



**Report of the**

**Workgroup on Campus Safety and Security**

**to the**

**University System of Maryland**  
**Board of Regents**

**September 5, 2008**

UNIVERSITY SYSTEM OF MARYLAND BOARD OF REGENTS  
FY 2008-2009

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September 5, 2008

Members of the Board of Regents:

In the aftermath of the 2007 shootings at Virginia Tech and other tragic campus-based security incidents, the University System of Maryland (USM) Board of Regents established the Campus Safety and Security Workgroup on December 14, 2007. The goal of this Workgroup was three-fold:

- Identify “best practices” that can be implemented at USM institutions across the state to enhance the safety and security of our campuses, be they urban, suburban, or rural;
- Ensure that steps taken do not diminish the atmosphere of openness and accessibility our campuses enjoy as community-based institutions of higher education nor encroach upon the rights of students, faculty and staff;
- Establish an official, ongoing mechanism to support, monitor, coordinate, and update campus safety and security initiatives system-wide.

John Walda, President of the 2,500-member National Association of College and University Business Officers (NACUBO), summarized the issue perfectly when he noted that: "On any given day, any institution, no matter what size or scope, can be brought down by a violent crime, a hurricane or ice storm or tornado, a pandemic outbreak—the list goes on." As members of the USM Board of Regents, we had an obligation to address this critical issue.

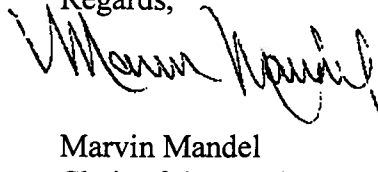
Campus safety and security for the USM is a complex issue. We are a diverse system that includes several different types of institutions. We have research institutions and comprehensive universities located in urban areas, suburban neighborhoods, and rural communities. We have large and small campuses. We have significant student populations and commuter-based campuses. Clearly, we approached this issue knowing that there is no “one size fits all” approach that can be effective. In addition, given that campus safety and security is an ongoing, ever changing issue, we needed to incorporate flexibility into whatever recommendations we made.

Despite these significant challenges, it is vital that students, parents, and the campus community feel a sense of security on our campuses and it is incumbent upon system leadership to facilitate that. It is equally important that our efforts in this regard bring together individuals representing the totality of the USM: system leadership, campus leadership, faculty, staff, students, as well as experts in security, mental health, and other key issues.

This report is the culmination of numerous meetings of the overall Workgroup and subgroups, and presents our recommendations, and our action plan going forward.

I thank the members of the Workgroup and Janice Doyle, Anne Donahue and Paul Stackpole of the University System of Maryland staff, as well as Donna Walsh of my office, all of whom made this workgroup report possible. I appreciate their time, attention and devotion to the workgroup, as well as the insight and expertise they brought to this issue.

Regards,

A handwritten signature in black ink, appearing to read "Marvin Mandel". The signature is written in a cursive style with a long, sweeping tail that extends downwards and to the right.

Marvin Mandel  
Chair of the Workgroup on  
Campus Safety and Security

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## **I. EXECUTIVE SUMMARY**

National attention has focused on campus safety and security at higher education institutions across the United States in response to a number of distressing events. The April 16, 2007 shootings at Virginia Tech followed by the shootings at Northern Illinois University on February 14, 2008, shocked the nation and underscored the urgent need to address this issue. Further, the chaotic campus evacuations of Tulane and Loyola Universities in New Orleans in the wake of the flooding that followed Hurricane Katrina demonstrated the need to enhance the level of campus preparedness for natural disasters as well.

Given these events, as well as others, the USM Board of Regents (BOR) established the Campus Safety and Security Workgroup on December 14, 2007 in order to adequately assess and address the numerous emergency preparedness issues that campuses within the University System of Maryland (USM) face.

The Workgroup was charged with the following:

- Review current campus practices and policies and identify best practices;
- Review relevant legal and privacy issues;
- Develop a recommended policy to the Board of Regents for campus safety and security and emergency planning, prevention, preparation, and response that identifies the key areas to be included in campus emergency response plans; and
- Recommend appropriate methods to share information among USM institutions and leverage experience and expertise among our campuses.

The Workgroup, consisting of members from the BOR and from USM campuses and regional centers, established three working Subgroups that focused on different aspects in campus emergency preparedness: risk assessment and planning, emergency preparedness and prevention, and response and recovery. Each Subgroup was charged with determining the key requirements or components to be included in campus emergency management plans pertaining to its area of focus. The Workgroup also decided proposed requirements should be based on best practices and experience, and should recognize unique campus environments. The Office of the Attorney General provided assistance to review any legal issues and identify legal barriers to improving campus safety and emergency preparedness. Further, each Subgroup was asked to suggest appropriate methods to share information among USM institutions to leverage experience and expertise among our campuses.

The Workgroup and Subgroups discussed a wide range of key issues and heard presentations on current practices, experiences, and challenges in the area of campus emergency planning, prevention and preparedness. The Workgroup developed recommendations for BOR policies establishing basic standards and best practices for campus emergency preparedness as well as accountability measures. Additional recommendations were also identified that address ways to continue and enhance communication among USM institutions so experience and expertise can be shared,

that explore funding and grant opportunities, and that examine USM and institutional initiatives. These recommendations are provided in Section VII of this report. The Workgroup also discussed a number of issues they believed important but were unable to resolve during their deliberations. These issues are included in Section VII of the report.

## **II. BACKGROUND/CHARGE**

A number of distressing events in recent years has focused national attention on the issue of campus safety and security at higher education institutions across the United States. The April 16, 2007 shootings at Virginia Tech—which took the lives of 32 students and faculty members while injuring 17 others—shocked the nation. The shootings at Northern Illinois University on February 14, 2008, which left 5 students dead and 16 wounded, further underscored the urgent need to address this issue. In addition, the chaotic campus evacuations of Tulane and Loyola Universities in New Orleans in the wake of the flooding that followed Hurricane Katrina demonstrated the need to enhance the level of campus preparedness for natural disasters as well.

Given these events, as well as others, it is incumbent upon university systems and individual institutions to make campus safety and security and emergency preparedness a focal point of attention. While the safety and protection of individuals should, of course, be paramount, the protection of facilities, information technology, and overall infrastructure must also be taken into account.

To adequately assess and address the numerous emergency preparedness issues campuses within the University System of Maryland (USM) face, the USM Board of Regents (BOR) established the Campus Safety and Security Workgroup on December 14, 2007.

The Workgroup was charged with the following:

- Review current campus practices and policies and identify best practices;
- Review relevant legal and privacy issues;
- Develop a recommended policy to the Board of Regents for campus safety and security and emergency planning, prevention, preparation, and response that identifies the key areas to be included in campus emergency response plans; and
- Recommend appropriate methods to share information among USM institutions and leverage experience and expertise among our campuses.

Additionally, it was determined that the development of effective emergency preparedness plans should recognize factors unique to specific campus environments, such as student demographics and mobility, on-campus housing, campus size and distribution over a larger number of buildings, urban versus rural locations, as well as other variables.

Given the urgency of the safety and security issue, it was determined the Workgroup would act with deliberate speed, submitting a series of requirements and/or recommendations by July 2008. A copy of the charge is provided in Appendix A.

### **III. APPROACH**

Every USM campus and regional center was encouraged to appoint at least one representative on the Workgroup. The first meeting of the Workgroup on Campus Safety and Security included an overview of campus safety and security issues and discussion to determine the overall goals for the Workgroup and the specific approaches to be used to reach those goals. Given a wide range of issues impacting campus emergency preparedness, the Workgroup established three working Subgroups. These Subgroups focused on different aspects in campus emergency preparedness to be included in a USM policy:

#### **Subgroup 1: Risk Assessment and Planning**

- Focused on the identification of potential hazards and threats, assessment of vulnerability with regard to potential events, and planning and prioritization of actions to address the greatest potential threats.

#### **Subgroup 2: Emergency Preparedness and Prevention**

- Focused on the actions to be taken prior to an emergency event and on mitigating the impact of the event.

#### **Subgroup 3: Response and Recovery**

- Focused on the response to significant events, both in the immediate and longer term, and restoration of normal operations to the institution.

Each Subgroup was charged with determining the key requirements or components to be included in campus emergency management plans pertaining to its area of focus. The Workgroup also decided proposed requirements should be based on best practices and experience, and should recognize unique campus environments. While each Subgroup had a particular focus, it was anticipated there would be some overlap in their work. The Office of the Attorney General provided assistance to review any legal issues and identify legal barriers to improving campus safety and emergency preparedness. Further, each Subgroup was asked to suggest appropriate methods to share information among USM institutions to leverage experience and expertise among our campuses.

Each Subgroup agreed to have two meetings to discuss key issues as well as develop recommendations to be considered by the Workgroup in the development of policies, guidelines or standards for campus emergency preparedness to be forwarded to the Board of Regents for consideration. The Workgroup also heard a number of presentations on current practices, experiences, and challenges in the area of campus emergency planning, prevention and preparedness. A summary of the issues discussed at the Workgroup and Subgroup meetings is provided in Section IV.

## **IV. SUBGROUP/WORKGROUP MEETINGS**

### **Subgroup 1: Risk Assessment and Planning**

The key issues discussed by Subgroup 1 include the following:

Comprehensive planning. The need for campuses to have comprehensive planning committees that included a wide range of stakeholders from the campus.

Behavioral threat assessment teams. The need for campuses to have a standing, multi-disciplinary threat assessment team(s)—with a fully articulated process and clearly communicated lines of reporting—to evaluate students, faculty or staff who may pose a potential threat to the campus. Teams should include representatives from student conduct offices, campus police, counseling centers, human resources departments, and other appropriate offices.

Campus Policies. The value of having a policy on interim suspension pending a psychiatric evaluation and the potential use of “fitness for duty” evaluation for faculty, staff, and students in internship-type positions.

Reporting The need to encourage “responsible reporting” of individuals who exhibit disturbing or disruptive behavior, including the need to provide comprehensive training as to what information can be shared and what information must remain confidential in cases of serious behavioral issues.

Communications. The importance of redundant systems of communication to provide information in the event of a threat or crisis. It was also noted, while all campuses have a text messaging system, student participation ranges from 19% to 60% on USM campuses. Campuses should have plans for communicating with the media, families, and the campus community in the case of an emergency incident.

Ongoing review. The importance of reviewing, testing, and updating emergency plans on a continuous basis to ensure effectiveness if and when necessary.

Education and training. The need for ongoing education and training for students, faculty, and staff so they know the appropriate actions to take to possibly mitigate a threat or to respond in an emergency.

Demographics. The changing nature of the campus population, with an increasing number of students, faculty and staff suffering from mental health issues such as depression, anxiety, etc. It is important to understand the nature and extent of the mental health services available on campus and to connect students to those services and others in the community.

Presidential leadership. The need for presidential leadership in developing, maintaining, and updating plans as well as the importance of a defined role for the campus president in

the case of an emergency situation. The importance of clear lines of authority for managing the campus response to an emergency was also stressed.

Facilities. The need to incorporate features to enhance campus safety and security in new construction and renovation.

Legal issues. Discussion of some of the legal issues, including making training mandatory for faculty and staff, and the limited role of shared governance in the establishment of policies to enhance emergency preparedness.

Intercampus Communication. The Subgroup recommended the issue of emergency preparedness be a regular item on the agendas of a number of intercampus groups who meet on a regular basis so campuses can continue to work together and share information.

## **Subgroup 2 – Emergency Preparedness and Prevention**

Subgroup 2's discussion focused on efforts to implement emergency preparedness plans and the various actions to be taken in advance to ensure the campus is prepared to respond appropriately to an emergency, ranging from an active shooter, to natural disasters, pandemic flu, cyber-insecurity, train derailments, and other kinds of crimes or disasters.

Key issues discussed:

Emergency Operations Center. Representatives stressed the importance of having an Emergency Operations Center (EOC) on campus with provisions for planning, training, and resources allocation in efforts to prevent an event or mitigate the impact.

Updating. The importance of keeping plans current, including updated contact information, membership on the Emergency Response Team (ERT), campus maps, floor plans, etc., as well as accounting for “cyber security” and the need to provide for data backup.

Communications. The need for multiple communications options on campuses including systems that function if land-based and cell communications are compromised.

Weapons. The issues of weapons and weapon policies on campus.

Surveillance. The value of video surveillance, SMART cards, etc., in terms of campus security.

Education & training. The need to inform students, faculty, and staff of the existence and content of campus emergency plans in advance of any actual event. The importance of continuous training including outreach information, tabletop exercises, mock drills, etc.

Demographics. The extent to which USM campus variations —size, setting, population, activities, openness to the public, etc.—determine potential threats.

Local contacts. The importance of relationships with local police, fire, hospitals, etc.—either informally or through Memoranda of Understanding (MOUs) —to ensure coordination in the event of an emergency.

Funding. The need for funding and the potential to secure federal homeland security grants.

Legal issues. The need to address the legal issues involved with employee background checks, involuntary withdrawal for students, and mandatory intervention and assistance for employees.

USM role. The role USM might play in campus emergency preparedness in policymaking, coordination, communication, accessing resources, and emergency funding. This included the value of establishing a systemwide disaster recovery site, with the availability of mobile command centers and possible cooperative arrangements with the Maryland Emergency Management Agency (MEMA).

Budget. The development of a system budget request for campus emergency preparedness for state or federal funds, as well as assistance in researching grant opportunities for campus safety.

Student involvement. Various techniques to gain student involvement in campus emergency preparedness and safety and security issues, including communication about campus safety problems as well as problematic individuals. Approaches such as faculty involvement, hallway message boards, sirens, text messaging, emails and other communication techniques were discussed. It was suggested campus staff work with the student government, use anonymous emails or calls for reporting, and consider establishing a student security corps on campus.

MOUs. The Subgroup suggested a standard MOU be developed for all USM campuses to support each other in an emergency requiring external assistance.

NIMS compliant. It was agreed all institutions should be National Incident Management System (NIMS) compliant.

Intercampus Communication. The Subgroup suggested holding a USM conference on emergency planning, prevention and preparation to share information and provide updates on recent best practices activities. The Subgroup also considered the establishment of an Inter Campus Committee (ICC) focused on campus emergency preparedness to meet regularly to share information and address issues faced by all campuses.

### **Subgroup 3 – Response and Recovery**

Members of Subgroup 3 discussed efforts to prepare their campus to respond to an emergency and shared experiences from actual emergencies.

Key issues discussed:

Emergency Operations Center. The importance of planning for and establishing an Emergency Operations Center (EOC) as a control center for handling emergencies.

Communications. The importance of communication—both internal and external—before, during, and after an incident occurs, with an emphasis on redundancy, including phone banks, text messaging, email, sirens, TV, PA systems, and messaging boxes. The importance of routine testing of warning systems, including the ability to operate an emergency operations site off campus, if required.

Risk Assessment Training. The importance of risk assessment training for campus representatives who are on the Emergency Response Team (ERT) so they are able to quickly assess a situation and determine and direct the appropriate response(s).

Testing and Updating Emergency Response Plans. Testing of emergency response plans should include tabletop as well as full-scale exercises. Emergency response plans should be updated continually to keep critical information, such as contact information, campus facility plans, etc., up to date.

Facilities. The importance of security and safety features in campus buildings, with the need to develop minimum safety and security standards for the interior and exterior of buildings, both new and renovated.

External Resources. Coordinating with local organizations and entities in responding to an emergency (depending on the location of the campus), and value of establishing MOUs with local police, fire, hospitals, etc. in advance.

Training. The need to expand the impact and effectiveness of emergency situation training with faculty, staff and students fully understanding its importance. Institutions should provide training on legal issues, including information sharing, and disciplinary action. The importance of training in NIMS was stressed.

Resources. The limited funding available for equipment and training, with access to grants for campus emergency planning, prevention and preparation equipment and activities becoming scarcer.

Legal Issues. Legal review may be necessary regarding the content of messages concerning a perpetrator or victim. It was noted under the Clery Act, institutions are required to provide notice of certain criminal acts in a timely fashion, in part, to help prevent future incidents.

USM activities/functions. USM activities or functions helpful to the campuses include the development of a USM budget request, assistance with applying for grant funding and planning for an IT disaster recovery site.

COOP. It was recommended Continuity of Operations Plans (COOP) include plans to continue the academic program functions, as well as the business operations.

Role of Chiefs Council. The Subgroup recommended the Chiefs Council (includes the chiefs of police or directors of public safety from USM institutions) serve as the key

coordinating body for campus safety and security. The Council would meet more frequently throughout the year, sharing information about various training exercises, key contacts and critical resources and address the need for joint procurements, as appropriate. Representatives from MEMA should be invited to meet periodically with the Chiefs Council.

### **Workgroup Meetings**

The Workgroup held five meetings beginning in January 2008. At the meetings, the Workgroup heard reports on the activities and discussions from each of the Subgroups and heard presentations on a number of topics as follows:

Technology. Mr. Douglas Trotter, of The Trotter Group, provided a presentation on some of the latest technology used by a variety of organizations, including universities, to improve security and safety.

Institutional Threats. Each USM institution briefly outlined the primary threats faced by its institution. Some potential threats—weather-related events, medical emergencies, and acts of violence on campus—were considered to be universally applicable. Institutional representatives also noted risks unique to their particular location. Campuses located along major railroad lines and highways or near rail stations, airports, banks, courts, major metropolitan areas, etc. face additional risks. Other unique risks associated with on-campus activities related to scientific and medical research were raised. Institutions in more rural areas noted response time from local police and emergency responders can be long.

Campus Mental Health Issues. Dr. Spencer Deakin, Director of Counseling and Psychological Services from Frostburg State University, provided a presentation on mental health issues on campuses as related to campus threats. Dr. Deakin noted the increase in the number of individuals on campus who have psychological issues. The campus environment is generally very supportive of students with serious mental illnesses, providing counseling, allowing them to take a lower course load or drop courses or take a leave of absence. He also noted most violent acts are not related to mental disorders.

Weapons on Campus. Anne Donahue, Assistant Attorney General, reported on the issue of guns on campus and distributed information on the various institutional policies related to guns and other weapons. Ms. Donahue clarified that institutions have the authority to prohibit guns and other dangerous weapons on campus. The Workgroup discussed the possibility of establishing a system-wide policy on weapons.

Student Perspectives. Julius Jones, a student from Salisbury University, reported he believed most students felt safe on campus. He stressed institutions should provide clear guidance and training on identifying individuals with disturbing or disruptive behavior. He noted the goal should be to identify individuals who present a threat, not those who may be “different.”

Continuity of Operations. Mr. Michael Greenberger, Director of the Center for Health and Homeland Security, University of Maryland, Baltimore, presented information on

continuity of operations planning (COOP). COOP plans address the immediate aftermath of an incident and are focused on continuing essential functions of a campus. Mr. Greenberger discussed the elements of COOP planning including: essential functions, orders of succession, vital records, systems and equipment, alternate facilities, communications, and tests, training and exercises.

Information Technology. Dr. Donald Spicer, USM Associate Vice Chancellor and CIO, and Mr. Suresh Balakrishnan, USM Assistant Vice Chancellor and Deputy CIO, provided information on USM activities on disaster planning in information technology and IT security. Dr. Spicer noted IT organizations have a lengthy history of preparing for events that may compromise their operations—power outages, fires, floods, human error, cyber attacks, and others. As a result, protection of IT operations and ensuring continuity/resumption of operations are a normal part of their standard operating procedures. There are, however, areas in which institutions could improve, and in most instances, this is a matter of resource limitations. Every institution either has, or is developing, disaster recovery plans for IT operations. Several institutions have formed bilateral agreements with sister institutions to provide backup service in the event of emergencies. Given the unequal size of institutions, these are difficult to pair and are only viewed as a short-term approach.

Dr. Spicer reported there is an active USM IT Security Workgroup that has developed guidelines for addressing the ever increasing security threats. Institutions have active programs to implement these guidelines and provide an annual report to the USM Chief Information Officer on the status of these implementation efforts.

Off-Campus Safety. Jenna Burton, a University of Maryland, College Park student, presented the results of a recently conducted survey of student views on off-campus safety based on a focus group and a survey of 200 students at UMCP. Ms. Burton presented several recommendations based on the survey results. The Workgroup discussed various ways to involve and mobilize students on issues of campus safety and security, such as presentations and discussion at various social venues and feedback through Facebook.

MEMA. Representatives from the Maryland Emergency Management Agency (MEMA), Ed Hopkins, Carl Lee, and Erica Mowbrey outlined the agency's role as the coordinator of state resources during emergencies and disasters, as well as the agency's efforts in mitigation and prevention. MEMA operates the State Emergency Operations Center (SEOC), and partners with the Maryland Joint Operations Center (MJOC), which serves as the communications hub for the state and the state emergency response center. MEMA also provides support to ensure grants are managed effectively and maintains a database on critical infrastructure in the state. MEMA can assist USM institutions with exercises, drills, and Community Emergency Response Team (CERT) training.

State Homeland Security. Mr. Andrew Lauland, Homeland Security Advisor to Governor Martin O'Malley, reported on the role of his office in implementing the Governor's policy initiatives in homeland security and coordinating with MEMA and 24 local emergency managers in the state. The Governor's approach to homeland security is to focus on day-to-day systems, interoperable communications, and basic core

capabilities. Mr. Lauland reviewed the 12 core competencies identified for the state and our first responders.

The final meetings of the Workgroup included a detailed review of the draft report and the development of the final recommendations.

## V. SUMMARY OF KEY ISSUES

Campus emergency preparedness and safety and security encompass a vast range of topics affecting many aspects of USM institutions. The following narrative summarizes the major topics of discussion covered by the Workgroup and Subgroups.

**Campus Threats.** A comprehensive review of the range of threats faced by USM institutions reveals the campuses face many of the same threats, but also have threats that are very unique. All of the USM campuses face weather-related events, medical emergencies, fire, and acts of violence on campus; however, some unique risks were also identified. Some of the USM campuses are located along major railroad lines and highways or near rail stations, airports, banks, courts, or major metropolitan areas. On-campus activities related to scientific and medical research pose potentially significant risks if impacted by an incident. These threats are varied and include hazards related to a compromise of a nuclear reactor or a release of deadly bacterial or viral agents. Institutions located in more rural areas reported response time from local police and emergency responders may be significant.

As campus plans are developed, it is important to identify and prioritize campus hazards, including those that threaten every campus as well as threats unique to certain campuses given their location, student population size and demographics, proximity to transportation and other key infrastructure, capabilities of the campus and local police, openness of the campus, campus-based activities, location near Washington D.C., etc. Furthermore, campus emergency preparedness plans should include appropriate mitigation activities targeted to the range of threats, with priority given to those threats determined to have a higher probability of occurring, as well as those with the most significant impact on the campus.

**Behavioral Assessment Teams.** Recent events at Virginia Tech and Northern Illinois University highlight the need to be focused on threats posed by campus members. Harmful acts by disturbed individuals may be minimized or even prevented by processes to facilitate and encourage campus members to share concerns regarding individuals who exhibit disturbing or disruptive behavior. It is essential the campus community has a clear understanding of the legal rights and limitations with regard to student and employee privacy so concerns are shared in an appropriate and legal manner and addressed in accordance with institutional policy.

Students with psychological issues, often requiring medication, are enrolling in higher education in greater numbers. This increase challenges the resources of the counseling center as well as other areas in the university, such as the classroom and residence halls.

Behavioral assessment teams should have representatives from offices across the campus, including campus police, counseling center, academic affairs, residence life, and student

affairs. Appropriate training is critical for team members to appropriately assess disruptive and disturbing behavior, and establish protocol for identifying and responding to individuals, students, faculty and staff, who potentially pose a threat to themselves or others. The campus community should be educated about the role of the team and procedures to follow to report behaviors of concern, as well as issues related to privacy of educational and medical/psychological records under FERPA, HIPAA, and state laws.

All of the USM campuses have developed some version of a behavioral assessment team; however, the emergence of these entities at some of the campuses is fairly recent. These teams should have a clear articulated process to evaluate the behavior of students, faculty or staff who exhibit disruptive or disturbing behavior, a reporting process, and follow-up procedures. While many troubled individuals will not pose a threat to the campus, the institutions should have in place policies to allow them to immediately take decisive action if an individual violates the established codes of behavior. Policies such as involuntary withdrawal for students or suspension from work pending a “fitness for duty” assessment for employees should be established. Appropriate treatment for students may be provided through campus counseling services or through referral to appropriate external mental health services. For employees, employee assistance programs may be helpful. The role of the assessment team should be supportive in nature, if possible. If the team is viewed as purely punitive, students, faculty or staff will be more reluctant to report disturbed or distressed individuals.

**Campus Weapons Policies.** A review of the current weapons policies on USM campuses revealed, as would be expected, that USM institutions have policies that limit or ban weapons on campus. However, the language in these policies varied from campus to campus and, in some of the policies, is unclear or vague. It was noted that some students carry items to protect their personal safety that could be considered a weapon if used in an offensive or aggressive manner. While each institution should have some discretion in its approach to gun and other weapons policies in keeping with the nature, heritage and traditions and specific safety concerns of the campus, their policy should be approved by the Assistant Attorney General to ensure it is clearly articulated and enforceable.

**Communication / Warning / Alert Systems.** USM institutions utilize various warning and alert systems. While institutions generally employed a text messaging system as one method of alerting the campus community of incidents, participation in these systems varied from a low of 19% to a high of 60%. It is important for institutions to find ways to increase participation in these systems by students, faculty and staff. Other methods used include sirens, emails, voice messages, and message boards. Newer methods such as integrated voice intercom systems and outdoor high power voice warning systems are being considered on some campuses.

The various methods discussed have advantages and disadvantages, with differing levels of effectiveness on campuses and ability to convey to the campus community the appropriate response to the alert. For example, sirens may be very effective on some campuses; however, they are not very effective at a campus such as University of Maryland, Baltimore, which is located in downtown Baltimore where sirens are not unusual. On campuses where sirens are an effective warning method, there are numerous

challenges related to assuring the coverage area for the siren and conveying messages regarding the appropriate response to the warning.

While most, if not all, of the members of the campus community have cell phones, coverage can be more limited in certain regions of the state, or callers may experience connection delays, particularly during significant weather incidents or when there is a large, atypical increase in the volume of calls. Email or voice mail alerts are helpful for those who typically access their email routinely throughout the day or are connected to a voice mail system. However, for many students, faculty and some staff, this method is limited in its effectiveness.

Institutions should utilize a combination of systems based on an assessment of their effectiveness in meeting the unique needs of their campus. To address emergency situations in a comprehensive way—before, during, and after an event—multiple, redundant communication systems are indispensable. Access to various types of communications (low-tech and high-tech, internal and external, wide-reaching and targeted) to provide warnings, instructions, and other vital information is imperative.

**Student Participation.** Institutions should seek to foster student involvement in the development and testing of emergency plans, as well as solicit feedback on issues of campus safety and security and emergency preparedness. Student involvement in the emergency planning process will encourage students to take seriously the potential for various threats to occur and increase participation in and understanding of the warning systems used on campus and appropriate responses to emergencies. Students should also play a major role in providing feedback to the campus regarding their security and safety concerns. Institutions should regularly solicit feedback from students to ensure their concerns are addressed and take actions to encourage a continuous and active dialog with students on these issues. This information should be used to evaluate current campus programs and plan for new initiatives.

Institutional activities may include the development of a student safety corps, outreach programs through various venues such as orientations and meetings of various student groups, and use of regular forums, focus groups, surveys, etc. using a variety of mediums to gain feedback from students about campus safety and security. Students are also a valuable resource for identifying students and other campus members who are under stress and who may be potentially dangerous. However, in order to encourage such reporting, it is critical that students view the campus administration as playing a supportive role, providing assistance to troubled campus members, rather than solely carrying out punitive actions.

**Implementation, Education and Training.** The development of an Emergency Preparedness Plan (EPP) is only a first step in campus emergency preparedness. An EPP will only be successful if there is leadership at the top level of the university and a coordinated effort for implementation and ongoing education and training. Putting the plan in place requires sustained attention and monitoring progress over the long term. The level of education and training varies depending on an individual's role on campus. The entire campus community should be educated on the various threats, warning systems and appropriate responses, as well as be alerted to the role of the campus behavioral assessment team. Campus personnel, who play a role in threat mitigation or emergency

response, require ongoing training to clearly understand their assignments. Of great importance is the maintenance of up-to-date contact lists and building and campus information. Regular training exercises –from table top to full scale drills and simulations—are critical for a campus to be fully prepared for threats and emergencies.

**Legal Issues.** Legal issues related to campus safety and security and emergency preparedness should be considered in the context of core values of public universities, including freedom of thought and expression, physical accessibility of the campuses, personal autonomy and the tolerance of “different-ness,” and privacy and confidentiality. Appropriate and effective responses to campus safety concerns will have to address interests that sometimes compete. When is behavior or speech so odd as to be threatening? Is unfettered access to all open spaces on campus allowed at all times for all members of the public? When is it necessary to reveal sensitive and potentially inflammatory information about a member of the campus community? These and other questions will arise when analyzing the action steps that may flow from the efforts of the Workgroup.

With respect to the risk assessment and prevention efforts, the primary legal focus is on preventing troubled and troubling students and staff from committing violent acts. Barriers to effective management of these problems include a misunderstanding about information that can be shared, insufficient background checks of applicants for employment and admission, and confusing or inadequate policies to address unacceptable behavior.

Legal preparedness should incorporate consideration of mandatory training for various appropriate campus constituencies on subjects including warning signs of troubled and troubling behavior, information sharing, emergency warning systems, and appropriate responses to warnings. In addition, the creation of legally sound and detailed Memoranda of Understanding between the institutions and outside entities, as well as inter-institutional MOUs, would help in the establishment of effective relationships to be accessed during times of emergencies.

Finally, during the response and recovery phase, accurate, useful and timely information about the event must be disseminated, maximizing the prevention of future harm yet minimizing the potential for interference with critical response efforts.

The Office of the Attorney General will be providing advisory letters to the institutions that give legal advice on a number of issues including:

- Areas of training for students, faculty, and staff.
- Standards for behavioral assessment teams.
- Legal guidance for institutional weapons policies.
- Privacy rights and the legality of using video surveillance, criminal background checks, and other tools to increase campus safety.
- Factors to consider in the development of MOU’s with external groups and intercampus.
- Information sharing and privacy rights of students and employees.

- Legal advice on addressing students and staff exhibiting disruptive or disturbing behaviors.

It is recommended all institutions work closely with counsel when developing their own policies and procedures.

**Funding Needs and Mechanisms.** All USM institutions are focused on campus emergency preparedness, however, the level of preparedness and available resources varied among the campuses. While some campuses require minimal funding to meet basic standards for emergency preparedness, others require a more significant increase in support. Some of the key areas that may require additional funding are campus buildings, security systems, police departments, and counseling services.

Building and campus security systems are not always included in campus new construction and renovation, particularly as construction costs rise and budgets are limited. In addition, campus security systems and devices require ongoing operations and maintenance funding. The lack of funding can be a significant impediment to the installation and utilization of security infrastructure.

The campus police force is the backbone of campus safety and security and emergency preparedness. Therefore, it is critical that campuses have a sufficient number of police officers with the expertise and training to support a comprehensive campus safety and security and emergency preparedness plan. Equipment needs range from interoperable radios, body armor, to mobile command units. Meeting professional standards established for campus police forces ensures police departments are appropriately trained, staffed, and equipped, and have developed and implemented appropriate procedures to respond to incidents on campus. However, meeting these standards will require additional funding at many USM campuses.

As noted earlier in the report, the need for mental health services on USM campuses is increasing. Part of the growing workload is due to an increase in the number of students with various mental health issues enrolling in college. In addition, the heightened sensitivity of the campus community after incidents such as Virginia Tech and Northern Illinois University results in an increase in reporting of individuals exhibiting disruptive or disturbing behavior. Finally, the establishment of campus behavioral assessment teams, as recommended in this report, places additional workload on counseling services and other personnel. While there are many competing demands for institutional resources, it is important that campus counseling services have a sufficient number of staff to handle the additional demands on their services.

Various ways to obtain additional funding for campus safety and security and emergency preparedness include individual institutional requests through the normal budget process, a consolidated USM budget initiative, and various state and federal grant opportunities.

**Disaster Recovery and Continuity of Operations Planning (COOP).** All institutions have Information Technology (IT) disaster recovery plans, and these are regularly audited. Testing these plans on a regular basis is very important. Regarding the approaches to implement these plans, most institutions have best effort approaches: storing data backups offsite; providing operations capabilities in a second on-campus location; and in a few instances, providing operations capabilities at a second off-campus

location, sometimes at a sister institution. A truly dependable approach, a high availability mirrored data capability at a sufficiently distant location, has been out of reach of every individual USM institution. There is a proposal to create a shared facility to meet the needs of all institutions with capabilities beyond what any institution could provide for itself.

Outside of IT and campus safety, it is very important for other offices or departments to have disaster recovery plans. Equally important is the need for each unit at every institution to have a continuity of operations plan to respond to both short-term emergencies and long-term disasters. Units, both business and academic, need to prioritize their operations and develop collaborative strategies to assure critical operations can be maintained so institutional programs can continue subsequent to a disruptive event.

#### **Coordination with Local Community and State and Local Emergency Responders.**

Collaboration and coordination with the local community and local and state government can improve the disaster response of all parties and reduce duplication of effort.

Government jurisdictions commonly overlap those of the institution, and they are often among the first responders to any emergency. Local communities and universities are mutually dependent on each other to prepare for disasters and reduce potential losses. Local and state emergency responders should be included in the development of campus emergency preparedness plans and institutions should establish close working relationships with these entities and organizations. State agencies, such as MEMA, can provide extensive planning and technical assistance to universities and coordinate the state's available resources to be accessed in the case of a major emergency incident.

#### **Expanded Communication and Cooperation among USM Institutions.**

Communication among various campus representatives on their challenges, strategies, and experiences proved to be valuable. Continued communication on this topic among the institutions was recommended, including campus emergency planning and preparedness concerns as a regular topic on the agenda of the various USM committees currently established such as the provosts, vice presidents, police chiefs, directors, etc. There also may be value in establishing an intercampus committee on campus emergency preparedness and holding a USM conference.

**Accountability.** Appropriate accountability processes are important to ensure institutions are meeting BOR policies and continuing in their efforts to address campus emergency preparedness concerns and meet best practice standards. The BOR policy recommended in this report includes a requirement for each institution to submit to the USM office an EPP (Emergency Preparedness Plan) that meets the basic standards outlined in the policy. Once submitted, these plans will be reviewed to ensure compliance. Further, the recommended policy requires the USM internal audit team to periodically review institutional compliance with basic standards and conduct an assessment of the institution's efforts toward meeting the best practice standards.

USM institutions already have in place a strong system of accountability reporting that includes the Board of Regents' Dashboard Indicators, the state's annual Managing for Results and Peer Performance reporting requirements, and numerous state and federal reports and data submissions. The development of additional measures of accountability

specific to campus safety and security to one or more of these reports, as appropriate, requires further discussion and review to ensure appropriate measures are identified without being unreasonably burdensome to the institutions and adding to the very substantial accountability measures already in place.

### **Additional Issues for Further Consideration**

The Workgroup also discussed a number of issues they believed important but were unable to resolve during their deliberations. These issues are included below for future consideration, review, and discussion.

1. Determine whether it is appropriate and necessary to change Maryland law that bans guns in public schools to define a public school to include colleges and universities.
2. Utilize the USM Chiefs Council as the group to continue communication on campus safety and security and emergency planning and preparation and establish a regular formal reporting relationship between the Chiefs Council, the Chancellor, and the Board of Regents, including an annual report on campus emergency planning and preparedness.
3. Establish a requirement that all new faculty and staff hires for employment submit to a fingerprint-based national and state criminal background check. Require current employees to self disclose if they are arrested and charged with a felony or crime of violence.
4. Require all USM student applications to include questions about past criminal convictions and disciplinary matters at former institutions and establish institutional committees or offices to review applicants who disclose prior criminal convictions or disciplinary issues.
5. Train and adequately equip police departments in USM institutions to respond to an active shooter situation on campus.
6. Determine the most effective approach to address campus emergency planning and preparedness issues at the USM regional higher education centers.
7. Seek funding for a mobile USM Incident Command Post to be available to any USM campus as needed.

## **VI. RECOMMENDATIONS**

### **BOR Policy and Other Recommendations**

The charge to the Workgroup on Campus Safety and Security directed a review of current campus practices, legal and privacy issues, and the development of a recommended Board of Regents policy. The charge also included the development of recommendations to share information and leverage experience and expertise among the USM campuses. The recommendations below meet and exceed that charge. The recommendations identify both basic standards and best practices for emergency preparedness as well as accountability measures for consideration for BOR policy. The recommendations also address ways to continue and enhance communication among USM institutions so experience and expertise can be shared. However, as the understanding of this complex issue evolved through Workgroup discussions, additional recommendations were also identified that went beyond the original charge. These recommendations are included in

the “Other Recommendations” section below and address funding and grant opportunities and USM and institutional initiatives.

### Board Policy on Campus Emergency Planning, Preparedness, and Response

USM institutions are required to develop and maintain a program of campus emergency preparedness that prepares the institution to avert a crisis on its campus and to respond promptly and appropriately when an incident occurs. Campus emergency and safety and security programs should focus on the protection of individuals, but must also address facilities, information technology security and infrastructure, business functions, and academic and research continuity.

#### 1. Emergency Preparedness Plan

Each USM institution must have an Emergency Preparedness Plan (EPP) developed by a campus committee that is comprehensive and represents the campus community (staff, students, and faculty), guided by leadership at the top level of the university, and reflects unique institutional characteristics such as location, size, and population. The EPP must meet the Basic Standards in I A. below and be reevaluated biannually, including hazard vulnerabilities, scope, practices, and effectiveness.

##### A. Basic Standards for Institutional Emergency Preparedness Plans include:

#### 1. Organization and Coordination

- a. Designation by the president or director of an USM regional center of an individual who will oversee campus emergency planning, prevention, preparedness, response and safety and security;
- b. Establishment of clear lines of authority for overseeing and managing emergency incidents and responding to emergencies, based on principles of Incident Command Systems (ICS) and National Incident Management Systems (NIMS);
- c. Creation of a permanent Emergency Preparedness Committee (EPC) on campus that meets regularly to monitor and update the EPP to ensure accurate contact information, ICS, and building and campus plans, as well as to address new types of threats;
- d. Coordination with appropriate local and state emergency responders, including communication systems to be used in the case of a serious incident or major disaster; and
- e. Creation of permanent multi-disciplinary behavioral assessment team(s) to review reports and take appropriate action on potentially distressed or disturbed members of the campus community, including students, staff and faculty.

#### 2. Risk Assessment and Planning

- a. An annual risk assessment that reviews a comprehensive range of threats, including natural disasters, hazardous materials, terrorism, violent crime,

and pandemic diseases, and identifies the top hazards faced by the campus and those that could result in a significant loss of life;

- b. A plan for the appropriate mitigation actions for top hazards, including both short-term and long-term incident planning, evacuation planning and shelter in place;
- c. An action plan to achieve accreditation or recognition for the campus police force as established by a professional police accrediting organization by September 2013. In the event accreditation or recognition is not achieved by September 2013, the institution must provide a report to the BOR indicating the specific reasons why accreditation or recognition was not achieved; and
- d. Plans for continuation of IT services, communications, and essential business functions in the immediate aftermath of an incident.

### 3. Emergency Preparedness and Prevention

- a. Regular testing of the EPP;
- b. Regular and appropriate training for the campus community on emergency response plans should be provided for key emergency response staff and other members of the campus community, including staff, faculty, and students;
- c. A comprehensive communication plan that will advise the campus community of the emergency warning systems and appropriate responses to warnings;
- d. A plan for communicating with the campus, surrounding communities, the USM office, Board of Regents, families, and media in the case of an emergency incident;
- e. Programs to advise, involve, and solicit feedback from students on issues of campus safety and security and emergency preparedness; and
- f. Training for the campus community and the behavioral assessment team on appropriate information sharing concerning distressed or disturbed members of the campus community.

### 4. Response and Recovery

- a. Use of redundant and varied systems of warnings and communications before, during and after an incident, that include information about the current incident or threat; and
- b. An Emergency Operations Center (EOC) for use in response to specified emergencies.

B. In addition to the basic standards listed above, USM institutions should strive to meet best practice standards including the following:

#### 1. Organization and Coordination

- a. Include local and state police, fire department, emergency responders, government, community, local utilities, healthcare providers, and other

- organizations, in the creation and implementation of the EPP, as appropriate, so all local emergency responses are coordinated; and
- b. Establishment of MOUs for coordinated relationships with USM institutions and external organizations.

## 2. Risk Assessment and Planning

- a. A Continuity of Operations Plan (COOP) for the continuation of essential functions in the case of an incident with a long-range impact on the campus, including business operations and academic and research programs.

## 3. Emergency Preparedness and Prevention

- a. Full range of testing of EPP to include tabletop exercises, drills, and full-scale simulation exercises with priority given to the top hazards faced by the institution.

## 4. Response and Recovery

- a. Accreditation for campus police force;
- b. Utilization of facility coordinators, building emergency response teams, or other approaches to ensure the safety and security in each building on campus in the event of an emergency; and
- c. Use of satellite phones and emergency network radios to support Emergency Operations Centers (EOC).

## C. Reporting and Accountability

1. Each institution is required to submit its EPP to the USM office by January 12, 2009, for review and approval in accordance with the basic standards specified in Section I.A. above.
2. USM internal audit reviews will include an assessment of campus emergency preparedness plans to (1) determine if the basic standards in I. A. are met and (2) the status of the campus in meeting the best practice standards in I.B. of this policy.
3. Campus emergency preparedness plans should be updated annually and any major revisions submitted to the USM office.

## Other Recommendations

1. Funding and grant opportunities
  - a. Requests for funding to meet BOR standards may be requested through the regular budget process.
  - b. Consider the development of a consolidated USM funding initiative for campus emergency preparedness.

- c. Conduct research on possible grant funding available for USM institutions to enhance campus safety and security and emergency planning and preparedness.
2. Intercampus communication
    - a. Current USM councils should discuss campus emergency preparedness and safety and security issues on a regular basis. These councils include the Police Chiefs, Provosts, Vice Presidents for Student Affairs, Vice Presidents for Administration and Finance, University Relations Council and the Information Technology Council.
    - b. Establish an Intercampus Committee to address campus emergency preparedness and safety and security issues.
    - c. Hold USM conferences on campus emergency planning and preparedness.
    - d. Establish a section on the USM website to post information on campus safety and security and emergency preparedness.
    - e. Institutions should consider greater use of newer technologies such as facebook, myspace, etc. to enhance communication with students and the campus community.
3. USM System/Institution Initiatives
    - a. Determine appropriate system-wide activities, such as joint procurement, shared activities, for USM coordination, through discussion and review with USM presidents and USM councils.
    - b. Designate a System office liaison for campus emergency preparedness.
    - c. Adopt minimum standards for safety and security for new construction and renovations to include both exterior and interior space and standards for environmental design to prevent crime.
    - d. Each campus should update its policy on guns and other weapons on campus in coordination with their EPP. The policy must be reviewed and approved by the Assistant Attorney General.
    - e. Establish a USM Disaster Recovery Site, which includes a backup USM emergency operations center to be available to USM institutions in the event of a major disaster in the state.

## **APPENDICES**

## **Appendix A**

### Workgroup Charge

#### Rationale

The issue of campus safety and security is of enormous importance to the Board of Regents, the USM institutions, and their surrounding communities. Recent events, including the tragedy that occurred at Virginia Tech University, have elevated the issues of campus safety and security. Other events include responses to devastation from natural disasters, such as Hurricane Katrina or potential future threats such as the avian flu. Campus safety and security should be focused on the protection of individuals, but should also address facilities, information technology security and infrastructure, and business continuity. The Board of Regents wants to ensure USM campuses are prepared to avert a crisis on campus or to respond promptly and appropriately when an incident occurs.

#### Charge

The Workgroup is charged with reviewing the issues of campus safety and security, identifying the key areas to be included in campus emergency management and violence prevention plans. The analysis should include:

- A review of current campus practices and policies;
- The identification of best practices;
- The consideration of various legal and privacy issues; and
- Conclusions and recommendations.

Given the complexity of this issue, the Workgroup will establish three subgroups to conduct in-depth analysis, as follows:

#### Subgroup 1: Risk Assessment and Planning

- Focused on the identification of potential hazards and threats, assessment of vulnerability with regard to potential events, and planning and prioritization of actions to address the greatest potential threats.

#### Subgroup 2: Emergency Preparedness and Prevention

- Focused on the actions to be taken prior to an emergency event, focused on mitigating the impact of the event.

#### Subgroup 3: Response and Recovery

- Focused on the response to significant events, both in the immediate and longer term, and restoration of normal operations to the institution.

Each subgroup is charged with determining the key requirements or components to be included in campus emergency management plans pertaining to their subgroup's area of focus. These requirements should be based on best practices and experience and should

recognize unique campus environments. While each subgroup has a particular focus, it is anticipated there will be some overlap in the work of the subgroups. The Office of the Attorney General will provide assistance to each subgroup to review any legal issues and identify barriers. Further, each subgroup should suggest appropriate methods to share information among USM institutions to leverage experience and expertise among our campuses.

Meetings of the Workgroup will include presentations from institutional representatives and other appropriate parties on current practices, experiences, and challenges in the area of campus safety and security.

The Workgroup will review the reports from each subgroup and develop a recommended policy, guideline or standard for campus safety and security to be forwarded to the Board of Regents for consideration. The Workgroup recommendation should recognize the importance of campus leadership in the development, implementation, and maintenance of campus plans, and identify any legal changes needed to implement critical policies or procedures. The Workgroup report should also address appropriate methods of sharing information and expertise among USM institutions.

### Timeline

The Workgroup will begin their work immediately. Subgroup reports should be submitted to the Workgroup by May 12, 2008. The final report of the Workgroup will be completed by July 1, 2008.

### Guiding Principles

The development of effective safety management plans should recognize factors unique to specific campus environments, such as student demographics and mobility, on-campus housing, campus size and distribution over a larger number of buildings, urban versus rural locations, etc.

## **Appendix B**

### **Workgroup Membership**

#### **USM Regents/Chancellor**

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USM Regent

C. Thomas McMillen  
USM Regent

Robert L. Mitchell  
USM Regent

Clifford Kendall, ex officio  
USM Chairman

William E. Kirwan, Chancellor  
University System of Maryland

#### **Institutional Representatives**

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Linda Clement, VP Student Affairs  
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Spencer Deakin, Director/Couns. & Psych.  
Svcs.  
Frostburg State University

Bernard Gerst, Chief of Police  
Towson University

Leonard Hamm, Chief of Public Safety  
Coppin State University

Ronnie Holden, Vice President of  
Administrative Affairs  
University of Maryland Eastern Shore

Jay LaVelle Ingram, Director of University  
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#### **Student Representatives**

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## **Appendix C**

### **Subgroup Membership**

#### **Subgroup 1 - Risk Assessment and Planning**

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#### **Subgroup 2 – Emergency Preparedness and Prevention**

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#### **Subgroup 3 – Response and Recovery**

Kenneth Krouse, Chair  
Bill Brogan  
Ronnie Holden  
Julius Jones  
Greig Mitchell  
Donald Spicer  
Sam Tress

## **Appendix D**

### **Index of Definitions**

BOR	-	Board of Regents
COOP	-	Continuity of Operations Plans
CERT	-	Community Emergency Response Team
EOC	-	Emergency Operations Center
EPC	-	Emergency Preparedness Committee
EPP	-	Emergency Preparedness Plan
ERT	-	Emergency Response Team
HIPAA	-	Health Insurance Portability and Accountability Act
ICC	-	InterCampus Committee
ICS	-	Incident Command System
IT	-	Information Technology
FERPA	-	Family Educational Rights and Privacy Act
MEMA	-	Maryland Emergency Management Agency
MJOC	-	Maryland Joint Operations Center
MOU	-	Memorandum of Understanding
NIMS	-	National Incident Management System
SEOC	-	State Emergency Operations Center
USM	-	University System of Maryland