Emergency Management Plan
2018-2019

Version:
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Introduction

It is the responsibility of Carleton University to ensure that the safety and well-being of students, staff, faculty, and visitors are safeguarded at all times. The university has developed this Emergency Management Plan (EMP) in consultation with campus stakeholders. Its primary purpose is to preserve the safety and well-being of people, and also to safeguard Carleton’s assets, the environment, and its reputation during emergency situations.

Classification

For continuity and collaboration, Carleton University is following the definitions found on the City of Ottawa Emergency Management Plan for:

- Situation
- Incident
- Event
- Emergency
- Disaster

Without appropriate intervention, an emergency may escalate into a disaster; endangering life and property for members of the campus and/or external community.

Examples of Emergencies include but are not limited to:

- Critical infrastructure failure
- Building fire/explosion
- Hazardous material leak
- Terrorism/Public safety
- Public health/Pandemic
- Essential Services failure (food, fuel, IT, workforce)
- Extreme weather/natural disaster

The Senior Management Committee will review the Emergency and Continuity Management Program every five (5) years to ensure its continuing suitability, adequacy and effectiveness.

A public version of this Plan will be available on the DUS website at: http://www.carleton.ca/safety
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1.0 The Carleton University Emergency Management Plan

1.1 Purpose

The purpose of this plan is to make provision for the extraordinary arrangements and measures that may have to be taken to protect the health, safety, welfare and property of the students, staff, faculty and visitors of Carleton University when faced with an emergency.

The EMP has been developed by the Director of the Department of University Safety (DUS) under the leadership of the Vice-President (Finance and Administration) to ensure effective action from Carleton University and its stakeholders during emergency situations by:

- Assigning stakeholder roles and responsibilities,
- Identifying priorities and emergency management goals,
- Detailing methods and procedures for managing and responding to emergencies,
- Providing a framework for stakeholders to mitigate risk through education, training, and exercises, and
- Outlining the Province of Ontario’s Incident Management System.

It outlines a controlled and co-ordinated response to emergencies at Carleton University, and is consistent with the legislated requirements of the Emergency Management and Civil Protection Act of Ontario.

Carleton University’s Emergency Management Plan will operate in support of any municipal/provincial/federal emergency plan when any of those plans are simultaneously in effect.

The Emergency Management Plan (EMP) has been developed in accordance with the following objectives:

1. **Prevention** - Through education and awareness, the EMP is intended to educate and build awareness about emergency situations that can occur in a university setting, and to provide information about prevention, the potential risks, impacts and procedures to be followed in specific situations.
   - The departments of University Safety and Environmental Health & Safety have developed comprehensive crime and accident prevention and safety awareness programs.

2. **Mitigation** – Carleton University has developed strategies to mitigate, limit or control the consequence, extent, or severity of the incident. The EMP is intended to prevent the escalation of emergencies, to minimize their associated impacts, and to facilitate timely return to normal operations by:
   - Conducting risk assessments which include the identification of hazards and the analysis and evaluation of the risks, as well as the likelihood and severity of their occurrence.
• Identifying and monitor natural, human-caused (intentional/non-intentional), and technological hazards that can have an impact on university operations or areas of responsibility.

3. **Preparedness** - Carleton University has developed strategies and external partnerships to prepare effective response, continuity, and recovery management planning. The EMP will help to ensure that university resources are quickly mobilized in response to an emergency by:
   • establishing mutual aid agreements in advance, where possible
   • outlining procedures for co-ordinating resources
   • outlining the specific roles and responsibilities to be assumed by emergency responders
   • conducting regular review, training and exercises of the EMP

4. **Response** - Carleton University has developed strategies to respond to incidents that threaten people, property, the environment, and/or the continuity of operations. The EMP will help to ensure that university resources are effectively co-ordinated in response to an Emergency Situation by assigning decision-making responsibility to designated emergency responders.

5. **Continuity and Recovery** - Carleton University has developed strategies to continue its critical services, through the development, maintenance and testing of Business Continuity Plans for each Academic/Administrative Unit and all operational departments. With the guidance of the Emergency Management Officer (EMO), each Academic/Administrative Unit and all operational departments have completed a risk assessment and impact analysis to ensure that appropriate emergency procedures and contingency plans are in place to continue critical services. The Dean or Department Head have considered the following:
   • Taking all necessary precautions to protect people, critical research, animals, irreplaceable computer records, archives, valuable materials and equipment within their areas
   • Maintaining appropriate emergency contact lists for all personnel;
   • Developing contingency plans for essential business functions;
   • During an emergency, providing critical information to the Incident Commander or Emergency Manager as needed.

6. **Effective Emergency Communications** - Carleton University has developed strategies for Emergency Notification and Warning as well as managing communication issues during an emergency situation that include the use of several tools – the main Carleton website (carleton.ca), social media and direct email - to keep the campus community updated through any emergency situation.
Scope
This plan is intended to cover, but is not limited to, emergency situations that:

i. Threaten to, or have caused, death or significant injuries to staff, students, faculty or the public; or
ii. Have, or threaten to, disrupt operations, cause physical or environmental damage;
iii. Have or threaten to cause significant IT or
iv. May threaten Carleton University's financial standing or public image/reputation.

This EMP is intended to manage larger scale situations (serious incidents and emergencies) that may require resources from multiple Carleton University departments and/or assistance from external stakeholders. Minor situations (events or minor incidents) taking place on campus are generally handled within a department.

Policy
The Emergency Management Program co-ordinates and integrates all activities necessary to establish, maintain, and improve the institution’s ability to mitigate and prevent, prepare for, respond to, and recover from natural, human-caused, and technological emergencies or disasters. The Emergency Management Plan (EMP) is the cornerstone of this process and provides for a co-ordinated response and a clear line of command during an emergency.

It is the policy of the university to inform and educate the campus community of the procedures to be followed in the event of any identified hazard situation/incident. In order for the EMP to be effective, it is important that all concerned be made aware of its provisions and that each department is prepared to carry out their assigned functions in an emergency.

Authority
The Emergency Management and Continuity of Operations Policy of Carleton University outlines the university’s Emergency Management strategy, and requires that an Emergency Management Plan be developed, implemented and regularly updated to manage emergency situations on campus.

This plan follows governing legislation, standards and best practices of emergency management, business continuity and risk management, including:

- The City of Ottawa Emergency Plan: Schedule “B”
- The Ontario Emergency Management and Civil Protection Act, R.S.O. 1990

Carleton University assumes the responsibility of managing an organized and co-ordinated response to address both immediate and long-term needs created by an emergency. The objectives are to minimize personal injury, human trauma and property damage; to maintain academic programs and to keep the university community and the public informed. Clear direction and timely communication should permit an expedient resumption of regular operations.
Assumptions
This plan is based on the following assumptions:

- Some situations will occur with sufficient warning such that appropriate notification can be issued to ensure some level of preparation (i.e.: mass emails, push messaging to CU Mobile App, social media posts, website updates, etc.).
- Emergencies may threaten the health, safety or environment of the campus community and may potentially disrupt its programs, services and activities.
- Depending on the scale and duration of an emergency, Carleton University may require the support and expertise of personnel from City of Ottawa departments, ERAs or other external partners.
- Routine departmental activities may be temporarily modified or suspended in order to provide personnel and resources to manage emergent situations.
- Situation-specific emergency response procedures will be developed as required and are integral to this plan.
- The university, as a whole, has resources including personnel, equipment, supplies, and skills to mitigate the loss of life and property damage in the event of an emergency or disaster.
- This plan is dynamic and considered to be a “living” document and will be reviewed and updated on an annual basis to ensure it is current.

Situational Assessment of Carleton University Campus
- Approximately 2,000 employees (faculty and staff)
- 29,000 students
- 47 buildings and facilities, including a business–hour Daycare Centre
- 8 Residence Buildings (3,600 students)

1125 Colonel By Drive and is bordered by Bronson Avenue, Colonel By Drive and the Rideau River and the Rideau Canal. The campus is an open environment which is accessible by train, bus, automobile and pedestrian traffic.

Carleton University Campus Map [https://carleton.ca/campus/map/](https://carleton.ca/campus/map/)
Activating the Emergency Management Plan

Emergency Management Plan Activation Considerations

- When an incident or an emergency is anticipated or realized.
- Activated in whole or in part, based on the magnitude of the incident or emergency.
- When there is an actual situation or imminent Incident or emergency (within or outside the campus) that creates risk of major proportions to safety, life or property in the campus.
- When the use of resources needed to respond to an actual situation (within or outside the campus) creates unacceptable risk for the university.

Advance Warning - Opportunity to assess the potential impact and co-ordinate initial planning of the university’s response (i.e., health emergency, blizzard, ice storm, river flood, etc.)

- The Emergency Manager shall be contacted and shall initiate whatever response plan he/she deems necessary.
- The Emergency Manager will have key university personnel informed of initial preparations and escalation considerations. The Emergency Management Plan shall be activated (in part or whole), if necessary.
- External emergency services shall be contacted by the Communications Centre or Emergency Manager, or designate.

Sudden Impact - An unexpected situation that impacts the university immediately and where Incident Command is required (i.e. fire, explosion, airplane or train crash, hazardous materials spill, etc.).

In the event that there is an emergency situation in progress or in the immediate aftermath:

- The Department of University Safety (DUS) must be immediately notified.
- The DUS shall initiate an appropriate response plan(s) and notify appropriate external emergency services and/or university support units.
- The DUS will initiate the Emergency Notification System in accordance with CU policy.
- A log of activities shall be maintained by the Emergency Management Team members, Incident Command and CU response personnel, as directed by the EMP and Emergency Manager.
- Required support activities shall be co-ordinated i.e. shelter, crisis intervention and counselling, if necessary.

Demobilization Procedures

- Following an activation, the EMT shall debrief and continue communications, as required, to the university community, the general public and the media,
- Co-ordinate on-going support activities, as required,
- Continue continuity of operations processes,
- Record events and prepare permanent records,
- Make arrangements for crisis intervention and counselling for those in need,
- Assess any required changes to the Emergency Management Plan, and
- Demobilize any unnecessary resources.
Incident Management System (IMS)

IMS is predicated on the understanding that in any and every situation there are certain management functions that must be carried out, regardless of the number of persons who are available or involved in the emergency response. Each Carleton University Decision Centre uses IMS, including the IMS functional organization, standard roles and responsibilities and supporting IMS principles. IMS is a standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications operating within a common organizational structure.

IMS Principles
The following standard operating principles guide how the IMS organization functions:

- Five primary management functions
- Establishing and transferring command
- Single or unified command
- Management by objectives
- Manageable span of control
- Modular organization
- Unity and chain of command
- Common terminology
- Consolidated Incident Action Plans
- Personnel (accountability)
- Integrated communications
- Comprehensive resource management

IMS Functions
There are five major functions that form the foundation of the IMS structure:

- Command,
- Operations, Planning, Logistics and Finance/Administration.
- Policy is an external decision making group comprised of our Executive Team.

These functions apply whether managing a routine event or emergency, organizing for a major non-emergency event, or managing a response to a major disaster. Each of these functions may be managed by a dedicated Response Team headed by a Chief. During smaller scale situations, the Emergency Manager (EM)/Carleton University Site Manager (CUSM) may also perform the functions of one or more Chiefs/Response Teams.

Incident Action Plan (IAP)
The Planning Chief and the Carleton University Emergency Manager Team will develop an IAP to outline planned activities for each operational period. An IAP is a means to develop and communicate the overall Incident objectives in the context of both operational and support activities. The IAP may either be *verbal/oral or written. Each IAP provides incident supervisory personnel with measurable performance outcomes to be achieved during the identified period. *Verbal/oral IAPs must be documented with the EM log.
Operational Periods

Operational Periods are functional periods of time scheduled for execution of a given set of operational actions as specified in an Incident Action Plan. Operational periods can be of various durations, although usually they last four to 24 hours.

Each Decision Centre has its own Operational Period, which is a function of its management scope (strategic, tactical or operational level) and the capacity that would be required for emergency response activities.

IMS Decision Centres

Decision Centres are the locations where information is assembled and emergency management decisions are made. The primary function of a common space for decision-making is to facilitate the gathering and sharing of information. These centres provide access to tools that permit rapid and efficient communication, allowing for informed decisions at all levels. All Decision Centres use the Incident Management System (IMS) structure.

Arriving emergency responders (Police, Fire, Ambulance, Ottawa Public Health etc.) and the Department of University Safety (DUS), establish Incident Command. As other emergency responders arrive, the first and/or most qualified/appropriate person (depending on the nature of the emergency) will assume Incident Command. The Incident Commander is authorized by the President to co-ordinate Carleton University’s resources in response to an emergency incident.
IMS Structure

President

V.P. (Finance and Administration)

Executive Team

Longer, more complex Situations OR Shorter, simpler Situations

Emergency Operations Centre (EOC)

Emergency Manager

Emergency Management Team (Duty Officers)

Liaison Officer
Response Team Chiefs
Safety Officer
Information Officer

Emergency Manager (EM)

Incident Command Post

Incident Commander

Carleton University Site Manager
Emergency Control Group Responsibilities

Emergency Manager - Provides support to the scene, the Incident Command Post, and/or activates the Emergency Operation Centre. The EM will manage the EOC and Emergency Response teams.

Emergency Management Team - The Emergency Management Team is lead by the Emergency Manager (often the role of the Director (DUS) or designate)

Other positions include:
- Safety Officer
- Information Officer
- Liaison Officer
- Scribe
- Response Teams Members, as required

The following Response Teams have been identified and may be mobilized in an emergency. Their responsibilities may include but are not limited to:

- **Operations**: Responsible for all incident response operations including assisting in the development of the Incident Action Plan, implementing the Incident Action Plan and organizing, assigning and supervising all resources assigned operational tasks for a situation.

- **Planning**: Responsible for developing the Incident Action Plan. This information is needed to understand the current state, predict probable course of incident events and lead the planning process. Ensures adequate staffing of Response Teams, provides and ensures staffing of EOC.

- **Logistics**: Responsible for providing facilities, services and materials in support of the situation. The Logistics Chief participates in the development of the Incident Action Plan and activates and supervises the Response Teams responsible for logistics.

- **Finance/Administration**: Provides emergency funds and tracks dispersion of emergency funds to Carleton University departments. Assists Carleton University departments with large emergency purchases and also with documenting losses and costs.

The Emergency Operations Centre Control Group/Response Teams shall direct the university’s response and recovery activities in an emergency.

Executive Team

The Executive Team oversees and approves the political and policy aspects of emergency planning, and liaises with government officials and executive members of other organizations on legislative and policy issues related to on-campus emergencies. The Executive Team may be activated as a Decision Centre during more complex situations requiring support from the executive level staff, and communication/collaboration with external stakeholders and/or outside organizations.

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1 Information Officer or Emergency Information Officer (EIO) is a legislated position through the EMCPA.
Continuous Improvement Process

Continuous Review

Continuous Review of the Emergency Management Plan (EMP) is essential to maintaining its effectiveness. The plan shall be considered a living document that will be reviewed annually, unless there is an urgent requirement to made changes prior to the annual review. This will ensure the plan remains sustainable, current, and operable. Minor revisions to the plan which are administrative in nature or which serve to keep the document current between annual revisions may be approved by the Director of the Department of University Safety, on an ongoing basis throughout the year.

The elements of the continual improvement process are:

a) PLAN - Program management and Planning
b) DO - Implementation (Training, operational procedures, resources, etc.)
  c) CHECK - Program evaluation (audit, exercise, review, etc.)
d) ACT - Management review (Continuous improvement and Senior Management review)
Evaluation, Exercises, Tests and Audits

The Emergency Management Plan (EMP) and Business Continuity Plans (BCPs) must be supported with a Training, Testing, Exercise and Auditing Plan.

Carleton University will conduct audit evaluations to validate conformance to strategies, plans, and procedures, and have the results documented.

The purpose of the evaluation is to ensure that:

- Program goals and objectives are met
- Plan information and procedures are current and accurate
- Plans and procedures are rehearsed and tested
- Relevant personnel (including alternates) are competent and exercised

Evaluations may also be based on post-incident analysis and reports, lessons learned, and performance evaluations.

Carleton University will conduct exercises to validate individual essential elements, interrelated elements, or the entire plan(s) and have the results documented. Carleton University will use the exercise to identify plan gaps and limitations, and when appropriate, improve and revise the plans. Exercises should be designed using specific objectives to validate plans and provide personnel with an opportunity to practice assigned roles in the plan. The timing of these exercises will be determined in consultation with best-practices and Carleton’s senior management team.

Exercises may be conducted when:

- Operational additions, deletions, or revisions are made to the plan
- There have been significant changes to the plan
- Regulatory changes
- There have been changes to physical resources (e.g. facilities, equipment) identified in the plan
- There have been changes in the nature or type of risks that can have an effect on the type of response

Carleton University will conduct tests to confirm the functionality and interoperability of critical systems, equipment, and technology. Test results should be documented and corrective actions taken.

Carleton University shall take appropriate corrective actions on deficiencies, gaps and limitations identified and documented during the program evaluation.
2.0 Carleton Emergency Plan Maintenance and Administration

Leadership and Commitment
The Senior Management Committee (SMC) provides leadership, commitment and assumes overall responsibility, accountability, and authority for the Emergency Management and Continuity Program.

Program Administration
The Director of the Department of University Safety (DUS), or designate, shall be responsible for plan oversight and co-ordination with applicable stakeholders, such as, law enforcement, city health department, fire services, emergency management, paramedic services, etc. This Emergency Management Plan is an all-hazards function based approach that allows for a flexible and scalable response. The plan may be deployed in part or in its entirety.

The Director (DUS) is responsible for the process of maintaining and distributing the EMP, as well as informing and educating staff and stakeholders of any relevant changes. The Director (DUS) reports to the Vice-President (Finance and Administration) who oversees the administration of the EMP.

Custodian of the Plan
The Emergency Management Officer (EMO) is the Emergency Management and Continuity of Operations (EMCO) co-ordinator for the university and will assist as required throughout an emergency situation and in the development and activation of the requisite Business Continuity plans. The EMO will report to the Director (DUS).

Plan Revision
The plan shall be considered a living document that will be reviewed annually, unless there is an urgent requirement to make changes prior to the annual review. This will ensure the Plan remains sustainable, current, and operable. Any changes, suggestions or recommendations to the Emergency Management Plan must be submitted in writing to the Director, Department of University Safety. The Emergency Management Officer may make minor revisions or amendments to the Plan which are administrative in nature or which serve to keep the document current between annual revisions.

Controlled Copy Distribution
The Carleton University Emergency Management Plan (EMP) is a public document, however, the information, data and documents embodied in the appendices of the EMP are strictly confidential in accordance with the Emergency Management and Civil Protection Act RSO 1990 and section 38(b), in conjunction with section 14(2)(h) of the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA).
Annual Review
The plan shall be reviewed by the Emergency Management and Continuity of Operations Program Committee annually. Updates, revisions, and plan management is the responsibility of the Emergency Management Officer.

3.0 Definitions

**Business Continuity Plans (BCPs)** - Documented collection of procedures and information that is developed, compiled, and maintained in readiness for use in an incident to enable a department to continue to deliver its critical activities at an acceptable pre-defined level.

**Carleton University Site Manager (CUSM)** - The ranking member of the Department of University Safety (DUS) designated by the Director, DUS to oversee specific types of emergencies and assist the Emergency Response Agencies’ Incident Commander (IC). During situations not involving external agencies the CUSM will fulfill the role of Incident Commander (IC).

**Decision Centre** - Where information is collected and emergency management decisions are made. Each centre uses the Incident Management System (IMS) and can be scaled up or down as required. Carleton University has three (3) decision centres:

1. **Incident Command Post (ICP)** - This is the first Decision Centre to be activated during a situation. The ICP is the on-site Decision Centre, which is generally located at or in the immediate vicinity of the incident site. The ICP signifies the location of the tactical-level, on-scene incident command, under the command of the Site Manager (CUSM) pending arrival of an Emergency Response Agency Incident Commander.

2. **Emergency Operations Centre (EOC)** - Off-scene support services decision centre under the command of the Emergency Management Director (EMT Director). Houses the Emergency Management Team.

3. **Executive Policy Group (EPG)** - Off-scene decision centre under the command of the university President or designate. Houses the Executive Team.

**Disaster** - A serious disruption to an affected area, involving widespread human, property, environmental, and/or economic impacts that exceed the ability of city services, partners, or stakeholders to cope using their own resources. A disaster will likely affect large parts of the City of Ottawa, and many businesses, institutions, agencies, and organizations.

**Emergency** - A situation or impending situation that constitutes a danger of major proportions that could result in death or significant injuries to staff, students, faculty or the public; or that has, or threatens to, disrupt operations, or cause substantial physical or environmental damage. Additionally, it is a situation that may threaten the university’s financial standing or public image. Emergencies and the related recovery typically last days, with adverse effects on university operations, such as class cancellations and department closures. These situations usually require the co-ordination of several university departments and external emergency services.
**Emergency Manager (EM)** - The EM is a Carleton University employee who oversees training, exercises and the Emergency Management and Continuity of Operations program. The EM manages staff at the Carleton University Emergency Operations Centre (EOC).

**Emergency Management Team (EMT)** - Management Team within the EOC, consisting of the five teams as lead by the Emergency Manager: Emergency Administration team (EM, Safety Officer, Information Officer, Liaison Officer); Operations Chief, Planning Chief, Logistics Chief and Finance/Administration Chief along with other staff as required.

**Emergency Response Agencies (ERAs)** - City of Ottawa Emergency Response Agencies that respond to a situation at Carleton University (e.g. Ottawa Police Service, Ottawa Fire Services, Ottawa Paramedic Service, Ottawa Public Health).

**Event** - Any situation that requires an emergency response to people, property, the environment, services, and/or the university’s reputation. An event is likely confined to a few departments or one building and may result in personal injury or some physical damage but that can likely be resolved by Carleton University personnel and internal resources, or with limited external assistance. Response to an event is strategic, using on-site management of the situation. Partial activation of the EMP may be required, and response/ restoration efforts may be managed by departmental staff.

**Incident** - Any situation which causes or may cause an interruption to, or a reduction in, the quality of service and which is part of the standard operation of Carleton University. An incident is a minor, isolated situation that is likely confined to one department or building and is unlikely to result in serious personal injury or extensive property damage and can be resolved internally.

**Incident Commander (IC)** - The individual in charge of decision making at the Incident Command Post (ICP). In the case of minor situations the role of IC will be fulfilled by the Officer in Charge (OIC) or Site Manager (CUSM). During situations requiring the assistance of third parties, such as Emergency Response Agencies (e.g. Fire, Police, Paramedics, Ottawa Public Health etc.) the role of the Incident Commander (IC) will most often be fulfilled by a qualified Emergency Responder.

**Incident Management System** - A provincially standardized organizational structure which allows continuity and unified command between agencies regarding terminology, functions, and processes during any situation.

**Officer-In-Charge (OIC)** - The highest ranking designated on-duty member of the Patrol Services division of the Department of University Safety. Most likely to serve as CUSM at an established ICP.

**Response Teams (RTs)** - Smaller sub-group of the Emergency Management Team, comprised of representatives of those university offices and departments that are directed by the Emergency Manager to assume a role in an emergency

**Situation** - May refer to all levels and stages of a potential or realized event, incident, or emergency and signifies that Carleton University resources are planning/ preventing/ mitigating/ responding and/or recovering from an incident/event or emergency.