

II – INTRODUCTION TO EMERGENCY MANAGEMENT

A. PARTNERSHIPS IN PREPAREDNESS, RESPONSE AND RECOVERY

California Education Code Section 35295 requires public and private schools to develop school disaster plans so that students and staff will act instinctively and correctly when a disaster strikes. This Plan is designed to provide administrators with a resource for protecting students, staff and school facilities, as well as to describe the responsibilities of staff members for a wide range of emergency and disaster situations that may occur.

Within this Plan are emergency preparedness and response instructions, guidelines, templates and forms to help protect the safety, security and well-being of students and school staff during many types of emergencies. This Plan may be adapted to the capabilities and special needs of each site.

The health and welfare of students and school staff in crisis situations is dependent upon sound emergency preparedness. School personnel are obligated to prepare themselves to render competent service through all phases of an emergency including planning, training, drilling, response, recovery and evaluation, as may be required. **The Plan describes actions and response protocols for crisis situations so districts and schools can quickly and adequately restore the school community to a safe and orderly learning environment.**

This Plan assumes that schools must be self-sufficient for a time and may be required to make many crucial decisions and provide shelter to the immediate community.

B. FOUR PHASES OF EMERGENCY MANAGEMENT

This Plan is presented in four main sections which conform to the four phases the U.S. Department of Education Office of Safe and Drug-Free Schools uses to describe planning for, responding to and recovering from emergencies: Mitigation/Prevention, Preparedness, Response and Recovery. Each of these topics is introduced briefly below and applied in detail in the respective sections of the plan.

- ◆ **Section I – Mitigation/Prevention** addresses what schools can do to reduce exposure to risks and hazards and lessen the potential impact of an emergency situation. Mitigation efforts can occur both before and after emergencies or disasters.
- ◆ **Section II – Preparedness** focuses on the roles and responsibilities of the school emergency response teams and the actions, exercises and supplies needed for various emergency scenarios. These activities develop readiness and response capabilities.
- ◆ **Section III – Response** presents detailed procedures for implementing appropriate actions for most types of emergencies that may be encountered in a school setting. In this phase, schools mobilize resources needed to address the emergency at hand. Emphasis is placed on minimizing the effects of the emergency or disaster.



- ◆ **Section IV – Recovery** focuses on general strategies to follow after the emergency and restoring affected areas to pre-emergency conditions in order to return to the normal learning environment as quickly as possible. Recovery activities may be both short-term and long-term; ranging from restoration of essential utilities such as water and power, to mitigation measures designed to prevent future occurrences of a specific threat.

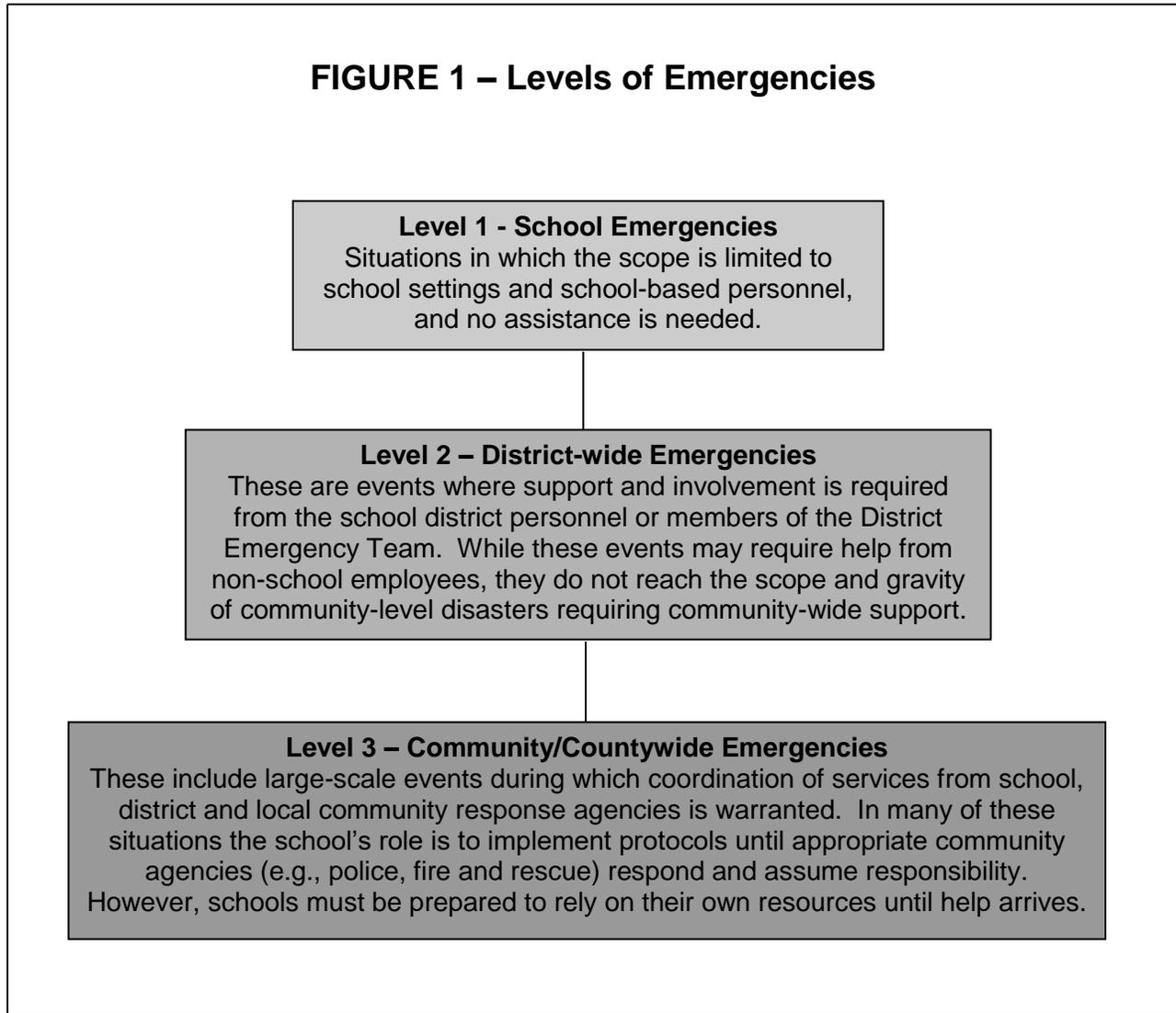
Each section contains information that outlines the basic components of these four critical areas. All four phases of emergency management should be planned for in advance in order to be most effective. *This is being developed: (The **APPENDICES** contain supplemental emergency information including cross-jurisdictional agreements, checklists, forms, sample letters and other supporting documentation. The action checklists and forms can be duplicated as templates or they can be incorporated directly into existing plans. The forms should be adapted or augmented to fit the school mission, staffing, location and other unique circumstances.)*

C. LEVELS OF EMERGENCIES

THREE LEVELS OF EMERGENCIES: Emergencies are often described in terms of the following three levels:

- ◆ **Level One (School Level) Emergency:** A localized emergency, with low impact on school operations, which school personnel can handle by following the procedures in their emergency plan. Examples: power outage, unexpected death, suicide threat.
- ◆ **Level Two (District Level) Emergency:** A moderate to severe emergency, somewhat beyond the individual school response capability, which affects students district-wide and may require mutual aid assistance from the fire department, local police, etc. Examples: intruder, shooting on campus.
- ◆ **Level Three (Community) Emergency:** A major disaster, clearly beyond the response capability of school district personnel, where a significant amount of mutual aid assistance will be required, recovery time will be extensive, and response time from major support agencies may be seriously delayed and/or impaired. Examples: severe earthquake with injuries and/or structural damage, flooding, explosions, chemical spills requiring evacuation, death of multiple staff or students (as in a bus accident), hostage situation. In a catastrophic disaster, schools must be prepared to rely on their own resources because assistance from others may be delayed. A large-scale event such as an earthquake that affects one school will also affect the surrounding community. There may be widespread telephone outages, road blockages, gridlock and congestion on the highways, damage to utility systems, roof collapse, chemical or electrical fires, release of hazardous materials, flying debris, injuries and death caused by falling objects and smoke inhalation.

FIGURE 1 illustrates the three levels of emergencies.



HOMELAND SECURITY LEVELS OF EMERGENCIES

In March 2002, the White House issued Homeland Security Directive-3, which established five threat conditions for possible terrorist attack:

Green	=	Low
Blue	=	Guarded
Yellow	=	Elevated
Orange	=	High
Red	=	Severe

The American Red Cross developed a complementary set of general explanations and guidelines for preparedness activities for each level Figure 2.

FIGURE 2 – Homeland Security Advisory System



**Homeland Security Advisory System
Recommendations for Schools**

Level of Risk	Recommended Action
<p style="text-align: center;">SEVERE (Red)</p>	<ul style="list-style-type: none"> • <i>Complete all recommended actions at lower levels.</i> • Listen to radio and TV for current information and instructions. • Be alert and immediately report suspicious activity to proper authorities. • Close school if recommended to do so by appropriate authorities. • 100% identification check (i.e. driver's license retained at front office) and escort anyone entering school other than students, staff and faculty. • Ensure School Site Crisis Team members are available for students, staff and faculty.
<p style="text-align: center;">HIGH (Orange)</p>	<ul style="list-style-type: none"> • <i>Complete all recommended actions at lower levels.</i> • Be alert and report suspicious activity to proper authorities. • Review emergency procedures and supplies. • Discuss children's fears concerning possible terrorist attacks in consultation with School Site Crisis Team. • Prepare to handle inquiries from anxious parents and media.
<p style="text-align: center;">ELEVATED (Yellow)</p>	<ul style="list-style-type: none"> • <i>Complete all recommended actions at lower levels.</i> • Be alert and report suspicious activity to proper authorities. • Ensure all emergency supplies are stocked and ready. • Distribute copies of <i>Terrorism: Preparing for the Unexpected</i> to students, staff and parents.
<p style="text-align: center;">GUARDED (Blue)</p>	<ul style="list-style-type: none"> • <i>Complete all recommended actions at lower level.</i> • Be alert and report suspicious activity to proper authorities. • Provide safety training to staff and practice emergency drills pursuant to school emergency procedures. • Review communications plan and update emergency contact information. • Review emergency supplies and supplement as necessary.
<p style="text-align: center;">LOW (Green)</p>	<ul style="list-style-type: none"> • Develop school emergency plans per District Bulletins • Offer American Red Cross "Masters of Disaster" curriculum for grades K-8 on emergency preparedness for natural disasters. • Ensure selected staff members are trained on first aid, CPR and AED. • Provide safety training to staff and practice emergency drills pursuant to school emergency procedures.

References: American National Red Cross – <http://www.redcross.org/services/disaster/beprepared/hsas/schools.pdf>

D. PLAN DEVELOPMENT, IMPLEMENTATION AND UPDATES

The School Emergency Management Plan will be:

- **DEVELOPED** by a team of school staff;
- **INITIATED** by the principal or designee when conditions exist which warrant its execution;
- **IMPLEMENTED** by all staff who will remain at school in the capacity of “Disaster Service Workers” and perform those duties as assigned until released by the principal. See California Government Code §3100.
- **REVIEWED** at least annually.

Emergency and disaster functions are identified and pre-assigned before the beginning of the school year. The Emergency teams and contact information will be updated at least annually. New personnel will be assigned to vacated command staff positions. Procedures will be revised as needed. All emergency preparedness training and drills will be documented, and updates to the plan will be recorded.

The elements of emergency planning, preparedness and management are:

- ◆ **Leadership:** Leadership ensures that emergency preparedness will be a priority and that adequate resources will be allocated to create and implement district and school-based plans. At the district level leadership should come directly from the superintendent; at the school level, from the principal, assistant principal, dean or lead teacher.
- ◆ **Incident Command System:** The ICS is a standardized organizational structure that is the basis of SEMS and NIMS, designed to handle: Management, Operations, Logistics, Planning, and Administration & Finance. The ICS allows for appropriate utilization of facilities, equipment, personnel, procedures, and communications. The Incident Commander is the highest-ranking official in charge of the emergency response operations.
- ◆ **School Emergency Management Plan:** The site-based plan includes team assignments, emergency numbers, protocols, and the four phases of emergency management: Mitigation, Preparedness, Response and Recovery.
- ◆ **School Emergency Teams:** Site-based teams of individuals with specific duties to perform in order to prepare for and respond to emergencies. The School Emergency Teams develop the plan to meet individual school needs and implement the plan in the event of an emergency.
- ◆ **Communication:** Plans should have established lines of internal communication (within the school) and external communication (with the district office and community). Plans should include provisions for after-hours communication (telephone tree), and alternate means if telephone lines are disabled.
- ◆ **Emergency Management Protocols:** Emergency Management Protocols are the step-by-step procedures for schools to implement in the event of an emergency.

- ◆ **School Emergency Actions:** These are a set of clear directives that may be implemented across a number of emergency situations. These actions include Drop/Cover and Hold, Evacuation, Lockdown, Shelter in Place, Stand-by and All Clear, in addition to several specialized actions such as Offsite or Reverse Evacuation and Student Release.
- ◆ **Staff Responsibilities:** School personnel have a moral and legal responsibility to all students in their care. Just as school staff members will rely on first responders, public agencies and others to open blocked roads, repair utilities, perform rescue work, etc., those members of the community will rely on schools to provide care for their children in an emergency.

California Government Code §3100 declares that public employees are “Disaster Service Workers”, subject to activities as may be assigned to them by their superiors or by law. This law applies to public school employees in the following cases: 1) when a local emergency has been proclaimed, 2) when a state emergency has been proclaimed, or 3) when a federal disaster declaration has been made. The law has two ramifications:

- a) Public school employees may be pressed into service as Disaster Service Workers and may be asked to do jobs other than their usual duties for periods of time exceeding their normal working hours. Teachers and staff members may be required to remain at school and serve as Disaster Service Workers until they are released by the principal or superintendent.
- b) In those cases, their Workers’ Compensation Coverage becomes the responsibility of state government (Office of Emergency Services). Their overtime compensation, however, is paid by the school. These circumstances apply only when a local or state emergency has been declared.

Ideally, the school plan should include a rough prioritization of which teacher and staff members might be released first (such as those with small children at home). Staff members who live a long distance from school should be encouraged to make special preparations for remaining at school a longer time, such as arranging with a neighbor to check on their home and keeping extra supplies at school.

- ◆ **Training:** Training is important on at least three levels:
 - General awareness training for all staff;
 - First Aid and CPR;
 - Team training to address specific emergency response or recovery activities, such as Student Release, Search and Rescue, Shelter Management.
- ◆ **Practice:** Practicing the plan consists of drills, tabletop and functional exercises, orientation for staff, etc. It is generally recommended that schools start with basic orientation and tabletop exercises prior to engaging in full-scale simulations or drills.
- ◆ **Personal Emergency Plans:** Staff members should develop personal and family emergency response plans. Each family should anticipate that a staff member may be required to remain at school following a catastrophic event. Knowing that the family is prepared and can handle the situation will enable school staff to do their job more effectively

E. AUTHORITIES AND REFERENCES

The following are the state authorizations and mandates upon which this emergency preparedness plan is based:

California Code of Regulations, Title 5, Division 1, Chapter 2, Subchapter 3, Article 2, § 560 - mandates that School Boards adopt a policy for use by district schools in formulating individual civil defense and disaster preparedness plans.

California Code of Regulations, Title 19 and California Government Code, § 8607-8607.2 - specifies that the Standardized Emergency Management System, which includes the major structure of the Incident Command System, will be implemented and used in handling disaster/crisis situations.

California Education Code, Title 2, Division 3, Part 21, Chapter 2, Article 10.5, § 35295 - 35297 - requires School Boards to *“establish an earthquake emergency procedure system in every private school building under its jurisdiction having an occupant capacity of 50 or more pupils or more than one classroom.”*