



MARIN COUNTY SCHOOLS



MODEL EMERGENCY MANAGEMENT PLAN

Mitigation • Preparedness • Response • Recovery



Developed for Marin County Schools by:
MARIN COUNTY OFFICE OF EDUCATION

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e•mer•gen•cy

An unstable or crucial time or state of affairs in which a decisive change is impending, especially one with the distinct possibility of a highly undesirable outcome.

-- Webster's Ninth Collegiate Dictionary

FORWARD

In 1995, the Marin County Office of Education developed the School Emergency Disaster and Incident Preparedness Plan as a model for developing Marin County district and school contingency plans. The Model Plan was published on the Marin County Office of Education Emergency Services website <<http://mcoeweb.marin.k12.ca.us/EmerPrep>> for school districts to download and customize, as appropriate.

In 2003, the Marin County Office of Education received a grant from the U. S. Department of Education, Office of Safe and Drug Free Schools and the U.S. Department of Homeland Security to strengthen emergency preparedness in Marin Schools. This grant has provided funds for this update of the Model Emergency Management Plan. This guide may be modified and reproduced for individual school and district use.

The Marin County Office of Education would like to express its gratitude to the Marin County School/Law Enforcement Partnership, Marin Schools Emergency Preparedness Council, Marin County Office of Emergency Services and the Parents Disaster Advisory Council for their support and assistance with this project. The Marin County Office of Education also acknowledges the work of the following agencies, districts and schools which served as invaluable exemplars with resource materials, references, and best practices from which this revised Model School Emergency Management Plan has been adapted.

- American Red Cross
- California Governor's Office of Emergency Services
- Federal Emergency Management Agency (FEMA)
- Contra Costa County, *Model Emergency Plan for Schools*
- Fayette County Public Schools, *School-Centered Emergency Management and Recovery Guide*
- Kentucky Community Crisis Response Board, *School-Centered Emergency Management and Recovery Guide*
- Los Angeles Unified School District, *Model Safe School Plan*
- McGuire Associates, *Disability Evacuation Plan*
- Pittsburgh Public Schools, *Safe Schools Plan*
- San Francisco Unified School District, *District Emergency Management Plan*
- U.S. Department of Education, Office of Safe and Drug-Free Schools, *Practical Information on Crisis Planning: A Guide for Schools and Communities*

The MCOE Model Emergency Management Plan may be downloaded from the MCOE Emergency Services website at <http://mcoeweb.marin.k12.ca.us/EmerPrep>.



Comments and inquiries may be directed to the Marin County Office of Education, Emergency Services at 415/499-5866.

RECORD OF PLAN CHANGES

Recommended changes to this plan should be approved by the school principal and district superintendent.

CHANGE NO.	DATE ENTERED	DESCRIPTION OF UPDATE	BY
	<i>July 2010</i>	<i>Chapter II - Preparedness, aligned NIMS EOC and ICS organizational charts& details</i>	<i>MCOE</i>
	<i>Aug 2010</i>	<i>Appendix D – Revised NIMS/SEMS forms</i>	<i>MCOE</i>
	<i>Aug 2010</i>	<i>New – Emergency Annex for Students with Special Needs</i>	<i>MCOE</i>
	<i>Aug 2010</i>	<i>New – Emergency Annex for Food Defense</i>	<i>MCOE</i>

PLAN DISTRIBUTION

VERSION	DATE	PROVIDED TO	POSTED ON WEBSITE

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INTRODUCTION TO EMERGENCY MANAGEMENT

SCHOOL EMERGENCY MANAGEMENT PLAN

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 Model School Emergency Management 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 Model School Emergency Management 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 document has been developed as a comprehensive resource for all districts, schools and child development centers to promote coordinated preparedness measures and assist them in standardizing response protocols to improve response to and recovery from an emergency or disaster affecting their site. This Model Plan may be adapted to the capabilities and special needs of each site.

A wave of school shootings in the 1990s and the horrific events of September 11, 2001 stunned the country and ushered in a new age of national emergency awareness. More than ever before, schools are faced with ongoing challenges for a much broader range of emergency situations. Districts and schools must have a comprehensive plan that outlines response not only to severe weather and natural disasters, chemical accidents and medical emergencies, but also to campus violence and various types of terrorist threats.

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 Model School Emergency Management 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 Model School Emergency Management Plan has been prepared in compliance with legal requirements and in cooperation with the Marin County Office of Emergency Services, the Marin County Office of Education and the Marin Schools Emergency Preparedness Council and other members of the Marin County school community. In the event of a widespread emergency such as an earthquake, available government and county resources will be overtaxed and may be unable to respond to all requests for assistance. **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. HOW TO USE THIS PLAN

The Model School Emergency Management Plan is designed as a comprehensive reference to assist schools in providing a safe learning environment. It incorporates best practices for handling

emergency situations that have been deployed by school districts elsewhere in the country. The emergency management teams and procedures outlined in this plan are consistent with California's Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), both modeled after the Incident Command System (ICS). A copy of the Model School Emergency Management Plan may be downloaded at the Marin County Office of Education Emergency Services website at <http://mcoeweb.marin.k12.ca.us/EmerPrep/>

Using the procedures, actions and sample forms provided herein, districts and schools are encouraged to create a site-based Emergency Management Plan that meets the individual resources and circumstances of each school and reflects its unique characteristics and needs. Every plan should include:

- a designated chain of command;
- specific roles for team members;
- specific procedures to implement in the event of an emergency.

The district should identify local community agencies to engage in planning (police, fire department, emergency medical, hospitals, mental health centers, local/regional emergency management agency, etc.). Next, a district support team, in partnership with community agencies, should review the contents of this School Emergency Management Plan and adapt text and emergency protocols to fit individual site circumstances. The district support team should also update local district and community agency phone numbers and assist schools in sharing this important safety information annually with all faculty, staff, students and parents.

The final step in the emergency management planning process is to communicate and practice the plan. Orient new personnel as they arrive on campus and review all changes with local public safety agencies. Keep multiple copies of the plan in accessible locations. Ensure that team leaders have a copy of the plan at home. Each school district will need to determine how best to conduct the training and implementation process in individual schools. Larger districts may need a well-coordinated and systematic way to conduct training to better prepare school-based teams to adapt the district plan to individual site needs. While most schools are adept at practicing techniques such as fire and earthquake drills, many have not rehearsed responses to events such as chemical release, intruders on campus or emergencies that require lockdown or reverse evacuation.

C. FOUR PHASES OF EMERGENCY MANAGEMENT

This Model School Emergency Management 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. 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.

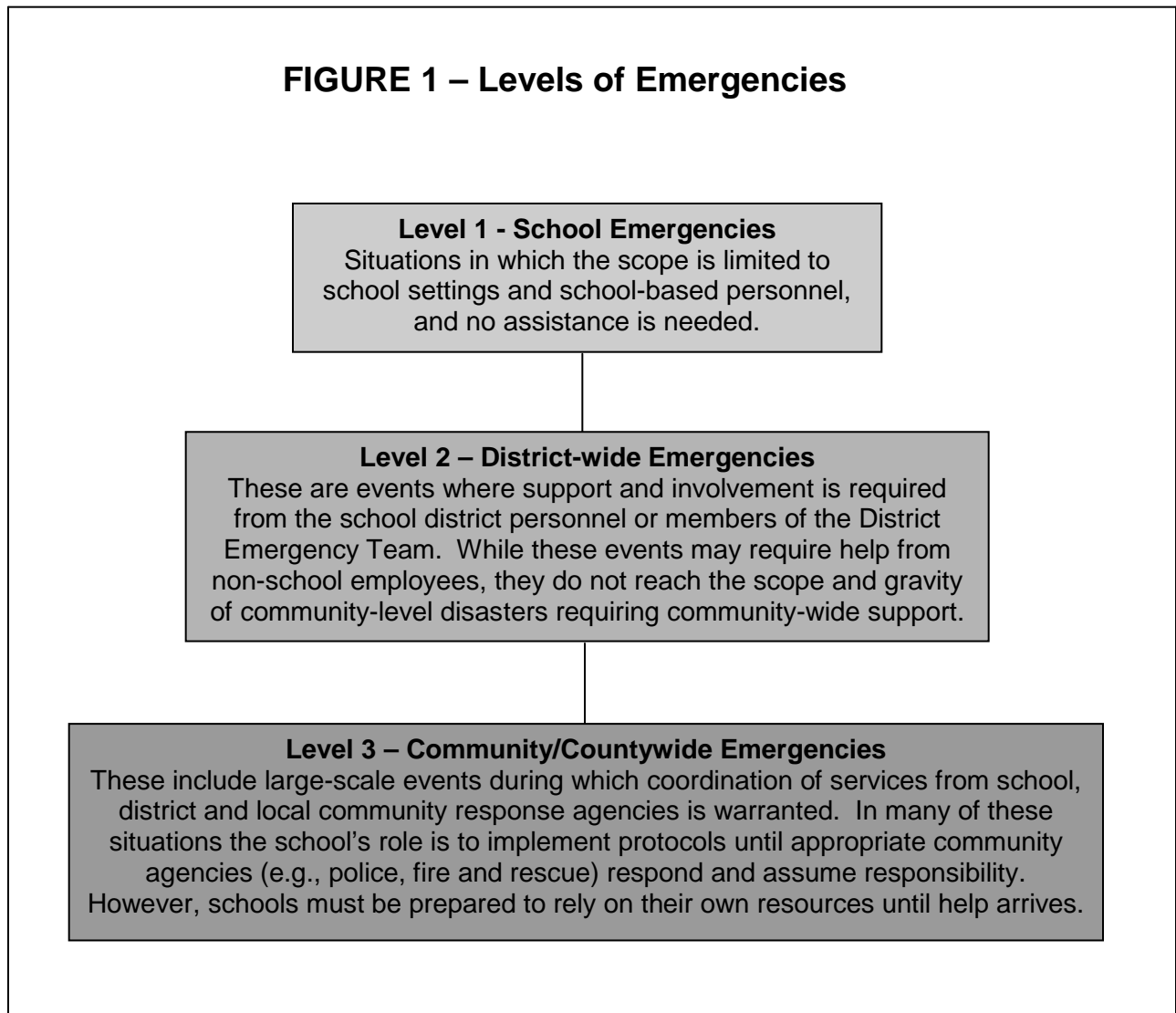
D. LEVELS OF EMERGENCIES

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.

FIGURE 1 – 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, which have been adapted for use by the Marin County Office of Education in Figure 2, on the following page.

FIGURE 2 – Homeland Security Advisory System



Homeland Security Advisory System Recommendations for Schools

Level of Risk	Recommended Action
SEVERE (Red)	<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.
HIGH (Orange)	<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.
ELEVATED (Yellow)	<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.
GUARDED (Blue)	<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.
LOW (Green)	<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.

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

E. PLAN DEVELOPMENT, IMPLEMENTATION AND UPDATES

The School Emergency Management Plan will be:

- **DEVELOPED** by a team of school administrators and staff, working with first responders in the local jurisdiction;
- **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.
- ◆ **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:** A modified version of this model plan should be tailored and fine-tuned to meet the unique needs and resources of each individual school. 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, CPR and School Emergency Response Training (SERT) for all staff;
 - 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

F. 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.*”

APPENDIX A provides the significant legislation and the Marin County Office of Education’s adopted Board Policies and Administrative Regulations. A sample community shelter agreement with the American Red Cross is also included, along with a sample agreement for use of a school site as a facility for mass vaccinations and a disaster field hospital.

#