Course Overview: Introduction

Schools play a unique role in emergency management. Charged with the safety and care of our children, school personnel have the moral obligation to ensure that they are able to respond appropriately in an emergency situation.

This lesson will introduce you to some fundamental planning concepts. By the end of this lesson, you will be able to:

- Explain the distinction between emergency planning and crisis intervention.
- Describe the hazards that should be addressed in a comprehensive Emergency Operations Plan.
- Explain the benefits of emergency planning.

Planning versus Crisis Intervention

Keep in mind that:

- **Crisis intervention** is reactive, occurring after an emergency event.

- **Emergency planning** is proactive, enabling schools (and communities) to reduce the frequency and magnitude of emergencies and to respond faster and more appropriately.

Effective planning (including exercising the Emergency Operations Plan, also referred to as the Plan in this course) helps prevent emergencies from becoming crises.

An All-Hazards Approach

Planning issues are the same, regardless of the type of emergency. A comprehensive Plan should address all hazards including:

- Natural hazards (earthquakes, floods, tornadoes, etc.)
- Technological hazards (nuclear accidents, power outages, etc.)
- Humanmade hazards (hazardous material spills, terrorism)

Benefits of School Emergency Planning

Some of the benefits of emergency planning include:

- Actions taken to increase safety can be worthwhile on a daily basis, not just in an emergency.
- Planning is an excellent opportunity to involve students, parents, and the entire community.
- Families and the community can learn from the school's planning efforts.
- Rapid response to an emergency situation can prevent injuries, save lives, and allow for a more rapid return to normal school operations.

Lessons Learned

Ensuring that everyone involved is aware of what to do in an emergency situation has proven to be critical to students and school personnel surviving an emergency. School personnel have reported the following additional lessons learned:

- Emergency situations develop more quickly than anyone thinks they can.
- Emergency responders may not be available to assist the school immediately. Schools must develop the capability to be self-reliant until professional response personnel can help.
- Communication is a key factor in knowing how and when to respond.

Lesson Overview: Understanding Emergency Management

Planning is a process, not a one-time event. An effective Emergency Operations Plan requires that you look at all the phases of emergency management.

This lesson introduces you to the four phases of emergency management. By the end of this lesson, you will be able to:

- Explain what happens in each phase of emergency management.
- Describe planning procedures for each phase.

What Is Emergency Management?

Emergency management is an organized, four-phase process by which communities:

- **Prepare** for hazards that cannot be prevented, or mitigated.
- **Respond** to emergencies that occur.
- **Recover** from emergencies to restore the community to its pre-emergency condition.
- **Mitigate** risks.

The degree to which emergency management is effective depends heavily on the emergency planning process.

Phase I: Preparedness

Preparedness ensures that if a disaster occurs, people are ready to get through it safely, and respond to it effectively.

Preparedness means figuring out what you'll do if essential services break down, developing a plan for contingencies, and practicing the plan. Preparedness is the process in which school and community officials develop an Emergency Operations Plan that tells:

- How they will respond to an emergency.
- What steps they will take to recover from an emergency.

What Happens in the Preparedness Phase?

The preparedness phase involves the following steps, which will be covered in later lessons of this course:

- Step 1: Recruit the planning team
- Step 2: Assess your hazards
- Step 3: Develop the Emergency Operations Plan
- Step 4: Train and exercise the Plan

More on Emergency Planning Preparedness

Planning for emergencies includes the entire process—from identifying who will be involved, through who will do what and under what circumstances, to developing, testing, and revising the actual Plan.

Besides developing and testing the Plan for dealing with potential emergency situations, other aspects of preparedness include planning for the other phases of the emergency management cycle.

Home Preparedness

One key to effective school preparedness is effective home preparedness. School personnel will be able to focus on their emergency responsibilities at school if they know that all is well at home.

Phase II: Response

The next phase is Response. Response begins as soon as a disaster is detected or threatens.

This phase involves mobilizing and positioning emergency equipment; getting people out of danger; providing needed food, water, shelter, and medical services; and bringing damaged services and systems back on line. Local responders, government agencies, and private organizations take action. Sometimes the destruction goes beyond local and State capabilities. That's when Federal help is needed as well.

Planning for Response

When planning to respond, school and community personnel must consider the following factors:

- Who will make critical decisions.
- How to get necessary resources for the immediate response.
- What to do when the emergency scene is also a crime scene.
- What tasks must be completed immediately, and by whom.

Response Factors

Other response factors to consider include:

- How to notify faculty, staff, responders, parents, and others that emergency conditions exist.
- How to communicate with each other, parents, students, the community, and the media.
- What to do until help arrives.

Phase III: Recovery

Recovery is the task of rebuilding after a disaster. This process can take months, even years.

Not only services and infrastructure, not only the facilities and operations, but the lives and livelihoods of many thousands of people may be affected.

Planning for Recovery

Emergencies can occur very quickly, but recovering from an emergency takes time. Planning for an emergency includes planning for both response and recovery.

Recovery planning identifies the long-range actions needed to return the school to its normal operations as quickly and completely as possible, and involves:

- Medical issues.
- Psychological issues.
- Infrastructure issues.
- Liability issues.
- Insurance issues.
- Documentation issues.

Recovery Considerations for the Building

Key recovery considerations for the school building include the following activities:

- Repair structural and physical damage.
- Restore disrupted services.
- Clean the facility and remove all health and safety hazards.
- Plan for the resumption of classes. (This piece is especially important if a portion of the building is damaged to such a degree that classes must be relocated temporarily.)

Once a Catastrophic Event Occurs . . .

If an emergency situation occurs at a school, it is vital to document any damaged areas with videotape or photographs. Damaged equipment should not be discarded until it has been documented fully on film. Other key actions include:

- Track staff and volunteer time and labor involved in the cleanup. Should a disaster be declared, this time may be counted as part of the community's share of a matching grant.

- Develop a plan for conducting classes if the facility is damaged. Such a plan might include half-day sessions, alternative sites, and/or portable classrooms.

Medical and Psychological Aspects of Recovery

While the damage to infrastructure might be most obvious, medical and psychological damage may be harder to recognize—and yet more critical.

Recovery activities must involve attention given to:

- **Determine the status of the faculty and staff.** They are victims as well as the students.

- **Determine the status of students.** Students must be able to go to school, and learn while they are there. Establish a policy for handling student absences.

Facilitating Psychological Healing

Recovering from a traumatic event at a school requires providing an environment where students, faculty, and staff receive support.

Fear itself can be extremely debilitating following an emergency. Part of recovery, then, involves reducing fear by:

- Providing facts whenever possible about what has happened and what can be expected to happen (including information about grieving, if appropriate).
- Avoiding additional unnecessary changes to set routines.
- Providing a safe atmosphere in which students and adults can voice concerns, fears, and feelings, and can express grief.

Phase IV: Mitigation

Hazard Mitigation means any action taken to reduce or eliminate the long-term risk to human life and property from natural hazard.

Example: Following devastating tornadoes it became clear that school children in Kansas were at risk. Using a partnership of Federal, State, and local resources, work began to find a way to construct tornado shelters in Kansas schools. As of August 2002, shelters were constructed or planned for construction in approximately 50 schools.

Planning for Hazard Mitigation

Hazard mitigation is any action taken to reduce the loss of life or damage to property from all hazards. Some hazards cannot be mitigated; others are too costly to mitigate.

Mitigation of community risks is probably beyond the control of school officials. However, school emergency planning teams should work closely with the local Emergency Manager and responders to learn:

- What hazards have been identified in the community.
- What steps the community is taking to mitigate community-wide risks.
- How school officials can help.

Mitigating School-Related Hazards

Experts in emergency management and response, risk management, structural engineering, and psychological tragedy response can suggest ways to mitigate hazards at the school.

After school officials have the necessary information about existing hazards and mitigation possibilities, they can identify the costs of mitigation and steps to be taken.

Many nonstructural hazards in a school can be mitigated easily and inexpensively.

Prioritizing Mitigation Activities

The results of a hazard analysis can leave school administrators feeling overwhelmed by all the hazards they have found.

To determine which potential risks to address with available financial resources, school personnel should prioritize mitigation activities according to:

- The risk to life safety.
- The number of people exposed to the hazard.
- The cost to mitigate (including time, money, and other resources).
- Probability that the hazard will occur.

Lesson Overview: Recruiting Your Planning Team

The planning process is the key to development of an effective Emergency Operations Plan. An effective school emergency planning process must involve all stakeholders and potential resources.

This lesson provides guidelines on recruiting a planning team. By the end of this lesson, you will be able to:

- Identify key players in the planning process.
- Describe capabilities to look for when selecting planning team members.

Are You Ready?

School districts have found that developing a successful Emergency Operations Plan requires commitment from all players.

Before you undertake a planning effort, ask yourself:

- Are we doing this Plan because it is the "right thing to do" rather than because of an outside mandate?
- Is there visible support and commitment from school management?
- Does the teachers' association leadership support the process?
- Are the needed community resources and assistance available to help?

Key Players

The following people should be involved in the school's planning process (and should receive a copy of the school's Emergency Operations Plan when it is developed and each time it is revised):

- The local Emergency Manager
- Public safety decisionmakers
- Local service agency personnel
- The superintendent
- School principals and their assistants
- Teachers' associations and other unions
- The transportation coordinator

Local Emergency Manager

The local Emergency Manager is an important expert to involve in developing an Emergency Operations Plan for a school. The Emergency Manager in small towns or rural areas may be the local planner or fire chief.

This individual's experience and expertise will be invaluable in:

- Identifying potential hazards related to the school.
- Developing a Plan that addresses those hazards.

The Emergency Manager should have a copy of the hazard analysis completed for the community's Emergency Operations Plan. The community hazard analysis will be useful when developing the school's Plan.

Other External Resources

It may be desirable to involve others as well, depending on the community, the types of emergencies that are most likely, and the resources and assistance that may be required. Examples of others who might help with the school planning process include:

- Local clergy.
- The parent-teacher organization.
- Representatives of local civic or benevolent associations.
- Representatives from private industry (especially if the industry presents a risk to the school).

Valuable Internal Expertise

Certain school employees have skills that would be valuable in planning for emergencies.

- Special education teachers would know particular considerations involved in ensuring the safety of students with disabilities.
- Science teachers might know about weather hazards.
- The school nurse and health teachers would know about first aid and triage techniques.
- The cafeteria supervisor knows about food distribution.
- English teachers or the school newspaper advisor might know how to deal with the media.
- The building and grounds supervisor knows the main building systems and utilities.
- Some faculty or staff might be volunteer firefighters or emergency medical technicians.

Who Else Can Help?

To identify people who may be helpful in developing and testing your school Emergency Operations Plan:

- Think about the school grounds. Who might be particularly knowledgeable in identifying hazards on the grounds?
- Think about the school's neighborhood. Who might know about potential hazards in that neighborhood?
- Think about the larger community. Who might know about the community's vulnerability to particular hazards?
- Think about the school building itself. Who would know about potential hazards in classrooms, hallways, locker areas, storage areas, and large multiuse areas?

Guidelines for Selecting Team Members

Washington State Emergency Management Division in partnership with Kitsap County Emergency Management offers the following suggestions for the selection of the planning team members:

- Team members should have the ability, commitment, authority, and resources to carry out planning responsibilities.
- Team members should possess, or know where to find, expertise related to the school and the community.
- Team members should agree upon the planning purpose and process.
- Team members should be able to work cooperatively to accomplish their tasks.
- The team must represent all functions of the school.

The First Meeting

The School Administrator should set the time and announce the planning team's first meeting. At the first meeting, the team may:

- Ensure that all team members understand the scope of work and agree to the approach or planning process.
- Identify planning tasks and make assignments, as appropriate.
- Establish procedures for monitoring and approving planning tasks.
- Establish meeting times and timelines for task completion.

Lesson Overview: Assessing Your Hazards

A school Emergency Operations Plan must address all potential significant hazards, be they natural, technological, or humanmade. Your planning team members can help you conduct this assessment.

This lesson presents information on hazard assessment. By the end of this lesson, you will be able to:

- Describe the types of hazards that must be considered when developing an Emergency Operations Plan.
- Explain the distinction between structural and nonstructural hazards.
- Explain how to conduct a "walkaround" assessment to identify potential hazards.

Addressing All Hazards

As you begin the planning process, you need to think about the potential hazards your school faces.

For example, depending on your school's location, type of construction, and age, certain hazards—such as tornadoes, floods, snow or ice storms, or fires—may be obvious possibilities.

Other difficult hazards have become almost "ordinary" for schools to face these days, including such situations as:

- Bomb threats.
- Child snatching by noncustodial parents.
- Drugs and weapons on campus.
- Environmental toxins.
- Student or faculty injury caused by students or intruders.

What Hazards Are Possible?

A school Emergency Operations Plan must equip personnel to deal with any possible crisis. In order to ensure that such a Plan will work in all situations, you must consider all potential hazards. Determining the likelihood of specific incidents is a refinement that happens at the end of the hazard identification process.

Your local Emergency Manager will be a valuable resource in identifying the various hazards to address. Also, newspapers and other historical records contain valuable sources of past hazards.

Types of Hazards

In developing your Emergency Operations Plan, work from the "big picture" to the small details to identify:

- Community hazards.
- Neighborhood hazards.
- Structural and nonstructural hazards.

The screens that follow will provide more detail on each hazard type.

Community Hazards

Community hazards might include:

- Weather-related hazards.
- Crime-related hazards (if crime is a problem in the surrounding community).
- Commercial/industrial facility hazards (if such facilities are near the school).
- Transportation corridor hazards (if the school is near a busy road or highway).

Sometimes cascading events occur when one hazardous event triggers another. For example, a hazardous materials spill might lead to an explosion, fire, and/or escape of toxic fumes. Such situations compound the danger and the complexity of the emergency response. The potential cascading scenarios should be considered as part of the hazard identification process.

Factors Exacerbating Community Hazards

Hazardous events in the community can affect:

- The school, either directly or indirectly.
- The time it takes for responders to begin providing assistance.

If the community has a volunteer fire department, a school may need to allow additional time in planning for emergency response, for the volunteers to respond.

Risk may increase during specific times of the day (for example, rush hour) or times of the year (for example, spring flood season, hurricane season, winter storm season, tourist seasons).

Neighborhood Hazards

Elements in the immediate area of a school building may pose specific hazards. Consider these neighborhood features:

- Trees or brush near the building may present a fire or wind hazard.
- Overgrown shrubbery may provide cover for people who do not belong on school property.
- A gas station near the school could present potential fire, explosion, and HazMat dangers.
- A fast food restaurant across a busy street from a school may cause students to run into traffic, or may draw strangers who present hazards to the school.

Structural and Nonstructural Hazards

When identifying hazards that relate to the school building, both structural and nonstructural elements of the school come into play.

- **Structural Hazards:** These hazards include the building, roof, and other structures.
- **Nonstructural Hazards:** These hazards include unanchored or poorly anchored equipment and furnishings, furniture blocking egress, improper storage, and laboratory and cleaning chemicals.

Structural Hazards

Most school buildings, by virtue of their age and/or design, present some sort of structural hazard. During the planning process, school and community officials determine whether structural issues are significant.

The recent proliferation of modular or "portable" classrooms on school grounds also presents certain types of hazards. Such units are particularly susceptible to damage from wind and other natural phenomena.

Structural Hazard: Unreinforced Masonry

Many schools are built using unreinforced masonry, which means that exterior walls are constructed of brick and/or block with no steel or underlying reinforcement.

Unreinforced masonry collapses easily in an earthquake or as a result of extremely high winds or flying debris.

Example: Unreinforced Masonry School Catastrophe

The photo at right illustrates the risk posed by unreinforced masonry construction.

This school in Newburgh, NY, was struck by a Force 5 downburst. (A Force 5 downburst equals a Level 5 tornado.)

In this collapse, 9 students were killed and 15 injured. A lawsuit against the district based on the building design is pending.

Structural Hazard: Improperly Supported Roofs

The flat roofs on many schools are highly susceptible to wind damage, especially in gymnasiums, cafeterias, auditoriums, and other areas that have broad spans of unsupported roof.

Heavy snow accumulations on roofs with insufficient support can cause roof collapse.

Examining Schools for Structural Hazards

If there is concern about a school's structural integrity, it may be necessary to consult with experts who can help determine a building's vulnerability to structural problems.

Particular experts who may be helpful include:

- Structural engineers, who specialize in structural integrity and design of protective measures.
- Architects, who specialize in building design and construction.
- Soil engineers, who specialize in types of soils and potential soil instabilities that can affect structures.

Nonstructural Hazards

Nonstructural hazards are present in every school building, and may present significant risk to health and safety.

Nonstructural elements include any items installed after the supporting structure of the school is complete. Sometimes these elements are hazards in their own right; others can become hazards if a particular natural, technological, or humanmade emergency occurs.

How To Identify Potential Hazards

To identify potential hazards, members of the emergency planning team should conduct a systematic "walkaround" of the school, both inside and outside. Carrying out a walkaround involves:

- Preparing for Hazard Identification
- Assessing School Grounds Hazards
- Assessing Building and Classroom Hazards
- Assessing Potential Evacuation Route Hazards
- Assessing Potential Neighborhood/Community Hazards

Additional information on each type of walkaround assessment is explained on the following screens.

Preparing for Hazard Identification

To prepare for identifying hazards in and around the school, obtain or draw a map of the school and school grounds. You can then use the map to:

- Note potential hazards and the location of utilities, emergency equipment, and supplies.
- Provide a basis for establishing evacuation routes.
- Identify a safe, open-air assembly area.
- Develop procedures for conducting emergency response activities.

Assessing School Grounds Hazards

Identifying the hazards that exist on school property will provide information useful for planning evacuation routes and assembly areas. In addition, a conscious look at existing hazards on school grounds can help pinpoint any hazards that can be easily mitigated.

Assessing hazards on school grounds includes inspecting:

- The school building itself.
- Other structures on school property.
- The playground and any athletic fields.
- All remaining parts of the school grounds.

Assessing Building and Classroom Hazards

A focused walkaround inside the school will help determine the scope of hazards throughout the building and in specific classrooms.

A number of the hazards discovered can be mitigated with little or no expense. As a followup, school administrators can then develop a plan and schedule to mitigate those existing hazards that can be resolved or reduced.

Assessing Potential Evacuation Route Hazards

In order to develop procedures for a quick and orderly evacuation, it is important to assess the hazards that students and staff are likely to encounter en route to safe, open assembly areas.

Assessing Potential Neighborhood/Community Hazards

Often there are hidden hazards near a school that should be addressed in any Emergency Operations Plan for that building. Such hazards would include underground utilities, high-voltage electrical lines, and dangerous chemicals and/or radioactive materials.

Finding the locations of these hazards may require some searching on the property and some checking with utility and other companies. The local Emergency Manager may also be a very useful resource in identifying such hazards.

Analyze the Hazards

After identifying potential hazards, school officials can begin to analyze the risks that each hazard presents.

The best way to analyze hazards is to assign a risk rating and prioritize the hazards according to whether each presents a high, medium, or low risk to the school. The risk rating should be based on both:

- The likelihood that the hazards will occur, and
- The potential for death, injury, or property damage if the hazard occurs.

All hazards with a risk priority rating of high or medium should be addressed in your school Emergency Operations Plan.

The next screen shows a useful worksheet that can help when you are analyzing risks.

Hazard Analysis Worksheet

The example worksheet below shows one way to analyze each individual hazard identified at a school.

RISK INDEX WORKSHEET					
Hazard	**Frequency**	**Magnitude**	**Warning**	**Severity**	**Risk Priority**
Tornado	4 Highly likely (3) Likely 2 Possible 1 Unlikely	4 Catastrophic 3 Critical (2) Limited 1 Negligible	(4) Minimal 3 6-12 hours 2 12-24 hours 1 24+ hours	4 Catastrophic (3) Critical 2 Limited 1 Negligible	☑ **High** ☐ Medium ☐ Low
HazMat Spill Outside School	4 Highly likely 3 Likely (2) Possible 1 Unlikely	4 Catastrophic 3 Critical (2) Limited 1 Negligible	(4) Minimal 3 6-12 hours 2 12-24 hours 1 24+ hours	4 Catastrophic (3) Critical 2 Limited 1 Negligible	☐ High ☑ **Medium** ☐ Low

Lesson Overview: Developing Your Plan

An effective Emergency Operations Plan (EOP) for a school will address all of the common response issues **as well as** particular issues related to specific hazards. Developing that Plan is a systematic process requiring collaboration from multiple community participants.

This lesson presents the steps to follow during the planning process. By the end of this lesson, you will be able to:

- Explain the essential attributes of an effective Emergency Operations Plan.
- Explain how using the Incident Command System can help to provide a coordinated response to an emergency.
- Explain how to identify resources that will be needed in an emergency, and ways to obtain those resources.

Components of an Emergency Operations Plan

In addressing both common response issues and specific hazards, an effective Emergency Operations Plan will be:

- **Comprehensive:** It will include complete response procedures for everyone who has a role in the response.
- **Risk-based:** It will address the actual risks facing the school.
- **All-hazards in approach:** It will apply in any hazardous situation, from lightning strike to terrorist threat.

Planning Steps

This lesson describes the process involved in developing a school Emergency Operations Plan.

- Step 1: Develop planning assumptions.
- Step 2: Specify your concept of operations and emergency procedures.
- Step 3: Determine roles and responsibilities.
- Step 4: Identify needed resources.
- Step 5: Develop the Plan.

Remember, emergency operations planning involves all of the planning activities required to **respond to** and **recover from** an emergency.

Develop Planning Assumptions

Developing assumptions about potential situations that might occur helps the planning team narrow the scope of the school Emergency Operations Plan. These assumptions outline:

- Hazards that the Plan is meant to address.
- Characteristics about the community that could affect response activities.
- Information used in preparing the Emergency Operations Plan that is hypothesis rather than fact.

The hazard analysis conducted early in the process of planning for emergencies by the planning team serves as the source of these assumptions.

Determining the Situation

The types of information that should be addressed in the Plan include the following:

- Hazards to be addressed. Include hazards identified as being high risk (e.g., tornadoes, flooding, fire) or having a high degree of impact (e.g., explosion, terrorist incident).
- Probability of the occurrence of such events.
- The areas of the building or grounds that would most likely be affected (e.g., the vulnerability of the gym roof in high wind).
- The locations of special populations (e.g., students with disabilities, non-English-speaking students).
- Critical resource needs if a high-risk incident occurred.

Importance of Identifying Plan's Assumptions

Listing the assumptions shows the limitations of the Emergency Operations Plan by delineating what was thought to be true when the Plan was developed.

Explicit statements of assumptions allow users of the Plan to foresee the need to deviate from the Plan if certain assumptions prove to be untrue during an actual emergency situation.

Making assumptions is a necessary part of planning. However, distinguishing between fact and assumption is also important. Facts will remain true in all situations. On the other hand, assumptions may prove to be erroneous.

Examples of Assumptions

Assumption: There will be little or no warning before some disasters, such as flash floods and earthquakes.

Assumption: Following a major or catastrophic event, the school will have to rely on its own resources to be self-sustaining for up to 72 hours.

Assumption: There may be a number of injuries of varying degrees of seriousness. However, rapid and appropriate response will reduce the number and severity of injuries.

Specify Your Concept of Operations and Emergency Procedures

Determining how the school will operate in an emergency situation, and how it will work with response organizations, is critical to a smooth emergency response.

The school (or school district's) overall approach to an emergency situation is called its **concept of operations**. The school's concept of operations explains:

- What should happen . . .
- When . . .
- At whose direction.

Identifying How the School Will Operate

The school's concept of operations should include:

- A statement about how and when the Emergency Operations Plan will be implemented.
- Definition of "action levels" and their implementation.
- The general sequence of events before, during, and after the emergency situation.
- Who will coordinate directly with local and State responders, and how the coordination will take place.

Detailed Emergency Actions

After developing your overall concept of operations, you should then specify how emergency actions would be implemented, including:

- What announcement is made.
- Description of the action.
- When the action is used.

Examples of emergency actions include evacuations, take cover, or secure (lock down) buildings.

Detailed Emergency Procedures

For each potential hazard or incident identified in your hazard analysis, you should develop a list of detailed steps to be followed.

Examples of emergency situations requiring schools to establish procedures range from bomb threats, chemical accidents, fires, and floods to student disorder and irrational behavior.

This section of your Plan should be very comprehensive.

Determine Roles and Responsibilities

All schools have an organizational system in place that includes:

- A person in charge.
- Administrative staff.
- Faculty.
- Maintenance personnel.

However, this organization that works well for day-to-day activities may not work as well in an emergency. There is another way to organize resources in an emergency, using a nationally accepted standard for disaster response.

Incident Command System (ICS)

Professional responders have developed a method for managing emergencies efficiently. That method—the Incident Command System, or ICS—has proven successful both in small emergencies and in catastrophic disasters.

The Federal Emergency Management Agency (FEMA) and State emergency management agencies have adopted ICS as their management system, though some States use different terminology.

Using ICS

Using the Incident Command System helps to ensure:

- Life safety.
- Property protection.
- Effective resource management.

Adopting ICS will help school personnel work with emergency responders to provide a coordinated response. ICS is the common link between the school and all others who are involved with (or have an interest in) the emergency.

ICS Principle: Response Requires Certain Functions

ICS is based on certain principles that have proven successful in managing emergency situations. A fundamental principle is that emergencies require certain tasks or functions to be performed.

For example, every emergency will require such functions as student care, site or facility security, and communications.

These functions should be identified during the development of the school's concept of operations and, if possible, personnel should be matched to functions at that time.

ICS Principle: One Person Is in Charge

Every incident needs one person in charge.

- That person, called the **Incident Commander**, may be the superintendent or the building principal.
- The person in charge must be identified before and during an emergency.
- All faculty and staff must know who the person in charge is, before and during an emergency.

It is helpful if the Incident Commander and other key personnel wear vests or use other means of ready identification during drills and actual emergencies.

ICS Principle: Limit the Span of Control

Experience has shown that an effective span of control in an emergency is five to seven people.

Fewer than three people generally leads to inefficient operations. Greater than seven is generally too much for one individual to manage during an emergency.

ICS Principle: Report to One Person Only

No person should report to more than one individual. A clear chain of command eliminates confusion during the stress of an emergency.

ICS Principle: Common Terminology Is Key

Common terminology means that everyone:

- Uses the same words to refer to the same situation.
- Knows the terminology before an emergency arises.

To ensure that school personnel and response personnel "speak the same language":

- Avoid using "codes" unless absolutely necessary.
- When codes are necessary, ensure that school and response personnel know them in advance.

Some Key ICS Terminology

All school and response personnel must know the following terms prior to any emergency:

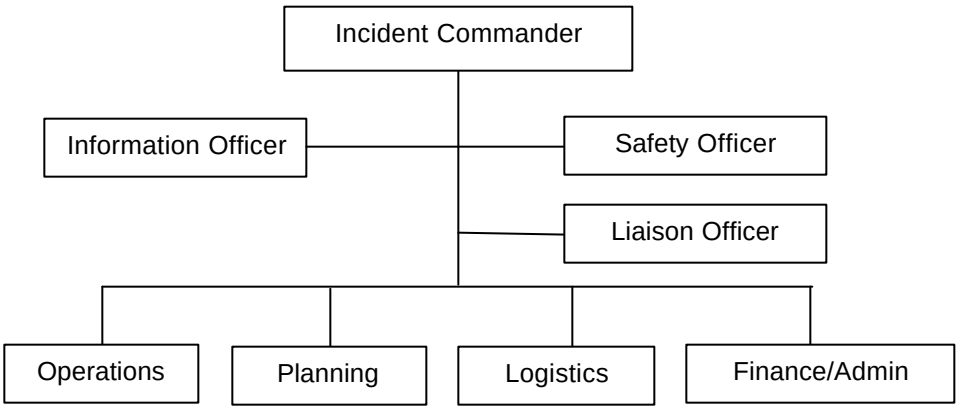
- **Incident Command:** The organizational structure that the school will use during an emergency.

- **Command Post:** The area from which the command function will operate during an emergency.

The ICS Organization

The diagram below shows the structure of the Incident Command System organization.

ICS Organization



Incident Commander's Responsibilities

In an emergency, the Incident Commander constantly:

- Assesses the situation.
- Establishes objectives.
- Tracks resource needs: what resources are available, have been assigned, and are needed.
- Develops a strategy or plan for handling the emergency, monitors it in process, and adjusts the plan as needed.
- Ensures proper documentation.
- Appoints additional staff as necessary.

Safety Officer's Responsibilities

The Safety Officer:

- Ensures that the safety of students, staff, and others on campus is the highest priority.
- Has the authority to halt any response activities that create an unsafe situation or put students, faculty, staff, or others at risk.

Public Information Officer's Responsibilities

The Public Information Officer (PIO):

- Acts as a liaison with the public, including the media.
- Must be well informed about the situation at all times.
- Should be the only one who talks with the media. All other staff members should refer media questions to the PIO.

Primary ICS Functions

In addition to the Incident Command function, there are four other ICS functions that report directly to the Incident Commander:

Section	Description
Operations Section	Handles all emergency response jobs, including taking care of students. Most adult responders will be assigned jobs in the Operations Section.
Planning Section	Tracks resources, assesses the changing situation, documents the response, and maintains the site map at the Command Post.
Logistics Section	Manages and distributes supplies, personnel, and equipment. Deploys unassigned people.
Finance/ Administration Section	Buys materials. Keeps financial records of expenditures and employee hours. (Note: A school Plan's ICS may not include a Finance/ Administration Section. This function may be performed at the school district level. In such circumstances, the Incident Commander must ensure that proper documentation is maintained.)

How ICS Functions in School Systems

The Incident Commander must be someone who is on the scene at the emergency site. The Incident Commander operates from the Command Post, which is located on site but away from the risk of damage from the incident.

The school principal may be the Incident Commander, but not necessarily. ICS positions should be assigned based on who is best qualified for each position, not according to seniority or positional authority in day-to-day work.

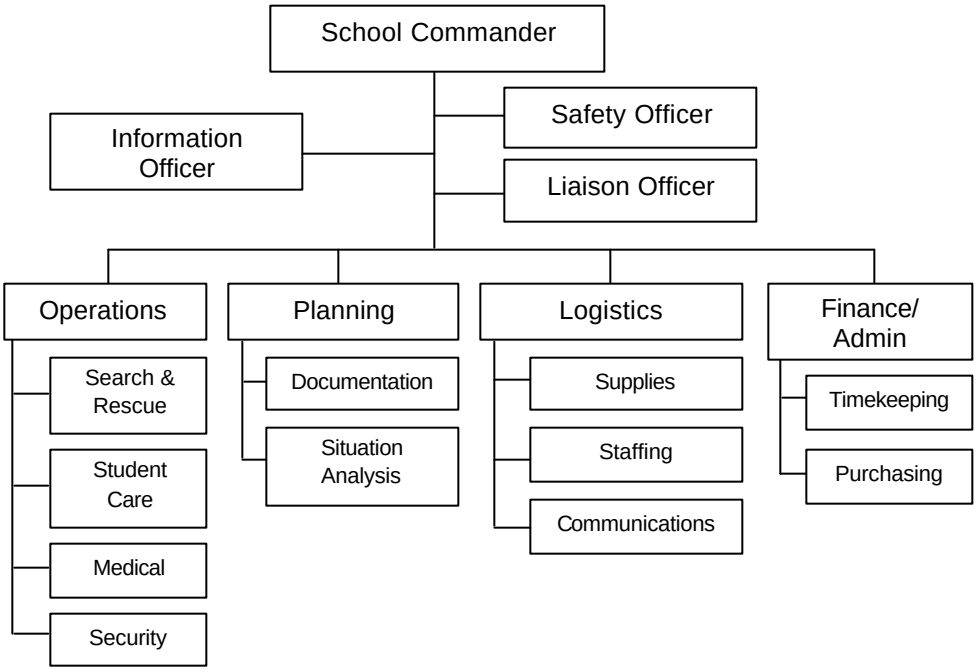
During an emergency, responsibilities and lines of authority will change from day-to-day authorities. School personnel must be aware and accepting of these changes.

Typical ICS Structure at a School

This diagram illustrates a typical ICS configuration at a school. Each key person shown should:

- Have a back-up assigned in case the primary person is unavailable or injured.
- Be trained to perform the duties required of the position.

School ICS Structure



Tailoring ICS for Various Incidents

The ICS organization can expand and contract to meet the needs of the incident.

- **ICS Structure for a Small Playground Incident:** For a playground incident involving one student being injured, there probably would not be any need to assign section chiefs for Logistics, Planning, or Finance/Administration. The principal would act as the Incident Commander as well as the Operations Chief, and would coordinate with Emergency Medical Services personnel to treat the student's injuries.

- **ICS Structure for a Fire Incident:** In the event of a fire at a school, the Incident Commander would be from the fire department, and the school representative would be part of the Operations Section. The police department would also have an ICS representative in a fire situation. While the Incident Commander is not a school employee, the school district would not be left out of the decision-making loop. The Logistics, Planning, and Finance/Administration Section Chiefs would be assigned, if needed.

Using a Unified Command

When first responders arrive, the incident command may transition to a **unified command**. Unified command means that designated individuals from response agencies work jointly with the school commander to carry out the response.

In a unified command, school personnel retain responsibility for student and staff safety.

Covering All ICS Bases in the School Plan

A school's Emergency Operations Plan should include procedures for each of the functional ICS areas, as well as for others that may be pertinent to the school. In most emergencies, many of the ICS positions will not need to be filled.

If the school Plan calls for assigning classroom teachers to ICS positions, some classrooms will be uncovered. Having a buddy system in place:

- Ensures all students are supervised properly if a teacher needs to perform his or her ICS function.
- Provides for coverage of all students in the event that some teachers become casualties or are injured in the event.

Setting Up a Buddy System

After developing a buddy list pairing each individual teacher with another teacher to ensure proper coverage of students in an emergency situation, school administrators need to ensure that:

- Each teacher has copies of both class rosters.
- Both classes evacuate to the same area or go to the same safe area of the school.

An effective buddy system is based on classroom proximity. Class rosters should be kept in a readily accessible location with other emergency supplies (e.g., whistle, pens, signs, flashlight, etc.).

Possible Assignments in a Disaster

In a severe emergency or disaster, the following emergency team assignments may need to be established:

- Communications (Logistics)
- Food, Water, and Supply Management (Logistics)
- Medical/First Aid (Operations)
- Maintenance/Fire (Operations)
- Light Search and Rescue (Operations)
- Student Care and Unification (Operations)
- Student Release (Operations)
- Crisis Response (Operations)

Critical Function: Parental Notification

Schools should send home information about the school's emergency procedures at the beginning of the school year and again before typical natural disasters might occur (e.g., winter storms, tornadoes, hurricanes).

Informing parents of emergency procedures:

- Inspires confidence in the school's preparedness measures.
- Makes operations in an actual emergency run more smoothly.
- Helps the school meet its legal obligation to account for and protect the children.

Critical Function: Student Care and Reunification

Student care in an emergency is one of the most important tasks faced by schools. It includes student accounting, protection from weather, providing for sanitation needs, and providing for food and water. Classroom teachers will handle much of student care. All tasks—and the assignments of personnel to handle those tasks—must be included in the Emergency Operations Plan.

Reunification refers to getting students reunited with their parents or guardians in an efficient and orderly manner. Reunification can be an enormous challenge and takes a lot of planning.

Critical Function: Student Release

In an emergency situation, schools must establish a safe area for parents to go to pick up their children. This area must be away from both the damage and the student assembly area.

In a typical student release procedure, parents would report to the assigned area and give their child's name to the person in charge. A runner would get the child from the student assembly area and accompany the student back to the pick-up area.

Parents would then sign a form to indicate that they had picked up their child, and someone at the pick-up area would note the date and time of the pick-up on the form.

Identify Needed Resources

In planning for emergencies, it is wise for school personnel to use 72 hours as a guide in determining resource needs. Depending on the situation, they may have to rely on the school's internal resources for that long.

Resources to have on hand would include such things as:

- Tools
- Medical supplies
- Food and blankets

How To Identify Resource Needs

Answering the following questions will help determine the types of supplies to have on hand for emergency preparedness:

- What types of damage might occur in specific large disasters? Damage might include building collapse; broken windows; disruptions to gas/oil, electric, sewer, and water supplies/services; and severe injuries.
- What problems might occur if utilities and/or water service were affected in an emergency?
- What tools and equipment might be needed for emergency response activities, given the possible damage and potential problems identified?

Other Important Resources

In addition to search and rescue equipment and food and warmth supplies, teachers would also need certain resources to help account for and control students.

Such resources might include emergency "go kits" with class rosters, pencils, a whistle, and a flashlight.

Potential Sources of Various Resources

Schools may be able to secure the supplies and equipment needed from the following sources:

Tools	Local parks and recreation, transportation, and/or public works departments
Medical supplies	Local physicians, walk-in clinics, and/or hospitals
Food and blankets	American Red Cross, local hotel/motel(s) and restaurants

It is essential to have critical supplies and equipment on hand and easily accessed at school. In addition, everyone must know where the supplies are kept. You may want to include a list of critical supplies in your Plan.

Long-Term Recovery Resources: Planning for Psychological Recovery

Part of the Emergency Operations Plan is planning for the psychological after-effects of an emergency, which can last longer than the physical effects.

A crisis response team is a long-term recovery resource that should not be overlooked.

Members of this team should include school counselors and other who are trained, respected, and sensitive to the needs of students, parents, and all other school personnel.

Mental Health Referrals

The school psychological response team would be responsible for helping both students and staff recover emotionally from the traumatic event.

Part of the team's function would be to ensure that all staff members learn warning signs to watch for that would indicate children or adults are experiencing ongoing problems after the trauma.

Making a mental health referral may be necessary to help some individuals recover after an emergency. Early intervention with the right kind of support speeds the return to normalcy and avoids later problems.

Develop the Plan

Some words of advice from Kitsap County . . .

"At first, writing a Plan may seem like an overwhelming job. However, if taken one step at a time and with a little help, the planning process becomes a manageable project with accomplishable tasks and milestones. Utilizing a committee approach is an extremely positive way to involve all school staff and residents and give them an opportunity to learn what to expect from each other and from community emergency response assistance. This approach helps internalize the Plan while avoiding the pitfall of simply complying with the requirements for a document."

Putting It All Together

Developing the Plan is simply bringing together all of the decisions and procedures established into a well-organized, easy-to-read document.

After the Plan is written it should then be distributed to school personnel and to the community agencies that would be involved in emergency response at the school.

Items to include with the Plan include maps of the school facility and grounds, telephone trees for emergency communication, and emergency points of contact for the response team.

Forms, Checklists, and Job Aids

After your Plan is completed, then you may want to develop forms, checklists, and job aids to help ensure its smooth implementation.

Listed below are examples of the types of forms you may want to create:

- Bomb Threat Report
- Emergency Drill Record
- Emergency Status Report
- Injury and Missing Persons Report
- Student Release Log and Permission Slip
- Communication Log

Using the School Emergency Operations Plan

Beyond simple distribution, however, the Plan must serve as the basis for:

- Training staff.
- Exercising and testing the Plan.
- Reviewing and revising the school's emergency response activities, organization, and assignments as needed, and at least annually.

In an ideal world, schools would not have to deal with serious emergencies or disasters, but in this real world, it is wise to try to prepare for worst-case scenarios. The true test of an Emergency Operations Plan is how well it works in guiding a school's response to emergencies—and in minimizing the potential consequences of such events.

Lesson Overview: Planning for Terrorism

Planning for school violence has been near the top of all school administrators' and faculty concerns for several years. Incidents such as those that occurred in Columbine, Colorado, in Jonesboro, Arkansas, and in other schools across the country underscore the importance of emergency planning to protect students and school employees and to help them recover from a traumatic event.

This lesson presents information on preparing for school violence, including terrorism. By the end of this lesson, you will be able to:

- List the primary terrorist threats, and emergency response actions for each.
- Describe special factors that need to be considered when preparing for a violent attack.
- Explain the responsibilities of school personnel during incidents of school violence.

The New Reality

There are many new threats that school personnel face based on recent terrorist attacks in New York City and at the Pentagon.

The threat of terrorism using weapons of mass destruction—or WMD—presents school personnel with a new dimension in planning for emergencies.

Terrorist Threats

Many of the same issues will arise following a terrorist incident as arise with acts of school violence—but school officials should expect these issues to be magnified greatly.

The next screens provide basic information on terrorist threats and emergency response actions.

Conventional Explosives

Fact: Conventional explosives are used in more than 70% of all terrorist attacks.

Indicators: Look for improvised explosive devices (pipe bombs, suspicious packages, or abandoned vehicles).

Explosion: Emergency Actions

If you suspect that there is a threat from a bomb:

- DO NOT touch, cover, or move any type of device! **Do not use your cell phone or radio.**
- During the initial attack, you should seek cover under desks or tables. If these items are not readily available, move against an interior wall and protect your head with your arms. Move away from windows and balconies.
- Do not use elevators and don't be surprised if sprinkler systems or alarms are activated.
- If you are able, immediately evacuate the area and move to a safe location. Leave search and rescue activities to responding authorities. Know where the emergency exits are located.
- During evacuation procedures, immediately move away from the targeted location and seek shelter inside a secure area.
- If you are outdoors near the targeted location during the initial attack, duck behind an item that will provide you cover, such as a tree or doorway, and get down as low as possible.
- Consider the possibility of additional attacks or secondary explosions.

Radiation Threat

Facts: A radiation threat or "dirty bomb" is the use of common explosives to spread radioactive materials over a targeted area. It is not a nuclear blast. The force of the explosion and radioactive contamination will be more localized.

Indicators: While the blast will be immediately obvious, the presence of radiation will not be clearly defined until trained personnel with specialized equipment are on the scene. As with any radiation, you want to try to limit exposure.

Radiological Threat: Emergency Actions

If you are exposed to a dirty bomb, limit your exposure. To limit the amount of radiation you are exposed to, think about shielding, distance, and time.

- **Shielding:** If you have a thick shield between yourself and the radioactive materials, more of the radiation will be absorbed, and you will be exposed to less.
- **Distance:** The farther away you are away from the blast and the fallout, the lower your exposure.
- **Time:** Minimizing time spent exposed will also reduce your risk.

Nuclear Blast

Facts: A nuclear blast is an explosion with intense light and heat, a damaging pressure wave, and widespread radioactive material that can contaminate the air, water, and ground surfaces for miles around.

While experts may predict at this time that a nuclear attack is less likely than other types of threats, terrorism by its nature is unpredictable.

Nuclear Blast: Emergency Actions

If there is a nuclear blast:

- Take cover immediately, below ground if possible, though any shield or shelter will help protect you from the immediate effects of the blast and the pressure wave.
- Quickly assess the situation.
- Consider if you can get out of the area or if it would be better to go inside a building and follow your plan to "shelter-in-place."
- In order to limit the amount of radiation you are exposed to, think about shielding, distance, and time.
- Use available information to assess the situation. If there is a significant radiation threat, health care authorities will advise you about taking potassium iodide.

Biological Threat

Facts: Biological agents:

- Include bacteria, viruses, and toxins.
- Must be inhaled, ingested, or absorbed through broken skin.
- Are adversely affected by weather conditions such as sunlight.
- May be treatable if caught early.

Indicators:

- Most have no immediate effect.
- Symptoms appear between a few hours to weeks.
- Aerosols could be used to spread agents.
- Often produce flu-like symptoms.

Biological Threat: Emergency Actions

Biological agents may enter the body though:

- **Inhalation:** The body is most vulnerable to this route of exposure. From the lungs, the pathogen can travel to the lymph nodes, causing a systemic infection.
- **Contact:** Biological agents can penetrate skin through open sores or rashes.
- **Ingestion:** Biological agents can enter the digestive system by hand-mouth contact after touching contaminated areas or by swallowing particles lodged in the nose and throat.

Chemical Threat

Facts:

- Deliberate release of a toxic gas, liquid, or solid that can poison people and the environment.
- Ingredients are found in common cleaning products and pesticides.
- Quantities needed vary:
- Few grams of a nerve agent.
- Several 55-gallon drums of a blistering agent.

Indicators:

- Many people suffering from watery eyes, twitching, choking, having trouble breathing, or losing coordination.
- Many sick or dead birds, fish, or small animals are also cause for suspicion.

Chemical Agents: Emergency Actions

If You See Signs of Chemical Attack

- Quickly try to define the impacted area and **take immediate action to get away**.
- If the chemical is inside a building, get out of the building without passing through the contaminated area.
- If exiting is not possible, shelter-in-place away from the release area. Close doors and turn off ventilation systems (if possible).
- If you are outside, take the fastest escape route **UPWIND** from the chemical threat.

If You Think You Have Been Exposed to a Chemical

- Remove all clothing by cutting or ripping it away. **Never remove clothing that has become contaminated by pulling items over the head.**
- Look for a hose, fountain, or any source of **COLD** water, and wash with soap if possible, being sure not to scrub the chemical into your skin.
- Seek emergency medical attention.

The Similarities and Differences

Terrorism is violence against civilians to further political or social objectives.

When it comes to being prepared for school violence or terrorism, the planning process is the same. However, in any violent attack, you may have to consider the following additional factors:

- Widespread fear and/or panic.
- Multiple casualties (deaths or injuries).
- Law enforcement involvement.
- Long-term sheltering need.
- A crime scene to protect.

The next screens explore each of these issues further.

Widespread Fear and/or Panic

Students, faculty, and staff may experience fear and, in some cases, panic during any emergency.

School personnel can expect a much stronger fear response during an emergency involving an intruder than during other types of emergencies.

It is critical that school staff be prepared not to panic.

Multiple Casualties

Increased emphasis has been placed on identifying those who are at high risk of committing school violence before they act.

However, history has shown that, when perpetrators have not been identified, multiple deaths and/or injuries are probable. The presence of multiple casualties adds a new dimension to an already traumatic situation.

Long-Term Sheltering

Depending on the damage to the infrastructure in the community surrounding the school, there may be a need to shelter students—and community members—for an extended period.

Law Enforcement Involvement

During and after any incident involving school violence, law enforcement personnel will be at the scene.

Law enforcement agencies will bring firearms and perhaps a SWAT unit, negotiators, and others on site. Their presence on campus may cause strong reactions that are much different than those stirred by the arrival of other first responders.

A Crime Scene To Protect

The area around the incident—perhaps the entire building or school property—will be a crime scene.

Safety for all persons in the area is of first concern, but care must be taken to protect evidence.

Leave all items alone unless moving something is absolutely necessary for life safety.

School Personnel Responsibilities (Screen 1 of 2)

School personnel have several key responsibilities related to incidents involving school violence. These responsibilities include:

- **Identification of at-risk persons.** Identification of at-risk persons is the prevention aspect of emergency management. Students are not the only persons who may be at risk of violence in schools.

- **Student and staff safety.** The safety of all those who are in the vicinity of the incident is paramount.

School Personnel Responsibilities (Screen 2 of 2)

Additional responsibilities include:

- **Notification of law enforcement personnel.** Procedures need to be developed and practiced to ensure rapid notification of the police. School staff or administrators should be able to implement notification procedures regardless of where the incident takes place.

- **Long-term recovery.** School personnel will play an integral part in the long-term recovery of the students and staff following an incident in your community or elsewhere in the country.

By incorporating programs such as critical incident stress debriefing and/or grief counseling, those affected by the incident can resume their normal lives more quickly.

Preparation Steps

There are several steps that you can take to prepare for a terrorist incident.

- **Tap Local Expertise.** Work with local first responders and the local Emergency Manager to help ensure that you have included all feasible emergency response procedures.

- **Incorporate Terrorist Incidents Into Your Emergency Operations Plan.** Use your procedures for other emergencies, such as flooding, winter storms, earthquakes, or hazardous materials incidents to create or expand procedures to cover terrorist incidents. Do **not** create a separate plan!

- **Use Lessons Learned.** Practice your procedures, get feedback on what works and what does not, and revise your procedures accordingly.

- **Be informed.** Maintain awareness of the potential threats facing your community.

Following a Terrorist Incident

Following a terrorist incident, the role of schools in the emergency response and recovery process may expand in scope.

You may be asked to open schools as shelters, feeding stations, casualty collection points, or temporary morgues, or for other purposes that you had not considered for other types of emergencies.

While others will manage these operations, school personnel have an ultimate responsibility for the facilities—especially if the children are also in the buildings.

Lesson Overview: Training and Testing Your Plan

After your Emergency Operations Plan is developed, the next critical steps are training key players and testing the Plan. Without testing a Plan in a simulated emergency, it is impossible to tell if the Plan's assumptions, assignments, and other details would be effective in a real emergency situation.

This lesson presents information on training and testing your plan. By the end of this lesson, you will be able to:

- Explain the distinction between testing and training.
- Describe the two common ways of testing a Plan, and the proper application of each.
- Explain procedures for various types of drills.

Training, Testing, More Training, and More Testing!

The process of implementing your school's Emergency Operations Plan is a cyclical process that includes:

- Training a small group of staff and faculty.
- Testing the Plan and making any needed revisions.
- Training all school personnel and students to implement the tested Plan.
- Conducting regular drills and exercises.
- Revising the Plan based on lessons learned and changing situations (e.g., a new addition to the school), hazards, or threats.
- Retraining school personnel and students.
- And so forth!

The Goal of Testing Your Plan

The goal of testing an Emergency Operations Plan is to prepare for a real emergency—to save lives and limit property damage.

Specific goals of testing a school's Plan are to:

- Discover any planning weaknesses.
- Reveal resource needs.
- Improve coordination.
- Practice using the communication network.
- Clarify roles and responsibilities.
- Improve individual performance.
- Improve readiness for a real emergency.

Testing vs. Training

When testing a school Emergency Operations Plan, **it is the plan being tested**—not personnel. The Plan must then be revised to incorporate lessons learned from the test.

Before a Plan can be tested, however, some personnel must be trained so that they know what their responsibilities are and have the skills and knowledge necessary to carry out their responsibilities.

Let's begin by looking at the types of training provided.

Training

There are many different ways to provide training on your Emergency Operations Plan. Following are two alternative training methods:

- Orientation Seminars
- Hands-On Training

Orientation Seminars

Orientation seminars are similar to many briefings that school personnel conduct on various topics. Such seminars can be used to:

- Introduce new programs, policies, or Plans.
- Review roles and responsibilities.
- Serve as a starting point for other types of exercises.
- Provide parents at back-to-school nights or PTA meetings with information on school preparedness.
- Provide students with basic information about what to do for different types of emergencies.

Orientation to the Emergency Operations Plan

An orientation seminar might be a good way to:

- Introduce the general concepts of the Plan.
- Announce staff assignments, roles, and responsibilities.
- Present general emergency procedures.
- Describe how the Plan will be tested and give the test timeframes.

Hands-On Training

After familiarizing school personnel with basic policies and procedures, hands-on training can:

- Provide practice in specialized skills (e.g., CPR, first aid, basic search and rescue).
- Allow for practice of newly acquired skills.
- Help maintain proficiency for infrequently used skills.

Types of Testing

The two most common methods for testing a school Emergency Operations Plan are:

- Tabletop Exercises
- Drills

This section of the lesson will present information on each method, beginning with tabletop exercises.

Tabletop Exercises

A tabletop exercise is a simulation activity in which a certain scenario is presented and participants explain what they would do to respond.

The scenario for a tabletop activity can be presented orally by an activity leader, in written text, or by audio or video means.

In a tabletop exercise, sometimes all information is presented at the start of the exercise; in other simulations, new information is presented as the situation unfolds.

A Typical Tabletop Exercise

After an initial briefing, participants in a tabletop exercise work together to:

- Coordinate information to inform emergency responders,
- Staff the Incident Command Center,
- Perform their assigned emergency response roles and responsibilities, and
- Operate in much the same manner as they would in a real emergency situation.

Outcomes of Tabletop Exercises

In addition to highlighting weaknesses or problems with the school Emergency Operations Plan that is tested in the exercise, tabletop exercises can also:

- Highlight the importance of communication, coordination, and cooperation between responders.
- Enable participants to get a first-hand view of the responsibilities and needs of other responders.
- Give participants an understanding of how their actions can affect others.

In order to be effective, tabletop simulations of school emergencies must involve participation by all first-response agencies.

When To Use Tabletop Exercises

School emergency teams find that tabletop exercises:

- Enable staff members to walk through an emergency scenario and make decisions similar to those made in an actual emergency.

- Lend themselves to low-stress discussion of plans, policies, and procedures.

- Provide an opportunity to resolve questions of coordination and responsibility.

It is particularly helpful to conduct tabletop exercises on new or revised Plans, before more wide-scale training or drills are conducted.

Developing Tabletop Exercises

When deciding which areas to include in an exercise:

- Address serious problems first.
- Match the problem to the exercise type.
- Exercise only the parts of the Plan identified in the objectives.
- Don't add unnecessary complications.

Facilitators and Tabletop Exercises

The facilitator is a key to the success of a tabletop exercise.

The facilitator:

- Leads the tabletop exercise and controls the pace and flow of group discussion.
- Presents the scenario developments (narratives) and problem statements to the participants.
- Guides a discussion of actions the participants might take in response to those problem statements.

In addition, you may want someone there as a recorder to capture the lessons learned and suggestions.

When To Use Drills

Drills are the second method of testing your Plan. Many schools systems use drills to:

- Practice and perfect a single emergency response.
- Concentrate the efforts of a single function.
- Provide field experience.
- Test certain recovery functions (e.g., damage assessment).

Emergency Procedures Testable by Drills

Drills can test how well faculty, staff, and students respond to simulated:

- Fires
- Tornadoes
- Intruders
- Bus emergencies
- Bomb threats
- Earthquakes
- Explosions
- Hazardous materials release

Classroom-Based Drills

Classroom-based drills are completed by individual classes, although all classes might conduct the drill simultaneously. The purpose of these drills is to ensure all students and staff members understand what they are supposed to do.

An example of a classroom-based drill is practicing the "Drop, cover, and hold" procedure, in which students immediately drop to the ground, protect their heads, and to the best degree possible, cover vital organs.

Evacuation Drills

School drills involving the entire population are used to test response procedures (e.g., taking roll, setting up a command post, or conducting a sweep of the school).

The most common type of school drill is an evacuation. Evacuation drills can help verify whether evacuation routes and assembly areas are appropriate for all types of emergencies.

One type of drill that should not be overlooked in properly preparing for emergencies is a **bus evacuation drill**.

Drills Procedures

All staff and students should know and practice:

- Evacuation drills (all personnel exit the building).
- Reverse evacuation drills (all personnel go to safe places in the building, from outdoor recess or P.E. class).
- Lock-down drills (all personnel remain in locked classrooms).
- Shelter-in-place drills (all personnel remain in sealed classrooms).
- Drop, cover, and hold drills (all personnel drop low, take cover under furniture, cover eyes and protect internal organs, and hold onto furniture legs).

Sample procedures for each type of drill appear on the following screen.

Sample Drill Procedures

Sample procedures for the following types of drills are presented below:

- Evacuation Drills
- Reverse Evacuation Drills
- Lock-Down Drills
- Shelter-in-Place Drills
- Drop, Cover, and Hold Drills

Sample Drill Procedures (Continued)

Evacuation Drills	WHEN THE ANNOUNCEMENT IS MADE: 1. Grab the emergency backpack on the way out of your room. 2. Take the closest and safest way out as posted. 3. Do not stop for student/staff belongings. 4. Go to the designated area and wait for instructions. 5. Check for injuries. 6. Take attendance. Hold up "GREEN" card if all are present. Report missing students to command post by holding up "RED" card. A runner will be sent to you. 7. If you have any other questions or problems, hold up your "RED" card.

Reverse Evacuation Drills	WHEN THE ANNOUNCEMENT IS MADE: 1. Move students/staff inside as quickly as possible. 2. Report to homeroom. 3. Take attendance. Use voice mail to report missing students. 4. Wait for further instructions.

Lock-Down Drills	WHEN THE ANNOUNCEMENT IS MADE: 1. Students should report to the nearest classroom. 2. Close all windows, lock your doors, and do not leave for any reason. 3. Cover all room and door windows. 4. Stay away from all doors and windows, and move students to interior walls and drop. 5. Shut off lights. 6. BE QUIET! 7. Wait for further instructions.

Shelter-in-Place Drills	WHEN THE ANNOUNCEMENT IS MADE: 1. Clear students from the halls immediately. Students should report to assigned classrooms. 2. Close and tape all windows and doors, and seal the gap between the bottom of the door and the floor. 3. Take attendance. Use voice mail to report missing students. 4. Do not allow anyone to leave the classroom. Allow emergency bathroom use only, using the buddy system. 5. Stay away from all doors and windows. 6. Permit classroom use of telephones in emergencies only. 7. Wait for further instructions.

Sample Drill Procedures (Continued)

Drop, Cover, and Hold Drills	WHEN THE COMMAND "DROP" IS GIVEN: DROP: Take cover under a nearby desk or table, and face away from the window. COVER your eyes by leaning your face against your arms. HOLD on to the table or desk legs.

Documenting Test Results

Be sure to build documentation and after-action reporting into your testing procedure. Proper documentation will help school officials determine:

- What parts of the Plan work well.
- What parts need additional attention.
- Whether additional training is necessary.

One or more evaluators/observers should be assigned to record what happens during the exercise or drill. The number of observers needed is based on the complexity of the exercise or drill.

More Advanced Exercises

Other types of tests include:

- **Functional Exercise:** A functional exercise simulates a real emergency under high-stress conditions involving multiple responders. This type of exercise utilizes communications equipment and lasts between 3 to 8 hours.

- **Full-Scale Exercise:** A full-scale exercise tests the community's total response capability. This exercise is as close to reality as possible with roleplayers and field equipment being deployed. A full-scale exercise can be several hours to 1 or more days in length.

It is critical that the school/school district work with the local Emergency Manager, rather than try to develop and run these types of complex exercises in isolation.

Resources

IS-120 An Orientation to Community Disaster Exercises

This independent study course includes a 1/2" VHS videocassette and a student manual that provides an orientation to the types of exercises used to test and evaluate a community's Emergency Operations Plan. The content illustrates the eight basic steps in exercise design and emphasizes the use of a design team to ensure the success of a community's exercise program.

Web Resources

- The American Academy of Pediatrics provides information about considering children's needs in terrorism and disaster planning and response efforts. http://www.aap.org/terrorism/index.html
- American School Safety (www.americanschoolsafety.com)
- Are You Ready? A Guide to Citizen Preparedness (http://www.fema.gov/areyouready)
- The California Anti-Terrorism Information Center provides law enforcement with statewide intelligence support to combat terrorism. http://caag.state.ca.us/programs.htm
- Center for Mental Health Services, U.S. Department of Health and Human Services (http://www.mentalhealth.org)
- The Centers for Disease Control and Prevention Bioterrorism Website provides current information on bioterrorism threats and protective measures. http://www.bt.cdc.gov
- The Department of Homeland Security provides information on threats and protective measures. www.dhs.gov
- Disaster Preparedness for Schools (www.edfacilities.org/rl/disaster.cfm)
- Division of Adolescent and School Health, Centers for Disease Control and Prevention (http://www.cdc.gov/nccdphp/dash)
- Emergency Preparedness and Support Fairfax County Public Schools Fairfax, VA http://www.fcps.edu/DOC/support
- Engaging Parents and Community Members (http://www.rbs.org/research/outreach.shtml)
- Information About Coping With Traumatic Events, National Institute of Mental Health (http://www.nimh.nih.gov/outline/traumatic.cfm)
- Los Angeles County Office of Education's Safe Schools Center addresses a broad range of school safety issues. http://www.lacoe.edu/lacoeweb/orgs/158/index.cfm
- Marin County Schools: Emergency Preparedness Services http://mcoeweb.marin.k12.ca.us/emerprep/
- Model School Plan and Planning Guide Washington State Emergency Management Division in Partnership with Kitsap County Emergency Management http://www.wa.gov/ago/ourschool/6_hazard/index.htm
- National Association of School Psychologists (http://www.naspweb.org/neat)
- National Center for Post-Traumatic Stress Disorder (PTSD) (http://www.ncptsd.org/)
  - PTSD: Children and Adolescents (http://www.ncptsd.org/facts/specific/fs_children.html)
  - Terrorist Attacks and Children (http://www.ncptsd.org/facts/disasters/fs_children_disaster.html)

Web Resources (Continued)

- National Center on Emergency Planning for People with Disabilities (http://www.disabilitypreparedness.com)
- National Earthquake Information Center and World Data Center for Seismology http://wwwneic.cr.usgs.gov/
- The National Hazards Informer, Earthquake Hazard Newsletter http://www.colorado.edu/hazards/informer
- Natural Hazards Research and Applications Information Center http://www.colorado.edu/hazards
- National Oceanographic and Atmospheric Administration (NOAA) http://www.noaa.gov
- National Organization on Disability's Emergency Preparedness Initiative (http://www.nod.org/emergency/index.cfm)
- National School Safety and Security Services (www.schoolsecurity.org)
- National School Safety Center (www.nssc1.org)
- National Severe Storms Laboratory http://www.nssl.noaa.gov
- National Weather Service http://www.nws.noaa.gov
- Ready.gov provides practical information on preparedness actions for terrorist incidents. http://www.ready.gov/
- Safe Schools and Violence Prevention Office (www.cde.ca.gov/spbranch/safety)
- School Critical Incident Planning: An Internet Resource Directory (http://www.nlectc.org/assistance/schoolsafety.html)
- Snohomish County Department of Emergency Management: Model School Plan http://www.snodem.org/factsheets/schoolmodel.pdf
- State School Safety Centers http://www.safetyzone.org/state_centers.html/
- Storm Prediction Center http://www.nssl.noaa.gov
- Surviving an Earthquake http://advanceonline.com/Earthquake/home3.htm
- University of Oklahoma's National Weather Center http://nwc.ou.edu
- U.S. Department of Education: Emergency Planning Resources (http://www.ed.gov/emergencyplan)
- USGS, Earthquake Hazards Program http://neic.usgs.gov/neis/eqlists/USA/1964_03_28_pics.html
- Washington State's "It's Our School" offers guidance on developing plans to prevent school violence and respond to crises. http://www.wa.gov/ago/ourschool/home.htm