been written that incorporates changes or comments made by these Committees. The Planning Coordinator for the system-wide plan has requested that officials of the NC Division of Emergency Management and FEMA Region IV office perform a courtesy review of the draft also, after which suggested changes or comments will be incorporated into a third and final draft.

### **Adoption, Submission for Approval, and Implementation**

Once the plan has been completed on each campus, it will be presented to the campus Vice Chancellor for Business Affairs (also those with title of Vice Chancellor for Finance and Administration, etc.) for review and initiation of a formal plan adoption process, as required by FEMA. The plan will be presented to the Chancellor of each campus for approval, and an official signature certifying the plan is in effect. The final step in the approval process will be to forward the plan to UNC General Administration (UNC-GA) to be approved by a process adopted by the President of The University of North Carolina.

After submittal of the Draft Plan to UNC-GA, the Planning Team will work with campus officials in a University System-wide awareness program to publicize the University's efforts. This event will be carried out through various events such as a press conference, a public signing of the plan by University official(s), or other means of increasing awareness of the plan among students, staff, and faculty at each institution. It is most likely that this community outreach component will be made through the University Web Site. The City/County Emergency Preparedness agency and NCEM will be invited to participate in this event also.

Upon acceptance by the University System and responsible parties, including the signature by the President of the UNC System or his designee, the General Administration will then submit the final plan to the NC Division of Emergency Management. NCEM will in turn submit the Plan to FEMA Region IV for review and approval, accompanied by supporting documentation of adoption from each participating campus. Implementation of the recommended mitigation actions contained in the plan will begin immediately thereafter, pending availability of mitigation project funding.

At the conclusion of the documentation process, the plan will be presented for formal adoption and approval by NCEM and FEMA Region IV, and ultimately to FEMA headquarters. In order to apply for funding of improvement programs through the FEMA Hazard Mitigation Grant Program (HMGP), each individual campus will submit those grant applications **directly** to FEMA through the State

Emergency Management Division (NCEM) based on the specific, adopted approved plan from each individual campus. The General Administration, through the Associate Vice President of Campus Safety and Emergency Operations, will have continuing general oversight of future PDM activities on UNC System campuses. However, to reiterate, each campus will have direct responsibility for submitting its own HMGP applications to FEMA. Eligible activities for HMGP grants are in the Appendix. The public will also continue to be involved in the mitigation plan even after it is approved through public meetings and reports by the evaluating committee that will review the plan at least every 2 years.

### **Plan Maintenance and Updating Process**

There are basically two levels of responsibility for plan maintenance and updating on campuses of the UNC System. The first responsibility is finding an appropriate level for administrative functions and oversight, and the second level of responsibility would be the person that actually reviews and updates the plan. Fortunately, at the “working level” – level two - there has been a trend over the course of the past two years when this plan was being developed that has a high likelihood of facilitating the review and updating responsibility. As of 2012, each campus community has an Emergency Management Coordinator who is responsible for maintaining the PDM Plan.

At the executive level, it is recommended that the Vice Chancellor for Business Affairs on each campus appoint an appropriate Associate Vice Chancellor or Assistant Vice Chancellor to take on additional responsibilities for oversight of PDM planning and HMPG grant applications. The level of commitment of time for an individual in such a position should require something approximating five to ten percent of an individual’s time. From a university’s top management perspective, this action would place responsibility for keeping the Chancellor and the Board of Trustees informed of policy proposals and work accomplished under specific FEMA grants, as well as applications of the models and procedures developed in this plan for assessing risk to various types of infrastructure.

### **Key Campus Contacts and Project Advisory Committees**

On each campus included in this PDM Planning effort, a core group of individuals has been engaged in developing this planning process since early 2008. Typically some six to eight individuals are included in this on-campus “core committee,” which also functions as a PDM Project Advisory Committee, working with the Planning Team from UNC Charlotte. The campus committee members are each in responsible positions in the campus administration with responsibilities for managing various hazard reduction and business continuity functions. As the PDM Planning process has progressed, each campus had one or two individuals that assumed responsibility for being the primary contact for each campus.

At the beginning of this PDM Planning process, potential collaborators and coordinators for this activity on each campus were contacted. These contacts were initially made in January 2007 and again in the Fall Semester of 2007 concerning their level of participation on a continuing basis. Three or four visits to each campus have taken place during calendar years 2008 to 2012, with the result being a working group having evolved on each campus to guide the development of each individual campus PDM plan. Over the course of working with each of the 17 campus core committees, there have been a number of individuals who have moved on to other jobs at their campus, or assumed positions elsewhere. Nonetheless, there has been a generally high level of continuity established by these eight campuses, and a high level of support and coordination between the Planning Team and each campus' core committee.

At this point in time (September 2012), the key contacts for each of the seventeen campuses include the following:

- Appalachian State University (ASU)  
Kevin Madsen, Emergency Management Coordinator  
Gunther Doerr, Director of Public Safety and Risk Management
- East Carolina University (ECU)  
Tom Pohlman, Environmental Health & Safety Manager  
Karen Mulcahy, Assistant Professor, Department of Geography
- Elizabeth City State University (ECSU)  
Rickey Freeman, Environmental Health & Safety / Emergency  
Management Coordinator  
Anthony Brown, Vice Chancellor for Student Affairs
- Fayetteville State University (FSU)  
James Mercer, Director of Emergency Management / Environmental  
Health & Safety  
Robert Hassell, AVC Police and Public Safety
- N.C. A&T State University (NC A&T)  
Timothy Johnson, Emergency Management Coordinator  
Louisa Thomas, Environmental Health & Safety
- NC Central University (NCCU)  
Robert McLaughlin, Emergency Management Coordinator / Training  
Sergeant  
Phillip Powell, Director of Facility Services
- NC School of Science and Math (NCSSM)

Richard Hess, Director Campus Resources / Security  
Ed McBride, Vice Chancellor for Finance and Operations

- NC School of the Arts (UNC-SA)
  - Clairisse Wilson, Emergency Management Coordinator
  - Chris Boyd, Associate Vice Chancellor for Facilities Management
- NC State University (NCSU)
  - Todd Becker, Emergency Manager
  - Katina Blue, Director Business Continuity
  - Barrett Slenning, Director of Agrosecurity & Biopreparedness
- UNC Asheville (UNC-A)
  - David Weldon, Director of Emergency Management
  - Chris Miller, Safety Officer
- UNC Charlotte (UNCC)
  - Brian Thomas, Sgt. of Accreditation and Emergency Mgmt Coordinator
  - Josh Allen, Business Continuity Analyst
- UNC Greensboro (UNCG)
  - Jason Marshburn, Director of Emergency Management
  - Bruce Griffin, Assistant Vice Chancellor for Environmental Safety
- UNC Pembroke (UNCP)
  - Travis Bryant, AVC Safety and Emergency Management
  - Arthur Herns, EHS Professional, Police & Public Safety
- UNC Wilmington (UNC-W)
  - Stan Harts, Director Environmental Health & Safety
- Western Carolina University (WCU)
  - Tammi Hudson, Emergency Manager
  - Andy DeGrove, Project Manager, Facilities Management
- Winston-Salem State University (WSSU)
  - Darrell Jeter, Emergency Management Director
  - Pat Norris, Chief of Police

And from UNC General Administration (UNC GA)  
Brent Herron, Assistant Vice President  
Campus Safety & Emergency Operations

Contact information for these individuals and others involved in the planning process is shown on the next page in Table 3.6. A Table summarizing the “coverage” of campus responsibilities that have been engaged to some extent in the process or its review is shown on page 3-31 in Table 3.7.

<b>Table 3.6 Disaster Preparedness Contacts</b>				
<b>Contact Person</b>	<b>Title</b>	<b>University</b>	<b>EMAIL</b>	<b>Phone</b>
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Arthur Rex	Director of Space Management & Planning	Appalachian State University	<a href="mailto:rexab@appstate.edu">rexab@appstate.edu</a>	828-262-6911
Greg Taylor	Physical Plant Administration	Appalachian State University	<a href="mailto:taylorgm@appstate.edu">taylorgm@appstate.edu</a>	828-262-3190
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Rocky Howell	ITCS	East Carolina	<a href="mailto:howella@ecu.edu">howella@ecu.edu</a>	252-328-9157
Karen Mulcahy	Teaching Assistant Professor, Department of Geography	East Carolina	<a href="mailto:mulcahvk@ecu.edu">mulcahvk@ecu.edu</a>	252-328-4991
Griffin Avin	Director of Facilities Maintenance	East Carolina	<a href="mailto:aving@ecu.edu">aving@ecu.edu</a>	252-744-2251
Paul Carlson	Facility Mechanical Engineer	East Carolina	<a href="mailto:carlsonp@ecu.edu">carlsonp@ecu.edu</a>	252-328-6776
Ricky Hill	Interim Executive Director of Facilities Services	East Carolina	<a href="mailto:hillr@ecu.edu">hillr@ecu.edu</a>	252-328-6776
Wayne W. Reeves	Assistant Director of Maintenance Engineering	East Carolina	<a href="mailto:reevesw@ecu.edu">reevesw@ecu.edu</a>	252-328-4975

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Marcus Sutton	Major Campus Police	Winston Salem State University	<a href="mailto:suttonml@wssu.edu">suttonml@wssu.edu</a>	336-750-2992
Patricia Norris	Chief Campus Police	Winston Salem State University	<a href="mailto:norrispd@wssu.edu">norrispd@wssu.edu</a>	336-750-2902

**Table 3.7 Involvement of Representatives by Job Title**

Representative	ASU	ECU	ECSU	FSU	NC A&T	NCCU	NCSSM	UNC-SA	NCSU	UNC-A	UNCC	UNCG	UNCP	UNC-W	WCU	WSSU
Chancellor	X		X		X		X	X				X				X
Executive Assistant			X	X			X									X
VC, Assoc., or Assist. – Academic					X		X									
VC, Assoc., or Assist. – Business		X	X	X			X				X	X	X		X	
VC, Assoc., or Assist. – Facilities					X	X	X	X	X	X	X	X			X	X
VC, Assoc., or Assist. – Research											X					
VC, Assoc., or Assist. – Students			X	X			X			X			X			
Business Continuity						X					X					
Capital/Campus Planning/Architect	X					X	X			X	X	X				
County Emergency Management				X		X					X	X				
Emergency Management	X		X	X					X	X		X	X	X	X	
Environmental Safety		X		X	X	X	X	X	X	X		X				X
Facility Maintenance/Operations	X	X	X	X	X		X	X	X		X				X	
Facilities Management	X	X		X	X	X	X	X		X	X	X	X		X	X
Faculty/Staff	X	X	X	X		X	X		X		X				X	
Industrial Hygiene/Health					X	X						X				
IT System/Computing		X									X	X	X			
Public Information			X			X		X					X			
Public Safety/Campus Police	X	X	X	X		X	X	X			X		X		X	X
Risk Management		X									X					
Space Management	X															
Student Health/Housing			X							X	X		X			
Transportation/Parking											X					