

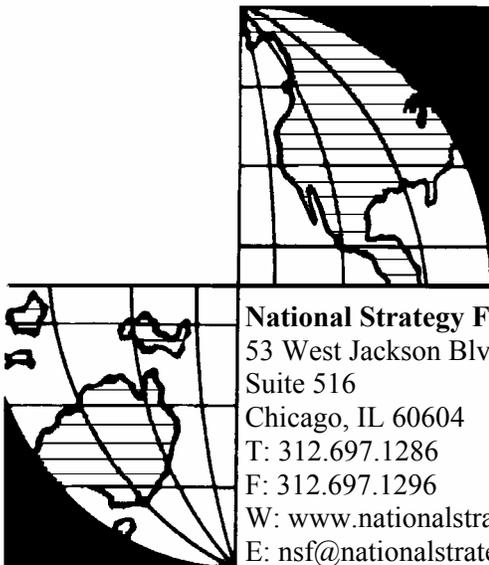
**SCHOOL SAFETY IN THE 21ST CENTURY:  
ADAPTING TO NEW SECURITY  
CHALLENGES POST-9/11**

**Report of the conference “*Schools: Prudent Preparation for a  
Catastrophic Terrorism Incident*”  
October 30-31, 2003, The George Washington University,  
Washington, D.C.**

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## Introduction

The likelihood of a terrorist attack in any American community is incalculable. There has not been a catastrophic terrorism incident within the US since September 11, 2001 and the hope is that another attack will not occur in the future. However, speculation may become reality without warning. There is one certainty: all parts of the US critical infrastructure are vulnerable, including schools and their neighboring communities.

America's classrooms need to be protected. Every day 53,000,000 plus children – 20 percent of the total US population – attend school or day care. Many participate in after-school programs as well. Today, schools are vulnerable to a range of potential threats including campus shootings, natural disasters, accidents, and catastrophic terrorism incidents (CTI) – an event that would have a profound effect nationally, regionally, and in a community where all schools within the area would be affected.

In the aftermath of September 11, 2001, a strong public interest emerged individual emergency preparedness. Citizens wanted to prepare themselves and their families for a CTI, but there was little consistent, well-organized information available. Today, information regarding individual preparedness is abundant, efficient, and accessible. Over the past two years, increased individual preparedness has prompted many sectors (government, business, healthcare, etc.) to expand their existing emergency plans to encompass elements specific to a CTI.

Despite advancements in these sectors, there is an alarming consensus that school emergency preparedness and readiness varies widely. According to a survey by the National Association of School Resource Officers (NASRO), fifty-five percent of respondents deem overall school emergency preparedness inadequate; ninety-five percent of respondents said schools were “very or somewhat” vulnerable to terrorism; and other survey results indicate that more thought, planning and funding are required at both the federal and local level. (For report details, see [www.nasro.org](http://www.nasro.org).)

The Alfred P. Sloan Foundation sponsored a conference entitled **Schools: Prudent Preparation for a Catastrophic Terrorism Incident**, October 30-31, 2003, in Washington, D.C. The conference objective was to expand the discussion of school emergency preparedness beyond the existing norms to include an “all-hazard” approach. Conference participants included parents and parent groups, school administrators and faculty, school security and safety experts, public health officials, environmentalists, pediatricians, psychiatrists, nurses, representatives of the Federal Emergency Management Agency (FEMA), US Department of Homeland Security (DHS), US Department of Education (DOE), counter-terrorism experts, operators of transportation services, and communicators. (For more detail regarding the conference participants see Appendix A, p. 23.) The discussion focused on a range of subjects, including threats, infrastructure, resource needs, and the emergency preparedness process.

Following is a summary of the conclusions that emerged from the conference discussion sessions:

- The need for school emergency preparedness is increasing.
- The ability of schools to respond to traditional crisis incidents (fire, campus shootings, and natural disasters) varies widely.
- Schools are faced with new threats including bioterrorism. A bioterrorism incident that results in mass casualties (1,000 or more) may occur in a school or neighboring community. Consequently, schools require an “all-hazard” approach to emergency planning. School preparation for a CTI is one part of overall citizen (parents and students) preparedness for a CTI.
- Schools vary in location, size, and potential exposure to CTI incidents, and there is a hierarchical/organizational distinction between public and private schools.
- The responsibility of a school for its students in a CTI is much greater than during a traditional emergency crisis. A school is a temporary custodian of its students; a CTI may extend the usual custodial period of a few hours to 24 hours or more. This would require shelter and feeding for an extended period of time.
- The resources normally available to assist schools in a traditional emergency situation would be greatly diminished or non-existent during the response period of a CTI.
- Individual schools have discrete problems; however, school supervisors and school support staff can reduce risks and be better prepared if given the necessary information, training, support, and resources.
- The array of complex issues may be daunting for school supervisors whose discipline is education rather than crisis management. Schools are currently under-funded for school preparedness. Creativity, collaboration, and new sources of skill, equipment, training, and funding are needed.
- Innovative, “best practice” solutions can be made available to school supervisors by providing access to a concise, yet comprehensive bibliography of available resources, many of which are low cost.
- Educational achievement and prudent preparation for emergencies and disasters are linked. Administrative and political pressures upon school officials may force educational achievement testing goals in competition with school safety, risking diminished emergency planning time and resources.
- Government agencies that have responsibility for school safety frequently transmit information without the benefit of input from schools and school safety support organizations. The conference report will address this issue.
- Representatives of many school safety support organizations were present at the conference. The conference output may spur many of these organizations to focus more abundantly on all-hazard preparation.

## All Schools Are at Risk

Public and parochial schools in big cities and large suburbs face threats of violence, accidents, and emergencies every day. Still, rural schools and the nation's 27,000 secular private schools are also at risk. The distance from emergency services leaves rural schools isolated. Due to their smaller size, private schools may have limited internal resources available for planning and training. They may be outside the information loop. Also, private schools are dependent on tuition and endowments from benefactors and they may want to avoid drawing attention to vulnerabilities. Still, private schools tend to be less hierarchical than public schools and may have more flexibility in the development of their emergency plans. A linkage between private and public schools in a community is needed. Because the threat possibility of a CTI may be deemed negligible, there may not be sufficient motivation to undertake serious preparation.

## September 11, 2001

September 11, 2001, was a tragic reminder of the vulnerability of the US. In New York, the new school year had just begun when the Twin Towers were destroyed. Two high schools with 1400 students were within 150 feet of the South Tower. The evacuation of 3,000 children took place while students inhaled the toxic dust from collapsing buildings and witnessed people leaping from buildings, flaming debris, and explosions.

The New York City School System was prepared for emergencies; however, nothing could have prepared it for what took place. Research sponsored by the Healthy Schools Network *The Schools of Ground Zero* found that:

- Evacuations were not orderly even though the New York State law – the SAVE Act – required emergency plans for every school.
- Emergency plans had not been practiced.
- The school year had just begun and many teachers had not been informed about the plans.
- Some plans were unusable having been written merely to meet state mandates.
- School officials to whom principals reported had no idea what was happening.
- Evacuation routes and destinations had to be simplified to the point where instructions were “Follow your teacher and head north.”
- Reopening on September 20, 2001, meant schools had to share buildings and go on split session.
- The greatest challenge proved to be providing mental health services.

As *The Schools of Ground Zero* reported, some schools wrote plans to meet a mandate and gathered dust, while others developed a functional plan that was well understood and agreed upon by all parties involved, and most importantly, was implemented by training and exercises. Incidents such as September 11 and Columbine demonstrate that action taken within the first few minutes determines the course of events. Schools and communities must prepare for any emergency, conventional or catastrophic, before it happens.

## School Accountability

During times of crisis, schools must function temporarily as a parent, a nurse, and a physician. They must do so until families can be reunited. Feeding, sheltering, administering first aid, and handling mental health needs could become extended school responsibilities. They must handle an array of special needs students. Visually/hearing impaired and the physically/mentally challenged may need to be evacuated, relocated, and/or sheltered-in-place. Also, they may have to translate safety information and directions to non-English speaking students.

Senior experts from the military and law enforcement communities agreed that superintendents, principals, and others in charge carry “by name accountability.” This means that parents and members of the school community will specifically hold individuals in these positions responsible for the prevention and effective management of incidents. The purpose of this report is to help those in charge to write and implement functional plans.

## “All Hazard” Approach

Preparedness planning, training, and collaboration between schools (staff, faculty, students, parents), public safety agencies (police, fire, and emergency medical), and government emergency management authorities can mitigate the impact of emergencies, improve responses, and accelerate recovery. Schools and communities should analyze potential threat scenarios and locations such as proximity to chemical factories, energy generation and transmission points, military facilities, and government offices. All schools, including rural area schools, may be located near high priority targets. To manage the consequences of catastrophic terrorism incidents such as a bioterrorism attack, planning, money, and commitment are required. Conferees from the Federal Emergency Management Agency (FEMA), the US Department of Homeland Security (DHS), the International Association of Emergency Managers (IAEM), and others suggested an “all hazard” approach. Such an approach requires schools to examine threats that range from low to high consequence. Planning, training, and conducting exercises must be integrated into a school’s and community’s emergency response plan.

School emergency planners must balance risks and resources when developing a response plan — “a vision without resources is an illusion.” Planning and implementation is an intricate process: preparing a plan, building consensus, familiarizing people with the plans, building skills and training, practicing as a team, and working with community responders. The process strengthens leadership, hones decision-making capabilities, builds personal relationships, improves communications, coordination, and teamwork, and is required for the political support needed to obtain resources.

## All Schools Are Different

Rigid school hierarchies, differing school cultures, school-community politics, and community expectations suggest that emergency guidance principles are generally applicable, but that each school plan and implementation is unique. Different solutions are required for children of different ages.

Accommodating hierarchy while preserving flexibility can be accomplished by combining strategic goals (uniformly imposed across the school district) with the flexibility needed for each school to meet those goals. Just as a standardized curriculum requires adjustment to classroom reality, a standardized emergency planning process needs to be adapted to various risks, varying degrees of readiness, and different skill and knowledge levels.

Participants agreed that uniform terminology and consistent categories are helpful to establishing common language and a baseline consistency across schools and agencies; however, each school’s emergency plan must be tailored to address each school’s uniqueness. School, public safety, and emergency management officials should be able to speak a common language and have a basic understanding of the needs and nature of each organization’s operation in an emergency situation.

## It’s the Process, Not the Plan

School emergency preparedness is a process that involves administrators, teachers, parents, students, school security professionals, school resource officers (SROs), emergency responders, and the community at large. One school developed its emergency preparedness plan using the following outline:

- A crisis management team (CMT) was assembled, composed of a school administrator, teacher, parent, and representatives from the community and various government emergency response agencies.
- A designated member of the CMT wrote the first draft of the emergency plan and others reviewed it.
- A second vetted draft (with corrections) was distributed to emergency managers for their comments.

- The subsequent draft with revisions was prepared and distributed to the crisis management team for review.
- The next draft was distributed to teachers for their review.
- A “final” draft was presented to the school’s Board of Trustees.
- The final plan was then presented to parents during a series of Town Hall meetings and their suggestions were incorporated into the emergency plan.

Although protracted, the process generated agreement among various stakeholders and enabled the school to work through the daunting array of problems; for example, whether or not to deny parents access to children in a sheltering situation.

The process does not end once the written document is finalized. Exercising plans, such as through tabletop exercises, allows for updating of the plans and continuing the process of cooperative planning beyond completion of the document itself.

## Self Reliance

A school responding to a chemical, biological, radiological, or nuclear incident, an airborne toxic release, or a natural disaster may be on its own for a 24-72 hour period. Operating independently for one or two days is a daunting task even when administrators, faculty, maintenance, custodial personnel, administrative staff and students are well trained. Community emergency response that is assumed in other emergencies may not be available to schools. During the early hours of a mass casualty incident, emergency services may be degraded or destroyed. The area may be contaminated and unsafe for emergency responders. During the time that it takes for outside help to arrive, principals, teachers, and other staff must wear many hats— educator, responder, and temporary parent.

## The Emergency Plan

### ► Strategies and tactics for responding to specific situations

When developing strategies and tactics, schools must consider the event and the crises the event will spawn.

- *Chemical, radiological, or nuclear incidents* – death, injury (acute and chronic), intense fear, intense news media coverage, rumors and misinformation, delays, need to shelter-in-place, need to seal building, destruction of property, prolonged impact from response, investigation and prosecution, wide areas of contamination, prolonged decontamination, possible use of explosives, extensive social disruption

- *Biological attack* – Delayed manifestation of syndromes, delayed detection permitting transmission to the wider population, illness and death, psychological trauma, intense news media coverage, fear, prolonged decontamination, complicated regimens of prophylaxis and vaccination, rehabilitation and chronic effects, surge on hospital/medical/public health resources, inability of schools to function due to absenteeism of key personnel, and the need to close facilities and consolidate schools, grades, and/or classes
- See Appendix B, p. 26 (Figure 1: Create a Strategy by Taking an Emergency Scenario and Working Backwards)

A *biological* incident could create a mass casualty situation before its magnitude is known. The delayed effects of a biological attack make it especially insidious. Victims may become infectious but display no symptoms. Symptoms may be similar to another disease such as influenza. Diagnosis may not occur until hospital admission, laboratory tests, or postmortem confirmations. Exposed students may spread the disease to others and then infect siblings and parents at home. The disease may spread rapidly. Consequently, hospitals may be swamped with patients. There is a potential for rapid dissemination of rumors and misinformation within the community, including the media.

There are ways to limit the spread of a biological incident and lessen its effect. Reducing the time between an attack and its recognition depends upon planning, education and awareness, and collaboration between schools, public health officials, law enforcement, and the medical community. Public health experts, epidemiologists, and physicians posed the following difficult questions:

- Can school nurses, principals, attendance officers, and teachers distinguish routine, seasonal, childhood illness — normal absence — from anomalies that might indicate a biological attack?
- Do schools have direct contact with the public health department? How often do they speak with one another? Who speaks with whom in an emergency?
- Do administrators and teachers know how and where to report health situations that appear unusual?
- Does the school emergency plan deal with all facets of an outbreak of highly contagious disease or a biological attack?
- Has a school nurse, physician, or designated health and safety officer been assigned disease surveillance responsibilities?

**If an attack is suspected, it is important to ask:**

- Are a large number of children, faculty, or staff coming to school sick and manifesting the same symptoms within a specific time frame?

- Has absenteeism risen dramatically?
- What symptoms are people manifesting?

**What about school closings or the need to shelter-in-place so children's exposure to contaminated areas is limited?**

- Is there a plan in place to close the school or schools to prevent spread of the disease? Have schools and public health officials coordinated on this?
- Are records of students' medical conditions/required medications up-to-date?
- If it is an airborne release and the school must isolate/shelter-in-place, do students with medical conditions have enough emergency medicines stockpiled at the school to sustain them for up to 72 hours? What are the legal considerations?
- Do schools have a mechanism for informing parents about the illness and action to take should children become sick?

**Have school administrators and public health officials worked out a system for administering vaccinations and prophylaxis to students, parents, teachers, administrators, and other staff?**

- Have custodians and maintenance personnel received training in Blood Borne Pathogen Standards?
- Have maintenance and janitorial crews been trained to use personal protective gear and respirators?
- Can an emergency system shutdown of the HVAC systems be completed with the pull of one easily reached switch?
- Can personnel conduct initial decontamination?
- If the school is the center of an attack, do principals and others know what must be done and not done to preserve a crime scene and protect evidence?
- Have people in public health, medicine, law enforcement, school administration and teaching, and parents had an opportunity to meet and discuss emergency planning?
- Have news media editors met with emergency managers and school officials to formulate guidelines for timely, accurate, reliable, and complete reporting that minimizes fear, confusion, rumor, and misinformation?

## Resources for Planning and Implementation: Information, Assistance, and Financing

Schools and communities often mistakenly believe that funding alone will solve their school emergency response planning and exercising needs. Items such as safety officer staffing, two-way radios, professional development training for teachers, and other security and emergency preparedness components do require funding. However, school safety planners often find themselves in competition for the time needed for planning, making time as scarce a resource as money.

There are various resources available to schools that are easily accessible and low cost:

- Adapt plans, policies, and procedures from other schools and share those that you have developed (for example, Montgomery County, Maryland, developed specialized situation plans following the anthrax attack on the Capitol, the Washington Sniper, and the 911 attack on the Pentagon.)
- Work collaboratively, plan jointly with other schools.
- Facilitate one another's exercises.
- Lists of best practices can be obtained from professional publications, (such as *Practical Information on Crisis Planning: A Guide for Schools and Communities*, Office of Safe and Drug Free Schools, US Department of Education, *Individual Preparedness and Response to Chemical, Radiological, Nuclear and Biological Attacks*, RAND Corporation), from professional associations, government agencies, technical libraries, and internet sources ([www.ed.gov/admins/lead/safety/emergencyplan/index.html](http://www.ed.gov/admins/lead/safety/emergencyplan/index.html); [www.rand.org](http://www.rand.org); [www.citizencorps.org](http://www.citizencorps.org).)

**Sources for free and low cost supplies and equipment exist as well:**

- Government surplus property outlets.
- Business contributions.
- Local, county, state, and federal agencies (e.g., walkie-talkies, public address systems, cots, flashlights, etc.)

**Free or low cost training is available from:**

- The Red Cross, state emergency management agencies, FEMA, local law enforcement and fire/rescue (e.g. Community Emergency Response Team (CERT) training, basic first aid, incident command.)
- Local industries
- Technical schools

**A community possesses various resources that can be directly involved in the planning process or provide input/guidance to schools. Some resources include:**

- Elected officials
- Emergency Management Organizations
- Fire/Rescue
- Internet providers
- Police
- Public Health
- Public Works
- The Red Cross
- Utilities – gas, electric, and water
- Telephone companies
- Newspapers, radio, television, and cable
- Industry in the community that may pose a threat to the school
- Hospitals, clinics, physicians, and nurses

**Schools districts can reduce their capital costs by:**

- Undertaking small retrofitting projects (e.g. installation of a master HVAC switch in the principal's office that will shut down the building's entire air flow with one action in the event of a chemical release.)
- Designing safety and security into new construction. (See *Primer to Design Safe School Projects In Case of Terrorist Attacks*, FEMA 428 May 2003; *Primer for Design of New Buildings to Mitigate Terrorist Acts*, FEMA 427 May 2003; *Insurance, Finance, and Regulation Primer for Terrorism Risk Management in Buildings*, FEMA 429, May 2003; [www.fema.gov/fima/antiterrorism/resources.shtml](http://www.fema.gov/fima/antiterrorism/resources.shtml) or order from FEMA Publication Warehouse, 1-800-480-2520)
- Buy cooperatively and bid jointly
- Schools can utilize the expertise and resources of their school district
- In-kind contributions from businesses and industries in the community

- Parent volunteerism
- Use of internal and external school safety professionals to conduct security and preparedness assessments for the purpose of identifying and prioritizing areas for allocating limited resources and planning time

### ► **Constructing an emergency preparedness plan**

Reducing the complexity of a full emergency plan can be achieved by collaborating with other schools, the local office of emergency management, police, fire/rescue and others, as well as creating baseline guidelines and frameworks for consistent planning across all schools within a given school district.

Begin with your existing emergency plan (e.g. fire evacuation or natural hazard plan) and modify it to address catastrophic terrorism and other crises as opposed to creating a new document. The Department of Education’s guide “Practical Information on Crisis Planning” is an easy-to-read tool that guides schools on *the process* of crisis planning. The overarching goals are to *prevent, prepare for, respond to, and recover from* crises.

As a result of that planning process, emergency plans guide your response to a crisis. Individual school emergency plans would be the most basic. District emergency plans would include more policy and a wider scope. Private schools are encouraged to coordinate all-hazard emergency plans collectively in a manner that makes geographical, organizational, and fiscal sense. Reference Appendix C, figures 2 and 3, which details a simple emergency plan outline and highlights emergency planning variables specific to catastrophic terrorism incidents.

- **See Appendix C, pp. 28-31 (Figure 2. Guidelines for Structuring an All-Hazard Emergency Plan; Figure 3. Catastrophic Terrorism Specific Considerations)**

## **Crisis Management Team**

Principals or assistant principals cannot command and coordinate an emergency response alone. Support for the leader must come from a Crisis Management Team (CMT) that can:

- Evaluate relative risk.
- Coordinate with community leaders and develop informal liaisons with outside individuals and organizations.
- Identify training needs and opportunities.
- Design and conduct in-place exercises.

- Coordinate safety, public communication (informing, listening, responding, and adjusting), operations and administrative elements of prevention, mitigation, response, and recovery.
- Assume command roles in an emergency.
- Guide relief, recovery, and rehabilitation.

## The Role of the Parent

Parents have a vested interest in the safety of their children. They want to be informed about how their children will be protected in the event of a terrorist attack and how they can participate in and contribute to the emergency planning process. Consideration should be given by both parents and schools to the following questions:

- What is the role of the parent and parent groups in the emergency preparedness process?
- Do schools have an emergency plan that expands upon existing plans for natural disasters and campus shootings to include catastrophic terrorism?
- How will parents receive information regarding the school emergency plan for a catastrophic terrorism incident?
- Will parents be included in drafting, editing, and revising the school emergency plan?
- Will parents have the opportunity to meet with representatives from the public health, medicine, and law enforcement sectors, and the school administration and staff to discuss the emergency planning process?
- Will parents be involved in the emergency plan training and exercises?
- Is the school administration and personnel educated and trained to distinguish routine, seasonal, childhood illness from anomalies that might indicate a CTI, in particular, a biological attack?
- Is the school prepared to respond to a potential biological attack and prevent the spread of agents/illnesses?
- Does the school have a mechanism for informing parents about an illness and action to take should children become ill?
- Does the school have updated medical records for each student?
- How will parents be notified if there is a CTI in the school or neighboring community? Website?
- If communications (telephone, internet) are disrupted, is there an appointed liaison responsible for communicating with the parents?
- Is student/parent contact information available off-site in the event of an emergency evacuation?
- Has the school communicated with the media regarding the dissemination of false information and the

potential harm of such action with regard to parent receipt?

- If a school acts as the temporary custodian of the children during a crisis for a 24-72 hour period, will the school be equipped to feed, shelter, and administer first aid/medications?
- Will parents be informed regarding the emergency procedures for lock downs, sheltering-in-place, on-site and off-site evacuations, and reunification?
- Will the schools provide mental health services throughout the recovery process?
- What emergency preparedness resources are available to parents that can be discussed at home with children?

## **Involvement of School and Community Personnel**

School and community personnel need to be involved in the emergency planning process:

- Superintendents and school administrators (district and building level)
- Full-time and substitute teachers
- Transportation service personnel
- Directors of after-school programs
- School resource officers and school security professionals
- Food service employees
- Guidance counselors and school psychologists
- Maintenance employees
- Students
- Parents

## **Safety Assessment**

Schools should consider conducting annual safety assessments that can result in the evaluation of vulnerability and readiness. Assessments should go beyond physical security measures to include reviews of policies and procedures, professional development training, emergency planning, crime prevention awareness, safety staffing, prevention and intervention programs, and associated safety components. Internal, self-assessments

should be ongoing. Resources from outside local agencies (police, fire, emergency medical, emergency management agencies, etc.) should be tapped to participate with school officials in these self-assessments. Outside expert consultants may provide specialized expertise and an independent viewpoint for identifying strengths and weaknesses that can otherwise go undetected in self-assessments. Schools should check the credentials and references of outside school safety consultants for appropriate K-12 experience and credibility.

► See Appendix D, p. 32 (Figure 4. Safety Assessment)

## Exercises

Integrating training for school personnel with training for community responders reduces the costs, broadens the training experience, and facilitates communication between people who may have to work together in an emergency. Whenever possible, schools should participate in “full field” exercises implemented by police, fire, local industries, and other outside agencies.

Full scale drills, while educational and encouraged whenever possible, can be time and labor intensive tabletop exercises are relatively inexpensive and less time consuming. For instance, the Fairfax County, Virginia, school system, the twelfth largest school district in the country, used tabletop exercises for all 234 of its schools in the last two years. A tabletop exercise requires a scenario, a conference room, the emergency plan, the crisis management team, and a facilitator. The facilitator presents the scenario and participants discuss what they would do to manage the unfolding situation. Participants use the plan as a guide. The facilitator assists the process, makes suggestions, asks “what if” questions, and oversees evaluation.

Conducted properly, the tabletop exercise takes little time. It enables participants to act and to understand the consequences of their response. It highlights relationships, tests the plans, and improves decision-making. In addition, it creates a sense of urgency that facilitates learning. Participants must think on their feet and adapt. Leaders can observe the strengths and weaknesses of the plan and the Crisis Management Team.

Scenarios for tabletop exercises can be obtained from FEMA’s Emergency Management Institute. Private firms can design and facilitate them. Local emergency coordinators can assist schools to develop tabletop exercises that support a community’s emergency plan.

► For additional resources regarding school emergency preparedness and other relevant topics, see Appendix E, p. 35.

## Conclusions

Following is a summary of key issues:

### **Vulnerability:**

- Schools are inherently soft targets and vulnerable having historically lacked comprehensive professional security and emergency preparedness practices. Vulnerabilities can be reduced through heightened awareness and preparedness.

### **School Climate:**

- Schools, community emergency responders, and other school-related groups (parents, students, teachers, school resource officers, school security professionals, and facilities staff) have their own culture and professional perspectives. A school emergency plan must recognize these differences and seek a common language and approach to bridge differences in professional disciplines.

### **School Hierarchy:**

- School hierarchies tend to be rigid. Schools must be allowed to exercise individual judgment and be authorized to exercise maximum flexibility, subject to adherence to basic policies and principles. Rapid response is imperative.

### **Self-Reliance:**

- Planning must take into account the likelihood of resource deficits. Schools must be able to rely to the extent possible on their own resources with minimal outside assistance.

### **The Planning Process:**

- The planning process should avoid creating unwarranted fear. Fear can be reduced by awareness and preparedness. It is important to anticipate and understand how students and staff may react in a crisis situation. The choice of words and tone communicated by adults to the students is important. Phrases such as “catastrophic” and “mass casualties” are accurate descriptors; however, age-appropriate communications and the use of an “all hazards” approach and language may be most appropriate for communicating with students.

### **School Staff:**

- Staff redundancy is needed in the event that a supervisor and key unit supervisors are not present or unable

to act in an emergency. Key staff members may have children who are students at other schools. Schools must address how to balance their parental responsibility with their school responsibility.

### **Students:**

- Students are resilient. They are vital participants in the crisis management phase. It is necessary to involve them in the planning process to ensure that the plan is consistent with their culture. By addressing their concerns through information regarding crisis management objectives and training, the elements of fear and anxiety will be reduced and their meaningful participation during a crisis incident will be enhanced.

### **Parents:**

- Parents cede temporary custody of their children to schools for educational purposes. It is necessary to determine their expectations regarding school safety. The school's objective should be the immediate protection of students and reunification of students with their parents as soon as possible. It is therefore important for school and public safety officials to educate parents on best practices and potential strategies which may be employed under emergency conditions.

### **Community Involvement:**

- School safety is a community-wide concern. The school plan must be consistent with the community plan.

### **First Responders:**

- Some first responders may be located on-site at the school (police officers assigned to the school). School resource officers should receive adequate training for school-specific emergency response and management, including for issues related to terrorism. School and law enforcement agencies should have MOU (Memoranda of Understanding) agreements outlining roles and responsibilities during non-emergency and emergency conditions.

### **Volunteers:**

- There are conflicting considerations regarding the volunteer's role and availability in a crisis incident, legal liability, and insurance coverage issues. With proper education and training, volunteers may be of assistance to school staff by integrating them into the plan.

### **Intra-School Liaisons:**

- There are benefits to be derived by establishing linkages between individual schools and school systems. Information and experience sharing is valuable: best practices, joint training, and shared expenses (e.g., equipment purchases).

**Specialists:**

- School safety specialists have specialized experience which can enhance security risk reduction and emergency preparedness measures. Schools without such specialists available on staff may turn to outside consultants with relevant qualifications and experience specifically in the K-12 school safety profession.

**Consensus:**

- The goal is to achieve consensus among all participants and affected parties community-wide. Common agreement reached in advance of an incident will ensure that there will be minimal departure from the plan in time of crisis.

**Training:**

- All school staff should be involved in training exercises. Training is an ongoing process that requires periodic practice. Exercises should be conducted within the school and with the community crisis managers.

**Response:**

- School response will be based on size, age of the school population, and other variables. A response must be rapid and proportional to the degree of threat. Informed judgment is required to maintain flexibility and adaptability to respond appropriately to varying potential threats.

**Crisis Information:**

- In the first moments of an incident, acquisition of objective information is imperative to decide the type and magnitude of the incident. Prevent hysteria and rumors by recognizing that early information may be incomplete and misleading. Information must be critically analyzed and communicated with the crisis management team before the action decision is made.

**Evacuation:**

- Evacuation requires a pre-determined evacuation plan and both on-site and off-campus assembly sites. The primary assembly site may be unreachable or unusable and an alternate assembly site may be needed. Planning for mass movement of students is necessary. Consider the distance to be traveled to the off-campus assembly site and obstacles that may be encountered (such as the unavailability of bus transportation).

**Sheltering-in-Place:**

- Distinguish “sheltering-in-place” from a “school lockdown.” Lockdowns typically require students and staff to get out of harm’s way by going into the first available classroom or other nearby secure area immediately when a lockdown is called by school officials. Sheltering-in-place, while designed to also get students and staff out of harm’s way, usually involves relocating individuals to a pre-designated secure area to minimize their exposure to outside contaminants. Unlike lockdowns, this location is typically not the first available classroom (and often may not be any classroom), but instead may be an area or room within a school having fewer or no windows. Consider the conditions that require sheltering-in-place on campus. This requires stockpiling necessary supplies (food, water, blankets). Also, recognize that while sheltering-in-place is temporary, parents will demand immediate access to their children. Educating parents on such procedures prior to a crisis may help reduce parental anxiety and conflicts during an actual emergency.

**Evaluation:**

- There is a need for periodic review and upgrade of the plan. Self-assessments and internal reviews should be ongoing and reviewed annually at a minimum. An annual or multi-year safety audit by an outside agency is beneficial. State and/or federal legislation may be required for an annual safety audit.

**Media Liaison:**

- School supervisors should develop a strategy for handling news media, including 24-hour and multi-day inquiries in the event of a CTI. All staff should be trained on school media procedures. Procedures should be in place for communicating the crisis emergency needs of the schools .

**Financial Resources:**

- Most states and school districts have budget deficits. This limits the amount of money available for planning. Identify financial sources for crisis planning and management from federal, state, and local government agencies and private sector sources. Contact elected officials to let them know of legislative and financial resource needs.

**Resource Allocation:**

- Recognize the tension between educational achievement objectives and safety concerns and how this affects the allocation of time and financial resources. Remember that safe school climates support educational achievement.

**Legislation:**

- Legislation may be required to induce the development and maintenance of school safety plans. Legislative mandates must have accompanying funding and should be written in a manner which is not counter-productive to local flexibility and adaptability in planning.

**Government Agencies:**

- Government agencies that have responsibility for school safety have and are in the process of developing school crisis management plans.

**Liability:**

- More research is needed to address concerns regarding legal liability issues arising from school safety plan and implementation (no plan; deficient plan; improper implementation of a plan). Although there are laws protecting schools in this area, more study is needed to address the additional issue of mass casualty incidents.

**Insurance:**

- Insurance coverage for “all hazards” needs to be explored with a school’s insurance carrier.

**Long Range Education:**

- Teacher training institutions need to include crisis management and safety courses in future curricula. Teachers and administrative staff who are responsible for school safety and crisis management may not have school safety courses in their undergraduate school curriculum and/or graduate administrative degrees and certification programs.

## Appendix A: Conference Participants

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## Appendix B:

### Figure 1: Create a Strategy by Taking an Emergency Scenario and Working Backwards

Devise strategies and tactics by formulating a scenario and working backwards. What can go wrong, where, how, and when? What people, resources, procedures, and equipment will be needed to address problems and where are they to be found?

Ask specialists what dangerous problems could create an emergency in the school, then develop scenarios around one or several of these issues.

Scenarios for catastrophic terrorism incidents need to cover release of toxic materials with immediate dire consequences – e.g., chemical attack; or where illness or death occurs within a few days to a few weeks – e.g. chemical, biological, radiological, or nuclear.

Events in a well-designed scenario require actions and decisions from all participants. It goes from what happened to what could happen if the response is mishandled. It involves events, expectations, and perception. At the events end participants should be able to outline what they would do to expedite recovery.

#### Example:

An unexplained fire and explosion at XYZ High School took place five minutes ago. Two hundred children were in the building, along with 60 teachers. Administrative staff members, parent volunteers, maintenance and custodial staff add up to another 20 persons. Some classes are following prescribed fire drill procedures. Smoke is pouring out of other doors normally used in the evacuations. A head count has not been started, but it appears that too few youngsters are on the grounds in their proper locations.

#### Considerations:

- What constitutes the strategic goals and tactical objectives? In short, what must be done at what level to protect life and property, gain control over the emergency and stabilize the situation?
- Who is in charge? In his or her absence, who takes over?
- Who serves as the leader's command staff assisting with liaison and coordination, information, safety and security?
- What are the critical support and service functions – safety, liaison with emergency service, information for parents and new media - and who is in charge of those? What skills will be needed? What resources are needed?

- What special needs were addressed in prevention, mitigation, preparation efforts? What must we be mindful of in response and recovery?
- What procedures are needed for successful evacuation and adaptation of evacuation plans? If persons cannot get out, are there safe areas in the building for relocation? How will personnel move to those safe areas?
- What facilities with what capabilities will we need in the wake of this? (i.e., sleeping, eating, medical care, bathing and toilets, refrigeration, and secure environmental closure.)
- What liaisons with outside responders (government, business, non-profit) will be needed immediately and later to offer assistance to faculty, students, and parents?
- What actions and objectives must be taken within the first 5 minutes, 10 minutes, 30 minutes, 60 minutes, or 90 minutes? To whom have those duties been assigned? Have all responsibilities been clearly spelled out?
- How has the school prepared to deal with ancillary emergency – e.g., airborne release of toxic chemicals, death of students and personnel, contamination or destruction causing long-term disruption?
- Who will be responsible for ongoing monitoring of conditions and information, keeping the leadership team informed?
- When, how, and by whom will an “all clear” be issued?
- How will the school participate in offering psychological assistance and emergency relief to victims and families?
- When and where will a school be reopened?
- What must school leadership do to prepare for investigations into causation?
- What short-term, intermediate range and long-term physical and mental health assistance may be required?

## Appendix C:

**Figure 2: Guidelines for Structuring an All-Hazard Emergency Plan**

The figure below depicts a simple all-hazard emergency plan outline. Catastrophic terrorism incidents would fit into the general plan as additional appendices. Remember, emergency plans should be as concise and effective as possible without sacrificing details. Staff and faculty should be able to pick them up in a crisis and understand their responsibilities and necessary actions. The following components (inclusive but not limited to) must be incorporated in a school emergency plan:

	EMERGENCY PLAN COMPONENT	DESCRIPTION / RATIONALE
<b>Administrative Information</b>	Version Date, Review Date, and Change Log	Plans should undergo annual testing/revision, this allows coordinating personnel to verify that they are referring to the same version. Sets review deadline, tracks minor changes.
	Purpose, Scope, and Authority	Briefly describe what the plan is, how it was developed, which organizations are obligated to comply, and by whose authority compliance is directed.
	Executive Summary, Policies	Single page concept of operations.
	Roles and Responsibilities	Spells out centralized responsibilities if individuals, such as who activates the plan, who communicates instructions over the public address system, who serves as a central spokesperson, who communicates information to parents, who can call an “all clear,” etc.
	Record of Distribution and Coordination	A table with signature lines listing coordinating agencies such as fire department, police department, hospital, public health department, other schools, etc.
<b>Immediate Response Options</b>	Response Options may be: <ul style="list-style-type: none"> <li>• Release</li> <li>• Shelter</li> <li>• Lockdown</li> <li>• Evacuate</li> </ul>	Every crisis begins with the same assessment: do the students need to move? Consider 3 or 4 immediate response options, and explain them here; then refer to hazard-specific appendix for details. Options may be: <ul style="list-style-type: none"> <li>• Release students to families</li> <li>• Shelter in place (school building is safe e.g. tornado, violent storm, civil crisis away from school, etc.)</li> <li>• Lockdown (limit movement until danger passes, e.g. assailant or intruder, imminent nearby danger)</li> <li>• Evacuate (use pre-planned route to pre-designated site because building is not safe, e.g. fire, explosion)</li> </ul>

	EMERGENCY PLAN COMPONENT	DESCRIPTION / RATIONALE
<b>Quick Guides</b>	Hazard-Specific Appendices: <ul style="list-style-type: none"> <li>• Fire</li> <li>• Explosion</li> <li>• Bomb Threat</li> <li>• Power Outage</li> <li>• Tornado, Storm, etc.</li> <li>• Intruder/Hostage</li> <li>• Civil Disruption</li> <li>• Chemical or Biological Attack</li> <li>• Etc.</li> </ul>	Write one appendix for each type of hazard that is a threat to your specific building, perhaps in a “Quick Guide” format. Should be written in a directive tone of voice, it is an action directive.  Include culmination instructions (e.g. report safe arrival at evacuation site, report 100% student-parent reunification, how to clear a site)
<b>Resources</b>	List of Supplies, Emergency Telephone Numbers, etc.	Location of school emergency resources, contents of classroom emergency kits (to include emergency plan, student roster, student and teacher phone lists and photos, first aid kits, pens and paper, flashlight, handheld radios, etc.), list of emergency responder telephone numbers

In addition to their similarities with other emergencies, catastrophic incidents cause additional challenges.

**Figure 3: Catastrophic Terrorism Specific Considerations**

Nuclear, biological, or chemical release or attack in school	<ul style="list-style-type: none"> <li>• Always follow emergency responder instructions.</li> <li>• Recognize exposure symptoms.</li> <li>• Turn off air intakes, air conditioners, heat, etc.</li> <li>• If exposure is suspected, remove clothes and shoes, seal in bags, avoid contact with fallout.</li> <li>• Decontaminate with soap and water.</li> <li>• Seek aid.</li> </ul>
Nuclear, biological, or chemical release or attack in community	<ul style="list-style-type: none"> <li>• Always follow emergency responder instructions.</li> <li>• Generally, distance, time, and shielding help minimize exposure.</li> <li>• Take shelter; go to interior room or basement.</li> <li>• Close or seal doors/windows.</li> <li>• Turn off air intakes, air conditioners, heat, etc.</li> <li>• Monitor for exposure symptoms.</li> </ul>
Disaster damages school	<ul style="list-style-type: none"> <li>• Treat as fire or other acute emergency.</li> <li>• Always follow emergency responder instructions.</li> </ul>

<p>Disaster in community or national disaster</p>	<ul style="list-style-type: none"> <li>• Always follow emergency responder instructions.</li> <li>• Potential impact on transportation in region, including parents' ability to get to the school.</li> <li>• May have to provide shelter in place for extended period.</li> <li>• May have to host neighborhood shelter or medical or relief station.</li> <li>• Possible mid- to long-term implication for school if it is deemed unsafe or utilized for public programs</li> </ul>
<p>Suspicious parcel, letter, or package</p>	<ul style="list-style-type: none"> <li>• Always follow emergency responder instructions.</li> <li>• Suspect a bomb? Leave it alone, keep everyone away.</li> <li>• Suspect a CBR substance? Seal item in bag/ container or cover with something; wash hands w/ soap and water.</li> <li>• Seek aid.</li> <li>• Report names of all personnel exposed to room</li> </ul>

Sources: *Are You Ready? A Citizen's Guide to Preparedness*, FEMA

**Aspects Relevant to Catastrophic Terrorism Incidents**

- Psychological factors may be the most problematic as fear and shock take hold. Terrorism by nature causes fear disproportionate to the actual impact of the criminal act.
- Due to psychological stress of the scenario, prevent hysteria and rumors through clear, frequent official communications via a pre-determined strategy.
- Restricted roadways during neighborhood/regional crisis may disrupt travel and traffic, public transportation may be impacted, and school buses may be unavailable.
- Telephone and cellular circuits may be overburdened, expect communication to cease or be difficult. Communication will be key to the plan's success, so handheld radios ("walkie-talkies" may be a good investment). Keep phones clear except for emergency use, practice communicating with first responders, parents, and administrators.
- During a heightened state of alert, limit traffic near school to increase setback (the enforced distance between vehicles and the school) in an effort to protect the school from a vehicle bomb.

- May need to host a neighborhood shelter, medical or relief station in gym if an incident happens in the community.
- Floor plans, ingress and egress routes, digital photos of rooms, mechanical system diagrams (HVAC, water, gas, electric, telephone) both in hardcopy and CD-R formats may help emergency responders.
- May have to shut off utilities (ventilation, electric, gas, and/or water).
- May have to close and seal windows and doors, especially in the case of CBR attacks nearby. Be prepared to recognize physical symptoms of contamination, respond immediately, and seek aid. Be prepared to begin preliminary decontamination procedures if necessary. Includes removing or cutting off clothing, sealing it in a bag, washing with soap and water the hands, eyes (water only), face and hair, then rest of body.
- Most explosion injuries are due to blast, building damage, and flying debris. Avoid windows and close drapes or shades if they exist.
- Be wary of the potential for secondary attacks at the evacuation point. For example, a small explosion may prompt evacuation to the street, and a subsequent larger explosion would target those assembled. A visual inspection of the evacuation area would be wise. Be wary of vehicles that clearly don't belong there. Split the children up into groups that use separate exits and evacuation routes.
- Be prepared to provide shelter in place. Requirements include emergency supplies (water, food, student/faculty rosters, photos, phone lists, first aid kits, flashlights, radio, batteries, landline telephones, handheld radios, etc.). Note that, due to the psychological stress of the scenario, clear policies regarding distribution of limited resources will be necessary, especially food, water, and medications. Do not ration water unless authorities direct you to do so.
- Address the mental health needs of the students and faculty, as well as the special needs of populations such as non-English speaking, physically frail, non-ambulatory, and visually and hearing impaired.
- Monitor news media reports and emergency network broadcasts. Develop a strategy for handling news media, even if it means refusing interviews and directing them "higher."
- Determine comprehensive steps for ending the crisis when all is clear.

## Appendix D:

### Figure 4: Safety Assessment

Threats and risks to students, staff, and faculty are both tangible and intangible. Schools mitigate those risks in a variety of ways every day. An assessment of the school environment is a necessary step in preparing for emergencies. While some planning may be mandated, other initiatives may be warranted due to a school's unique location or student population. The following issues (inclusive but not limited to) must be considered:

#### **I. What emergency or crisis planning mandates apply to the school?**

- Are there federal, state, county, local, or district mandates?
- Are there mandates from licensing agencies or accrediting organizations?
- Are there mandates related to insurance coverage or risk management policies?
- What are the penalties for non-compliance with mandates?
- Is the school in compliance?

#### **II. What obstacles exist that have prevented or limited emergency planning efforts?**

- Does the school minimize or even dismiss the possibility that an emergency could happen there?
- Does the school make excuses or cite lack of resources? (“We are too busy to prepare.” “If we just get that grant, then we can start planning.”)
- Is security absent by default? (“We cannot address security issues until test scores rise.”)
- Does the size of the task at hand seem too big and burdensome to tackle?

#### **III. How does the school leadership rate in terms of its operations?**

- School administrators conduct and document regular safety audits.
- The school has even a rudimentary emergency plan and practices it annually.

- The school proactively attempts to prevent bullying, intimidation, and race, gender, ethnic, or other discrimination.
- The school uses a consistent visitor policy to limit access and track the people in the building.
- Within the school, are maintenance and laboratory chemicals and cleaning agents stored according to OSHA, state, and local codes?
- Are propane tanks, diesel fuel, gasoline, or other flammable agents stored at a safe distance from the main school buildings according to OSHA, state, and local codes?
- Are vehicles permitted to park within 50 meters (164 feet) of the school? If not, what physically prevents a vehicle from doing so? Can the school increase the distance between vehicles and the building(s)?
- Are dumpsters positioned within 50 meters (164 feet) of the school? Are they secured or open? Can they be moved further away than their current location?

#### **IV. How does the school rate in terms of physical safety?**

- Are all required egress paths out of the building maintained (e.g. No boxes stacked in exit hallways)? Do doors have appropriate hardware to allow free exit (e.g. Doors are not chained shut for security purposes)? Are “Exit” signs functional?
- Do windows have appropriate hardware for their intended use (e.g. operable windows have operable locks that can be released rather than being screwed shut)
- Do vehicle barriers (such as cement posts, fences, guardrails, etc.) protect vulnerable areas, even from accidental ramming? (e.g. playground areas adjacent to parking lots or where a roadway is pointed directly at a playground area)
- Are any high-risks areas within the immediate vicinity of the school? Examples include:
  - Blighted or high-crime areas, especially in terms of personal safety and a drug-free environment
  - Railways, roads, or factories that process, store, or transport chemicals or explosives
  - Power plants, electrical substations, electrical transformers

- Research laboratories that store or use dangerous pathogens or perform animal testing
- Airports and flight paths to them

**V. How does the school rate in terms of its technological components?**

- Is it equipped with appropriate fire protection devices? Do they function? Do appropriate personnel know how to operate them?
- Does the school have a public address system through which it can notify faculty and students of an emergency?
- Is the school equipped with any uninterruptible (emergency) power supply? If so, what items and systems are connected to it?
- Does the school have working television and radios to hear public emergency notices and monitor the situation? Are they on the emergency power supply and/or equipped with good batteries?

## Appendix E: Additional Resources

### Books

Bartlett, Sarah and John Patrarca. *Schools of Ground Zero: Early Lessons Learned in Children's Environmental Health*. Washington, DC: American Public Health Association and Healthy Schools Network, 2002.

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Fairfax County Office of Public Affairs (OPA). *Your Guide to Emergency Preparedness*. Virginia, 2002. Available on website: <http://www.co.fairfax.va.us/emergency/emergencyprep.pdf>.

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National Education Association. *Crisis Communications Guide and Toolkit*. Available on website: <http://www.nea.org/crisis/>.

National Center for Disaster Preparedness, Columbia University Mailman School of Public Health. *How Americans Feel About Terrorism and Security: Two Years After 9/11*. New York, 2003. Available on website: [http://www.ncdp.mailman.columbia.edu/How\\_Americans\\_Feel\\_About\\_Terrorism.pdf](http://www.ncdp.mailman.columbia.edu/How_Americans_Feel_About_Terrorism.pdf).

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US Department of Education, Office of Safe and Drug-Free Schools. *Practical Information on Crisis Planning: A Guide for Schools and Communities*. Washington, DC: 2003. Available on website: <http://www.ed.gov/emergencyplan/>.

**Websites**

American Academy of Child and Adolescent Psychiatry

[www.aacap.org](http://www.aacap.org)

American Academy of Pediatrics

[www.aap.org](http://www.aap.org)

American Association of School Administrators

[www.aasa.org](http://www.aasa.org)

American Federation of Teachers

[www.aft.org](http://www.aft.org)

American Red Cross

[www.arc.org](http://www.arc.org)

American School Counselor Association

[www.asca.org](http://www.asca.org)

America Taking Action

[www.americatakingaction.com](http://www.americatakingaction.com)

Centers for Disease Control

[www.cdc.gov](http://www.cdc.gov)

Council of Chief State School Officers

[www.ccsso.org](http://www.ccsso.org)

Educational Resources Informational Center

[www.eric.ed.gov](http://www.eric.ed.gov)

Edu-Safe, LLC

[www.edu-safe.com](http://www.edu-safe.com)

Environmental Protection Agency

[www.epa.gov](http://www.epa.gov)

Federal Bureau of Investigation

[www.fbi.gov](http://www.fbi.gov)

Federal Emergency Management Agency

[www.fema.gov](http://www.fema.gov)

International Association of School Law Enforcement Administrators

[www.iaslea.org](http://www.iaslea.org)

International Association of Emergency Managers

[www.iaem.org](http://www.iaem.org)

National Association of Elementary School Principals

[www.naesp.org](http://www.naesp.org)

National Association of Federal Education Program Administrators

[www.nafepa.org](http://www.nafepa.org)

National Association of School Nurses

[www.nasn.org](http://www.nasn.org)

National Association of School Psychologists

[www.nasp.org](http://www.nasp.org)

National Association of School Resource Officers

[www.nasro.org](http://www.nasro.org)

National Association of School Safety and Law Enforcement Officers

[www.nassleo.org](http://www.nassleo.org)

National Association of Secondary School Principals

[www.nassp.org](http://www.nassp.org)

National Association of State Directors of Pupil Transportation Services

[www.nasdpts.org](http://www.nasdpts.org)

National Association of Student Personnel Administrators

[www.naspa.org](http://www.naspa.org)

National Coalition for Parent Involvement in Education

[www.ncpie.org](http://www.ncpie.org)

National Clearinghouse for Educational Facilities

[www.edfacilities.org](http://www.edfacilities.org)

National Education Association

[www.nea.org](http://www.nea.org)

National Emergency Management Agency

[www.nema.org](http://www.nema.org)

National Middle School Association

[www.nmsa.org](http://www.nmsa.org)

National Parent Teacher Association

[www.pta.org](http://www.pta.org)

National Rural Education Association

[www.nrea.org](http://www.nrea.org)

National School Boards Association

[www.nsba.org](http://www.nsba.org)

National School Safety and Security Services

[www.schoolsecurity.org](http://www.schoolsecurity.org)

National School Safety Center

[www.nsscl.org](http://www.nsscl.org)

North Central Regional Educational Laboratory

[www.ncrel.org](http://www.ncrel.org)

Office of Community Oriented Policing Services (COPS)

[www.cops.usdoj.gov](http://www.cops.usdoj.gov)

RAND Corporation

[www.rand.org](http://www.rand.org)

Safety Zone

[www.safetyzone.org](http://www.safetyzone.org)

School Building Association

[www.cefpj.org](http://www.cefpj.org)

School Watchers: Schools Systems by State

[www.schoolwatchers.com](http://www.schoolwatchers.com)

US Department of Defense Education Activity

[www.odedodea.edu](http://www.odedodea.edu)

US Department of Education Office of Safe and Drug-Free Schools

[www.ed.gov](http://www.ed.gov)

US Department of Health and Human Services Office of Emergency Preparedness

[www.hhs.gov](http://www.hhs.gov)

US Department of Homeland Security

[www.dhs.gov](http://www.dhs.gov)

United States Postal Service

[www.usps.com/news/2002/epp/emerpplan.pdf](http://www.usps.com/news/2002/epp/emerpplan.pdf)

