

# The Virginia Educator's Guide for Planning and Conducting School Emergency Drills

Virginia Department of Criminal Justice Services Virginia Center for School and Campus Safety



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This document includes references and summaries of the *Code of Virginia* and the Virginia Administrative Code related to school safety. The information provided is not offered, nor should be construed as legal advice or a legal interpretation of statutes and regulations. Local school divisions are encouraged to consult with legal counsel for legal advice.

# TABLE OF CONTENTS

Introduction	1
Statement of Purpose	1
Legal References	1
Four Step Approach to Emergency Planning	2
Drills in the Context of Emergency Planning	3
Purpose of Drills and Exercises	6
Decision Authority	6
Protocol Framework	6
HOLD – In Your Room or Area. Clear the Halls.	9
SECURE – Get Inside. Lock Outside Doors.	11
LOCKDOWN – Locks, Lights, Out of Sight.	13
EVACUATE – Evacuate (to a location).	16
SHELTER – State the Hazard and Strategy.	20
Staff Responsibilities in Emergency Preparedness	23
Student Responsibilities in Emergency Preparedness	24
Go-Kits	26
Appendices	28
Appendix A: TEAMS Information and Sample Documents	29
Appendix A-1: TEAMS Planning Framework for Individuals with Access and Functional Needs	30
Appendix A-2: Sample Post-Drill Evaluation	31
Appendix A-3: Sample Evacuation Site Form	32
Appendix A-4: Sample Crisis Management Information for Parents and Guardians	33
Appendix B: State and Local Contacts	37
Appendix C: Resources	39

# Introduction

Conducting exercises are a critical component of a division's overall school safety program. A strong exercise program builds organizational and individual resiliency, as well as those important relationships with the community partners who will respond to actual emergencies. Ideally, the division will work with school Safety Audit Committees (SACs) to create an exercise program, which allows all stakeholders to become familiar with the plans and be prepared in the event of an actual emergency. Much has been done to elevate what used to be thought of as "schools implementing emergency drills" to all schools having comprehensive, all-hazards emergency plans. While it is imperative for each school division to work with first responders and emergency planning groups within their jurisdiction to develop comprehensive all-hazards emergency plans for each school, these documents can be overwhelming to administrators, faculty and staff that interact daily with students. This guide was developed to give those serving in direct service positions the hands-on information they need to practice the emergency response actions (drills) required.

# Statement of Purpose

The primary purpose of this document is to provide an overview of the emergency planning cycle and to identify how conducting emergency drills will provide a broader scope of emergency preparedness for Virginia schools. Furthermore, this guide will provide more detailed information about the implementation of drills according to the required schedule by the *Code of Virginia* and how to implement a trauma-informed exercise program that supports all student and staff needs, including vulnerable populations within the school community.

As safety planning teams begin the important work of developing crisis management plans (CMPs), it is critical the right stakeholders are at the table to ensure those plans are inclusive of everyone. That means this work is not just about children and students, but staff and visitors with support needs as well. Through deep and meaningful collaboration, school safety teams can establish the relationships needed to ensure the safety and security of everyone on our campuses.

# Legal References

- Code of Virginia § 22.1-137.1 and § 22.1-137.2
- Virginia Statewide Fire Prevention Code (SFPC) <u>Section 404.2.3, 403.5.1, 404.2.1, 404.2.2, 405.1,</u> and 405.2

# Four Step Approach to Emergency Planning

The cyclical approach for crisis and emergency planning typically includes a four step process: Prevention/Mitigation, Preparedness, Response, and Recovery. A broader understanding of what each of these terms means in the context of this guide, and in the context of emergency planning and preparation is provided below. It should be noted that these steps may also be referred to in the context of Before, During, and After.

- 1. Prevention/Mitigation refers to assessments, which address the safety, security, and integrity of facilities, students, and personnel. Prevention also means the capabilities necessary to avoid, deter, or prevent a threatened or actual incident from occurring. Mitigation means the capabilities necessary to eliminate or reduce the loss of life and property damage by lessening the impact of an event or emergency.
- 2. Preparedness means readying the school to respond in a rapid, coordinated, and effective manner in the event of a crisis. Assembling effective plans, connecting resources, and conducting training exercises and drills are elements of preparedness.
- **3. Response** means the capabilities necessary to stabilize an emergency once it has already happened or is certain to happen in an unpreventable way; establish a safe and secure environment; save lives and property; and facilitate the transition to recovery.
- 4. Recovery means the capabilities necessary to assist schools affected by an event or emergency in restoring the learning environment. With the broader context and terminology regarding emergency planning and procedure in place, the remainder of the guide focuses on the specifics of the exercise commonly referred to as drills.

**Note:** In recent years some national agencies shifted from a four-phase approach to a five-phase approach. The traditional four-phase approach (Prevention/Mitigation, Preparedness, Response, and Recovery) was replaced with a five-phase approach (Prevention, Protection, Response, Recovery, and Mitigation). The additional phase, Protection, refers to actions taken which safeguard assets and critical infrastructure elements. See for example, resources found at <a href="https://rems.ed.gov">https://rems.ed.gov</a> by our respected colleagues at Readiness and Emergency Management for Schools (REMS). This guide, and related materials from the Virginia Department of Criminal Justice Services (DCJS), follow the traditional approach as many institutions have existing crisis management plans aligned with the four-phase model. However, schools and school divisions should adopt the approach that best fits their needs and available resources.

# Drills in the Context of Emergency Planning

In the wake of community tragedies that can occur during the school day, including tornadoes and active shooters, emergency planning agencies and first responders have been focusing on crisis planning at schools. When an emergency occurs, it is managed by the smallest group of responders necessary; first by school staff (i.e., on-site first aid), and then by calling local first responders (i.e., calling 9-1-1). When the size or scope of an emergency is beyond the capacity of the local first responders, additional assistance from neighboring jurisdictions and/or state resources may be obtained. In the most devastating instances, the Governor will seek assistance from federal resources (i.e., declaring a state of emergency). Thus, coordinating emergency responses across agencies and the local, state, and federal levels has led to wider acceptance of universal planning.

All schools in Virginia have comprehensive all-hazards Crisis Management Plans (CMPs).<sup>1</sup> The division's plan and each school's CMP should be completed by a collaborative planning team. Plans should be based on assessed risks, as well as functional needs, assets, and realities (i.e., varied response times of first responders due to each school's unique location). Administrators are encouraged to annually review with the faculty and staff the CMP for their school. Division leaders are encouraged to ensure that appropriate staff members are trained and aware of the components of the division's plan, and the specific nuances of individual school plans.

<sup>1</sup> <u>Virginia School Crisis Management Review and Certification</u>, Virginia Department of Criminal Justice Services–Virginia Center for School and Campus Safety – Superintendents certify annually that school boards review CMPs for schools in the division.



Training and practice are integral parts of an effective CMP. To fully understand the need to drill, and drill effectively, it is important to understand that drills are but one training component of effective emergency preparedness. School division staff are encouraged to host and participate in additional and expanded training, including tabletop exercises, functional exercises, and full-scale exercises. A broader understanding of what each of these terms means in the context of emergency planning and preparation is provided below.

The Federal Emergency Management Agency (FEMA) through the Homeland Security Exercise Evaluation Program (HSEEP) defines each type of training activity in the following manner:

**Exercise**: An exercise is an instrument to train for, assess, practice, and improve performance in prevention, protection, response, and recovery capabilities in a risk-free environment. Exercises can be used for:

- Testing and validating policies, plans, procedures, training, equipment, and interagency agreements
- Clarifying and training personnel in roles and responsibilities

**Building Block Approach to Exercise Scheduling** 

• Improving interagency coordination and communications

- Identifying gaps in resources
- Improving individual performance
- Identifying opportunities for improvement (essentially all training)



Exercises can be classified into two broad categories: discussion-based and operations-based.

- **Discussion-Based Exercise:** This type of exercise typically highlights existing plans, policies, mutualaid agreements, and procedures, and can be used as tools to familiarize agencies and personnel with current or expected capabilities. Discussion-based exercises include seminars, workshops, tabletops, and games.
- **Operations-Based Exercise:** Operations-based exercises are characterized by actual response, mobilization of apparatus and resources, and commitment of personnel, usually held over an extended period of time. Operations-based exercises can be used to validate plans, policies, agreements, and procedures and include drills, functional exercises, and full-scale exercises. They can clarify roles and responsibilities, identify gaps in resources needed to implement plans and procedures, and improve individual and team performance.

#### **Discussion-Based Exercise Examples:**

- **Seminar:** A seminar is an informal discussion, designed to orient participants to new or updated plans, policies, agreements, and procedures.
- Workshop: A workshop resembles a seminar, but is employed to build specific products, such as a draft plan or policy. A workshop is typically used to test new ideas, processes, or procedures; train groups in coordinated activities; and obtain consensus.
- **Tabletop Exercise (TTX):** A tabletop exercise involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures.
- Game: A simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation.

#### **Operations-Based Exercise Examples:**

- **Drill:** A drill is a coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity. Drills are commonly used to provide training on new equipment, develop or test new policies or procedures, or practice and maintain current skills.
- Functional Exercise (FE): A functional exercise examines and/or validates the coordination, command, and control between multi-agency coordination centers. A functional exercise includes simulated deployment of resources and personnel, rapid problem solving, and a highly stressful environment.
- **Full-Scale Exercise (FSE):** A full-scale exercise is a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional and "boots on the ground" response.

# Purpose of Drills and Exercises

When an emergency strikes, immediate decisions need to be made, and actions taken, to reduce the potential for injury. Practicing those actions reduces the time for each individual to enact the responses and behaviors that can decrease risk. The requirement and frequency of drills mandated in the *Code of Virginia* are recognition that students and staff practicing action responses are an important component of school safety.

# **Decision Authority**

Directives are often given over the public address system during drills. However, when a real emergency strikes, immediate decisions must be made, and staff should be empowered to use any of the protocols they feel are appropriate without an administrator's input if the emergency dictates.

# **Protocol Framework**

In late 2021, Virginia adopted the I Love U Guys, Standard Response Protocol (SRP). As seen below, there are five specific actions that can be performed during an incident.



When communicating these actions, the action is labeled and then followed by a "Directive". Execution of the action is performed by the active participants, including students, staff, teachers, and first responders.

- **1.** Hold is followed by "In Your Room or Area. Clear the Halls" and is the protocol used when the hallways need to be kept clear of people.
- **2. Secure** is followed by "Get Inside, Lock Outside Doors" and is the protocol used to safeguard students and staff within the building.
- **3.** Lockdown is followed by "Locks, Lights, Out of Sight" and is protocol used to secure individual rooms and keep students quiet and in place.
- 4. Evacuate may be followed by a location, and is the protocol used to move students and staff from one location to a different location in or out of the building.
- 5. Shelter is always followed by the hazard and safety strategy and is the protocol for group and self-preparedness.

#### ΝΟΤΕ

The differentiation between Secure and Lockdown is important. Secure recovers people from outside the building, secures the building perimeter, and locks all exterior doors. This would be implemented when there is a threat or hazard outside of the building. Criminal activity, dangerous events in the community, or even a vicious dog on the playground would be examples of a Secure response. While the Secure response encourages greater staff situational awareness, it allows for educational practices to continue with little classroom interruption or distraction. Lockdown is a classroom-based protocol that requires locking the classroom door, turning off the lights, and placing students out of sight of any corridor windows. Student action during Lockdown is to remain quiet. It does not mandate locking exterior doors for a few reasons: risk is increased to students or staff in exposed areas attempting to lock the doors, and locking exterior doors inhibits entry of first responders and increases risk as responders attempt to breach doors. If the doors are already locked, leave them alone. Be aware that situations can change quickly. Depending on what's happening, a Lockdown might change to a Secure condition, or the Secure condition evolves to Lockdown.

Please be aware that when an emergency actually occurs, steps taken that are not outlined in the sections below as part of drills may include:

- Calling 9-1-1
- Notifying the division office
- Activating the CMP, including activating an Incident Command System (ICS) if necessary or appropriate for scope of incident
- Additional decision making
- Being flexible and adapting to change
- Making informed decisions
- Deploying resources
- Working with community partners and first responders
- Accounting for students and staff
- Assisting individuals with special needs
- Preserving evidence; not touching affected area(s) until cleared by first responders; keeping detailed notes of incident
- Managing communication with stakeholders (internal to the division, parents, and external in the community)
- Accelerating the Recovery Phase, including holding an emergency staff meeting to:
  - Advise all staff of known facts
  - Provide them with a written statement
  - Support their concerns and emotions
  - Identify resources for staff and students
  - Outline steps in the Recovery Phase (After)
- Documenting the incident, evaluating the response(s), and revisiting the overall emergency all hazards plan based on "lessons learned"



# HOLD – In Your Room or Area. Clear the Halls.

There may be situations that require students to remain in their classrooms. For example, an altercation in the hallway may require keeping students out of the halls until it is resolved.

#### Announcement

**"Hold in your room or area. Clear the Halls."** and is repeated twice each time the announcement is performed. There may be a need to add directives for students that are not in a classroom, at lunch, or some other location where they should remain until the Hold is lifted.

#### **Incident Command System**

The school emergency response team should be initiated.

#### Actions

- Students and teachers are to remain in their classroom or area, even if there is a scheduled class change, until the "all clear" is announced.
- Students and staff in common areas, like a cafeteria or a gym, may be asked to remain in those areas or move to adjoining areas like a locker room.
- Students and staff outside of the building should remain outside unless administration directs otherwise.
- It is suggested that prior to locking the classroom door, teachers should rapidly sweep the hallway for nearby students. Additionally, teachers should take attendance, note the time, and conduct business as usual.

#### **Release Announcement**

#### "The Hold is released. All Clear."

#### Preparation

A trauma-informed approach to prepare students for this response action would include the following:

- Communicate in advance with students about the expectations of this response action, emphasizing how to follow the procedures in a calm and controlled manner.
- Adults should project a serious, yet calm demeanor when practicing or responding to an emergency situation.

#### **Emergency Drill**

• **RECOMMENDED:** Hold is a recommended drill.

#### Contingencies

Students are trained that if they are not in a classroom, they may be asked to identify the nearest classroom and join that class for the duration of the Hold.

# Planning for Special Needs of Students and Staff Use the TEAMS Planning Framework in Appendix A Transportation – ensure that a teacher toolkit with student support materials are available (noise canceling headphones, comfort items, visual reminders, etc.). Emotional, Mental & Behavioral Health – ensure that the student feels secure and comfortable with the Hold procedures. Auxiliary Communication – ensure that appropriate communication supports, tools, and transportation are available (translators, visual and auditory directions and signage, communication devices, lifts, wheelchairs, special needs busing, etc.). Medical – ensure that required medications and support staff are readily available during Hold procedures. Security and Supervision – ensure that appropriate staff are available and trained to maintain accountability and safety of student during evacuation (i.e., in cases of students known to elope or run away, loud or aggressive behavior).

#### **Messaging to Parents Example**

"Today at (*insert time of day*), there was a limited medical situation in the building which required the Hold action to be initiated. Hallways were cleared and the event was handled promptly. Questions can be direct to (*insert contact*)."



# SECURE – Get Inside, Lock Outside Doors.

The Secure protocol is used when there is a threat or hazard outside of the school building. Whether it is due to violence or criminal activity in the immediate neighborhood, or a dangerous animal on the playground, Secure uses the security of the physical facility as a barrier and protection.

#### Announcement

"Secure! Get Inside. Lock outside doors." and it is repeated twice each time the announcement is made.

#### **Incident Command System**

The school emergency response team should be initiated.

#### Actions

- All students and staff return immediately into a secure building, and lock all outside access points.
- When possible, classroom activities would continue uninterrupted. Classes being held in portable classrooms would move inside the school building and, if possible, continue.
- In situations where students expect to leave the building due to commitments such as employment, doctor appointments, etc., the situation will need to be evaluated to determine if their release should be delayed. For this reason, it is important to train parents on the Secure response action, explaining that release may be delayed, but their cooperation is important to ensure student safety.

#### **Release Announcement**

#### "The Secure is released. All Clear."

Circumstances where a threat is perceived, but not directly evident, may warrant a controlled release. During a controlled release, parents or guardians may be asked to pick up students rather than have them walk home. Buses may run as normal, but increased monitoring of the bus area would occur. There may also be additional law enforcement presence.

#### Preparation

A trauma-informed approach to prepare students for this response action would include the following:

- Communicate in advance with students about the expectations of this response action, emphasizing how to follow the procedures in a calm and controlled manner.
- Adults should project a serious, yet calm demeanor when practicing or responding to an emergency situation.
- Identification of the doors to be locked and the primary and secondary responsibility staffing should be designated prior to the start of the school year.

#### **Emergency Drill**

• **RECOMMENDED:** Secure is a recommended drill. Previously known as "Reverse Evacuation", 1 drill per year is recommended.

#### Contingencies

If, during a Secure protocol, an additional hazard manifests (i.e., fire, flood, hazmat), then additional directives will be given for the appropriate response.

#### **Planning for Special Needs of Students and Staff**

Use the TEAMS Planning Framework in Appendix A

- **Transportation** ensure that a teacher toolkit with student support materials are available (noise canceling headphones, comfort items, visual reminders, etc.).
- Emotional, Mental & Behavioral Health ensure that the student feels secure and comfortable with the secure procedures.
- Auxiliary Communication ensure that appropriate communication supports, tools, and transportation are available (translators, visual and auditory directions and signage, communication devices, lifts, wheelchairs, special needs busing, etc.).
- Medical ensure that required medications and support staff are readily available during secure procedures.
- Security and Supervision ensure that appropriate staff are available and trained to maintain accountability and safety of student during evacuation (i.e., in cases of students known to elope or run away, loud or aggressive behavior).



# LOCKDOWN – Locks, Lights, Out of Sight.

The Lockdown protocol is used when there is a threat or hazard inside the school building. From parental custody disputes to intruders or active assailants, Lockdown uses classroom and school security actions to protect students and staff from the threat.

#### Announcement

"Lockdown. Locks, Lights, Out of Sight." and it is repeated twice each time the announcement is made.

#### **Incident Command System**

The school emergency response team should be initiated.

#### Actions

- If it is safe to do so, the teacher should gather students from the hallway into the classroom.
- Lock individual classroom doors, offices and other securable areas, moving students out of line of sight of corridor windows, turning off lights to make the room seem unoccupied, and having everyone remain silent.
- Once classroom door is locked, DO NOT open it. First responders will open the door once the building is secure.
- If the location of the threat is apparent and people do not have the option to get behind a door, it is appropriate to self-evacuate away from the threat.

#### **Release Announcement**

Drills may be releasable by administrators or others designated by leadership; however in an actual emergency Lockdown, it is a best practice to have each room released by law enforcement, or other first responders. Depending on the situation a school official, who is a key holder, may release once they have consulted with first responders on scene. This procedure for release should be discussed with local first responders ahead of an emergency and clearly defined in the school's crisis plan.

#### Preparation

A trauma-informed approach to prepare students for this response action would include the following:

- Communicate in advance with students about the expectations of this response action, emphasizing how to follow the procedures in a calm and controlled manner.
- Adults should project a serious, yet calm demeanor when practicing or responding to an emergency situation.
- Teachers should emphasize to students how following procedures can make the drills and emergency response less stressful and scary. For example, "Sometimes these things happen, and we won't know it ahead of time (they are unpredictable). When that happens, we will need to use what we have learned and practiced with the drills to be safe."
- Some students may need a graduated exposure to a drill or full-scale exercise, providing them an observation role before moving them into a participant role.
- Allow time for student questions following a drill or exercise.

#### ΝΟΤΕ

Preparation should also include the identification of what doors should be locked and the location within the classroom that will be out-of-sight of the corridor window. Students, staff, teachers, and parents should also be advised that a Lockdown may persist for several hours, and during an incident, silence is recommended.

#### **Emergency Drill**

• **REQUIRED:** Lockdown is a required drill. *Code of Virginia* § 22.1-137.2 and Statewide Fire Prevention Code (SFPC) Sections 404.2.3 and 405.1).

#### Contingencies

Students and staff who are outside of classrooms when a Lockdown is announced, should try to get into the closest available classroom, or room with a door that can be secured. In the event that someone cannot get into a room before the doors are locked, they should be instructed about other options. In this situation, students and staff should be trained to hide or even evacuate themselves away from the building or area. Students and staff should receive training on where to go if they self-evacuate so they can be accounted for and safe.

#### NOTES

- 1. A critical incident in which a lockdown is necessary is when an active shooter is present. While this event is highly unlikely, should it occur, a Run, Hide, Fight or Avoid, Deny, Defend response may be added to the decision-making process. These behaviors are not part of compulsory, required drills.
- 2. Online training is available regarding an active shooter incident. It includes deviating from the standard lockdown procedure when there is imminent danger and no other alternatives are present. This may include running (Avoid) to evacuate if safe to do so. Hiding (Deny) is the recommended action in a no warning incident when safe evacuation is not possible, and as a very last resort, fighting (Defend) to protect yourself and students. The video, <u>Critical Incident Response for School Faculty and Staff</u> may be accessed at <u>http://vimeopro.com/rsmanimation/va-schools-active-shooter</u>. Password "rsmaccess".

#### Planning for Special Needs of Students and Staff

Use the TEAMS Planning Framework in Appendix A

- **Transportation** ensure that a teacher toolkit with student support materials are available (noise canceling headphones, comfort items, visual reminders, etc.).
- Emotional, Mental & Behavioral Health ensure that the student feels secure and comfortable with the lockdown procedures.
- Auxiliary Communication ensure that appropriate communication supports, tools, and transportation are available (translators, visual and auditory directions and signage, communication devices, lifts, wheelchairs, special needs busing, etc.).
- Medical ensure that required medications and support staff are readily available during lockdown.
- Security and Supervision ensure that appropriate staff are available and trained to maintain accountability and safety of student during evacuation (i.e., in cases of students known to elope or run away, loud or aggressive behavior).

#### **Messaging to Parents Example**

"On (*date*) at (*time of day*), we received a report of a student who had brought a weapon in to (*insert school name*). School officials immediately initiated Lockdown protocol and law enforcement were able to place the student into custody without incident."

# EVACUATE – Evacuate (to a location).

The Evacuate protocol is used when there is a need to move students and staff from one location to another. An evacuation drill is also known as a fire drill.

#### Announcement

"Evacuate (to a location)." and it is repeated twice each time the announcement is made.

#### **Incident Command System**

The school emergency response team should be initiated.

#### Actions

- Take Go-Kit/bag (no one should pause for other belongings).
- Use pre-determined primary evacuation route or alternate route if primary route is unsafe.
- Move students quietly with staff supervision at all times.
- Assemble at pre-determined safe area (should be at least 300 feet away from the problem area).
- If there are injuries, provide first aid as able.

Conduct an accounting of all students and staff using daily attendance record.

#### **Release Announcement**

"The Evacuation is concluded. All clear".

#### Preparation

A trauma-informed approach to prepare students for this response action would include the following:

- Communicate in advance with students about the expectations of this response action, emphasizing how to follow the procedures in a calm and controlled manner.
- Adults should project a serious, yet calm demeanor when practicing or responding to an emergency situation.
- Teachers should emphasize to students how knowing how to follow the procedures can make the drills and emergency response less stressful and scary. For example, "Sometimes these things happen, and we won't know it ahead of time (they are unpredictable). When that happens, we will need to use what we have learned and practiced during the drills to be safe."
- Some students may need a graduated exposure to a drill or full-scale exercise, providing them an observation role before moving them into a participant role.
- Allow time for student questions following a drill or exercise.

#### ΝΟΤΕ

Preparation should also include the identification of what doors should be locked and the location within the classroom that will be out-of-sight of the corridor window. Students, staff, teachers, and parents should also be advised that a Lockdown may persist for several hours, and during an incident, silence is recommended.

#### **Emergency Drill**

Evacuation is a **REQUIRED** drill. *Code of Virginia* § 22.1-137.2 and Statewide Fire Prevention Code (SFPC) Sections 404.2.3 and 405.1)

#### NOTE

The *Code of Virginia* mandates separate and distinct codes for a fire evacuation drill from a lockdown drill [Statewide Fire Prevention Code (SFPC) Section 404.2.3]. Whatever methods of signaling emergency response behaviors are needed, the signals should be well understood during drills and practiced by everyone at the school or on the campus.

#### Contingencies

Students and staff who are outside of classrooms when a Lockdown is announced, should try to get into the closest available classroom, or room with a door that can be secured. In the event that someone cannot get into a room before the doors are locked, they should be instructed about other options. In this situation, students and staff should be trained to hide or even evacuate themselves away from the building or area. Students and staff should receive training on where to go if they self-evacuate so they can be accounted for and safe.

#### Planning for Special Needs of Students and Staff

Use the TEAMS Planning Framework in Appendix A

- **Transportation** ensure that a teacher toolkit with student support materials are available (noise canceling headphones, comfort items, visual reminders, etc.).
- Emotional, Mental & Behavioral Health ensure that the student feels secure and comfortable with the evacuation procedures.
- Auxiliary Communication ensure that appropriate communication supports, tools, and transportation are available (translators, visual and auditory directions and signage, communication devices, lifts, wheelchairs, special needs busing, etc.).
- Medical ensure that required medications and support staff are readily available during evacuation.
- Security and Supervision ensure that appropriate staff are available and trained to maintain accountability and safety of student during evacuation (i.e., in cases of students known to elope or run away, loud or aggressive behavior).

#### **Messaging to Parents Example**

"On (*date*) at (*time of day*), (*insert school name*) experienced a fire incident in the cafeteria kitchen. School officials immediately initiated Evacuation protocol and school staff were able to safely evacuate students until Fire officials determined that the building was safe to re-enter."



# POLICE-LED EVACUATION AFTER LOCKDOWN

In the rare situations where law enforcement is clearing classrooms and escorting students and staff out of the classroom and through the building, it is important to have provided advance instruction on what to expect.

#### Announcement

There may or may not be any public address notifying students and staff that law enforcement is performing this action.

#### **Incident Command System**

The school emergency response team should be initiated.

#### Actions

- Keep hands visible and empty.
- Leave all personal items behind.
- Form a single line.
- Students and staff may be asked to put their hands on their head or to hold hands front and back of you.

#### Preparation

A trauma-informed approach to prepare students for this response includes communicating in advance with students about the expectations of this response action. Although this action is led by law enforcement, teachers should provide age-appropriate information to students regarding what to expect in this scenario. Officers may be loud, direct, and commanding. Students and staff may also be searched both in the classroom, and again at the assembly area.



# SHELTER – (State the Hazard and Strategy)

Shelter is called when specific protective actions are needed based on a threat or hazard. Training should include response to threats such as tornado, earthquake, hazardous materials situations, or other local threats.

#### Announcement

"Shelter. For a hazard. Using safety strategy." and it is repeated twice each time the announcement is made.

#### **Incident Command System**

The school emergency response team should be initiated.

Actions

- Most often, the Shelter protocol is utilized for tornadoes and other severe weather, in which case it would include the shelter location for students and staff, and what protective posture or action they should take. Sheltering for a hazardous materials spill or release is very different.
- In the case of a hazmat situation, students and staff would be directed to close their windows, shut down their heating and air conditioning units, and seal windows and doors to preserve the good inside air while restricting the entry of any contaminated outside air.

#### ΝΟΤΕ

Listening to specific directives is critical to a successful emergency response.



#### **Release Announcement**

"The Secure is released. All Clear."

#### Preparation

A trauma-informed approach to prepare students for this response action would include the following:

- Communicate in advance with students about the expectations of this response action, emphasizing how to follow the procedures in a calm and controlled manner.
- Adults should project a serious, yet calm demeanor when practicing or responding to an emergency situation.
- Teachers should emphasize to students how following the procedures can make the drills and emergency response less stressful and scary. For example, "Sometimes these things happen, and we won't know it ahead of time (they are unpredictable). When that happens, we will need to use what we have learned and practiced with the drills to be safe."
- Some students may need a graduated exposure to a drill or full-scale exercise, providing them an observation role before moving them into a participant role.
- Allow time for student questions following a drill or exercise.

#### **Emergency Drill**

<b>REQUIRED:</b> Tornado Drill-Shelter	Minimum of 1 drill per year conducted in cooperation with VDEM
<b>RECOMMENDED:</b> Shelter	Minimum 1 drill per year
RECOMMENDED: Earthquake Drill	1 drill annually—conducted in cooperation with FEMA



#### Planning for Special Needs of Students and Staff

Use the TEAMS Planning Framework in Appendix A

- **Transportation** ensure that a teacher toolkit with student support materials are available (noise canceling headphones, comfort items, visual reminders, etc.).
- Emotional, Mental & Behavioral Health ensure that the student feels secure and comfortable with the shelter procedures.
- Auxiliary Communication ensure that appropriate communication supports, tools, and transportation are available (translators, visual and auditory directions and signage, communication devices, lifts, wheelchairs, special needs busing, etc.).
- Medical ensure that required medications and support staff are readily available during shelter.
- Security and Supervision ensure that appropriate staff are available and trained to maintain accountability and safety of student during shelter (i.e., in cases of students known to elope or run away, loud or aggressive behavior).

#### **Messaging to Parents Example**

"On (*date*) at (time of day), we received a report of a tornado near the school. School officials immediately initiated Shelter protocol. School staff were able to safely position students inside the building for their protection, until authorities determined that the threat had passed."



# Staff Responsibilities in Emergency Preparedness

All administrators, faculty and staff, including bus drivers, cafeteria workers, maintenance and custodial staff, office staff, and specialty staff should be educated regarding the overall emergency plans for the school or campus, outlining roles and responsibilities for all parties. This includes an understanding of who is handling details outside of direct student contact covered by compulsory drills, i.e., shutting off ventilation systems when deemed necessary. Procedures should be put in place for educating substitute teachers and newly hired staff. Everyone should be provided with written instructions on drilling procedures and educated about the importance of emergency drills. Time should be allocated for staff to ask questions and provide feedback. Drills may be announced or unannounced. Unannounced drills may be more effective than announced drills since they add a component of realism.

At the beginning of the school year, or prior to an announced drill, staff should be given specific instructions regarding:

- The type, purpose, and objective of the drill, including possible scenarios when each action response would be appropriate.
- Their roles and the specific behavior(s) they are expected to display.
- Specific details of evacuation routes, safe assembly areas, safe spots in each classroom for each type of drill, etc.
- The contents and placement of Go-Kits/bags.
- The checklist of action responses.
- Use of green and red notification cards, and any other bell or code system(s) in place, if applicable.
- Special instructions and provisions for individuals with special needs and Individual Safety Plans (ISPs), if applicable.
- Procedures for staff feedback as a part of the evaluation process of every drill.

#### NOTES

- 1. While it is sufficient to review a paper map with lines indicating primary and back-up evacuation routes and safe assembly areas; it is recommended that a first responder or building official on the emergency preparedness planning and crisis team visit each instructor in their classroom to physically point out load-bearing walls and lockdown areas that would be optimal. Each staff member should also know who to ask and be empowered to seek out this information.
- 2. The use of "codes" is discouraged and should be accompanied by plain language whenever possible to facilitate clear communication.

Staff should also receive training in policies surrounding lines of communication as related to emergency incidents, because they are often the person(s) with whom parents feel most comfortable, as well as possibly being approached by the media. Recommendations surrounding flow of communication include:

- The principal (or designee) will relay all factual information to the superintendent (or designee) on a timely basis.
- The superintendent (or designee) will notify other schools and may ask designated public information personnel to prepare media release(s).
- The division will establish a media information center away from the school, if needed.
- A log of all telephone inquiries and conversations will be documented.
- When possible, a scripted response to inquiries or press release will be used.
- School staff will monitor social media to monitor what parents and students are saying in order to address "rumors" and offset by presenting facts.
- The Public Information Officer (PIO) or designated staff will regularly provide updates to media.
- All staff should be passing along only known facts.
- At all times, remember to respect the privacy of affected persons and their families.

#### ΝΟΤΕ

Never respond "no comment" to a question. Instead, opt for an honest answer such as: "Please get your information from (name), the principal" or "Those details have not been verified and are not able to be released at this time."

# Student Responsibilities for Emergency Preparedness

Prior to each drill, students should be given specific instructions in developmentally appropriate language regarding:

- A review about the importance of emergency drills.
- The type, purpose, and objective of the drill, i.e., to evacuate the building should there be a fire or other reason the building is deemed unsafe.
- Their roles and the specific behavior(s) they are expected to display, i.e., walking silently in single file, how to duck and cover for a tornado.
- A review of the checklist of action responses.
- An explanation as to why they may not be told what prompted the drill or emergency action.
- Special provisions for individuals with special needs.

During this age of digital media, it is important to discuss appropriate information sharing with students. At a minimum, it is recommended that students be informed that during and after an emergency they should:

- Only provide known facts to others—do not guess, exaggerate, offer personal opinions, or promote rumors or sensationalism.
- Not post information related to an emergency on social media sites such as Facebook, Twitter, Instagram, etc.
- Respect the privacy of affected persons and their families.



# Go-Kits

These terms generally describe a container of items to be used for crisis and emergency situations. It is important that the Go-Kit or bag be readily available and easily grabbed either for evacuation, or to attend to others while being sheltered. At a minimum, three types of kits/bags are recommended—main office, classrooms, and nurse's office—as the contents of each will differ. Kits/bags should be revisited, evaluated, and restocked at the beginning of each semester.

Main Office (or other "Command Center" location if main office is rendered unusable in an emergency): The Go-Kit in the main office will be utilized for the Incident Command System (ICS). This kit/bag should be on wheels if possible and contain:

- Inventory list
- Division-wide Crisis Guide binder that contains:
  - Division's Crisis Management Plan (CMP)
  - Parent Reunification or Family Assistance Center plan
  - □ Emergency contacts for students and staff
  - List of emergency contact numbers, division-level contacts, and first responders
  - □ School's CMP and contacts, including school's crisis team
  - □ School floor plans and maps with locations of exits, phones, first aid kits, assembly areas, etc.
  - □ Material Safety Data Sheets (MSDS)
  - □ Closest school's CMP and contacts
- □ Information for each grade MARKED CONFIDENTIAL that contains:
  - Bell and master schedules
  - □ Class lists, student locator, bus lists
  - List of students who may need special assistance in an emergency (medically fragile, those with special dietary needs, limited English proficiency)
- Pads of paper and pens
- Weather monitoring device
- Emergency communication device such as a bull horn for making announcements or whistles
- Master keys to all building locations and external emergency locations
- Communication devices
- First aid kit with instructions
- Fluorescent lamps, flashlights, or light sticks (batteries if necessary)
- Most recent yearbook

#### When evacuating, be sure to take the Visitor Log and Student Check-In/Out Log.

#### Classroom

Items should be placed in an easily transportable and accessible container. At a minimum classroom Go-Kits/bags should include:

- Inventory List
- Quick reference to Protocols, including "How to List" for substitutes
- Pen and paper
- In a folder marked CONFIDENTIAL:
  - Names of students in each class period and mode of transportation
  - Names of students identified as needing special assistance in emergencies
  - Names of students needing periodic medication
- Emergency medications for identified students (i.e., EpiPen<sup>®</sup>)
- Flashlight(s) and batteries or light sticks (especially important for rooms lacking windows)
- Whistle, thermal blankets, and basic first aid supplies.

#### **School Clinic**

At a minimum the Go-Kit/bag from the school clinic should include:

- Emergency medical supplies
- Emergency medical forms
- Medications and the medication log (student medications may change on a daily basis, so it may be prudent to store these individuallyidentified items in containers that can easily be "to go" within the locked drawer or cabinet)



## APPENDIX

#### A. TEAMS Information and Sample Documents

- A-1 TEAMS Planning Framework for Individuals with Access and Functional Needs
- A-2 Sample Post-Drill Evaluation
- A-3 Sample Evacuation Site Form
- A-4 Sample Crisis Management Information for Parents and Guardians

#### **B. State and Local Contacts**

37

29

Virginia Department of Criminal Justice Services (DCJS)
DCJS--Virginia Center for School and Campus Safety (VCSCS)
Virginia Department of Behavioral Health and Developmental Services (DBHDS)
Virginia Department of Education (DOE)
Virginia Department of Emergency Management (VDEM)
Preparedness Division
Office of Training and Exercises
Regional Coordinators
CERT program for individuals
VDEM Local Emergency Manager/Coordinator
Virginia Department of Health (VDH)
Virginia State Police (VSP)
State Fire Marshal's Office (VDFP)

#### C. Resources

39

# **TEAMS Information and Sample Documents**

- Appendix A-1: TEAMS Planning Framework for Individuals with Access and Functional Needs
- Appendix A-2: Sample Post-Drill Evaluation
- Appendix A-3: Sample Evacuation Site Form
- Appendix A-4: Sample Crisis Management Information for Parents and Guardians

# TEAMS Planning Framework for Individuals with Access and Functional Needs

The TEAMS Framework can be utilized to streamline identification and preparation for the access and functional needs of students and visiting community members such as volunteers, parents, delivery personnel, substitutes, and guests. While it is often not possible to know the needs of these individuals ahead of time, the TEAMS Framework can help SACs prepare with inclusivity in mind. Additional resources, forms, and the Individual Safety Plan template can be found in the *Virginia Safety Planning Guide for Students with Special Needs*.

Support Category	Definition	Examples of Need
Transportation & Mobility	Accommodations necessary to support an individual's movement to safety, alternative location, or protective position during and after a crisis.	Individuals in wheelchairs (manual and electric), with crutches, requiring lift and/or stair equipment, medically fragile individuals, pregnant individuals, etc.
E Emotional Mental & Behavioral Health	Accommodations, personnel, procedures, services, or specialized preparation required to ensure an individual's emotional well-being and/ or behavioral health during a crisis.	Individuals with ADHD, sensory disorders, anxiety, trauma history, PTSD, cognitive or intellectual impairment, etc.
Auxiliary Communication	Accommodations, personnel, equipment, specialized training, required to assist an individual's ability to receive, understand, and relay information during a crisis.	Individuals with speech or cognitive disabilities and impairments, visual impairment or blindness, deaf or hard of hearing, etc., as well as English Language Learners and individuals who speak a language other than English.
Medical	Medicine, medical care, specialized training, equipment, or medical protocols required to ensure an individual's safety during a crisis.	Individuals with medical conditions such as asthma, allergies, diabetes, medical fragility, seizure disorders, traumatic brain injury, physical injury, or impairment, etc.
Security & Supervision	Additional equipment, training, protocols, and personnel required to maintain accountability and security of an individual during and after a crisis.	Individuals for whom traditional lockdown presents a physical, sensory, or emotional challenge, those who cannot remain quiet or stationary, individuals who are known to elope (run away) or initiate self-evacuation in a crisis, etc.

Source: Especially Safe: An Inclusive Approach to Safety Preparedness in Educational Settings, Safe and Sound Schools

# Sample Post-Drill Evaluation

Date:	_School:	
Drill Event (check all that apply):		
Evacuation or Fire Drill	Hold	
Secure/Reverse Evacuation	Lockdown	
School bus evacuation	Announced Drill	
□ Shelter	Unannounced Drill	
Earthquake		
Tornado		
Start time:	Weather conditions:	
Time at which there was 100% accountability for students, staff, and visitors completing designated action:		
End time: Total time f	for drill: Approximate number of participants:	
After Action Review Record:		
Date and Time after action review of	conducted:	
Individuals included:	(continue as needed).	
This guide is designed so that the list of components of each type of drill can be utilized as a check-off list for evaluation purposes. Each list can be printed and staff may provide feedback on the drill by completing the check-off list, including times and any concerns that were identified.		
Commendations:	(continue as needed)	
Recommendations:	(continue as needed)	
Signature	Date:	
Sent to	at division office on date	

# Sample Evacuation Site Form

If it becomes necessary to evacuate the school building(s), the principal, in consultation with the division superintendent or his designee may decide to transport the students and staff to another county school. The designated partner school, partner private church, or business facility is listed on the sample form. This partnership is reciprocal—if an emergency occurred at an affected partner school, the unaffected partner school would host students from the affected partner school.

This partnership is designed to avoid the problems and liability of dismissing and sending young children home early without proper supervision. This decision will be influenced by many related conditions at the time of the incident—including the time of day, season of the year, urgency of the evacuation, weather, or civil conditions in the community.

The receiving school or private facility will use the gymnasium, cafeteria, library, or other common area large enough to house the evacuated students for the remainder of the school day and/or possibly into after school hours. Bus schedules must be adjusted to accommodate these circumstances.

### **Evacuation Partner School/Facility FORM**

School Name	Date

Emergency Evacuation Location 1	Emergency Evacuation Location 2
Point of Contact	Point of Contact
Address	Address
Telephone Number	Telephone Number
Other Information	

<sup>(</sup>Use additional space below if applicable)

Emergency Evacuation Location 3	Emergency Evacuation Location 4
Point of Contact	Point of Contact
Address	Address
Telephone Number	Telephone Number
Other Information	

# Sample Crisis Management Information for Parents and Guardians

#### Drills and Crisis Response in Our Schools: A Message to Parents and Guardians

This message is designed to provide parents and guardians with information regarding SCHOOL NAME's all-hazard crisis planning and the initiatives in place to keep students, staff, and visitors safe. Below are examples of how our school division is providing a safe environment for staff and students before, during, and after a crisis.

#### **BEFORE THE CRISIS OCCURS**

**Prevention and Mitigation** are the actions schools take to prevent a threatened or actual incident from occurring—or to lessen the impact if prevention is not possible. The prevention and mitigation protocols in place in our division include:

- Alternative education programs in secondary schools.
- Anti-bullying and climate improvement programs.
- Completion of the annual, five-part school safety audits required at each school.
- Exterior doors locked during class times to ensure building security.
- Full-time parking lot attendants at all high schools.
- Inclusion of students and others with access or functional needs in crisis planning and drills, and development of Individual Safety Plans (ISPs) as needed.
- Multidisciplinary Behavioral Threat Assessment Teams to serve each school.
- Numbered exterior doors to ensure rapid response of first responders in the event of an emergency.
- Ongoing training for staff members.
- Partnerships with local law enforcement, Fire and EMS, the State Fire Marshal's Office, and local, regional, and state health departments and human services agencies.
- Photo identification badges for all school division personnel.
- Regular review of the Code of Student Conduct.
- School buses equipped with security cameras.
- Specialized training for school bus drivers.
- Student assistance programming.
- Surveillance cameras at the main entrance of all schools and closed circuit television equipment placed in high school hallways, common areas, and parking lots.

**Preparedness** means readying the school to respond in a rapid, coordinated, and effective manner due to a crisis situation. Assembling effective plans, connecting resources, and conducting training exercises and drills are elements of preparedness. The preparedness protocols in place in our division include:

- Division-level and school-based crisis plans developed with input from local law enforcement agencies, Fire and EMS, the State Fire Marshal, and other human services agencies to manage emergencies that may arise including, if appropriate, evacuation of students and staff to another location or locking down the building, allowing only authorized personnel entrance into the school.
- Command center and classroom go-kits for school offices and instructional spaces to ensure class lists, ISPs, and other items are readily available should an emergency require a quick departure from the building.
- Utilization of the Standard Response Protocols to practice the Hold, Secure, Lockdown, Evacuate, and Shelter responses.
- Emergency and crisis planning drills to include fire/evacuation, school bus evacuation, lockdown, shelter, earthquake, and tornado drills conducted in accordance with state guidelines.
- Staff training in emergency management according to the National Incident Management System (NIMS) and Incident Command System (ICS).
- Prescreened volunteers enlisted by schools to provide assistance with security (i.e., monitoring entrances and exits; welcoming visitors and providing visitor badges, etc.).
- Telephones in all classrooms; two-way radios with access to main office, transportation, law enforcement and Fire/EMS, weather alert radios at all schools, school buses equipped with radios and base stations; automated external defibrillators (AEDs) in every school.
- Visitors are required to check in with and are screened by security.

#### **DURING A CRISIS**

**Response** means the capabilities necessary to stabilize an emergency once it has already happened or is certain to happen in an unpreventable way; establish a safe and secure environment; save lives and property; and facilitate the transition to recovery.

For several important reasons, the specific details about crisis response plans are not shared publicly. However, it is important for parents to understand the following:

- Safety is the priority for staff at the school when a crisis or emergency is unfolding. Staff members and first responders will be focused on managing the emergency and taking care of the students.
- A key part of all response plans includes timely communication of accurate information to stakeholders. As soon as accurate information is available, it will be shared as follows:
  - **1.** Parents of individual students directly involved in the event;
  - 2. Parents of students indirectly involved in the event;
  - **3.** School Board and staff; and
  - **4.** Local media as appropriate.

Information will be shared appropriately as required by the Family Education Rights and Privacy Act (FERPA) with sensitivity to issues of public safety, public health, confidentiality and respect for individuals and families.

- Information will be shared using one or more of the following methods as appropriate to each situation:
  - Telephone
  - Email
  - Letter
  - Website
  - Local media
- The school division understands the anxiety that parents feel when there is potential danger to children. Probably the most difficult, but very important way that parents can assist schools in responding effectively to emergencies, is NOT to call or come to the school during an emergency. Important considerations are:
  - Telephone lines are needed for emergency outgoing calls.
  - In the case of an intruder or acts of targeted violence, schools will be locked down and only authorized personnel will be permitted to enter or exit buildings.
  - Access roads may be blocked by first responders.
  - Information about the emergency, including plans to open a reunification or family assistance center, if deemed appropriate, will be provided as soon as possible.

#### **AFTER THE CRISIS**

**Recovery** means the capabilities necessary to assist schools affected by an event or emergency in restoring the learning environment. The recovery protocols in place in our division include:

- Utilization of the <u>Standard Reunification Method</u> if reunification between students and families becomes necessary.
- School counselors and other human services professionals available to work with individuals and groups of students who may need help working through fear or grief following an emergency.
- Restoration of normal school activities as quickly as deemed appropriate.

The school division recognizes and appreciates the vital role that parents play in each phase and appreciates parental involvement and support of these efforts.

# State and Local Contacts

# Virginia Department of Criminal Justice Services (DCJS) Physical and Mailing Addresses: 1100 Bank Street, Richmond, VA 23219 (804) 786-4000 www.dcjs.virginia.gov

- 2. DCJS Virginia Center for School and Campus Safety (VCSCS) Physical and Mailing Addresses: *see DCJS above* www.dcjs.virginia.gov/virginia-center-school-and-campus-safety
- 3. Virginia Department of Behavioral Health and Developmental Services (DBHDS) Physical Address: 1220 Bank Street, Richmond, VA, 23219 Mailing Address: PO Box 1797, Richmond, VA 23218-1797 (804) 786-3921 www.dbhds.virginia.gov

#### 4. Virginia Department of Education (DOE)

Physical Address: James Monroe Building, 101 N. 14th Street, Richmond, VA 23219 Mailing Address: PO Box 2120, Richmond, VA 23218 (804) 225-2818 www.doe.virginia.gov

#### 5. Virginia Department of Emergency Management (VDEM)

Physical and Mailing Addresses: 10501 Trade Court, North Chesterfield, VA 23236 (804) 897-6500

www.vaemergency.gov

- Preparedness Division: for technical assistance with crisis management plans (CMPs) and other preparedness actions
- Office of Training and Exercises: for technical assistance in developing, designing and improving CMPs and exercise schedules and tracking
- Regional Coordinators
- CERT program for individuals: training for citizens <u>www.vaemergency.gov/divisions/training</u>
- 6. VDEM Local Emergency Manager/Coordinator https://lemd.vdem.virginia.gov/Public/Default.aspx

#### 7. Virginia Department of Health (VDH)

Physical Address: James Madison Building, 109 Governor Street, Richmond, VA 23219 Mailing Address: PO Box 2448, Richmond, VA 23218-2448 Office of Emergency Preparedness (804) 864-7026 www.vdh.virginia.gov

# State and Local Contacts (Continued)

#### 8. Virginia State Police (VSP)

Physical Address: 7700 Midlothian Turnpike, North Chesterfield, VA 23235 Mailing Address: PO Box 27472, Richmond, VA 23261 (804) 674-2000 <u>https://vsp.virginia.gov</u>

#### 9. State Fire Marshal's Office (VDFP) Physical and Mailing Addresses: 1005 Technology Park Drive, Glen Allen, VA 23059 (804) 371-0220 www.vafire.com/state-fire-marshals-office

## Resources

- Active Shooter—How to Respond, www.dhs.gov/xlibrary/assets/active\_shooter\_booklet.pdf
- Available guidance from the Virginia Department of Criminal Justice Services–Virginia Center for School and Campus Safety:
  - Division wide Safety Audit Committee Formation and Responsibilities Guidance
  - <u>Emergency Manager Guidance</u>
  - <u>School Safety Inspection Checklist Guidance</u>
  - <u>Threat Assessment Prevention Overview</u>
  - <u>Threat Assessment Team and Reporting Guidance</u>
- Guide for Developing High-quality School Emergency Operations Plans
- I Love U Guys, <u>Standard Response Protocol</u>
- I Love U Guys, Standard Reunification Method
- Model Critical Incident Manual
- <u>Model Critical Incident Video</u> (password "rsmaccess")
- Multi-Hazard Emergency Planning for Schools Tool Kit, <u>http://training.fema.gov/EMIWeb/emischool/EL361Toolkit/Start.htm</u>
- National Highway and Transportation Safety Administration (NHTSA), <u>Transporting Student with Special Needs Training</u>
- National Incident Management System, <u>http://rems.ed.gov/docs/NIMS.pdf</u>
- Practical Information on Crisis Planning: A Guide for Schools and Communities, <u>http://www2.ed.gov/admins/lead/safety/emergencyplan/crisisplanning.pdf</u>
- Safe and Sound Schools, <u>Especially Safe: An Inclusive Approach to Safety Preparedness in</u> <u>Educational Settings</u>
- U.S. Department of Education, <u>Readiness and Emergency Management for Schools Technical</u> <u>Assistance Center</u>
- U.S. Department of Homeland Security, Bomb Threat Checklist
- U.S. Department of Justice, Guide for Preventing and Responding to School Violence



Virginia Department of Criminal Justice Services www.dcjs.virginia.gov