UNIT 2. GETTING READY FOR PLANNING
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UNIT INTRODUCTION

Key Points

This unit describes the importance and role of emergency operations plans (EOPs) in incident management, and presents an overview of incident management and the planning process as it applies to schools.

The planning process model introduced in this unit may assist you in identifying and addressing the issues you will face during your planning process.

Information presented in this unit can be used to develop a personal or family emergency plan. Having a personal or family emergency plan in place enables school personnel to focus on the issues at hand during a school emergency.
## UNIT INTRODUCTION

### Visual 2.1 (Continued)

### Definitions

**Hazard:** Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Threat:** Natural, technological, or human-caused occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

**Vulnerability:** A physical feature or operational attribute that renders an entity open to exploitation or susceptible to a given hazard.
UNIT INTRODUCTION

Key Points

The unit objectives are to enable you to:

- Describe the critical reasons for emergency planning in schools.
- Describe how the school EOP fits into the district and community EOPs.
- Identify who should participate in the school emergency planning process.
- Determine who should be on the planning team.

Different terminology may be used to refer to a school’s emergency operations plan (e.g., crisis plan, emergency response plan, safety plan, etc.). This course uses the terminology set forth in the FEMA Comprehensive Preparedness Guide, CPG 101.

The Course Toolkit contains additional materials and resources that can help with emergency planning. Examples include glossary, acronym list, job aids, references, and Web resources.

See the Course Materials and Resources section of the Course Toolkit for an electronic version of the CPG 101.
PLANNING OVERVIEW

Key Points

Schools are supposed to be safe havens and schools have a duty to take care of their students. The reality is that most schools are very safe places—but when emergencies occur that threaten the safety of students, schools need to have a plan to respond.

Planning provides a methodical way to think through the entire lifecycle of a potential crisis, helps determine required response and recovery capabilities and resource gaps, and helps stakeholders learn and practice their roles. Schools must plan for emergencies because:

- Schools have a legal and moral responsibility to protect students, faculty, and staff.
- For most emergencies, school faculty and staff will be the initial responders.
- Effective planning can improve a school’s ability to protect, mitigate, respond, and recover.

What are other reasons your school should plan for emergencies?

- Schools have a legal and moral responsibility to protect students, faculty, and staff.
- For most emergencies, school faculty and staff will be the initial responders.
- Effective planning along with effective training and exercises can improve a school’s ability to protect from, mitigate, respond to, and recover from emergencies.
PLANNING OVERVIEW

Visual 2.4

Planning Principles

Planning:

- Must be supported by leadership.
- Uses assessment information to customize plans.
- Considers all threats and hazards.
- Provides for the access and functional needs of the whole school community.
- Considers all settings and all times.
- Uses a collaborative process.

Key Points

Some key planning principles for developing a comprehensive school EOP are:

- **Planning must be supported by leadership.** At the district and school levels, senior officials can help the planning process by demonstrating strong support for the planning team.

- **Planning uses assessment information to customize plans.** Effective planning is built around comprehensive, ongoing assessment of the school community. Information gathered through assessments is used to customize plans to the building level, taking into consideration the school’s unique circumstances, resources, and community partners.

- **Planning considers all threats and hazards.** The planning process must take into account a wide range of possible threats and hazards that may impact the school. Comprehensive school emergency management planning considers all threats and hazards throughout the planning process, addressing safety needs before, during, and after an incident.

- **Planning provides for the access and functional needs of the whole school community.** School emergency management planning must address the needs of all students, staff, and visitors including those with disabilities and other access and functional needs.
School EOPs must comply with the Americans with Disabilities Act, which requires that emergency policies be modified to enable individuals with disabilities and other access and functional needs to evacuate, use emergency transportation, stay in shelters, and participate in all emergency and disaster-related programs together with their service animals.

- **Planning considers all settings and all times.** School EOPs must account for incidents that may occur during and outside the school day, as well as at on- and off-campus events (e.g., sporting events, field trips, etc.).

- **Planning uses a collaborative process.** Using the planning process in this course will provide the school with a process, plan format, and content guidance that is flexible enough for all school planning teams.
PLANNING OVERVIEW

Key Points

Planning is a process. This process is as useful as the resulting product. The process:

- Helps build relationships.
- Enables the school to share information with the community.
- Provides the community an opportunity to share information with the school.

Effective planning:

- Begins by establishing a collaborative team.
- Includes steps to engage and take into account the whole community.
- Aligns school plans with other plans.
- Can improve all aspects of emergency management.
Planning is a continuous process. The process involves partners who can perform many different planning functions before, during, and after an incident, including:

- Gathering and analyzing information.
- Conducting hazard, threat, and vulnerability assessments.
- Developing measures and plans to address hazards, threats, and vulnerabilities.
- Identifying potential resources to support planning efforts.
- Helping to train and exercise the plans.
- Identifying lessons learned and making revisions to the school EOP and procedures.
PLANNING OVERVIEW

Key Points

Before an incident you develop, train, and exercise plans and take protective actions to reduce threats, educate your community, and implement mitigation measures. Each of these actions increases your school’s preparedness.

Protection includes capabilities to safeguard the school against natural, technological, or human-caused disasters. It is focused on actions to protect the students, staff, visitors, and property against the greatest risks in a manner that allows our school to thrive.

Mitigation includes capabilities to reduce loss of life and property by lessening the impact of disasters. It is focused on the premise that the school and community are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

(Adapted from the National Preparedness Goal)

There are real benefits of being prepared. Being prepared can reduce fear, anxiety, and losses of life and property that may accompany incidents. Communities, individuals/families, and schools should know what to do in the event of a fire, where to seek shelter during a tornado, or how to respond to a mass casualty incident.
PLANNING OVERVIEW

Visual 2.7 (Continued)

Protection and mitigation are important parts of preparedness and all-hazards planning. Schools need to develop flexible, scalable plans based on a set of common actions and associated decisions. While no school EOP can address every scenario or foresee every outcome, an effective all-hazards plan can promote understanding of the capabilities required for desirable outcomes and provide faculty and staff with options to achieve those outcomes.

Through a comprehensive planning process, community members can identify potential incidents, and as a result determine a common set of protection measures to possibly stop some events from occurring and mitigation measures to lessen the impact of an event that does occur.

Additional information on protection and mitigation activities is presented in Unit 3.
PLANNING OVERVIEW

Key Points

Response definition: Response includes those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the school is able to effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident, as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

(Adapted from the National Preparedness Goal)

Response. During an incident, the emphasis shifts to response activities, and life safety is a priority. As soon as life safety needs are addressed, the incident is stabilized, and the threat is neutralized, the initial recovery process begins. It is also critical to continue protection actions (e.g., avoid someone taking advantage of students while the attention is focused on response activities) for a related incident such as an after-shock or a new wave of severe weather.

Planning for response. During an incident is not the time to decide how you will respond. Developing thorough procedures and identifying appropriate response actions can enable you to respond quickly and effectively and reduce the physical, psychological, social, and economic effects of an incident.
PLANNING OVERVIEW

Visual 2.8 (Continued)

To help the school be ready to respond to an incident, the school EOP should include procedures or protocols that:

- Encourage personnel to communicate clearly.
- Implement practiced procedures and drills.
- Are based on the National Incident Management System (NIMS)/Incident Command System (ICS) best practices.
- Hold faculty and staff accountable for achieving desired outcomes.
- Empower faculty and staff with the authority, training, and resources to take appropriate action and make judgments.

To help ensure that the response is scalable, adaptable, and flexible, you must:

- Coordinate with local fire, law enforcement, and emergency management partners.
- Conduct periodic training and exercises with staff, students, law enforcement, and emergency responders to test and improve procedures.
- Update your school EOP based on lessons learned.

Additional information on response activities is presented in Unit 5. Additional information on training and exercising is presented in Unit 7.
PLANNING OVERVIEW

Visual 2.9

Key Points

**Recovery definition**: Recovery includes those capabilities necessary to assist the school in recovering effectively from an incident. It is focused on a timely restoration, strengthening, and revitalization of the infrastructure, business, academic, and emotional fabric of the school affected by a catastrophic incident.

(Adapted from the National Preparedness Goal)

After an incident, recovery begins. The goal of recovery is to return to learning, resume community activity, establish a new normal, and restore the infrastructure. When planning for recovery from an incident, you need to consider both short-term and long-term needs, including:

- **Emotional**. What are the immediate crisis counseling needs? What are the potential long-term effects of the incident on students and staff? What followup interventions are available to students, staff, and first responders? How will anniversaries of events be commemorated?

- **Academic**. What can be done to maintain continuity of learning? How can preparedness be added to curriculum activities?
PLANNING OVERVIEW

Visual 2.9 (Continued)

- **Physical.** What are the quick fixes to be made so the school can reopen safely? What are the priorities for more permanent rebuilding and mitigation efforts? Note: The reopening of school may be affected by the need to use schools as shelters. Schools should coordinate with community planners in advance of an incident to understand how shelter requirements may affect school reopening.

- **Fiscal.** What steps need to be taken to restore records and other administrative systems? What funding is allocated for recovery?

Longer-term recovery activities should take into account how best to incorporate protection and mitigation measures so that you are better prepared for future emergencies.
ACTIVITY: PROMOTING PREPAREDNESS

Key Points

Purpose: This activity allows you to share ideas for promoting preparedness in the school and community.

Instructions: Working as a team, discuss actions your school can take in order to promote preparedness at your school and in your community. Consider the following questions and record your responses on chart paper. Teams with more than one school should provide one consensus response for each question.

• What type of preparedness event could you sponsor?

• Who would be involved (in the planning process and as a target audience)?

• How would you promote the event?

• What role could the local community play in supporting the event?

• What outreach materials could be created?
This course follows the planning guidance provided in:

- **Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101**

This resource provides guidance on the fundamentals of planning and developing emergency operations plans. CPG 101 shows the connection between planning efforts for the EOP and the mission areas of protection, mitigation, response, and recovery. CPG 101 integrates key concepts from national preparedness policies and doctrines, as well as lessons learned from disasters, major incidents, national assessments, and grant programs.

CPG 101 provides methods for emergency managers to:

- Conduct community-based planning that engages the whole community.
- Ensure plans are developed through an analysis of risk.
- Identify operational assumptions and resource demands.
- Prioritize plans and planning efforts to support seamless transition from development to execution for any threat or hazard.
- Integrate and synchronize efforts across all levels of government.

The course follows the planning process outlined in CPG 101.
PLANNING OVERVIEW

Visual 2.11 (Continued)

Additional guidance is provided in the following resource:

- **Guide for Developing High-Quality School Emergency Operations Plans**

  This resource is designed to help ensure that school emergency planning efforts are aligned with the emergency planning practices at the national, State, tribal, and local levels.

  The guide addresses four areas:

  o Principles of school emergency management planning.
  o A process for developing, implementing, and continually refining a school EOP with community partners at the school building level.
  o A discussion of the form and function of school EOPs.
  o A “closer look” at key topics that support school emergency management, including information sharing, psychological first aid for schools, school climate and emergencies, and active shooter situations.

Both documents are provided as classroom resources and are available on the Toolkit CD-ROM which can be accessed at the EMI School Program page at [http://training.fema.gov/emiweb/emischool/](http://training.fema.gov/emiweb/emischool/).
PLANNING OVERVIEW

Visual 2.12

Key Points

CPG 101 recommends the following planning process:

1. Form a collaborative planning team
2. Understand the situation
3. Determine goals and objectives
4. Plan development (identify courses of action)
5. Plan preparation, review, and approval
6. Plan implementation and maintenance (this step includes conducting training and exercises)

While there are many ways to produce an EOP, this planning process has enough flexibility for each school to adapt it to its unique characteristics and situation.
Key Points

The first step in the planning process is to form a planning team. This step includes identifying the core planning team, forming a common framework, defining and assigning roles and responsibilities, determining a regular schedule of meetings, and engaging the whole community. Members of your school core planning team are probably participating in the training today.

**Importance of team planning.** Experience and lessons learned indicate that emergency planning is best performed by a team. As a team, you can:

- Define each team member’s role in an incident. Team members will better understand the roles played by other members.
- Build and expand relationships, so that processes followed before an incident occurs are the same as those used during an incident.
- Generate support and backing of the school chief executive, school board, and other community stakeholders.
PLANNING TEAM

Key Points

The composition of your planning team will vary depending on your school, school district, and community. The visual lists potential functional areas that should be represented within your planning team.

Your core school planning team should provide a variety of expertise and perspectives to the planning process, including school administration, emergency management, natural hazards, building codes, transportation, and infrastructure.

Planning team members should:

- Have the ability, commitment, authority, and resources to carry out planning responsibilities.
- Provide expertise, or know where to obtain expertise, on issues related to incident management and school emergency planning.
- Agree upon the planning purpose and process.
- Represent all functions of the school.
- Possess good communication skills.
- Have the trust and confidence of colleagues.
PLANNING TEAM

Key Points

The following school personnel may be able to help with portions of the planning process:

- Science teachers, who have knowledge of the types and severity of weather hazards that could be expected in the area, or who are familiar with hazardous materials in or near the school.
- The school nurse, who is knowledgeable in first aid, triage techniques, and the medical needs of the students.
- Health teachers, who are knowledgeable in first aid and triage.
- Special education teachers, who are knowledgeable about the special needs of the school’s students with disabilities.
- English teachers and the school newspaper advisor, who have experience in dealing with the media.
- The school technology director, who can identify ways to secure school records.
- The school security director, who can identify potential security risks and best practices in response.
- The school counselor, who can help with plans to address psychological trauma.
- Maintenance or facility personnel, who can help identify hazardous materials and safe evacuation routes.

Try to identify and include any special interests that staff members, parents, or students may have that could be useful to the planning process. For example, a staff member may be a volunteer firefighter or a parent may be a licensed emergency medical technician.

Key Point: Other than the core planning team, not all members need to be involved in every aspect of planning.
PLANNING TEAM

Visual 2.16

**Expanded Team Members**

- District-level administration
- Local/county emergency manager
- First responders – fire, law enforcement, EMS, etc.
- Voluntary agencies in the community
- Public health services
- School insurance carrier
- Utility company personnel
- Local business and industry personnel
- State education association and unions

**Key Points**

Review the list of community team members on the visual. Though not an exhaustive list, the examples on the visual include persons or organizations that may:

- Have access to information that can assist your planning efforts.
- Provide subject-matter expertise on various aspects of your EOP.
- Be better prepared to assist your school if informed about your threats and procedures.
- Be willing to support the school protection and mitigation efforts.
PLANNING OUTCOMES

Visual 2.17

Key Points

Now that you understand the potential members of a planning team, the remainder of this unit focuses on the goal of a planning team—to develop and maintain a basic plan and annexes that address specific procedures, situations, or hazards.

- **The basic plan** provides an overview of the school’s preparedness and response strategies. It describes all expected hazards, outlines roles and responsibilities, identifies a training plan and schedule, and explains how to keep the school EOP current.

- **Functional annexes** are individual chapters that focus on procedures and missions, such as response and recovery procedures. These annexes describe the actions, roles, and responsibilities that participating organizations have for completing tasks for a function. They discuss how the school manages the function before, during, and after the emergency. In some plans, functional annexes are referred to as Emergency Support Functions (ESFs).

- **Threat-, hazard-, and incident-specific annexes** focus on the special planning needs generated by a specific threat, hazard, or incident. They explain the procedures that are unique to that type of hazard. These annexes may be short or long, depending on the details needed to explain the actions, roles, and responsibilities. Strategies already outlined in a functional annex should not be repeated in a threat-, hazard-, or incident-specific annex.

- **Implementing instructions**, which contain supporting documents such as a list of acronyms, copies of statutes, and maps, may also be included to provide additional guidance and references for planning.

These components form the school EOP that reflects school policy and legal obligations. Later units will describe each component in more detail.
PLANNING OUTCOMES

Key Points

The following are important considerations for school planning. Each item will be covered in more detail later in this course.

<table>
<thead>
<tr>
<th>Focus</th>
<th>Identify where you are vulnerable.</th>
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</thead>
<tbody>
<tr>
<td>Comprehensiveness</td>
<td>Consider incidents before, during, and after typical operating hours.</td>
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<td></td>
<td>Include off-site events, such as sports, field trips, and camps.</td>
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<td></td>
<td>Be redundant. Don’t overly rely on a single approach. Identify backup personnel for key roles.</td>
</tr>
<tr>
<td>Currency</td>
<td>Base your plan on current information, and keep it current. If your building layout changes, update it in the school EOP. Update contact information regularly.</td>
</tr>
<tr>
<td>Appropriateness</td>
<td>Be sure your school EOP is age appropriate. There are significant differences in how elementary school children, high school students, and staff will behave in a crisis.</td>
</tr>
<tr>
<td></td>
<td>Be aware of the diverse needs of individuals, including those with disabilities or limited English proficiency.</td>
</tr>
<tr>
<td>Communication</td>
<td>Consider how you will communicate with staff, students, families, and the media during and after a crisis.</td>
</tr>
<tr>
<td>Clarity and Ease of Use</td>
<td>Use a format that is clear and easy to use. Include timelines, milestones, and responsibilities for completing them.</td>
</tr>
<tr>
<td>Implementation</td>
<td>Consider what training and exercising will be needed to make the school EOP effective.</td>
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</table>
PLANNING OUTCOMES

Key Points

Schools undertake emergency operations planning within a spectrum that includes individual/family, district, community, State, tribal, regional, and Federal agency emergency planning.

**Personal and family preparedness.** It is important that school staff members have plans to ensure the safety of their families. Otherwise, the staff may not be able to focus on the needs of the school population when an incident occurs. In fact, some States have laws or mandates requiring personnel to remain at their school assignments during an emergency. Personal and family preparedness helps ensure that the staff members are ready to fulfill this obligation.

**District liaison.** School districts serve as the liaison between the school and these broader agencies. In order to promote coordination among these entities, the school is strongly encouraged to **include district representation on the planning team.** The local school district’s emergency planning policies, procedures, and training activities will inform and enhance the school’s planning to a significant degree.

**Integration with community plans.** It is critical that school EOPs are well integrated with school district and community plans, including being developed and exercised in close collaboration with them.

In January 2009, the Harvard Medical School’s Center for Biopreparedness analyzed 20 school plans and found that many plans omitted specific guidelines for communication between local emergency responders and the school.
PLANNING OUTCOMES

Visual 2.19 (Continued)

The school EOP should include a process for communicating with local emergency responders. Additionally, the school should participate in local preparedness programs and define a process to ensure the school EOP is incorporated into school district EOPs and the community plan.

State and regional plans. Community plans in turn should be developed and exercised in conjunction with State and regional plans. At the State level, EOPs should be designed to respond to citizens’ needs and to outline when to turn to the Federal Government for assistance.

Emergency use of the school. The school EOP should identify the use of the school facility in emergency situations, such as using the school for a shelter, reception area, staging area, point of emergency supply and food distribution, or alternate government facility. Schools need this information so they can address the issues in their planning.
ACTIVITY: PLAN REVIEW SESSION

Key Points

**Purpose:** The session will enable you to review who is on the planning team and identify ways to improve planning participation and plan integration.

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**School EOP Review Session**

1. Consider the following questions:
   - Are all stakeholders involved in your planning process?
   - Who else should be included?
   - How can you better interface with emergency responders?
   - How well does your school EOP fit into the larger community plan?
2. Make changes to your EOP and add action items to the worksheet, as needed.

*Use your instructors as resources!*
ACTIVITY: PLAN REVIEW SESSION

Visual 2.20 (Continued)

Instructions: Review your school emergency operations plan, as follows:

1. Select a recorder.

   Throughout this course you will work with your school team or table group to identify steps for enhancing your EOP. Where possible, make changes directly to your school’s EOP. If this is not possible, record changes on the Action Item Worksheet to help you identify what to change at a later time. IMPORTANT: Compile all of the action items for your school on a single copy of the worksheet.

2. As a group, address the following questions about your plan:
   - Are all stakeholders involved in your planning process?
   - Who else should be included?
   - How can you better interface with community first responders?
   - How well does your plan fit into the larger community plan?
Unit 2. Getting Ready for Planning

UNIT SUMMARY

Key Points

In this unit, the following key points were presented:

- Emergency planning is critical for ensuring the safety of students and continuity of learning before, during, and after an incident.
- The process of developing or updating the school EOP should involve representation from the whole community including school stakeholders, response partners (law enforcement, fire services, and others), emergency management, and other experts as needed.
- The school EOP should be integrated into the larger context of district and community plans.

Useful resources related to this unit are provided in the Getting Ready for Planning Resources category on the toolkit.

Unit 3 introduces how schools identify and address threats, hazards, and vulnerabilities.
Unit 2. Getting Ready for Planning

Your Notes: