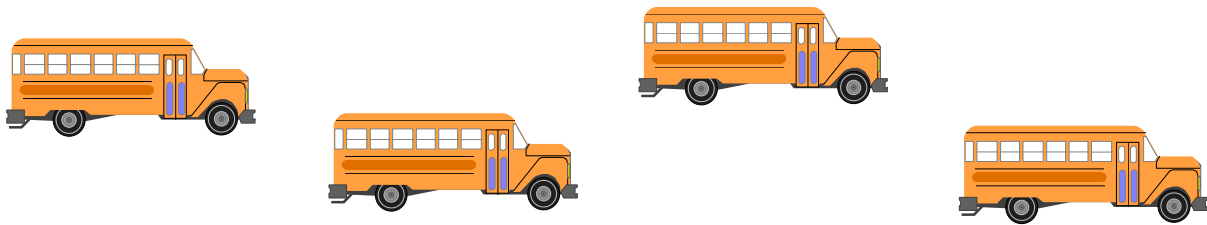


This document is designed to be used by school districts involved in emergency planning. However, school districts should be aware of specialized planning requirements necessary for your school district that is not covered in this guide. Contact your local emergency management director for assistance.

Missouri All-Hazards Planning Guide for Schools



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FOREWORD

This planning guide complements the “State of Missouri School Crisis Response Plan,” which was released by Governor Mel Carnahan in September 1999. That plan was developed through representatives from the Director’s Office of the Department of Public Safety, Department of Elementary and Secondary Education, Missouri Center for Safe Schools, State Fire Marshall’s Office, State Emergency Management Agency, Department of Health, Missouri School Boards Association, local school districts, law enforcement, and counseling services.

This guide extends the concepts and objectives that were discussed in the “State of Missouri School Crisis Response Plan.”

This document includes recommendations by the State Emergency Management Agency (SEMA) that schools take into consideration when developing their emergency or disaster plans. SEMA believes a school plan should be an all-hazard plan, rather than a series of separate plans for each hazard. SEMA does suggest schools develop hazard-specific procedures when necessary (i.e., tornado, fire, bomb threat, intruder, etc.). These procedures should be put in a checklist format so that they can be easily checked-off as they are completed.

When developing your plan, be sure to consider procedures for visitors, handicapped students/staff, and individuals who may be in the hallways/restrooms/storerooms, etc. when an incident occurs. Also, include procedures for any before/after school programs, athletic events, and special events (plays, presentations, graduations, etc.).

Planning Committees

Before any school planning begins, it is important to set up two planning committees, an internal planning committee and a community planning committee. The internal planning committee would consist of key school staff who would be responsible for developing, updating, maintaining, distributing, and exercising the school emergency operations plan. Suggested staff for the internal planning committee include administrative staff (i.e., superintendent and building principals), teachers, counselors, bus drivers, maintenance staff, school resource officers, school legal counsel, and a Parent-Teacher Organization (PTO) representative.

The community planning committee should consist of representatives from local law enforcement, fire and rescue, ambulance, emergency management director, health department, hospitals, mental health professionals, funeral directors, utilities, public works agencies, local government officials (presiding commissioner, mayor, city manager), businesses, volunteer organizations, news media and any other representatives who have a stake in the local school.

Plan Design

The school district's plan should consist of an all-hazard emergency operations plan that contains a basic plan and functional annexes. The basic plan will describe the overall response to an emergency situation, including legal basis, and identify the potential hazards that may affect that school district. The functional annexes will describe in detail those functions that could be required for the emergency response, regardless of the hazard (i.e. Direction and Control, Communications & Warning). Appendices, attachments, and addendums may also be attached to the basic plan and/or the functional annexes as needed. These documents might include equipment lists, phone numbers, diagrams, and standard operating procedures (SOPs).

It is recommended that one emergency operations plan be developed to cover all the buildings in the district. However, there may be situations where this is not practical, and therefore, a separate emergency operations plan for each building may be needed. If this is the case, all school personnel will need to be aware that each building has a separate plan and will need to become familiar with those plans that would apply to where they would be working.

In addition to the district's all-hazard plan, a quick-reference checklist is recommended to be placed in all classrooms and assembly areas (cafeteria, gymnasium, offices, buses, field house). This checklist should be in a convenient, flip-style format that has a separate checklist for each hazard.

Each teacher should keep a daily class attendance roster with or near this emergency checklist. It is important that the teacher keep this roster updated throughout the day, as students arrive and leave school at different times (i.e., tardy students, doctor visits). This list should also note any regularly-scheduled student absences (i.e., band practice, special reading programs, gifted programs), as well.

List of Potential Hazards

The following is a list of hazards that schools can use when determining which hazards may affect them. For more information on these hazards and their history in Missouri, see the "State of Missouri Hazard Analysis" which SEMA publishes.

Tornado/Severe Storm
Flood/Flash Flood
Severe Winter Weather
Heatwave
Earthquake
Utility Interruption
Fire
Nuclear Power Plant Incident
Transportation Accident (bus)
Civil Disorders
Terrorism
Hazardous Materials Incident – This includes any internal sources (i.e., science lab, janitor closet, kitchen, shop class, swimming pool) or external sources (i.e., from nearby facilities that store, use, or produce hazardous materials; or from these materials being transported via nearby highway, rail, or pipelines.)

This list is not inclusive and schools also have some unique situations (i.e., school shooting, student abductions, intruders, etc.) that should also be addressed in their plans.

Specific procedures that the school develops for each of these hazards should be included in the flip-style booklet that has a checklist for staff to follow.

Safety and Security

Things to consider:

- *What are the security procedures for each building? (All exterior doors locked from the inside, exit only; all classroom doors in lock-ready position; metal detectors)
- *What are the bomb threat procedures? (Stay in-place; evacuate; staff/law enforcement look for bomb)
- *What is the school's dress code? (No trench coats; black clothing; ban of particular signs-gang related)
- *What types of backpacks, if any, are allowable in school? Where are they to be kept? (Lockers; on their person)
- *What types of lockers does the school provide? (Clear; wire mesh)
- *What are the procedures for searching lockers, backpacks, and individuals?
- *Are ID badges required for all persons in the school, and if so, are they color-coded (i.e., blue-student; green-teacher; yellow-visitor)?
- *Are all visitors required to sign-in at the office?
- *Are security cameras, burglar alarms, etc. used in the school?
- *Who has access to the building's keys, including keys to the cafeteria, janitor's closet, and boiler room?
- *Treat the incident area as a crime scene, if necessary.

For more information on safety and security, read the National Institute of Justice’s report, “The Appropriate and Effective Use of Security Technologies in U.S. Schools”, dated September 1999. This report may be viewed or downloaded from their web site, www.doe.gov/schoolsecurity/pdf.htm.

Also, contact your local law enforcement agency to review your school’s safety and security measures.

Recommended Training

The State Emergency Management Agency (SEMA) offers several training courses that could benefit schools. The first of these courses is the “Community Emergency Response Team–CERT” that would provide a school with first aid, basic fire suppression, and scene management skills until help arrives. Train-the-trainer courses are available to enable school districts to provide training as needed.

Another course that would benefit schools is “Multi-Hazard Planning for Schools.” This course was originally developed by the Federal Emergency Management Agency (FEMA), but has been modified to meet the needs of schools in Missouri. This course will familiarize schools with the various ways to address their disaster planning needs.

Additional Information Available from FEMA

The following information is available from the Federal Emergency Management Agency. To order, call 1(800)480-2520. These materials are available at no charge, but limits may apply.

- “Earthquake Safety Program: Visuals for School Use” (8-1045)
- “Coping with Children’s Reactions to Earthquakes & Other Disasters” (8-0750)
- “Guidebook for Developing School Earthquake Safety Program” (8-0511)
- “Earthquake Safety Activities for Children” (8-0860)
- “Tremor Troops - Earthquake Teacher’s Package for K-6th Grade” (8-0704)
- “How to Help Children After a Disaster: A Guidebook for Teachers” (8-0985)
- “School Intervention Following a Critical Incident: Project Cope” (8-0983)
- “Disaster Preparedness for Children - Coloring Book” (8-1123)
- “Seismic Sleuths: A Teacher’s Package for Grades 7-12” (0-0122)
- “Existing School Buildings: Incremental Seismic Retrofit Opportunities” (9-1340)
- “Children & Trauma - The School’s Response Video” (8-0981)
- “Adventure of Disaster Dudes Video Kit” (8-0799)

THE SCHOOL ALL-HAZARD EMERGENCY OPERATIONS PLAN should include:

Preface Documents

1. Promulgation document (approval page) that includes the signatures of the school superintendent, board members, and building principals, as well as the dates of these signatures.
2. Table of contents.
3. Date of the plan.
4. Record of changes.
5. Distribution list.
6. Glossary of terms used in the plan.

Basic Plan

1. Explain the school district's policy on this plan, as well as any federal, state, or local requirements/regulations for such a plan.
2. Include a purpose statement for the plan.
3. Describe the plan maintenance (i.e., to be updated annually, after exercise, or a real event) and the distribution of these updates, including who is responsible for these tasks. (For security purposes, recommend using an inventory number on each copy of the plan.)
4. Describe how this plan will be tested (i.e., tabletop, functional, full-scale exercise, etc.), when it will be tested, and who is responsible for this. (This exercise can be combined with other community exercises. Be sure to invite all outside agencies that may have a response role to an incident at your school.)
5. Establish procedures for briefing new staff on this plan and their responsibility during an emergency.
6. Establish procedures for ensuring that new students and visitors are made aware of emergency procedures (i.e., fire, tornado, earthquake, intruder)
7. Reference the local (county and/or city) all-hazard emergency operations plan.
8. Describe the campus layout (i.e., administration building, school buildings, athletic areas, bus garages, parking lots). Include a map of the campus, if possible.
9. Identify the daily school population (students, staff, and other employees), as well as population at special events.
10. List regularly scheduled school events (i.e., athletic games, tournaments).
11. Identify all the hazards that could occur in the school district (see page 2).

12. Include a hazard analysis detailing the history, severity, and probability of the above-mentioned hazards for the school district.
13. Include procedures to ensure that the daily class roster is kept updated (throughout the day) and maintained in a designated area that is easily accessible.
14. Identify the location(s) of current floor plans for all buildings in the district which show haz-mat storage areas, ventilation systems, utility shut-offs, etc. (Recommend the police and fire services have copies of these plans, as well.)
15. Identify essential records in each building, how they are stored, where duplicates are kept, and who is responsible for them. This should include computerized records and duplicate computer files.
16. Include procedures for ensuring all substitute staff is aware of this plan and the emergency procedures it contains (i.e., include in the substitute's handbook).
17. Describe school policy on where students could be picked up, how long the school will hold the students, and to whom the students can be released.
18. Provide a copy of the current Student Release Card used by the school and identify where this information is maintained. (Recommend this information be kept near the master daily attendance roster.)
19. Provide a copy of the bomb threat procedures card by each phone in the building(s), which explains the information law enforcement will need from the receiver of the call.
20. Describe procedures to be used when students are being transported on buses (i.e., when to evacuate the bus during severe weather, accident procedures).
21. Assign a "buddy" teacher to every teacher. (Buddy teachers are teachers in adjacent or nearby classrooms who are paired together to combine classes in an emergency or work together during an evacuation. This system frees half the classroom teachers in an emergency to perform other functions, such as Fire and Rescue, Health and Medical, etc.)

Chain of Command

This functional annex describes the school's chain of command, who is responsible for managing the school's response to the emergency, and the coordination between the school and responding agencies.

1. Include an organizational chart for the school district with established chain of command.
2. Identify by position the individual responsible for Direction and Control within each building, and include a minimum of two alternates.
3. List all personnel in each building and telephone numbers to contact them (include land-line phone numbers, cellular phone numbers, and e-mail addresses, if available).
4. Describe the interrelationships with outside agencies (i.e., police, fire, etc.).

5. List by individual any special training staff members have received, (first aid, CPR, first responder, hazardous materials, CERT, etc.) including the expiration dates of this training.
6. Develop a primary and support responsibilities chart that identifies which staff position is primarily responsible for each function, and which staff positions support each function.
7. Ensure all staff (including after-school and athletic programs) receive a copy of the plan and are aware of their responsibility(ies) in this plan.
8. Identify an emergency operations center (EOC) where all staff with a primary responsibility could assemble (if possible, depending upon the emergency situation) to make major decisions regarding the school's response. This EOC should also have some identified communications capabilities. Two alternate sites are recommended.
9. List mutual aid agreements with surrounding schools to assist in counseling, use of buildings/staff/buses, etc. Also, specify if these agreements are in writing.
10. Identify where a master list of daily attendance is maintained and if a duplicate is kept at another location (or stored on computer) and who is responsible for this list.

Communications and Warning

These functions can be addressed either in separate annexes or together. Communications deals with establishing, using, maintaining, augmenting, and providing back-up for all modes of communication needed for emergency/disaster situations. Warning consists of establishing, using, and augmenting the various warning systems to disseminate warning information to appropriate school officials and the student body in a timely manner.

1. Identify by position the individual responsible for Communications and Warning and include a minimum of two alternates.
2. Describe training to be provided to all staff and students so that they are aware of the meanings for each warning signal (i.e., fire, tornado, lock-down, etc.) and what they should do.
3. Describe the confidential codes (if plain English is not used) to be used for the various hazards.
4. Develop and maintain lists of telephone numbers, cellular phone numbers, pager numbers, and e-mail addresses of all staff and describe procedures to ensure this list is updated regularly and distributed. (Provide copies of these lists to the local police and fire department.)
5. Maintain a list of all local emergency numbers (police, fire, ambulance, etc.).
6. Include designated unlisted telephone numbers within the school and provide these numbers to the local police and fire departments.
7. Describe the communications systems used in the building(s), i.e., inter-com, room telephones, cellular phones, two-way radios, pagers, e-mail, etc., as well as the communications with buses, field houses, etc.

8. Identify who provides severe weather warning information to the school and how this information is received (i.e., tone-alert monitor, call from local police/fire department, etc.), as well as how it is then dispersed throughout the school.

Emergency Public Information

The goal of this functional annex is to provide active channels for informing parents and staff family members of the emergency situation. This annex should develop procedures for dealing with the media.

1. Identify by position the individual designated as the Public Information Officer (PIO), or general spokesperson, for the school and include a minimum of two alternates. This position will be the official news media point of contact for the school and all news releases will originate from here. (SEMA offers PIO training.)
2. Identify the local radio and television stations that will be utilized by the school during an emergency situation to notify parents, guardians, and employees' families.
3. Provide in a packet to parents and staff the local radio and television stations that will be used by the school, school phone numbers that parents can use, and procedures for sheltering and releasing students.
4. List the telephone and fax numbers of the local media.
5. Designate phone numbers that parents can use to contact the school during disaster situations and assign staff to operate these phones. (For any parents who do not speak English, consider having staff who can interpret to operate these phones.)
6. Identify any foreign students, who either speak/understand English poorly or not at all. Also, identify any students with visual or hearing impairments.
7. Identify staff who can provide emergency information to foreign-speaking students, those which can perform sign-language, and where braille information can be produced within the school.
8. Identify where media briefings will be held, with at least two alternate locations.
9. Conduct regularly-scheduled news briefings, and inform the media of these briefings.

Security

The Security function describes how security issues will be handled during emergencies.

1. Identify by position, the individual responsible for Security in the school, also identify two alternates.
2. Describe who will provide traffic control during emergencies.
3. Describe how security will be provided for critical resources and to protect facility property.
4. Describe crowd control and other security measures planned for civil disturbances and other large gatherings.

5. Describe how emergency service personnel will be alerted to technological hazards and fire during emergency operations.
6. Identify staff who have any previous law enforcement training, bomb search training, Search and Rescue training, or other specialized training.

Fire and Rescue

These functions may be addressed separately or together in one annex. The Fire function addresses the procedures and resources for fire prevention and suppression before outside help arrives. The Rescue function addresses the procedures necessary to perform search and rescue in the aftermath of a disaster.

1. Identify by position the individual responsible for Fire and Rescue in the school, also identify two alternates.
2. Describe the type of fire alarm system used in the school (i.e., sound, voice, lights) and identify any areas of the school that may not be covered by this system.
3. If a sprinkler system has been installed in the school, identify what areas are covered.
4. Identify the locations of fire extinguishers throughout the school, who is responsible for their maintenance, and provide a training schedule for their use.
5. Identify individuals who have received search and rescue training.

Facilities Management

This functional annex addresses the various utilities (water, sewer, electric, phone, etc.) and maintenance that is provided to the school.

1. Identify by position the individual at the school who is responsible for Public Works, and list at least two alternate positions.
2. Identify companies that provide electricity, water, sewer, and telephone service to the school. Include a current list of contact numbers for these services.
3. Identify the shut-off locations in each building for electricity, water, sewer, and telephone. Include any specific procedures for turning these devices on and off.
4. Identify where keys to these utility areas are kept, and where alternate keys are maintained. (Ensure that this information is kept secure.)
5. Identify alternate sources for these utilities (i.e., generators and fuel supply, porta potties, bottled water, etc.) and where they can be obtained, including phone and fax numbers.

Evacuation

The purpose of this functional annex is to relocate students/staff to safe areas when an emergency or disaster necessitates such an action.

1. Identify by position the individual responsible for Evacuation, and at least two alternates. Also, identify who can order an evacuation of the school.
2. Identify the locations (by hazard, if necessary -- i.e., fire: back parking lot) to which each building would be evacuated. List alternate sites for each, as well. Ensure all students/staff are aware of these different locations and when to use them. Post these locations in each classroom/area and exercise these evacuations.
3. Ensure each teacher/staff member bring the class's daily roster and their procedures (flip-style booklet) with them when evacuating.
4. Identify any students/staff who may need assistance when evacuating and assign a buddy (with alternates) to each.
5. Identify person(s) responsible for ensuring all people have been evacuated from the building and to check for persons in bathrooms and other remote areas.
6. Notify the Shelter Coordinator if an evacuation is going to be performed.
7. Identify when students/staff may return.

Shelter

This functional annex addresses two types of sheltering situations: sheltering students within the school and opening the school as a community shelter for local residents. In either case, feeding and bedding may need to be provided.

This annex should also address when reverse evacuation (bringing students back into the building) and lockdowns would be implemented.

1. Identify by position the individual who would be responsible for Shelter, and at least two alternates.
2. Identify where food, cots, bedding (pillows, sheets, blankets), toiletries, and essential medicines are located within the school, or where these items would be provided. (If the American Red Cross opens the school as a community shelter, they will provide these items.)
3. Identify specific hazards when students/staff will stay in-place (i.e., tornado, hazardous materials incident, lock-down, etc.). Ensure these procedures are exercised and posted in all areas/classrooms.
4. Address procedures to be followed for a lockdown (i.e., close and lock classroom doors, close curtains/blinds, assemble students into safest area of the room).
5. List any shelter agreements the school has with the American Red Cross or other volunteer organizations, or with the local emergency management agency.

Health and Medical

This functional annex addresses medical care in an emergency/disaster situation. First aid, public health, and crisis counseling are discussed here.

1. Identify by position the individual responsible for the Health and Medical function, and list two alternates.
2. List any staff that has been trained in first aid, CPR, first responder, EMT, or crisis counseling. (This item was also discussed under the Direction and Control section.)
3. List any mutual aid agreements in which the school will exchange crisis counselors with other schools. (This item was also discussed under the Direction and Control section.) Also, list other trained counselors within the community that may be available to the school.
4. Identify the locations of first aid kits (i.e., nurse's station, kitchen, each classroom, gymnasium, field house, etc.) and who is responsible for their maintenance.
5. Identify what medicines are regularly stored at the nurse's station.
6. Include reporting procedures for outbreaks/epidemics or other suspicious medical situations to the local health department as soon as possible.
7. Identify the absentee level that should trigger the closing of school.

Recovery

After surveying for damages, make repairs, if possible. Keep accurate records of all expenses used immediately before, during, and after the disaster. This is required for reimbursement should a presidential disaster be declared.

Conduct debriefings for school personnel.

Reestablish school as soon as possible after the disaster. This return to normalcy will help the victims with their own personal recovery.

Provide counselors as necessary, even after school resumes.

Review your emergency plan, make any changes that were found during the disaster, print, and distribute.