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**MULTIHAZARD EMERGENCY PLANNING FOR SCHOOLS  
FIELD-DELIVERED (G364)  
STUDENT MANUAL  
NOVEMBER 2013**

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**COURSE OVERVIEW****Course Description**

This course provides schools with the knowledge, skills, and tools needed to develop or update an all-threats/hazards school emergency operations plan (EOP) and to identify how to train and exercise the school EOP.

This course follows the guidance set forth in FEMA Comprehensive Preparedness Guide (CPG) 101 for developing an emergency operations plan and explains how to engage the whole community—including parents/guardians and outside agencies such as law enforcement, fire, and emergency management—in school preparedness and planning.

During this training, participants will have an opportunity to:

- Review the school EOP to determine areas for improvement, make changes and updates, and identify how to train and exercise.
- Build partnerships and develop positive working relationships among first responders and school staff.

In an optional exercise day, participants will have an opportunity to conduct and design a tabletop exercise using Homeland Security Exercise and Evaluation Program (HSEEP) guidelines.

**Course Objectives**

Unit titles and objectives are listed in the following table.

<b>Unit</b>	<b>Unit Objectives</b>
Unit 1: Course Overview and Introduction	<ul style="list-style-type: none"><li>• Describe the course goal and objectives.</li><li>• Describe the benefits of team-based planning.</li></ul>
Unit 2: Getting Ready for Planning	<ul style="list-style-type: none"><li>• Describe the critical reasons for emergency planning in schools.</li><li>• Describe how the school EOP fits into the district and community EOPs.</li><li>• Identify who should participate in the school emergency planning process.</li><li>• Determine who should be on the planning team.</li></ul>
Unit 3: Understanding the Situation	<ul style="list-style-type: none"><li>• Identify natural, technological, and human-caused hazards likely to impact the school.</li><li>• Describe the process used to conduct assessments.</li><li>• Identify protection and mitigation measures to address security vulnerabilities.</li></ul>

**Course Objectives (Continued)**

<b>Unit</b>	<b>Unit Objectives</b>
Unit 4: Developing the School Emergency Operations Plan	<ul style="list-style-type: none"><li>• Determine goals for the school EOP based on identified threats and hazards.</li><li>• Review, develop, and enhance the basic plan components of the school EOP.</li><li>• Identify the steps to review, approve, and disseminate the school EOP.</li></ul>
Unit 5: Developing Procedures and Functional Annexes	<ul style="list-style-type: none"><li>• Identify items to include in functional annexes.</li><li>• Identify the types of response, recovery, and other procedures to include in the school EOP.</li><li>• Develop or update functional annexes in the school EOP.</li></ul>
Unit 6: Developing Threat/Hazard-Specific Annexes	<ul style="list-style-type: none"><li>• State the elements included in threat/hazard-specific annexes.</li><li>• Develop or update threat/hazard-specific annexes in the school EOP.</li></ul>
Unit 7: Training and Exercising the School Emergency Operations Plan	<ul style="list-style-type: none"><li>• Explain the benefits of training and exercising the school EOP.</li><li>• Identify the types of exercises available to exercise the school plan.</li><li>• Describe steps for developing effective exercises.</li><li>• Describe how exercise results are used to improve school preparedness efforts.</li></ul>
Unit 8: Course Summary	<ul style="list-style-type: none"><li>• Implement course goals and objectives to develop and revise the school EOP.</li></ul>

### GLOSSARY

(Note: Sources indicated at the end of each definition are listed at the end of the glossary.)

**Active Shooter:** An individual actively engaged in killing or attempting to kill people in a confined space or other populated area, most often using firearms and following no pattern or method in the selection of victims. (FEMA IS-907)

**Actor:** Volunteer who simulates a specific role, such as a disaster casualty victim, in order to add realism to an exercise. (HSEEP)

**After-Action Report (AAR):** Report that summarizes key exercise-related evaluation information, including the exercise overview and analysis of objectives and core capabilities. (HSEEP)

**All-Hazards:** A grouping classification encompassing all conditions, environmental or human-caused, that have the potential to cause injury, illness, or death; damage to or loss of equipment, infrastructure services, or property; or alternatively causing functional degradation to social, economic, or environmental aspects. (NPG)

**All-Hazards Preparedness Planning:** A Strategic National Risk Assessment conducted in support of PPD-8 indicated that a wide range of threats and hazards pose a significant risk to the Nation, affirming the need for an all-hazards, capability-based approach to preparedness planning, including natural and technological hazards. (NPG)

#### **Basic Plan:**

- The basic plan provides an overview of the jurisdiction's preparedness and response strategies. It describes expected hazards, outlines agency roles and responsibilities, and explains how the jurisdiction keeps the plan current. (CPG 101)
- The basic plan section of the school EOP provides an overview of the school's approach to emergency operations. (Guide for Developing High-Quality School Emergency Operations Plans)

**Biological Hazards:** Include infectious diseases such as pandemic influenza, XDR tuberculosis, methicillin-resistant *Staphylococcus aureus* (MRSA), or meningitis infections. They also include contaminated food problems including salmonella, botulism, and *E. coli*. (A Guide to School Vulnerability Assessments)

**Capabilities:** The means to accomplish a mission, function, or objective based on the performance of related tasks, under specified conditions, to target levels of performance. (NPS)

**Capacity Assessment:** The planning team needs to know what resources will be at their disposal. A capacity assessment examines the capabilities of students and staff as well as the services and material resources of community partners. This assessment is used to identify people in the building with applicable skills (e.g., first aid certification, search and rescue training). Equipment, supplies, and go-kits should be inventoried. (Guide for Developing High-Quality School Emergency Operations Plans)

**Consequence:** An effect of an incident or occurrence. (CPG 101)

**Course of Action:** An action that address the what, who, when, where, why, and how for each threat, hazard, and function. The planning team examines each course of action to determine whether it is feasible and whether the stakeholders necessary to implement find it acceptable. (Guide for Developing High-Quality School Emergency Operations Plans)

**Culture and Climate Assessment:** In schools with positive climates, students are more likely to feel connected to adults and their peers. This climate fosters a more nurturing environment where students are more likely to succeed, feel safe, and report threats. A school culture and climate assessment evaluates student and staff connectedness to the school and problem behavior. For example, this assessment may reveal a high number of bullying incidents, indicating a need to implement an anti-bullying program. (Guide for Developing High-Quality School Emergency Operations Plans)

**Drill:** A coordinated, supervised activity usually employed to validate a specific operation or function in a single agency or organization. Drills are commonly used to provide training on new equipment, develop or validate new policies or procedures, or practice and maintain current skills. (HSEEP)

**Emergency Operations Plan (EOP):**

- An ongoing plan for responding to a wide variety of potential threats and hazards. (NIMS)
- The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards. It describes how people and property will be protected; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available; and outlines how all actions will be coordinated. (CPG 101)

**Evaluator:** Individual who passively assesses and documents players' performance against established emergency plans and exercise evaluation criteria, in accordance with HSEEP standards and without interfering with exercise flow. (HSEEP)

**Exercise:** An instrument to train for, assess, practice, and improve performance in prevention, protection, mitigation, response, and recovery capabilities in a risk-free environment. Exercises can be used for testing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying and training personnel in roles and responsibilities; improving interagency coordination and communications; improving individual performance; identifying gaps in resources; and identifying opportunities for improvement. (HSEEP)

**Full-Scale Exercise:** Typically the most complex and resource-intensive type of exercise. Full-scale exercises involve multiple agencies, organizations, and jurisdictions and validate many facets of preparedness. They often include many players operating under cooperative systems such as the Incident Command System or Unified Command. (HSEEP)

### **Functional Annex:**

- The functional annexes are individual chapters that focus on missions (e.g., communications, damage assessment). These annexes describe the actions, roles, and responsibilities of participating organizations. Functional annexes discuss how the jurisdiction manages the function before, during, and after the emergency, and they identify the agencies that implement that function. However, each functional annex addresses only general strategies used for any emergency. (CPG 101)
- The functional annex section [of the school EOP] details the goals, objectives, and courses of action of functions (e.g., evacuation, communications, recovery) that apply across multiple threats or hazards. Functional annexes discuss how the school manages a function before, during, and after an emergency. (Guide for Developing High-Quality School Emergency Operations Plans)

**Functional Exercise:** Type of exercise designed to validate and evaluate capabilities, multiple functions and/or sub-functions, or interdependent groups of functions. Functional exercises are typically focused on exercising plans, policies, procedures, and staff members involved in management, direction, command, and control functions. In functional exercises, events are projected through an exercise scenario, with event updates that drive activity at the management level. A functional exercise is conducted in a realistic, real-time environment; however, movement of personnel and equipment is usually simulated. (HSEEP)

**Goals:** Broad, general statements that indicate the desired outcome in response to the threat, hazard, or vulnerability. The goals represent what personnel and other resources are supposed to achieve. (Guide for Developing High-Quality School Emergency Operations Plans)

### **Hazard:**

- Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome. (NIPP, NIMS)
- Natural or human-caused source or cause of harm or difficulty. (DHS Risk Lexicon)

**Homeland Security Exercise and Evaluation Program (HSEEP):** A program that provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning. (HSEEP)

**Hot Wash:** A facilitated discussion held immediately after an exercise among exercise players. It captures feedback about any issues, concerns, or proposed improvements players may have about the exercise. The hot wash is an opportunity for players to voice their opinions on the exercise and their own performance. (HSEEP)

**Incident:** An occurrence, caused by either human action or natural phenomena, which may cause harm and may require action. Incidents can include major disasters, emergencies, terrorist attacks, terrorist threats, wild and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response. (NIPP, DHS Risk Lexicon)

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations. (NIMS)

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity. (NIMS)

**Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the impact of disasters. (NPG)

**National Incident Management System:** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment. (NIMS)

**National Preparedness:** The actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation. (NPG)

**Natural Hazards:** Natural events that threaten lives, property, and other assets. Often, natural hazards can be predicted. They tend to occur repeatedly in the same geographical locations because they are related to weather patterns or physical characteristics of an area. (FEMA: Are You Ready?)

**Nonstructural Mitigation:** Measures that seek or serve to reduce the likelihood or consequence of risk through modifications in human action, human behavior, or natural processes. (Comparative Emergency Management)

**Objectives:** More specific and identifiable actions than goals. Objectives lead to achieving goals and determining the actions that must be accomplished. Translating objectives into activities, implementing procedures, or operating procedures is part of planning. (Guide for Developing High-Quality School Emergency Operations Plans)

**Objectives (exercise):** Distinct outcomes an organization wishes to achieve during an individual exercise. Objectives should reflect the exercise sponsor's specific needs, environment, plans, and procedures, while providing a framework for scenario development and a basis for evaluation. Objectives can be based on outcomes from a Threat and Hazard Identification and Risk Assessment (THIRA), from Homeland Security Strategies, and from other preparedness documents. Planners should create objectives that are specific, measurable, achievable, relevant, and time-bound (SMART) and should limit the number of exercise objectives to enable timely exercise conduct, facilitate reasonable scenario design, and support successful evaluation. (HSEEP)

**Player:** Individual who performs an active role in preventing, responding to, or recovering from the risks and hazards presented in the scenario, by either discussing or performing their regular roles and responsibilities. Players initiate actions that will respond to and/or mitigate the simulated emergency. (HSEEP)

**Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats. (NPG)

**Protection:** The capabilities necessary to secure the homeland against acts of terrorism and human-caused or natural disasters. (NPG)

**Psychological First Aid:** An evidence-informed modular approach to help children, adolescents, adults, and families in the immediate aftermath of disaster and terrorism. Psychological first aid is designed to reduce the initial distress caused by traumatic events and to foster short- and long-term adaptive functioning and coping. (NTCSN)

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected). (NIMS)

**Recovery:** The capabilities necessary to assist communities affected by an incident to recover effectively. (NPG)

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an Emergency Operations Center. (NIMS)

**Response:** The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. (NPG)

**Risk:** The potential for an unwanted outcome resulting from an incident, event, or occurrence, as determined by its likelihood and the associated consequences. (NIPP, DHS Risk Lexicon)

**Risk Assessment:** A product or process which collects information and assigns values to risks for the purpose of informing priorities, developing or comparing courses of action, and informing decision making. (DHS Risk Lexicon)

**School Behavioral Threat Assessment:** Assessment that analyzes student communication and behaviors to determine whether or not a student poses a risk to himself or herself or others. These assessments are often conducted by multidisciplinary threat assessment teams. (Guide for Developing High-Quality School Emergency Operations Plans)

**Security:** The protection of the Nation and its people, vital interests, and way of life. (NPG, PPD-8)

**Seminar:** Type of exercise generally used to orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, resources, concepts, and ideas. As a discussion-based exercise, a seminar can be valuable for an entity that is developing or making major changes to existing plans or procedures. Seminars can be similarly helpful when attempting to gain awareness of, or assess, the capabilities of interagency or interjurisdictional operations. (HSEEP)

**Site Assessment:** Assessment that examines the safety and emergency preparedness of the school. This assessment includes but is not limited to a review of building access and egress control measures, visibility around the exterior of the building, structural integrity of the building, and emergency vehicle access. (Guide for Developing High-Quality School Emergency Operations Plans)

**Structural Mitigation:** Those measures that involve or dictate the necessity for some form of construction, engineering, or other mechanical changes or improvements aimed at reducing hazard risk likelihood or consequence. (Comparative Emergency Management)

**Tabletop Exercise:** An exercise that is typically held in an informal setting intended to generate discussion of various issues regarding a hypothetical, simulated emergency. Tabletop exercises can be used to enhance general awareness, validate plans and procedures, rehearse concepts, and/or assess the types of systems needed to guide the prevention of, protection from, mitigation of, response to, and recovery from a defined incident. Generally, tabletop exercises are aimed at facilitating conceptual understanding, identifying strengths and areas for improvement, and/or achieving changes in attitudes. (HSEEP)

**Technological Hazards:** Hazards/threats that involve materials created by man and that pose a unique hazard to the general public and environment. Consider incidents that are caused by accident (e.g., mechanical failure, human mistake), result from an emergency caused by another hazard (e.g., flood, storm), or are caused intentionally. (CPG 101)

**Threat:** A natural or human-caused occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property. (NIPP, DHS Risk Lexicon)

### **Threat- or Hazard-Specific Annex:**

- The hazard-, threat-, or incident-specific annexes describe the policies, situation, CONOPS, and responsibilities for particular hazards, threats, or incidents. They explain the procedures that are unique to that annex for a hazard type. (CPG 101)
- The threat- and hazard-specific annexes section [of the school EOP] specifies the goals, objectives, and courses of action that a school will follow to address a particular type of threat or hazard (e.g., hurricane, active shooter). Threat- and hazard-specific annexes discuss how the school manages a function before, during, and after an emergency. (Guide for Developing High-Quality School Emergency Operations Plans)

### **Vulnerability:**

- A physical feature or operational attribute that renders an entity open to exploitation or susceptible to a given hazard. (NIPP, DHS Risk Lexicon)
- Characteristics of the school that could make it more susceptible to the identified threats and hazards. (Guide for Developing High-Quality School Emergency Operations Plans)

**Whole Community:** A focus on enabling the participation in national preparedness activities of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations and the general public, in conjunction with the participation of Federal, State, and local governmental partners in order to foster better coordination and working relationships. (NPG)

**Workshop:** Similar to a seminar, a workshop differs in two important aspects: participant interaction is increased, and the focus is placed on achieving or building a product. Effective workshops entail the broadest attendance by relevant stakeholders. Products produced from a workshop can include new standard operating procedures, emergency operations plans, continuity of operations plans, and mutual aid agreements. To be effective, workshops should focus on a specific issue, and the desired objective, product, or goal must be clearly defined. (HSEEP)

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