How To Use This ToolKit

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Concept

Louisiana schools must have a **comprehensive school safety plan** that addresses their **response** to **severe weather** and **natural disasters**, **hazardous material** incidents, **medical emergencies**, school **violence,** and various types of terrorist **threats** and acts. Today, those are known as *High-Quality School Emergency Operations Plans* (High-Quality EOPs).

To help schools develop High-Quality EOPs, the **Louisiana School and Campus Safety Study Group**, along with the **Governor's Office of Homeland Security and Emergency Preparedness** (GOHSEP), in partnership with the **Louisiana Department of Education** (LADOE) created this *Louisiana ToolKit for Developing High-Quality School Emergency Operations Plans* (High-Quality EOP ToolKit). It is intended to **guide** schools and school personnel in developing their school High-Quality EOPs, addressing **all hazards** that may affect the **safety** and **security** of our children and school communities. The ToolKit includes **comprehensive** information and **descriptions** of the overall **concept of operations** (CONOPS), organization, **roles** and **responsibilities** a High-Quality EOP should include, along with easy-to-use **checklists** to facilitate the plan development and plan review processes.

ToolKit content represents national **best practices** and should be considered **suggestive. It is** meant to **assist** schools in the development of their own **customized** High-Quality EOPs.

Policies and **procedures** related to or contained in this guidance should be **modified** based on a school's *unique* **circumstances** and **resources**. To be an effective tool to manage an emergency event, a school EOP must include **response procedures** that are developed through **threat assessments**, **safety audits,** and **planning** and **training** *before* an incident occurs.

Planning, conducting **live drills** and participating in **TableTop exercises** with **law enforcement**, **fire**, **emergency officials** and other members of the **school community** ensures the **sustainability** of the school's EOP. Building these relationships and community **engagements** are **vital** to a safer school community.

Format

The content, organization and terminology in this ToolKit **closely mirror** the format and organization of municipal, Parish and State of Louisiana **EOPs**. GOHSEP and the Federal Emergency Management Agency (FEMA) also **train** on this planning format in their **emergency operations** planning **courses**. Using this **planning format** helps the school plan correspond with local **emergency management** and **response plans**.

Threats + Hazard Types

- Natural Hazards
- Technological Hazards
- Biological Hazards
- Adversarial, Incidental and Human-caused Threats

A detailed description of these threats and hazards can be found on page 55 of the *Louisiana Guide for Developing High-Quality School Emergency Operations Plans* (High-Quality EOP Guide) included in this ToolKit.

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The concepts and information contained in this plan are **consistent** with the **National Incident Management System** (NIMS), a set of principles that provides a **systematic, proactive** approach to manage incidents involving all threats and hazards, regardless of cause, size, location or complexity. **Consistent** planning **principles** and **processes** across *all* levels of government, from the Federal to the individual school level, help ensure more **efficient** and **coordinated** plans, preparedness and emergency **response**.

While being NIMS compliant is no guarantee of Federal grant funding, current **Federal grant** opportunities *require* that recipients be in **compliance** with NIMS **principles**. It is expected that **additional regulations** will be **instituted** by the **U.S. Department of Homeland Security** (DHS) and the **U.S. Department of Education** (DOE) in the areas of **school safety** and **emergency planning**. It is the intent that this recommended school EOP plan-development guidance position Louisiana school districts and individual schools to **incorporate** additional **requirements** related to school safety **initiatives**.

Security + Safety

School safety is the job of the entire school community. This effort requires **leadership** and **coordination** by school administration, and **involvement** and **participation** from all sectors of the school community. The school's EOP should be a **collaboration** and **partnership** between the school district and the community. The Louisiana Revised Statute (LRS) 17§416.16 (2 and 3) states:

*A school crisis management and response plan shall be **prepared** by each **public school** principal jointly with **local law enforcement, fire, public safety** and **emergency preparedness** officials. In preparing the plan, the principal and such officials shall **consider** and include, if appropriate, **input** from **students** enrolled in the school and their **parents, teachers** at the school, other school **employees** and **community leaders**. (3) The plan, which shall **focus** on **preventing** the **loss of life** and the **injury** of students and teachers and other school employees, shall detail the **roles** and **responsibilities** of each school **employee** and the relevant **coordination agreements**, services and **security measures** of a school in the event of a shooting or other violent incident or **emergency** situation.* [Emphasis added]

National Preparedness Goal

A secure and resilient Nation with the capabilities required across the **whole community** to **prevent, protect** against, **mitigate, respond** to, and **recover** from the **threats** and **hazards** that pose the greatest risk.
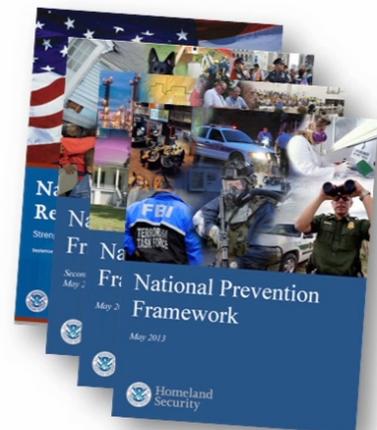
The Goal is the cornerstone for the implementation of *Presidential Policy Directive 8: National Preparedness* (PPD-8).

State Perspective

The State of Louisiana has set **three (3)** *broad* **goals** for education:

1. High student **performance**.

2. High-**quality** teaching and administration.

3. A **safe, secure** and **supportive** environment for *each* school and *every* child.

To achieve these goals, this ToolKit provides **protocols** for all types of **incidents** that may affect a school, aligned with the phases of emergency management: **Prepare, Prevent, Respond, Recover** and **Mitigate,** as well as the *National Protection Framework* and the

Presidential Policy Directive 8: National Preparedness (PPD-8), which organizes efforts a little differently: **Prevention**, **Protection, Mitigation, Response** and **Recovery**.

These protocols ensure that school districts, schools and their campuses are equipped to **quickly** and **adequately** restore the school climate to *optimal* **learning** conditions in the event of an emergency or disaster. Each of the phases of emergency management is addressed briefly below. Additional discussion regarding the PPD-8 is found in the High-Quality EOP Guide.

Emergency Management Phases

The *National Planning Frameworks* – one for *each* **preparedness mission** area – describe how the **whole community** works together to achieve the *National Preparedness Goal.*

The *National Planning Frameworks* are part of the **National Preparedness System.** Each of the mission areas has its own Framework:
- *National Prevention Framework*
- *National Protection Framework*
- *National Mitigation Framework*
- *National Response Framework* (second edition) (NRF)
- *National Disaster Recovery Framework* (NDRF)

1. **Prevention** – Although the other Frameworks focus on **all hazards**, including **natural disasters**, the *National Prevention Framework* focuses *solely* on **terrorist activities** — and specifically on *imminent* acts of terrorism on U.S. soil. It describes what the whole community — including schools — should do upon the discovery of information regarding an **imminent threat** to **thwart** an **initial** or **follow-up** terror **attack**. Prevention includes *proactive* efforts, laying the groundwork for **avoiding** and **reducing** the effects of terrorism and other incidents. Many school districts and schools have addressed prevention efforts to varying degrees. However, the potential to **minimize risk** needs to be explored further by many school districts and schools.

2. **Protection** – Every day, schools take steps to keep our schools, staff and students safe. Whether the risks are related to hurricanes, severe weather, shooters or hazardous material incidents, the goal is shared: **safety** and **resilience**. The *National Preparedness System* outlines an organized process for the whole community to move **forward** with **preparedness** activities. The National Preparedness System has **six (6) parts:**
   - **Identifying** and **assessing** risks
   - **Estimating capability** requirements
   - **Building** and **sustaining** capabilities
   - **Planning** to deliver capabilities
   - **Validating** capabilities
   - **Reviewing** and **updating** information

   Preparedness is a *critical* part of any all-hazards school EOP. A sound preparedness strategy **informs** the staff about what to do to keep students **safe** in the event of an incident. It helps school districts and schools **develop** and **practice routines** that *reduce* the likelihood of **panic** during stressful situations. This also means that school districts and schools have **designated** procedures for **communicating** with parents, staff and the community, and **reunification** strategies to unite children with their parents or guardians in the event of an incident where they are or become separated.

   Preparedness planning is the **link** that ties the school district and individual schools with the larger community.

3. **Mitigation** – The *National Mitigation Framework* (Framework) covers the capabilities necessary to *reduce* the **loss of life** and **property** by *lessening* the impact of disasters. The Framework focuses on understanding the **risks** and **empowering communities** to take **actions** that put them in the best position to **bounce back** *quickly* and effectively when disasters occur. This focus on **risk** and **resilience** is why the NMF permeates all other areas of national preparedness—from prevention to recovery.

   Both the Mitigation and Protection Frameworks focus on **activities** we can do **every day**, not just during disasters, to *increase* **resilience** and become better prepared to face *future* threats. Protection, however, focuses on security and deterrence of threats, while Mitigation is about **creating resiliency** by addressing risk and creating a culture of preparedness.

   The Mitigation Framework emphasizes the valuable role of local leadership, collaboration among various parts of the whole community and education—to ensure the capabilities continually develop.

4. **Response** – The *National Response Framework* (NRF) is a guide to how the Nation responds to all types of disasters and emergencies. It is built on **scalable**, **flexible** and **adaptable** concepts identified in the NIMS to align **key roles** and **responsibilities** across the Nation. This Framework is always in effect; elements can be implemented at any time. The response phase of emergency management is designed to **ensure** that the **action steps** in the all-hazards school EOP are **properly** identified and implemented when an incident occurs. Typically, the response phase outlines the **responsibilities** for those who have a **role** in the response effort.

5. **Recovery** – The *National Disaster Recovery Framework* (NDRF) provides guidance that enables **effective** recovery **support** to local, Tribal and State jurisdictions impacted by an emergency or disaster. It provides a **flexible** structure that enables disaster recovery managers to operate in a **unified** and **collaborative** manner. It also **focuses** on how best to **restore**, **redevelop** and **revitalize** the health and the social, economic, natural and environmental fabric of a disaster-impacted community, **building** a more **resilient** Nation. How quickly a school district or a school recovers from an incident is impacted by how well that district manages its **post-incident** response and recovery agencies, the local community, parents or guardians, students, district staff and the media. It is important to ensure that the appropriate level of support is provided to those who suffer **physical** or **emotional trauma** during an incident.

How To Use

This ToolKit represents an effort to bring together elements of emergency management for **natural** and **human-caused** (accidental or intentional) **incidents**, **interpersonal violence**, **threats** to self or others, and any other type of **incident** that may affect the school districts or individual schools in the State of Louisiana. The High-Quality EOP ToolKit is presented in such a manner as to allow each school within that district to meet specific local needs.

Within the ToolKit are sections identifying requirements, examples and tools for developing High-Quality EOPs.

- **Program Description**. A description of the *School Emergency Management Planning* (SEMP) grant, **grant requirements** and authorities.

- *Louisiana Guide for Developing High-Quality School Emergency Operations Plans* (High-Quality EOP Guide). It includes **guidance** for developing High-Quality EOPs, the planning steps and things to consider as plans are developed.

  This section includes the *High-Quality EOP Final Plan Review Checklist + Crosswalk*. This is a checklist that includes **key components** to include in your EOP. The checklist is used to evaluate plan **compliance** with plan development guidance. It is also a tool for plan *improvement* over time.

- **SAMPLE Emergency Operations Plan (EOP)**. Developed by GOHSEP, this sample plan provides a clear and concise **example** of what a High-Quality EOP should look like when written.

- **SAMPLE Governance Documents**. This includes documents that either govern the development of your EOP or are samples of documents you should have in place to facilitate the implementation of your EOP.

- **SAMPLE Exercise Development Tools.** This section provides *both* an EOP exercise development **checklist** and sample exercises.

- **Training Opportunities**. FEMA, Readiness and Emergency Management for Schools (REMS) and GOHSEP offer **web-based** and **in-classroom** training in emergency management planning and exercises. This section highlights available training and how to register.

- **SAMPLE Emergency Preparedness Procedures Flipbook**. Ordering **specifications** are provided for this classroom preparedness tool.

- **Appendix**. The Appendix includes additional tools, guidance and references.

- **References**. The references include both Federal and State statutes, plans and guidelines.

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Commonly Used Acronyms

AAR	*After Action Report*
AAR-I	*After Action Report – Improvement*
AED	Automated External Defibrillator
ADA	*Americans with Disabilities Act*
CFR	*Code of Federal Regulations*
CONOPS	Concept of Operations
COOP	Continuity of Operations
CPR	Cardiopulmonary Resuscitation
DARE	Drug Abuse Resistance Education
DHH	U.S. Department of Health and Human Services
DHS	U.S. Department of Homeland Security
DOE	U.S. Department of Education
DOJ	U.S. Department of Justice
ED	U.S. Department of Education
EEG	Exercise Evaluation Guide
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMHE	Emergency Management for Higher Education
EMI	Emergency Management Institute
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FBI	Federal Bureau of Investigation

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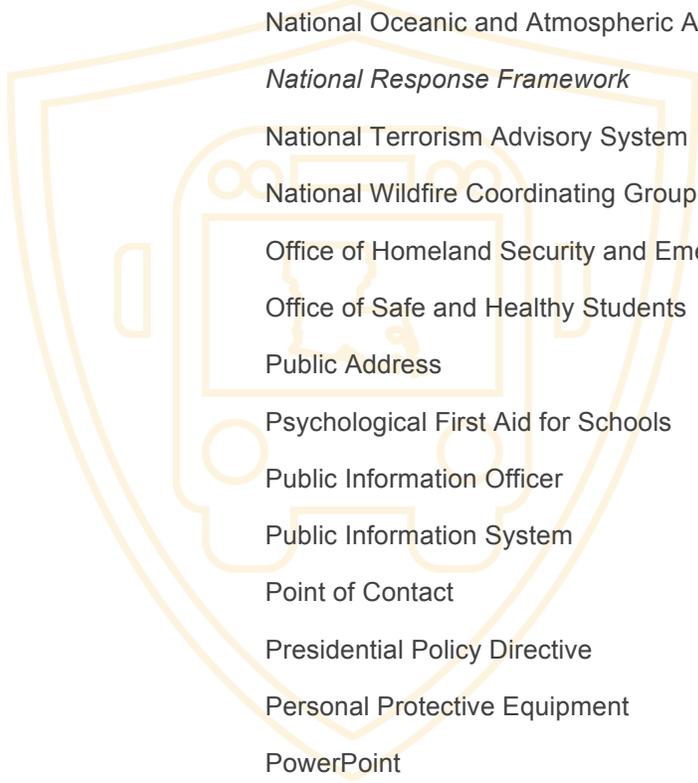
FEMA	Federal Emergency Management Agency
FERPA	*Family Educational Rights and Privacy Act*
FPM	Final Planning Meeting
GOHSEP	Governor's Office of Homeland Security and Emergency Preparedness
HAZMAT	Hazardous Material
HHS	U.S. Department of Health and Human Services
HIPAA	*Health Insurance Portability and Accountability Act*
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
HVAC	Heating, Ventilating and Air Conditioning
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
ID	Identification
IED	Improvised Explosive Device
IPM	Initial Planning Meeting
IS	Independent Study
IT	Information Technology
LADOE	Louisiana Department of Education
LEA	Local Education Agencies
LEP	Limited English proficiency
LRS	Louisiana Revised Statute
LSS	Local School Superintendent
LSU	Louisiana State University
LWIN	Louisiana Wireless Information Network
MAA	Mutual Aid Agreement
MACS	Multi-Agency Coordination System
MOA	Memorandum of Agreement

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MOU	Memorandum of Understanding
MPM	Midterm Planning Meeting
MSEL	Master Sequence of Events List
NDRF	*National Disaster Recovery Framework*
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	*National Response Framework*
NTAS	National Terrorism Advisory System
NWCG	National Wildfire Coordinating Group
OHSEP	Office of Homeland Security and Emergency Preparedness
OSHS	Office of Safe and Healthy Students
PA	Public Address
PFA-S	Psychological First Aid for Schools
PIO	Public Information Officer
PIS	Public Information System
POC	Point of Contact
PPD	Presidential Policy Directive
PPE	Personal Protective Equipment
PPT	PowerPoint
REMS TA	Readiness and Emergency Management for Schools Technical Assistance
RS	Revised Statute
RSD	Recovery School District
SBTRVA	*School Based Threat, Risk and Vulnerability Assessment*
SEMG	School Emergency Management Grant
SEMP	School Emergency Management Planning
SID	Student Identification Number
SIMCELL	Simulations Cell

SRO	School Resource Officer
SSL	Secure Sockets Layer
TBR	Training by Request
TEPW	Training and Exercise Planning Workshop
TtT	Train the Trainer