

EMERGENCY PREPAREDNESS
CALIFORNIA MARITIME ACADEMY

Audit Report 09-49
November 3, 2009

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ABBREVIATIONS

CalEMA	California Emergency Management Agency
CSU	California State University
DHS	(Federal) Department of Homeland Security
EMP	Emergency Management Plan
EO	Executive Order
EOC	Emergency Operations Center
EP	Emergency Preparedness
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
NIMS	National Incident Management System
OES	(California) Office of Emergency Services
ORM	Office of Risk Management
SEMS	Standardized Emergency Management System
TSGB	Training Ship GOLDEN BEAR

EXECUTIVE SUMMARY

As a result of a systemwide risk assessment conducted by the Office of the University Auditor during the last quarter of 2008, the Board of Trustees, at its January 2009 meeting, directed that *Emergency Preparedness* be reviewed. Similar audits of Disaster and Emergency Preparedness were conducted in 2006.

We visited the California Maritime Academy campus from June 22, 2009, through July 23, 2009, and audited the procedures in effect at that time.

Our study and evaluation did not reveal any significant internal control problems or weaknesses that would be considered pervasive in their effects on emergency preparedness controls. However, we did identify other reportable weaknesses that are described in the executive summary and body of this report. In our opinion, the operational and administrative controls for emergency preparedness in effect as of July 23, 2009, taken as a whole, were sufficient to meet the objectives stated below.

As a result of changing conditions and the degree of compliance with procedures, the effectiveness of controls changes over time. Specific limitations that may hinder the effectiveness of an otherwise adequate system of controls include, but are not limited to, resource constraints, faulty judgments, unintentional errors, circumvention by collusion, and management overrides. Establishing controls that would prevent all these limitations would not be cost-effective; moreover, an audit may not always detect these limitations.

The following summary provides management with an overview of conditions requiring attention. Areas of review not mentioned in this section were found to be satisfactory. Numbers in brackets [] refer to page numbers in the report.

EMERGENCY MANAGEMENT PROGRAM [6]

The campus emergency management plan contained inaccurate information and had not been fully reviewed and updated on an annual basis. Additionally, the campus roster of emergency resources was incomplete and did not include evidence that it had been updated at least annually.

COMMUNICATIONS AND TRAINING [8]

A formal emergency preparedness overview training program had not been developed and implemented for newly hired staff and faculty. An updated roster of essential emergency management team personnel was not submitted timely to the California State University Office of Risk Management.

TESTING AND DRILLS [9]

The campus could not demonstrate that all campus generators were tested on a regular basis. Additionally, the campus could not demonstrate that annual building evacuation drills covered all significant areas.

INTRODUCTION

BACKGROUND

Emergency preparedness is the multihazard approach to preparing for emergencies and disasters of a wide variety. The National Safety Council (www.nsc.org) has provided guidance showing that disasters and emergencies are inevitable. These events include personal injuries, fires, explosions, chemical spills, toxic gas releases, natural disasters such as earthquakes, tornadoes, floods, and epidemics, and man-made disasters such as terrorist activities and riots. Anticipating emergencies and planning for an appropriate response can greatly lessen the extent of injuries and health concerns. Emergency preparedness can also limit damage to property, equipment, and materials. Experience tells us that when disasters and emergencies occur, the emergency response based on emergency preparedness and crisis-training programs, will significantly affect the extent of damages and injuries sustained. The president of each of the 23 California State University (CSU) campuses has been delegated the responsibility for the implementation and maintenance of an emergency management program.

In many instances, emergency preparedness is the foresight to plan for disasters such as earthquakes, floods, fires, and man-made disasters (the most common emergency situations in California). There is no single definition of what constitutes a disaster. A disaster can develop quickly, hitting full-force, with little or no warning. Other times, a disaster can loom on the horizon for weeks until it becomes large enough to be a threat. Government Code §8680.3 defines disaster to mean:

A fire, flood, storm, tidal wave, earthquake, terrorism, epidemic, or other similar public calamity that the governor determines presents a threat to public safety.

In California Code of Regulations, Title 19, §2402, *Standardized Emergency Management System* (SEMS) Regulations, emergency is defined to mean:

A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.

The Federal Emergency Management Agency (FEMA) describes emergency preparedness as multi-hazard mitigation planning and states that mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The planning process is as important as the plan itself. It creates a framework for risk-based decision making to reduce damages to lives, property, and the economy from future disasters. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards. State, Indian Tribal, and local governments are required to develop a hazard mitigation plan as a condition for receiving certain types of non-emergency disaster assistance and FEMA funds available for mitigation plan development and mitigation projects.

The California State Office of Emergency Services (OES), in coordination with all interested state agencies with designated response roles in the state emergency plan and interested local emergency management agencies, established by regulation a SEMS for use by all emergency response agencies.

SEMS is the system required by Government Code §8607(a) for managing response to multiagency and multijurisdictional emergencies in California. As a result of the 1991 East Bay Hills fire in Oakland, Senate Bill 1841 was passed and made effective January 1, 1993. The intent of this law is to improve the coordination of state and local emergency response in California, and it implemented SEMS. SEMS Regulations took effect in September 1994. SEMS consists of five organizational levels, which are activated as necessary: field response, local government, operational area, regional, and state. By standardizing key elements of the emergency management system, SEMS is intended to facilitate the flow of information within and between levels of the system and facilitate coordination among all responding agencies. SEMS incorporates the use of five essential Incident Command System (ICS) functions: command (management), operations, planning/intelligence, logistics, and finance/administration. As a result of OES and SEMS Regulations, all CSU campuses are required to formally adopt and implement SEMS.

In 2004, the federal Department of Homeland Security (DHS) developed the National Incident Management System (NIMS) under Presidential Directive HSPD-5, *Management of Domestic Incidents*. NIMS was designed to improve the national readiness to respond to not only terrorist events but all types of disasters. NIMS is similar to California's SEMS. This similarity is most evident in the NIMS version of the ICS and adoption of the concept of mutual aid. The final version of NIMS was released on March 1, 2004. To fully implement NIMS, DHS created NIMS integration procedures and decided to phase in NIMS over time. As a result of these efforts, all federal departments and agencies, as well as state, local, and tribal governments, are required to be fully compliant with NIMS in order to apply for federal emergency preparedness assistance.

In late 2008, the California Emergency Management Agency (CalEMA) was formed to combine both OES and the California Department of Homeland Security. The goal of the CalEMA is to identify methods and guidance to assist all levels of emergency management in California to meet the requirements of NIMS while maintaining compliance with SEMS.

Executive Order 1013, *California State University Emergency Management Program*, dated August 7, 2007, requires the implementation and maintenance of an emergency management system on each campus that will be activated when an event has the potential for reaching proportions beyond the capacity of routine operations. Each campus plan must be compliant with SEMS, NIMS, and the SEMS/NIMS ICS. In 2006, to be flexible in responding to health-related emergencies, the CSU implemented pandemic influenza preparedness and response plans across all campuses, and those plans were reviewed in the 2006 Disaster and Emergency Preparedness audits. In 2008, as a response to nationwide concerns for campus security, the CSU implemented active shooter drills and training systemwide, and those activities continue throughout the year as detailed procedures and standards evolve.

PURPOSE

Our overall audit objective was to ascertain the effectiveness of existing policies and procedures related to the administration of *Emergency Preparedness* (EP) activity and to determine the adequacy of controls that ensure compliance with relevant governmental regulations, Trustee policy, Office of the Chancellor directives, and campus procedures.

Within the audit objective, specific goals included determining whether:

- ▶ Administration of EP incorporates a defined mission stated goals and objectives, and clear lines of organizational authority and responsibility, and is adequately funded.
- ▶ Initiatives and investments are underway to improve EP and to maximize EP resources; risks specific to the campus have been identified; and policies and procedures are current, comprehensive, and sufficient to support campus EP.
- ▶ An adequate emergency operations center (EOC) exists; sufficient equipment, supplies, and other critical resources are properly provisioned; and the campus is fully prepared for emergencies.
- ▶ The emergency plan is compliant with SEMS and NIMS and clearly identifies who has authority and responsibility for emergencies and incidents; the emergency organization is sufficient to ensure that campus command/incident command techniques provide command and control when emergency incidents occur; and effective building marshal and volunteer programs have been established.
- ▶ Emergency resources are available; emergency plans have been updated appropriately; and any related/subordinate plans are integrated with the campus emergency plan.
- ▶ Incidents are mitigated timely; lessons learned are evaluated; appropriate after-action reports are prepared; and the campus has sufficient plans for mitigation of any facilities deficiencies.
- ▶ The emergency plan has been adequately communicated to the campus community; the campus is compliant with required communications with the chancellor's office and with emergency management agencies; and grants for emergency communications and operations are adequately managed and tracked.
- ▶ Sufficient training has been provided to new employees, emergency management staff, and building marshals; the finance function has been integrated into the emergency response activities; and specialized training has been provided in the areas of SEMS, NIMS, and incident command systems for the student health center, building marshals, and for disaster service worker program volunteers.
- ▶ The campus has plans for, and adequately administers, testing and drills for emergency incidents, emergency communications, evacuations, active shooter situations, and mutual aid; and written incident action plans follow SEMS/NIMS guidelines.
- ▶ Generators, communications devices, and other equipment and supplies are functional and tested frequently, and the related responsibility is appropriately assigned.

SCOPE AND METHODOLOGY

The proposed scope of the audit as presented in Attachment B, Audit Agenda Item 2 of the January 27 and 28, 2009, meeting of the Committee on Audit stated that emergency preparedness includes review of compliance with the National Incident Management System, Trustee policy, and systemwide directives; contingency and disaster recovery planning; backup communications; building safety and emergency egress including provisions for individuals with disabilities; the extent of plan training and testing; and relationships with state and federal emergency management agencies.

Our study and evaluation were conducted in accordance with the *International Standards for the Professional Practice of Internal Auditing* issued by the Institute of Internal Auditors, and included the audit tests we considered necessary in determining that operational and administrative controls are in place and operative. This review emphasized, but was not limited to, compliance with state and federal laws, Board of Trustee policies, and Office of the Chancellor and campus policies, letters, and directives. The audit review focused on procedures in effect from January 1, 2007, through July 23, 2009. In instances wherein it was necessary to review annualized data, calendar years 2007 and 2008 were the periods reviewed.

We focused primarily upon the internal administrative, compliance, and operational controls over the campus-wide emergency operations plan and related management activities. Specifically, we reviewed and tested:

- ▶ The emergency management organization.
- ▶ Emergency management plan and event-specific annexes.
- ▶ Emergency management plan guidelines, policies, procedures, and recordkeeping.
- ▶ The building marshal program, emergency action plans, and the campus emergency hotline.
- ▶ The EOC, emergency equipment, and related emergency supplies.
- ▶ Coordination with other agencies, including mutual aid and assistance.
- ▶ Funding and budgetary controls for emergency management activities.
- ▶ Communication of the emergency management plan.
- ▶ Training for emergency management activities.
- ▶ Evacuation drills and emergency plan testing.

OBSERVATIONS, RECOMMENDATIONS, AND CAMPUS RESPONSES

EMERGENCY MANAGEMENT PROGRAM

EMERGENCY PLAN UPDATES AND DISTRIBUTION

The campus emergency management plan (EMP) contained inaccurate information and had not been fully reviewed and updated on an annual basis.

We found that:

- ▶ The EMP was updated in June 2009; however, it contained inconsistencies and clerical errors. For example, the table of contents did not match the body of the EMP, certain functional units identified in the finance section of the EMP did not appear in the emergency operations organizational chart, and responsibility for providing counseling services was assigned to both the logistics and operations sections.
- ▶ The most recent completed EMP prior to June 2009 was not dated. Although the campus stated that the EMP was completed in 2005, we were unable to determine when it was reviewed and updated.

Executive Order (EO) 1013, *California State University Emergency Management Program*, dated August 7, 2007, requires that each campus develop a campus emergency plan. On an annual basis or more frequently as needed, the plan should be reviewed, updated, and distributed to the emergency management team members and others as identified by the campus.

The police chief stated that an EMP update began in 2007; but due to the need for significant changes, staffing constraints, and changes in emergency management personnel, the 2007 document remained in draft form until its completion in June 2009.

Failure to maintain an updated EMP increases the risk that emergency responders will not be fully aware of important revisions to the plan, consequently increasing the risk of inadequate response to emergencies.

Recommendation 1

We recommend that the campus review and update the EMP on at least an annual basis to ensure that the information is current, accurate, and complete.

Campus Response

We concur. The campus shall put procedures in place to ensure that the EMP is updated on an annual basis beginning December 1, 2009.

ROSTER OF EMERGENCY RESOURCES

The campus roster of emergency resources was incomplete and did not include evidence that it had been updated at least annually.

We found that:

- ▶ The emergency operations center (EOC) inventory list was not dated, nor was there any indication that it had been updated at least annually.
- ▶ The emergency supply list was dated and appeared current; however, there was no evidence that it was updated at least annually.
- ▶ A list of emergency generators had not been developed.
- ▶ Emergency satellite phones and walkie-talkie radios were not included in any list of emergency resources.

EO 1013, *California State University Emergency Management Program*, dated August 7, 2007, requires that each campus should develop a roster of campus resources and contracts for materials and services that may be needed in an emergency situation including equipment, emergency power, communications, food and water, and satellite and other mobile phone numbers and update at least annually or as needed. The “updated as of date” should appear on each roster.

The police chief stated that the EOC inventory list and the emergency supply list had been updated; but due to oversight, the “updated as of date” had not been included. She further stated that the purchasing and facilities departments both maintained the contact information for vendors frequently used for campus emergencies. She added that a list of emergency power generators had not been developed because the campus was unaware of the requirement, and satellite phones and walkie-talkie radios were not included in the list of emergency resources due to oversight.

Failure to update and complete the campus roster of emergency resources increases the risk that delays in locating critical resources could occur during an emergency.

Recommendation 2

We recommend that the campus update its roster of emergency resources at least annually and include all items detailed in EO 1013.

Campus Response

We concur. The campus will update its roster of emergency resources no less than annually and ensure that all items detailed in EO 1013 are included. This shall be completed before January 1 of each year beginning January 1, 2010.

COMMUNICATIONS AND TRAINING

NEW HIRE EMERGENCY PREPAREDNESS TRAINING

A formal emergency preparedness overview training program had not been developed and implemented for newly hired staff and faculty.

EO 1013, *California State University Emergency Management Program*, dated August 7, 2007, states that campuses must train the campus community on the SEMS, NIMS, and ICS compliant campus plan to include, at a minimum, overview training of every employee within one year of employment. The EO further states that training records for all campus training shall be kept for a minimum of seven years.

The director of human resources stated that an employee safety handbook was provided to new employees as part of the new hire packet and included an appendix that discussed emergency preparedness. She added that although new employees were encouraged to read the handbook, formal emergency preparedness overview training was not provided and there was no system to ensure that all new employees received training.

Failure to provide emergency preparedness training for new hires increases the risk that emergency response would be inadequate due to incomplete training and preparation.

Recommendation 3

We recommend that the campus develop and implement an emergency preparedness overview training program for all newly hired staff and faculty, including the assignment of responsibility for the training and the completion and retention of required training documentation.

Campus Response

We concur. An emergency preparedness overview training program will be developed and put in place for all newly hired staff and faculty. The training shall include the assignment of responsibility for the completion and retention of training documentation. The training program will be in place by February 1, 2010.

EMERGENCY PERSONNEL ROSTER

An updated roster of essential emergency management team personnel was not submitted timely to the California State University (CSU) Office of Risk Management (ORM).

We found that an update was not submitted in 2008, and changes in the emergency management team were not provided to the ORM until June 2009.

EO 1013, *California State University Emergency Management Plan*, dated August 7, 2007, states that once a year by December 1, or more frequently as needed, provide the systemwide ORM at the chancellor's office a roster of emergency management team personnel as well as their designated

backup essential to the operation of the campus emergency management program such as: the president, the emergency executive, the EOC director, the emergency manager/emergency coordinator, and the public information officer. The roster shall include name and office and emergency telephone numbers, including satellite phone numbers. These lists will be kept confidential and used only in emergencies.

The police chief stated that an updated emergency personnel roster had not been submitted to the ORM at least annually due to staffing changes and oversight.

Failure to submit current rosters of essential emergency management team personnel in a timely manner increases the risk of communications delays during a significant emergency incident.

Recommendation 4

We recommend that the campus provide the ORM with a current roster of emergency management team personnel, and ensure that updates are provided by December 1 of each year.

Campus Response

We concur. The campus will provide the ORM a current roster of emergency management personnel and ensure updates are provided by December 1, 2009, and each December 1 thereafter.

TESTING AND DRILLS

EMERGENCY BACKUP GENERATORS

The campus could not demonstrate that all campus generators were tested on a regular basis.

When we reviewed all four campus generators, we found that:

- ▶ Two portable generators did not have “run logs” or any other type of documentation to demonstrate monthly testing.
- ▶ The stationary generator that supplies power to the primary EOC had not been tested since it was purchased in 2008.

EO 1013, *California State University Emergency Management Program*, dated August 7, 2007, states that campuses should develop a roster of campus resources and contracts for materials and services that may be needed in an emergency situation, including equipment and emergency power.

National Fire Protection Agency Standard 110 §8.4.2, *Standard for Emergency Power Supply Systems*, 2002 edition, recommends that emergency power supply systems be exercised at least monthly.

The director of facilities operations stated that the portable generators were tested regularly by the electrician, but a written log showing test dates and results was not maintained. He further stated that the generator for the primary EOC was not tested because it had not yet been officially put into operation.

Failure to perform generator testing, and maintain generator test records, increases the risk that emergency preparedness and the expectations for emergency power response would not be optimal.

Recommendation 5

We recommend that the campus ensure generators are tested on a regular basis and documentation of testing is maintained.

Campus Response

We concur. The campus will put procedures in place that provide for periodic testing of the backup generators. Each test shall be documented, and a record of such tests shall be maintained as we go forward. This procedure will be operational by January 1, 2010.

EVACUATION DRILLS

The campus could not demonstrate that annual building evacuation drills included the Training Ship GOLDEN BEAR (TSGB), which is an extension of the residence halls when in port.

EO 1013, *California State University Emergency Management Program*, dated August 7, 2007, states that campuses should conduct testing of simulated emergency incidents, including the periodic testing of campus building evacuation drills, and they should be conducted at least annually or more frequently as needed.

Education Code §66210 requires each campus of the CSU to establish an emergency evacuation plan for student housing.

The police chief stated that records of evacuation drills for the TSGB were maintained on the ship. She further stated that since the ship was on its annual summer training cruise during audit fieldwork, the records were not readily available.

Failure to include all areas of the campus in evacuation exercises increases the risk that members of the campus community would not be sufficiently trained to respond to emergencies.

Recommendation 6

We recommend that the campus ensure that documentation is maintained to demonstrate that the TSGB is included in campus evacuation drills.

Campus Response

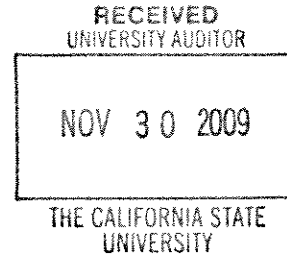
We concur. The campus will document the TSGB evacuation drills and maintain this evidence on shore and make available for inspection by interested parties while the ship is not moored at California Maritime Academy. This procedure will be in place by January 1, 2010.

APPENDIX A: PERSONNEL CONTACTED

<u>Name</u>	<u>Title</u>
William B. Eisenhardt	President
Lee Bowen	Electrician, Facilities Management
Charles Constantine	Public Safety Officer, Public Safety (PS)
Vineeta Dhillon	Director, Procurement and Risk Management
Suzanne Dolan	Director, Student Health Services
Fran Gutierrez	Receptionist, Administration
Laura Layton	Executive Assistant, Academic Affairs
Steve Mastro	Budget Officer, Budget Office
Kay Miller	Director, Human Resources
Mark Nickerson	Vice President, Administration and Finance
Carlos Portillo	Director of Facilities Operations, Facilities Management
Roseann Richard	Chief of Police, PS
Doug Webster	Director of Public Relations, Advancement



December 2, 2009



Mr. Larry Mandel
California State University Auditor
California State University
401 Golden Shore
Long Beach, CA 90802

RE: Responses to CMA Emergency Preparedness Audit 09-49

Dear Mr. Mandel,

Enclosed are our responses to Recommendations 1 through 6 from the CMA Emergency Preparedness Audit 09-49.

If there is further information that we can provide, please contact me.

Sincerely,

Mark Nickerson
Vice President for Administration and Finance

cc: William B. Eisenhardt, President
Ken Toet, Controller
File

MN:ss

THE CALIFORNIA MARITIME ACADEMY

200 Maritime Academy Drive, Vallejo, CA 94590-8181 · PHONE (707) 654-1038 · FAX (707) 654-1013 · www.csum.edu · E-MAIL mnickerson@csum.edu

**EMERGENCY PREPAREDNESS
CALIFORNIA MARITIME ACADEMY**

Audit Report 09-49

EMERGENCY MANAGEMENT PROGRAM

EMERGENCY PLAN UPDATES AND DISTRIBUTION

Recommendation 1

We recommend that the campus review and update the EMP on at least an annual basis to ensure that the information is current, accurate, and complete.

Campus Response

We concur. The campus shall put procedures in place to ensure that the Emergency Management Plan is updated on an annual basis beginning December 1, 2009.

ROSTER OF EMERGENCY RESOURCES

Recommendation 2

We recommend that the campus update its roster of emergency resources at least annually and include all items detailed in EO 1013.

Campus Response

We concur. The campus will update its roster of emergency resources no less than annually and ensure that all items detailed in EO 1013 are included. This shall be completed before January 1 of each year beginning January 1, 2010.

COMMUNICATIONS AND TRAINING

NEW HIRE EMERGENCY PREPAREDNESS TRAINING

Recommendation 3

We recommend that the campus develop and implement an emergency preparedness overview training program for all newly hired staff and faculty, including the assignment of responsibility for the training and the completion and retention of required training documentation.

Campus Response

We concur. An emergency preparedness overview-training program will be developed and put in place for all newly hired staff and faculty. The training shall include the assignment of responsibility for the completion and retention of training documentation. The training program will be in place by February 1, 2010.

EMERGENCY PERSONNEL ROSTER

Recommendation 4

We recommend that the campus provide the ORM with a current roster of emergency management team personnel, and ensure that updates are provided by December 1 of each year.

Campus Response

We concur. The campus will provide the Office of Risk Management a current roster of emergency management personnel and insure updates are provided by December 1, 2009 and each December 1 thereafter.

TESTING AND DRILLS

EMERGENCY BACKUP GENERATORS

Recommendation 5

We recommend that the campus ensure generators are tested on a regular basis and documentation of testing is maintained.

Campus Response

We concur. The campus will put procedures in place that provide for periodic testing of the backup generators. Each test shall be documented and a record of such tests shall be maintained as we go forward. This procedure will be operational by January 1, 2010.

EVACUATION DRILLS

Recommendation 6

We recommend that the campus ensure that documentation is maintained to demonstrate that the TSGB is included in campus evacuation drills.

Campus Response

We concur. The campus will document the TSGB evacuation drills and maintain this evidence on shore and made available for inspection by interested parties while the ship is not moored at CMA. This procedure will be in place by January 1, 2010.



THE CALIFORNIA STATE UNIVERSITY
OFFICE OF THE CHANCELLOR

BAKERSFIELD

December 14, 2009

CHANNEL ISLANDS

CHICO

MEMORANDUM

DOMINGUEZ HILLS

EAST BAY

TO: Mr. Larry Mandel
University Auditor

FRESNO

FROM: Charles B. Reed
Chancellor

FULLERTON

HUMBOLDT

SUBJECT: Draft Final Report 09-49 on *Emergency Preparedness*,
California Maritime Academy

LONG BEACH

LOS ANGELES

In response to your memorandum of December 14, 2009, I accept the response as submitted with the draft final report on *Emergency Preparedness*, California Maritime Academy.

MARITIME ACADEMY

MONTEREY BAY

NORTHRIDGE

CBR/amd

POMONA

SACRAMENTO

SAN BERNARDINO

SAN DIEGO

SAN FRANCISCO

SAN JOSÉ

SAN LUIS OBISPO

SAN MARCOS

SONOMA

STANISLAUS