

Developing High-Quality School Emergency Operations Plans



Introduction

- **Schools**
 - Provide safe and healthy learning environments; and
 - Keep students safe from threats and hazards.
- **Collaborate with Community Partners to**
 - Plan for potential emergencies; and
 - Create a School Emergency Operations Plan (EOP).



Presidential Policy Directive (PPD-8)

National Preparedness Directive

Describes the nation's approach to preparedness

Aimed at facilitating an integrated approach and aligning planning at all levels and with all sectors

Federal Agency Partners



FEMA



Five Preparedness Missions



an incident or emergency

Objectives

1. Principles of School Emergency Planning
2. Process for Developing School EOPs
3. Key Considerations for Functional Annexes



Highly Effective School EOPs



Planning Principles

- 1. Supported by Leadership**
- 2. Uses Assessment to Customize Plans**
- 3. Considers All Threats and Hazards**



Planning Principles



4. Provides for Whole School Community

5. Considers All Settings and Times

6. Collaborative Process for School EOP Development

Summary

During the introduction, we learned the importance of

- **Using the new guidance; and**
- **Applying the planning principles.**

Next, we will learn a six-step process for developing school EOPs.

School Emergency Operations Plan



Steps in the Planning Process

STEP 1 Form a Collaborative Planning Team

Identify Core Planning Team

Form a Common Framework

Define and Assign Roles and Responsibilities

Determine a Regular Schedule of Meetings

STEP 2 Understand the Situation

Identify Threats and Hazards

Assess Risk

Prioritize Threats and Hazards

STEP 3 Determine Goals and Objectives

Develop Goals

Develop Objectives

STEP 4 Plan Development (Identifying Courses of Action)

STEP 5 Plan Preparation, Review, & Approval

Format the Plan

Write the Plan

Review the Plan

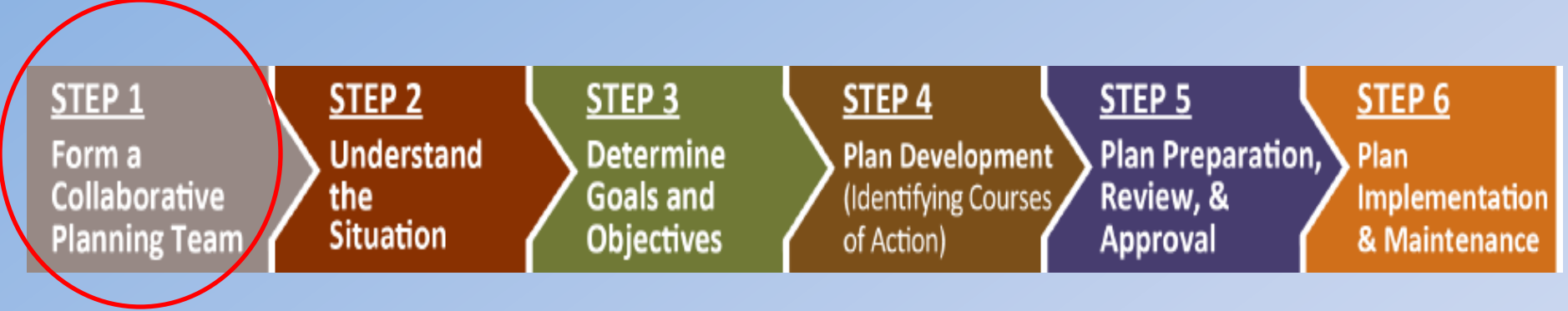
Approve and Share the Plan

STEP 6 Plan Implementation & Maintenance

Train Stakeholders

Exercise the Plan

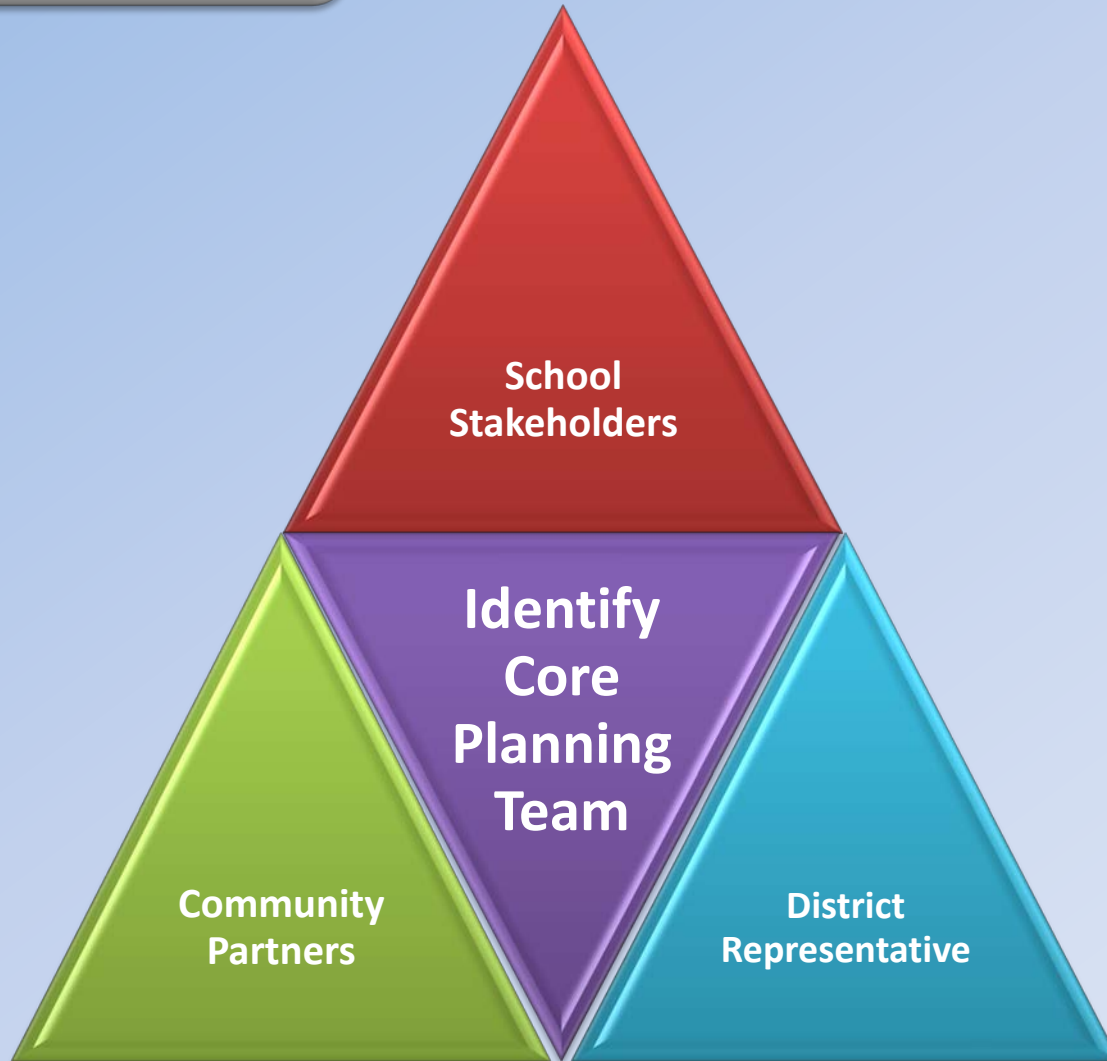
Review, Revise, and Maintain the Plan



The most comprehensive and effective school EOP is developed by a **PLANNING TEAM.**

Step 1

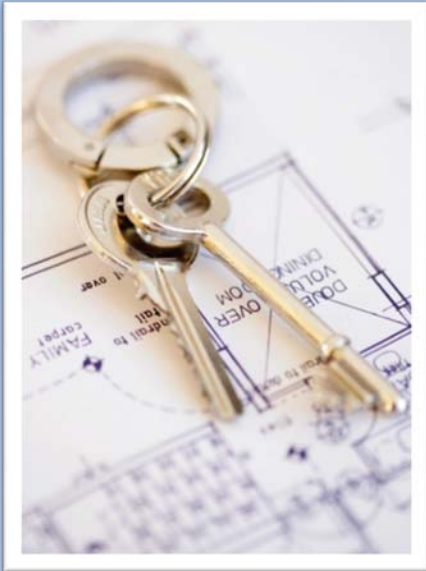
- **Form a Collaborative Planning Team**



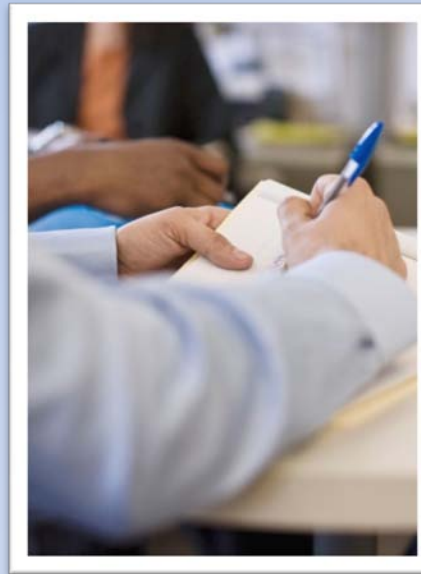
Step 1

• Form a Collaborative Planning Team

Form a Common Framework



Define and Assign Roles and Responsibilities



Determine a Regular Schedule of Meetings



Step 1

- **Form a Collaborative Planning Team**

One Common Framework: National Incident Management System (NIMS) & Incident Command System (ICS)

- Single system for managing domestic incidents across U.S.
- Suitable for *all* schools and educational institutions to implement throughout all phases of school emergency management.
- A core set of comprehensive procedures that allow schools to manage emergencies and coordinate with first responders.
- Connects these institutions to their community partners.

Participant Activity

Group Discussion

What is your experience with:

- Forming a planning team that is representative, yet a manageable size; and
- Forming a common framework.
- Identifying current planning partners within your local jurisdiction.
- Considering other community partners that may provide expertise or resources to your school EOP.

Summary

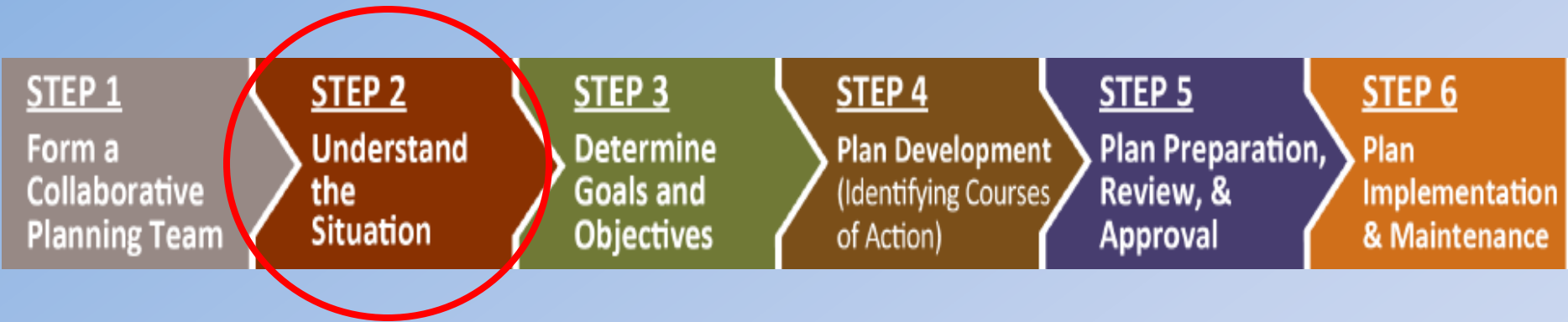
During Step 1: We learned the importance of

- Forming a planning team that is representative, yet a manageable size;
- Forming a common framework;
- Defining and assigning roles and responsibilities; and
- Setting a schedule of team planning meetings.

During Step 2: We will learn how a team

- Identifies threats and hazards; and
- Assesses levels of risk facing the school and/or the community.





The planning team must
**UNDERSTAND THE
SITUATION.**

Step 2

• Understand the Situation

Identify Threats and Hazards

The planning team first needs to understand the threats and hazards faced by the school and the surrounding community.



Risk Assessment Activity

Natural Hazards	Technological Hazards	Biological Hazards	Adversarial, Incidental, and Human-caused Threats
<ul style="list-style-type: none"> ➤ Earthquakes ➤ Tornadoes ➤ Lightning ➤ Severe wind ➤ Hurricanes ➤ Floods ➤ Wildfires ➤ Extreme Temperatures ➤ Landslides or mudslides ➤ Tsunamis ➤ Volcanic eruptions ➤ Winter precipitation 	<ul style="list-style-type: none"> ➤ Explosions or accidental release of toxins from industrial plants ➤ Accidental release of hazardous materials from within the school, such as gas leaks or laboratory spills ➤ Hazardous materials releases from major highways or railroads ➤ Radiological releases from nuclear power stations ➤ Dam failure ➤ Power failure ➤ Water failure 	<ul style="list-style-type: none"> ➤ Infectious diseases, such as pandemic influenza, extensively drug-resistant tuberculosis, <i>Staphylococcus aureus</i>, and meningitis ➤ Contaminated food outbreaks, including <i>Salmonella</i>, botulism, and <i>E. coli</i> ➤ Toxic materials present in school laboratories 	<ul style="list-style-type: none"> ➤ Fire ➤ Active shooters ➤ Criminal threats or actions ➤ Gang violence ➤ Bomb threats ➤ Domestic violence and abuse ➤ Cyber attacks ➤ Suicide

Step 2

• Understand the Situation

Conducting Assessments

- Once an initial set of threats and hazards have been identified, the planning team should select suitable assessment tools to evaluate the risks.
- Assessments will be used not only to develop the initial plan, but also to inform updates and revisions to the plan on an ongoing basis.

Step 2

• Understand the Situation

- There are numerous assessments that the planning team may use, including:
 - **Site Assessment**
 - **Culture and Climate Assessment**
 - **Behavioral Threat Assessment**
 - **Capacity Assessment**
- Assessments help the planning team to **customize** the EOP.

Step 2

• Understand the Situation

SITE ASSESSMENT

Description:

Examines the safety, accessibility, and emergency preparedness of the school's buildings and grounds.

Purpose:

- To provide an increased understanding of potential impact of threats and hazards on the school buildings and grounds.
- To identify risks and vulnerabilities of the school buildings and grounds.
- To identify which facilities are physically accessible to individuals with disabilities and others with functional and access needs, including language, transportation, and medical needs, and can be used in compliance with the law.

Step 2

• Understand the Situation

CULTURE & CLIMATE ASSESSMENT

Description:

Evaluates student and staff connectedness to the school and problem behaviors.

Purpose:

- To provide knowledge of students' and staff's perceptions of their safety.
- To provide knowledge of problem behaviors that need to be addressed to improve school climate.

Step 2

• Understand the Situation

SCHOOL THREAT ASSESSMENT

Description:

Analyzes communication and behaviors to determine whether or not a student, staff, or other person may pose a threat.

Purpose:

- To assure students, staff, or other persons who may pose a threat are identified and referred for services (if appropriate) before a threat develops into an incident.

SCHOOL THREAT ASSESSMENT (Cont.)

Warning Signs

Rarely sudden, impulsive acts

Others knew in advance

Many attackers felt bullied

Most had access to weapons

Prior behavior caused concern

Difficulty coping with loss or failures

Other students involved

Most stopped by someone other than law enforcement

Step 2

• Understand the Situation

CAPACITY ASSESSMENT

Description:

Examines the capabilities of students and staff, as well as the services and material resources of community partners.

Purpose:

- To provide an increased understanding of the resources available.
- To provide information about staff capabilities to help planners assign roles and responsibilities in the plan.

Step 2

• Understand the Situation

Hazard	Probability	Magnitude	Warning	Duration	Risk Priority
Fire	4. Highly likely 3. Likely 2. Possible 1. Unlikely	4. Catastrophic 3. Critical 2. Limited 1. Negligible	4. Minimal 3. 6–12 hrs. 2. 12–24 hrs. 1. 24+ hrs.	4. 12+ hrs. 3. 6–12 hrs. 2. 3–6 hrs. 1. < 3 Hours	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low
Hazmat spill outside the school	4. Highly likely 3. Likely 2. Possible 1. Unlikely	4. Catastrophic 3. Critical 2. Limited 1. Negligible	4. Minimal 3. 6–12 hrs. 2. 12–4 hrs. 1. 24+ hrs.	4. 12+ hrs. 3. 6–12 hrs. 2. 3–6 hrs. 1. < 3 hrs.	<input type="checkbox"/> High <input type="checkbox"/> Medium <input type="checkbox"/> Low

Summary

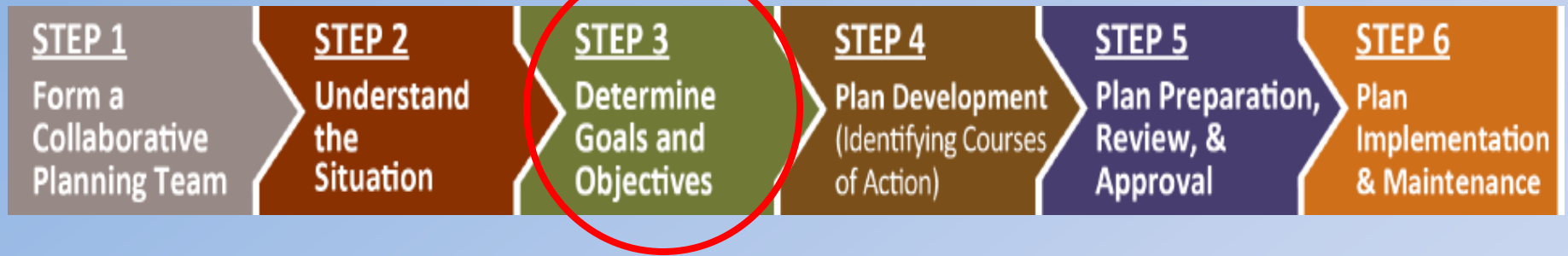
During Step 2: We learned how to

- Identify threats, hazards, and resources using assessments; and
- Assess and prioritize risks and vulnerabilities posed by threats and hazards.



During Step 3: We will learn how to

- Develop goals and objectives for those prioritized threats and hazards that will be addressed in the school EOP; and
- Determine what to consider regarding Before-During-After specific events.



The planning team develops
**GOALS AND
OBJECTIVES.**

Step 3

• Determine Goals and Objectives

Goals are broad, general statements that indicate the desired outcome in response to a threat or hazard.

The planning team will develop **at least three goals** indicating desired outcome for

- (1) ***Before;***
- (2) ***During;*** and
- (3) ***After*** the threat or hazard.

Objectives are specific, ***measurable actions*** that are necessary to achieve the goals.

Step 3

- **Determine Goals and Objectives**

Fire Goals

- **Before:** Prevent a fire from occurring on school grounds.
- **During:** Protect all persons from injury and property damage by the fire.
- **After:** Provide necessary medical attention to those in need.



Step 3

- Determine Goals and Objectives

Supporting Objectives of Fire Goals:

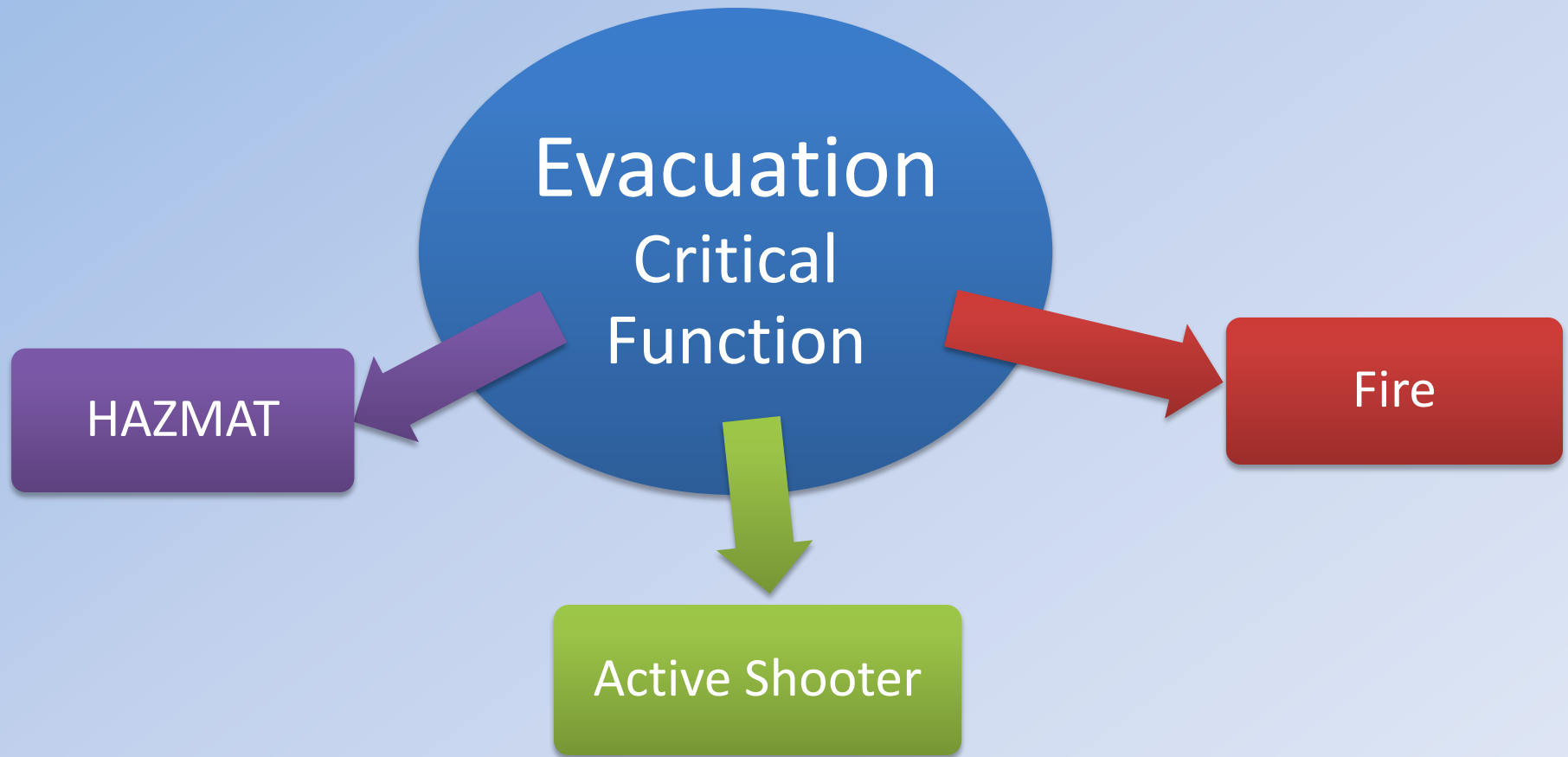
- **Before:** Store combustible materials in fireproof container or rooms.
- **During:** Evacuate all persons from the building immediately.
- **After:** Immediately begin to provide first aid.



Step 3

- Determine Goals and Objectives

Identifying Critical/Cross-Cutting Functions



Participant Activity

Write Goals & Objectives

- Goals and Objectives should support a shelter-in-place.
- Goals will address before, during, and after.
- Goals will be supported by numerous objectives.

Shelter-in-Place (SIP)

- School community remains indoors, because it is safer inside the building or a room than outside.
- Depending on the threat or hazard, students and staff may need to move to rooms that can be sealed (e.g., chemical or biological hazard) or without windows, or to a weather shelter (e.g., tornado).

Summary

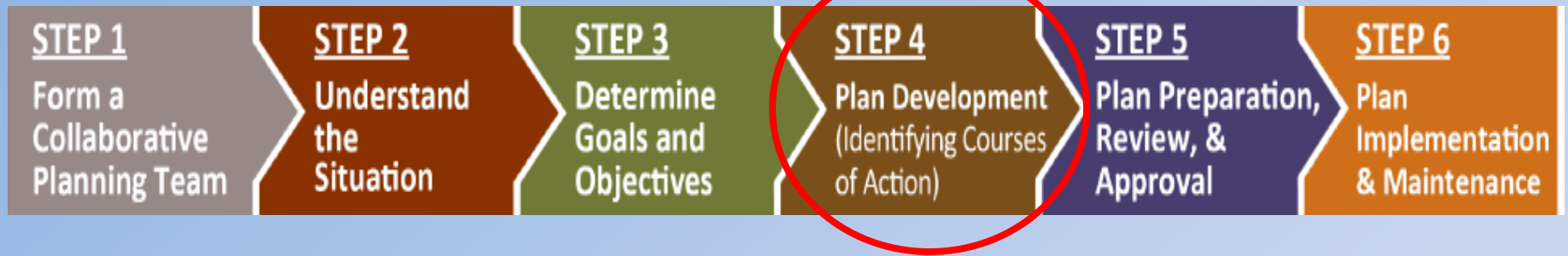
During Step 3: We learned how to develop goals and objectives

- For addressing threats and hazards;
- In the context of Before-During-After; and
- To identify common critical functions.



During Step 4: We will learn how to

- Use the goals and objectives to develop courses of action for common functions; and
- Identify critical questions (e.g., who, when, how).



The planning team identifies
COURSES OF ACTION
for each objective.

Step 4

- **Plan Development**
- Identifying Courses of Action

Possible courses of action are typically developed using a four-step process.

Step 1: Describe possible scenarios.

Step 2: Determine the amount of time available to respond.

Step 3: Identify decision points.

Step 4: Develop **courses of action.**



One Possible Scenario

Setting

- It is 10:05 Wednesday morning and school is in session. The temperature is 40 degrees Fahrenheit outside, the sky is overcast, and there is a light breeze from the west.

Incident

- A tanker truck carrying hazardous materials crashes into another vehicle on a road a few blocks from the school. The truck is leaking a yellowish gas that is hovering close to the ground.

+ 2 minutes

- A motorist comes upon the crash and calls 9-1-1. First responders are immediately dispatched to respond to the incident.

Scenario Continued

+ 8
minutes

- **Media has begun reporting on the tanker truck crash. Family members begin to call the school office to check on the status of their children. This is the first the school has heard of the incident.**

+ 10
minutes

- **The principal calls police dispatch to get first-hand information. Dispatch verifies the crash and that they're still gathering information, but they don't tell the school how to respond.**

+12
minutes

- **The principal assembles the school incident response team to assess the situation and determine an initial course of action: evacuate, shelter-in-place, or continue school as normal and wait for further instructions from 9-1-1. **DECISION POINT!****

Scenario Continued

+ 13 minutes

- The school principal uses the intercom system to instruct staff to immediately implement a “Shelter-in-Place” procedure and seal their rooms.

+ 15 minutes

- The custodian, who knows how to turn off the HVAC system is out sick for the day...thankfully, two other staff members were cross-trained to turn off the HVAC system and immediately begin that process.

+ 18 minutes

- As classroom windows are being sealed, a teacher notices students outside on a field with their teacher who are seemingly unaware of the incident. From a distance, it looks like some students might be coughing. She immediately calls the office.

Scenario Continued

+ 20 minutes

- In the office, phones are ringing non-stop, office staff are sealing their windows and doors, and plans are being made to deliver inhalers and other needed medications to students.

+ 20 minutes

- The principal needs to decide what to do about the classes meeting outside.

+ 20 minutes

- Have they been contaminated? Do they need medical attention?
- Are other classes meeting outside?
- How will outside classes be given instructions?
- Should they be returned to the building?
- Do a walking “off-campus” evacuation?
- Call 9-1-1 for assistance/advise?

Based on a scenario developed by the Missouri Center for Safe Schools. Available in the REMS TA Center Resource Repository.

Step 4

• Plan Development

- Identifying Courses of Action

The planning team should use the following questions to develop their preferred *Courses of Action*:

- What is the action?
- Who is responsible for the action?
- When does this action take place?
- How long does this action take?
- What has to happen before and after this action?
- What resources are needed to perform the action?
- How will this action affect specific populations?

Participant Activity



- How does the scenario support the development of *Courses of Action*?
- How will information lead you to key decision points?
- How does the elapsed time of the event affect decision-making?
- Did the scenario reveal any common functions that might be used in other types of emergencies?

Summary

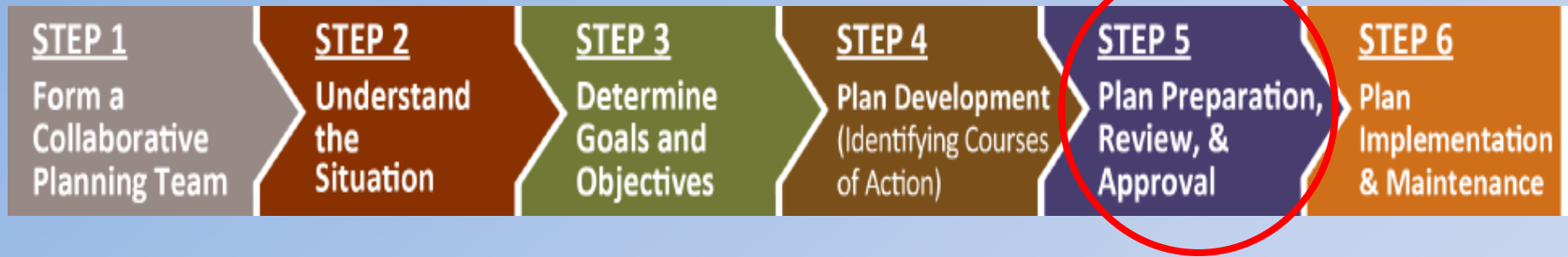
During Step 4: We learned how

- To use scenario-based planning to develop *Courses of Action*; and
- Goals and objectives support the development of *Courses of Action*.

During Step 5: We will learn

- The primary sections contained within the plan;
- Strategies for writing effective plans; and
- The importance of gaining approval for the written plan.





The planning team
PREPARES A DRAFT
of the School EOP.

Step 5

- Plan Preparation, Review, and Approval



Step 5

- Plan Preparation, Review, and Approval

Basic Plan

Introductory Material

Purpose and Situation Overview

Concept of Operations

Organization and Assignment of Responsibilities

Direction, Control, and Coordination

Information Collection, Analysis, and Dissemination

Training and Exercises

Administration, Finance, and Logistics

Plan Development and Maintenance

Authorities and References

Functional Annexes

Communications and Warning

Evacuation

Lockdown

Shelter-in-Place

Accounting for All Persons

Family Reunification

Security

Continuity of Operations

Recovery

Health:
Public, Medical, and Mental

Threat- and Hazard-Specific Annexes

Natural Hazards

Technological Hazards

Biological Hazards

**Adversarial, Incidental, and
Human-Caused Threats**

Step 5

- Plan Preparation, Review, and Approval

Logical Structure and Plain Language

Actionable

Accessible

Approve, Share & Secure the Plan

Step 5

- Plan Preparation, Review, and Approval

Adequate

Feasible

Acceptable

Complete

Compliant

Summary

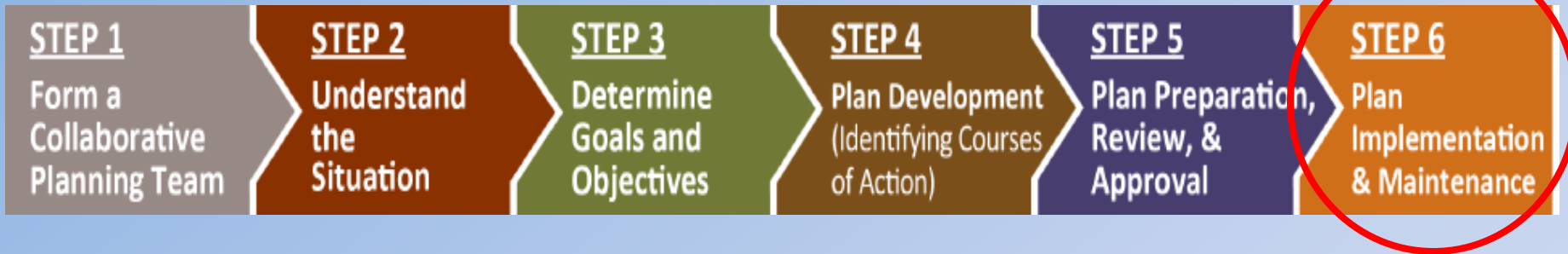
During Step 5: We learned the importance of

- Using a format that is user friendly and is compatible with state and local plans;
- Gaining appropriate approvals; and
- Sharing and securing the plan with stakeholders.



During Step 6: We will learn the importance of

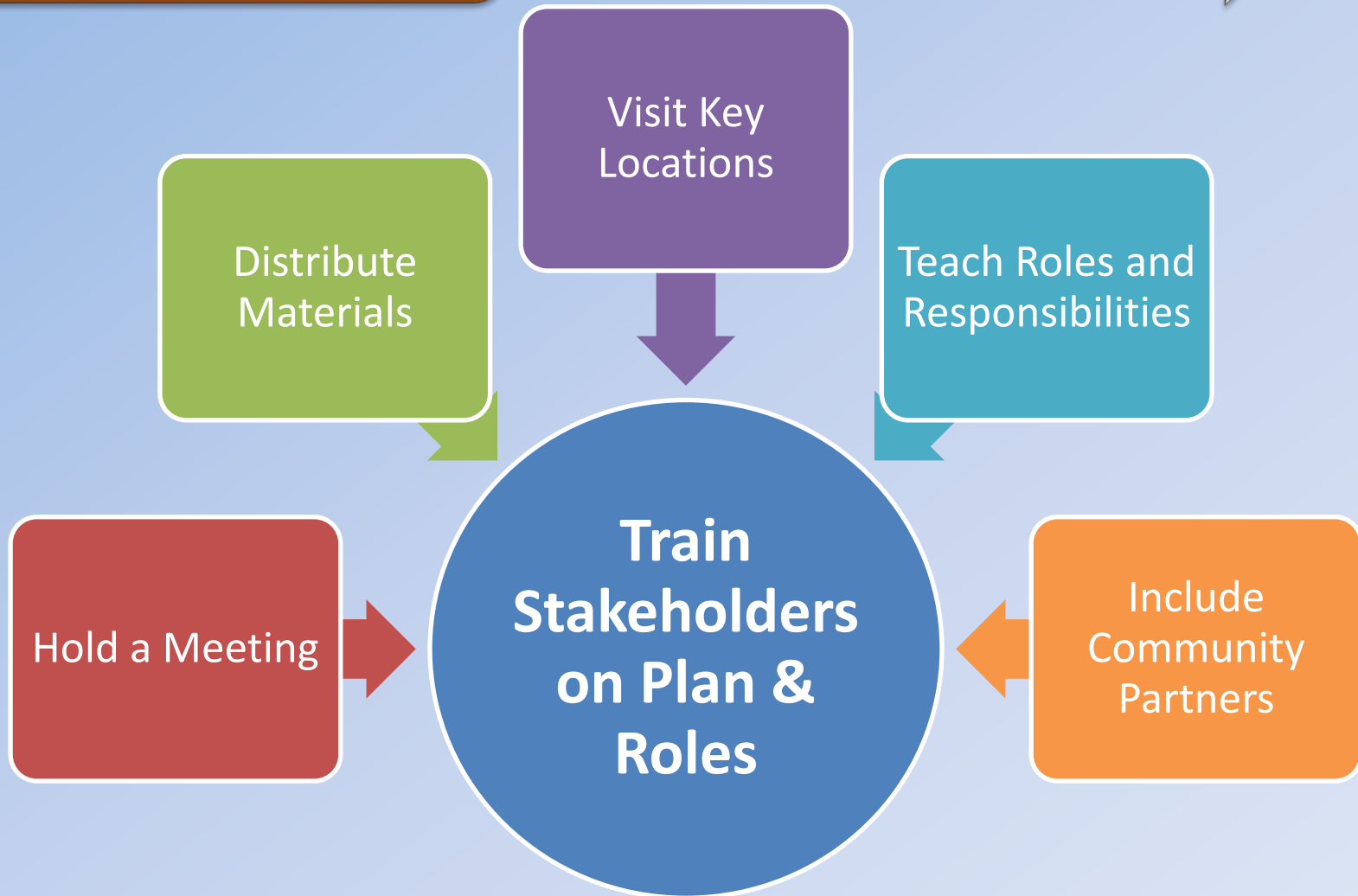
- Training for implementing and maintaining the plan; and
- Exercises to support and train staff.



The planning team implements a
**TRAINING, EXERCISE,
AND MAINTENANCE**
plan.

Step 6

• Plan Implementation and Maintenance



Step 6

• Plan Implementation and Maintenance

- Tabletop Exercises
- Drills
- Functional Exercises
- Full-Scale Exercises



Step 6

- Plan Implementation and Maintenance

Tabletop Exercises:

Small group discussions that walk through a scenario and Courses of Action



Step 6

- Plan Implementation and Maintenance



Drills:

Practice responses to scenarios using school grounds and buildings

Step 6

- Plan Implementation and Maintenance

Functional Exercises:

Like drills, but involving multiple partners, simulated events



Step 6

- Plan Implementation and Maintenance

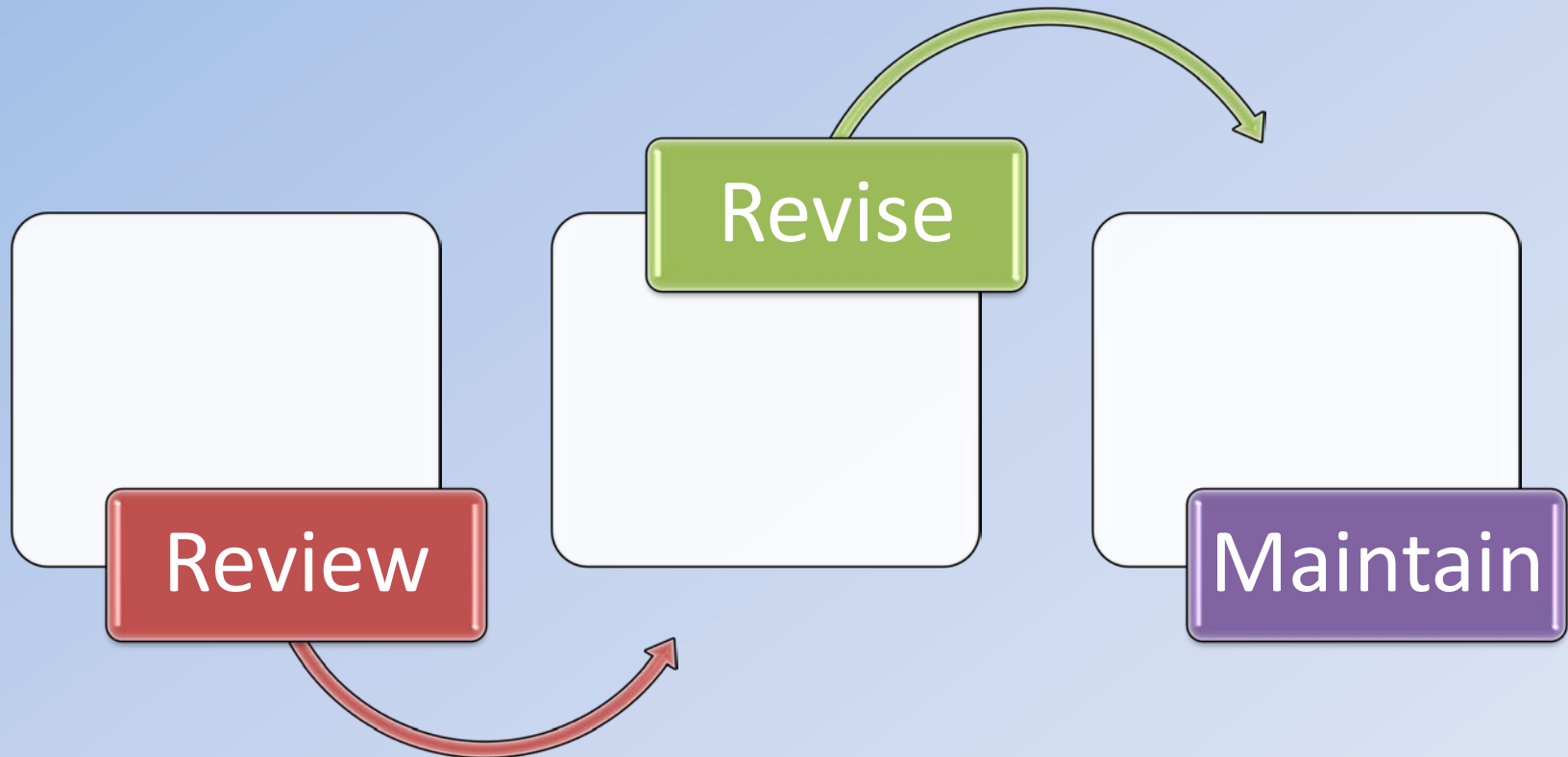


Full-Scale Exercises:

*Multi-agency,
multi-jurisdictional
efforts; All resources
deployed*

Step 6

- Plan Implementation and Maintenance



Summary

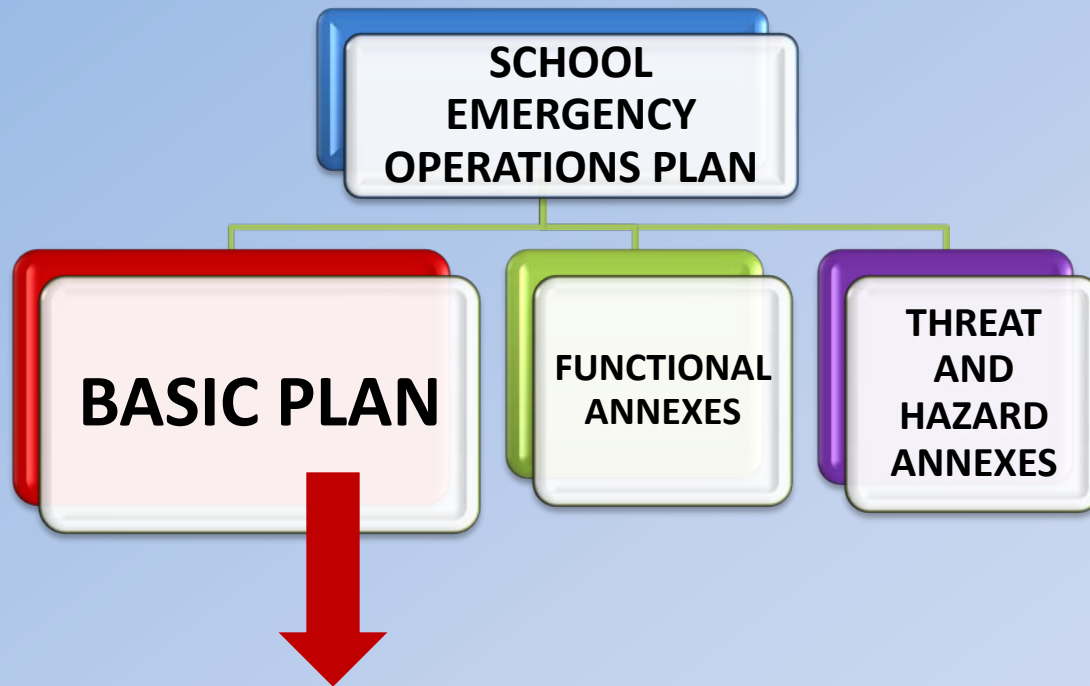
During Step 6: We learned the

- Keys to implementation and maintenance of the plan;
- Importance of training staff and students; and
- Need for ongoing process of evaluation and assessment.

During Next Steps: We will learn the

- Development of Basic Plan;
- Functional Annexes; and
- Threat- and Hazard-Specific Annexes.





Overview of the

SCHOOLS' APPROACH TO OPERATIONS

Before, During, and After an Emergency

Basic Plan

Introductory Material

Purpose and Situation Overview

Concept of Operations

Organization and Assignment of Responsibilities

Direction, Control, and Coordination

Information Collection, Analysis, and Dissemination

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Authorities and References

Summary



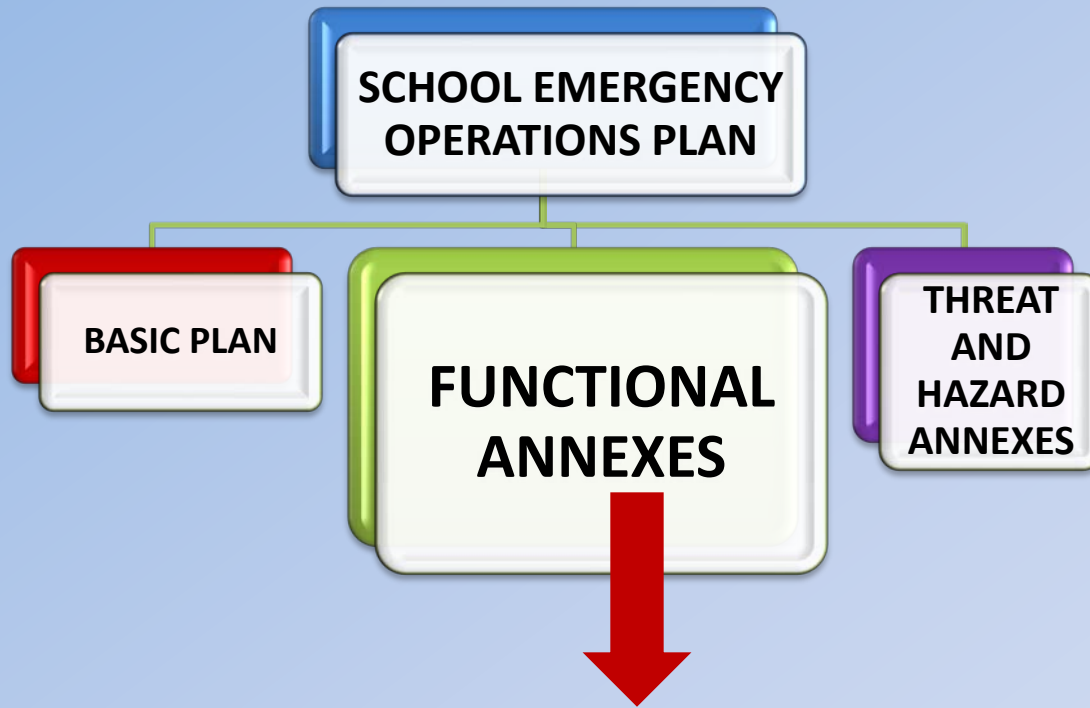
Basic Plan:

- Outlines the features of an EOP.
- Provides an overview of practice and operations.

See page in Participant Workbook for an outline.

Functional Annexes:

- An overview of 10 Functional Annexes are provided in the next section.



CRITICAL OPERATIONAL FUNCTIONS

*and the Courses of Action
Developed to Carry Them Out*

Functional Annexes

Communications and Warning

Evacuation

Lockdown

Shelter-in-Place

Accounting for All Persons

Family Reunification

Security

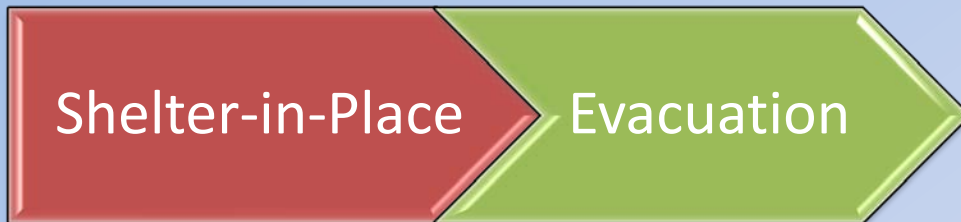
Continuity of Operations

Recovery

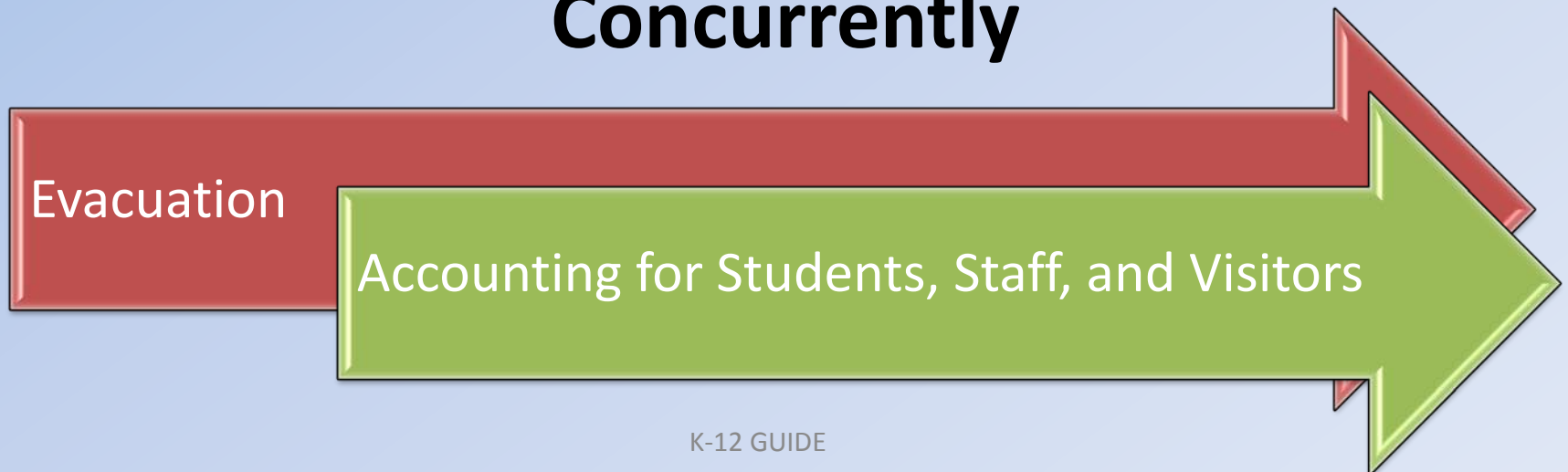
Health:
Public, Medical, and Mental

Functions Can Occur...

Consecutively



Concurrently



Communications and Warning Annex

Includes communication and coordination before, during, and after emergencies.

Key Considerations:

Internal

- Staff and Students
- Language Barriers
- Accommodations



External

- First Responders
- Families
- Media



Technology

- Equipment
- Training
- Challenges




Three General Response Annexes

Evacuation

Lockdown

Shelter-in-Place



**All
Settings
All
Times**

Evacuation Annex

Courses of action to safely evacuate school buildings and grounds. Examples of Evacuations:

1. A room or section of the building to another place within the building.
2. The building and assemble on the school grounds.
3. Off-site to an alternative location.

Key Considerations:

- Various Locations
- Secondary Routes
- Self-Evacuation
- Disabilities

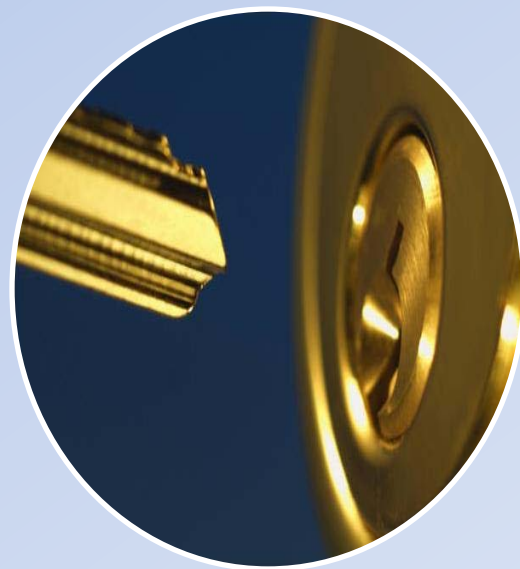


Lockdown Annex

Courses of action to secure school buildings, facilities, & grounds during incidents that pose an immediate threat of violence.

Key Considerations:

- Exterior Doors
- Building Characteristics
- Threats Inside the Building
- Threats Outside the Building
- Students/Staff Meeting Outside



Shelter-in-Place Annex

Courses of action when students and staff must remain indoors because it is safer than outside. (Examples: Hazardous Materials Shelter; Weather-Related Shelter).

Key Considerations:

- ☑ Supplies
- ☑ Accommodations
- ☑ Designated Safe Rooms
- ☑ Plan for Moving Students



Accounting for All Persons Annex

Courses of action for accounting for whereabouts and well-being of students, staff & visitors.

Key Considerations:

- ☑ Verification of Attendance
- ☑ Missing People
- ☑ Reporting
- ☑ Release



Family Reunification Annex

Courses of action for reuniting students with their families or guardians.

Key Considerations:

- Communications
- Logistics
- Student Security and Release
- Missing, Injured, or...



Continuity of Operations (COOP) Annex

Describes how a school will help ensure essential functions continue during an emergency and its aftermath.

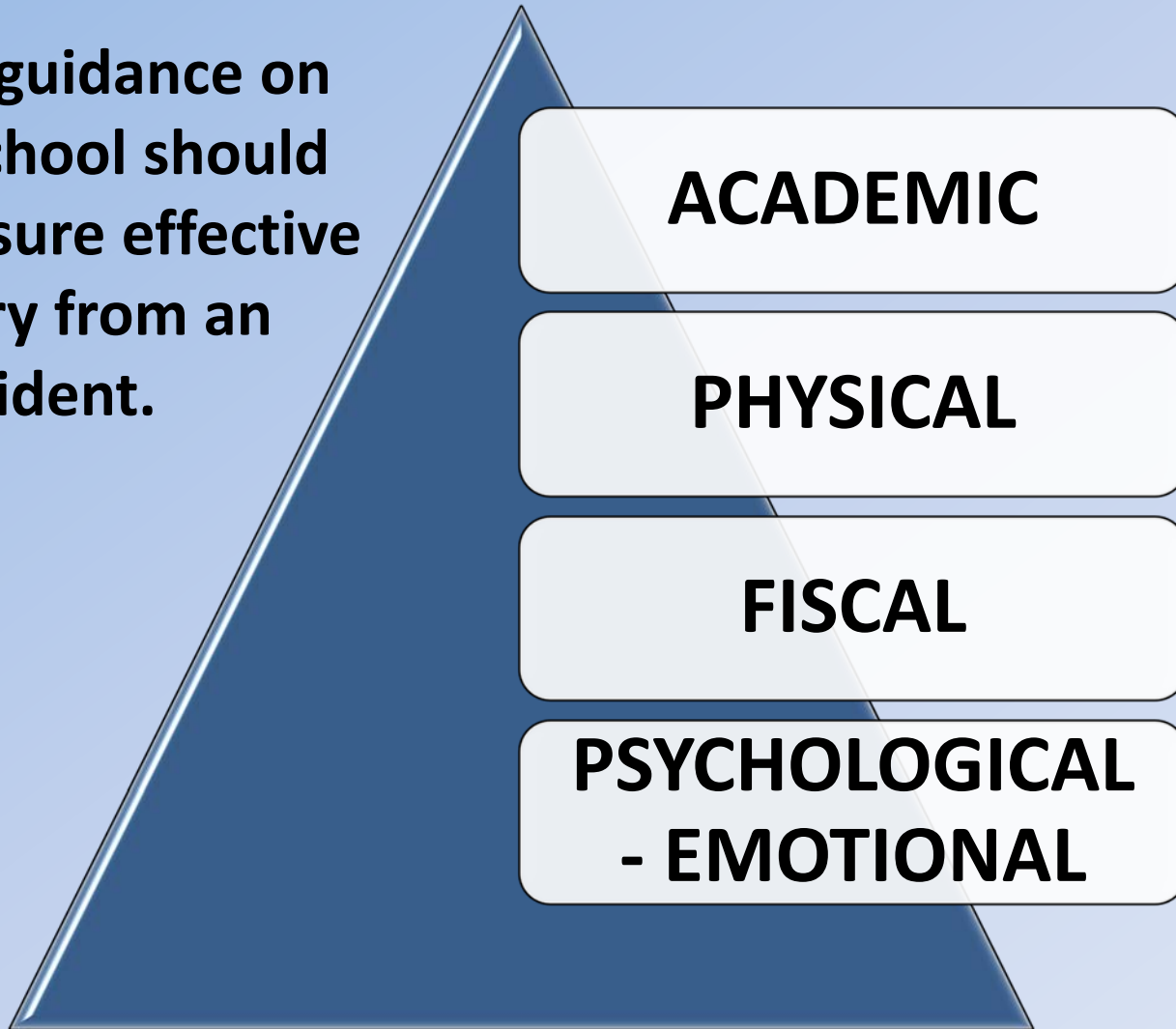


Key Considerations:

- Essential Functions
- Essential Personnel
- Activation
- Prolonged Closure

Recovery Annex

Provides guidance on steps a school should take to ensure effective recovery from an incident.



Recovery Annex

Psychological and Emotional Recovery



Security Annex

Courses of action schools should implement routinely to secure school from criminal threats both inside and outside the school.

Key Considerations:

- Collaboration with Law Enforcement
- Access Control
- Visitor Management
- Arrival and Dismissal
- Prohibited Items



Security Annex

Crime Prevention Through Environmental Design (CPTED)



- Natural Surveillance
- Natural Access
Control
- Territoriality
Reinforcement
- Management and
Maintenance

Public Health, Medical, and Mental Health Annex

Courses of action schools should implement to address emergency medical, public health, and mental health counseling issues.

Public Health

- Outbreaks
- Information Sharing

Medical

- Staff Roles and Training
- Resource Management

Mental Health

- Counselors
- Threat Assessment Team

Participant Activity

- Identify which of the 10 preceding Functional Annexes you already have in place.
- Identify the Functional Annexes that are not currently in place and consider which ones might hold the highest priority.



Summary



Review of Functional Annexes:

- 10 key functional annexes to consider.
- Functions can occur consecutively and concurrently.
- Considerations to meet varying needs of threats and hazards.
- Risk priority assessment.

Introduction of Threat- and Hazard-Specific Annexes

- Natural
- Biological
- Technological
- Adversarial, Incidental, and Human-Caused Threats



Describe Courses of Action Unique to

***PARTICULAR THREATS
AND HAZARDS***

Before, During, and After an Emergency.

Threat- and Hazard-Specific Annexes

Natural Hazards

Technological Hazards

Biological Hazards

**Adversarial, Incidental, and
Human-Caused Threats**

Threat- and Hazard-Specific Annexes

Threat and Hazard Type	Examples	
Natural Hazards	<ul style="list-style-type: none"> • Earthquakes • Tornadoes • Lightning • Severe wind • Hurricanes • Floods 	<ul style="list-style-type: none"> • Wildfires • Extreme temperatures • Landslides or mudslides • Tsunamis • Volcanic eruptions • Winter precipitation
Technological Hazards	<ul style="list-style-type: none"> • Explosions or accidental release of toxins from industrial plants • Accidental release of hazardous materials from within the school, such as gas leaks or laboratory spills • Hazardous materials releases from major highways or railroads • Radiological releases from nuclear power stations • Dam failure • Power failure • Water failure 	
Biological Hazards	<ul style="list-style-type: none"> • Infectious diseases (pandemic influenza, tuberculosis, <i>Staphylococcus aureus</i>, meningitis, etc.) • Contaminated food outbreaks: (<i>Salmonella</i>, botulism, <i>E. coli</i>, etc.) • Toxic materials present in school laboratories 	
Adversarial, Incidental, & Human-caused Threats	<ul style="list-style-type: none"> • Fire • Active shooters • Criminal threats or actions • Gang violence • Bomb threats • Domestic violence and abuse 	<ul style="list-style-type: none"> • Cyber attacks • Dangerous animals • Suicide • Kidnapping, missing student • Bus Accident • Riot/Student Demonstration

Summary



Review of Threat- and Hazard-Specific Annexes:

- Difference between Functional Annexes and Threat- and Hazard-Specific Annexes.
- Distinguish four different types of threats and hazards.
- Identification of Courses of Action.

Questions?

REMS TA Center

<http://rems.ed.gov>

Phone: (855) 781-7367 (REMS)

Email: info@remstacenter.org

For additional information, resources, training, and technical assistance, please contact the Readiness and Emergency Management for Schools (REMS) Technical Assistance (TA) Center.

**Get the new
Guides!**

**Access school
emergency
management
resources**

**Request
Technical
Assistance**

**Access training
materials**

A Closer Look

1. Information Sharing

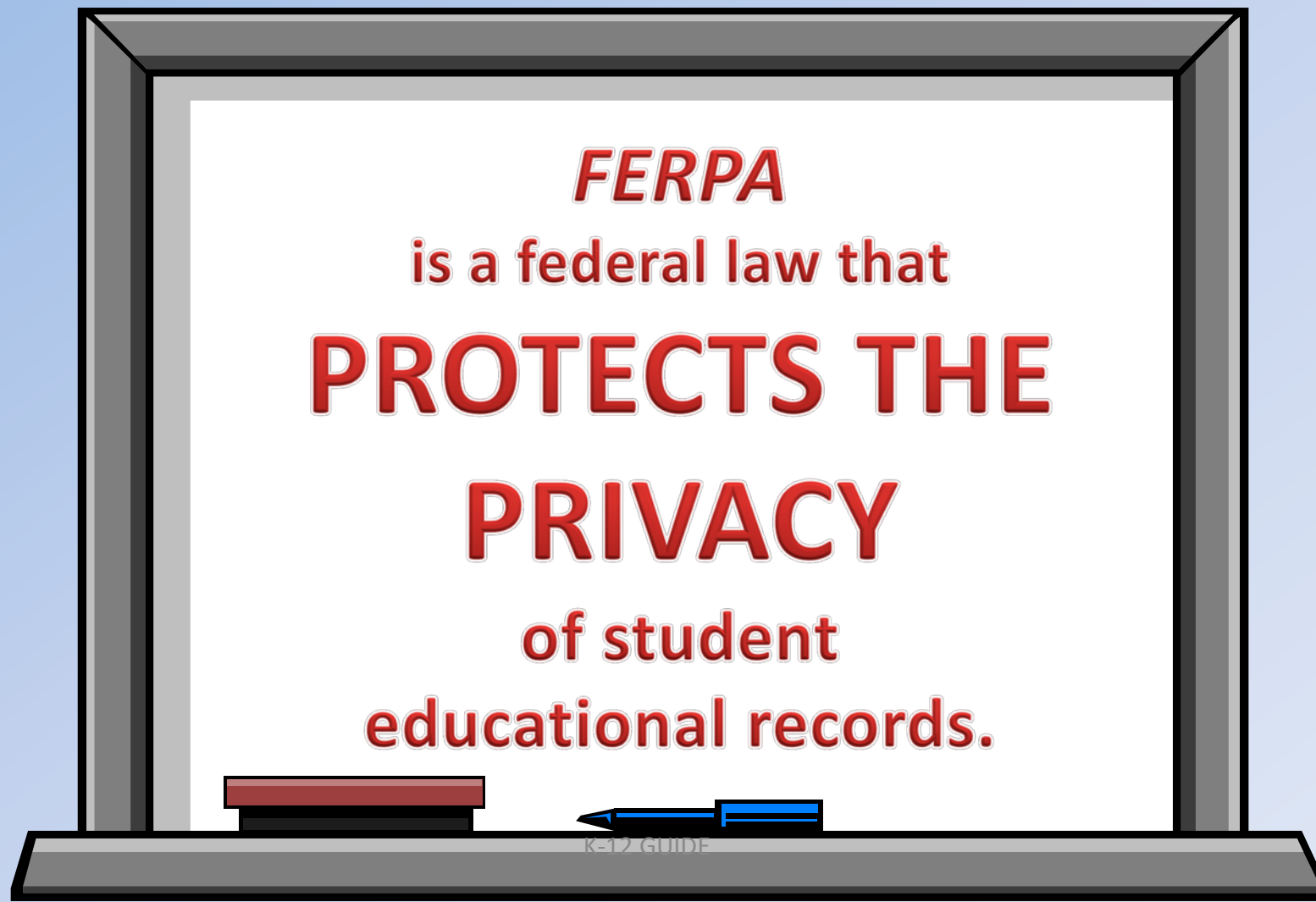
2. Psychological First Aid for Schools

3. School Climate and Emergencies

4. *Active Shooter* Situations

Information Sharing

Family Educational Rights and Privacy Act



Information Sharing

Other Considerations



HIPAA

- Health Insurance Portability and Accountability Act

Civil Rights Laws

- Federal, State, and Other Laws

Psychological First Aid for Schools



PFA-S

Symptoms

Benefits

Psychological First Aid for Schools

Training School Staff



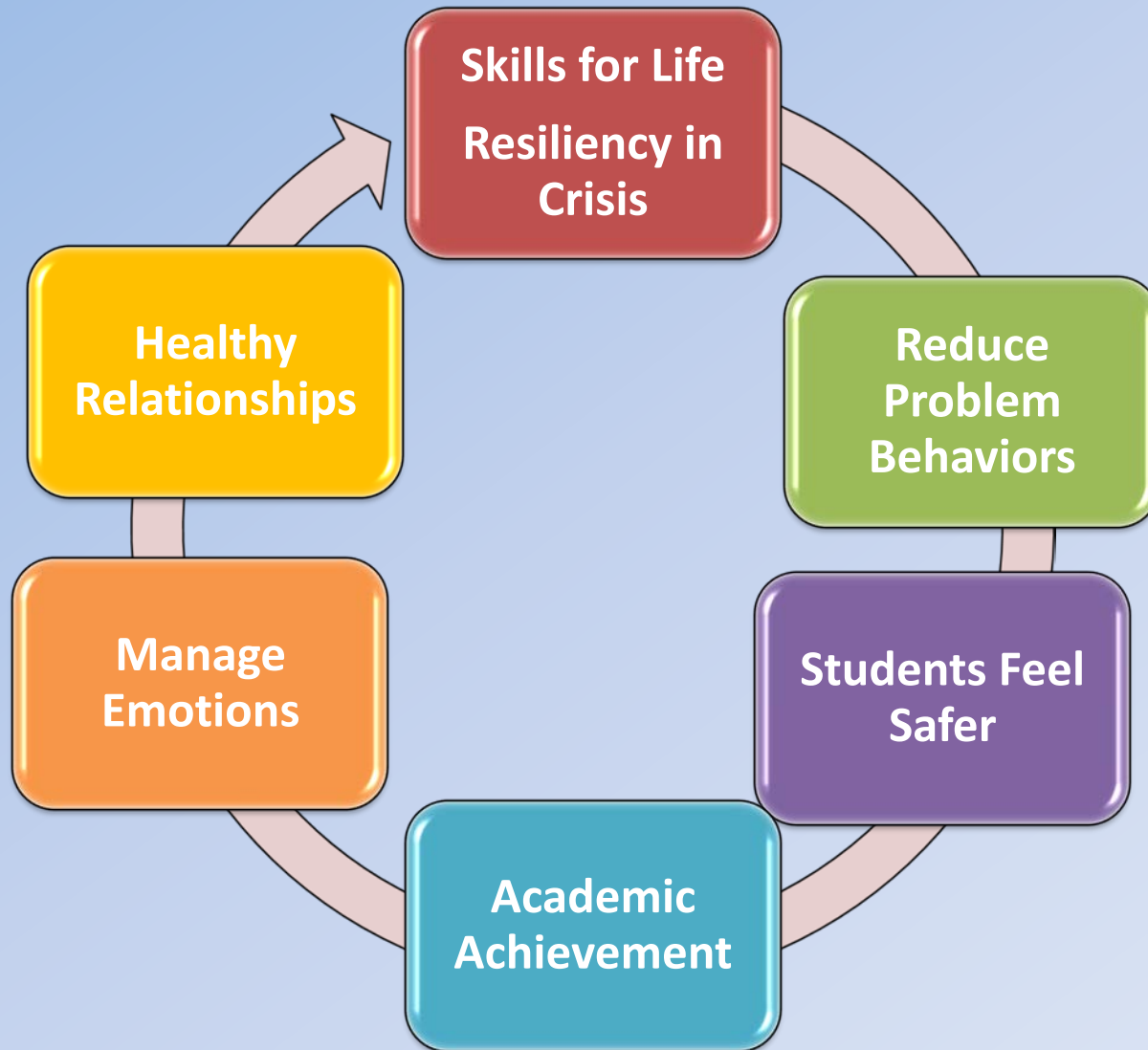
School Climate and Emergencies

- Safe Environment
- Physical Surroundings
- Supportive Academic Settings
- Clear and Fair Discipline
- Healthy Relationships
- Social, Emotional, and Behavioral Supports



School Climate and Emergencies

Benefits for Students



Active Shooter Situations

Interacting With First Responders

Before

- Exercises, Training, and Drills
- Building Familiarization

During

- Law Enforcement Priorities
- Cooperate, Don't Interfere

After

- Incident Response Team
- Reunification

Active Shooter Situations

Three Basic Options

RUN

- Consider your location
- Run to a safe place



HIDE

- Lockdown
- Barricade



FIGHT

- Disrupt or incapacitate shooter
- Use things in your environment



REMS TA Center Webinars

The following webinars pertaining to the “A Closer Look” section of the Guides may be accessed on the REMS TA Center website (<http://rems.ed.gov>) Webinars page:

- Information Sharing and the Family Educational Rights and Privacy Act (FERPA) & the Health Insurance Portability and Accountability Act (HIPAA) for Schools and Postsecondary
- Implementing Psychological First Aid (PFA) in School and Postsecondary Settings
- Developing High-Quality School Emergency Operations Plans: An Overview
- *Active Shooter* Situations: Describing Unique Challenges Involved in Preparing for, Responding to, and Recovering from a School-Based or Postsecondary Institution Shooting