

National and Montana trends in emergency management for schools: *NIMS and the emergency response cycle*

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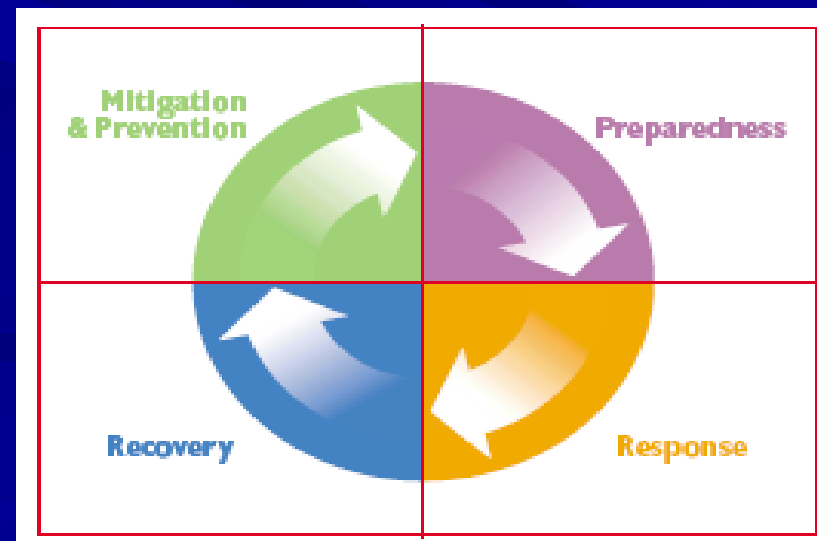
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April 21, 2008
Billings, MT

Montana Governor's Emergency Preparedness Summit

The emergency management cycle

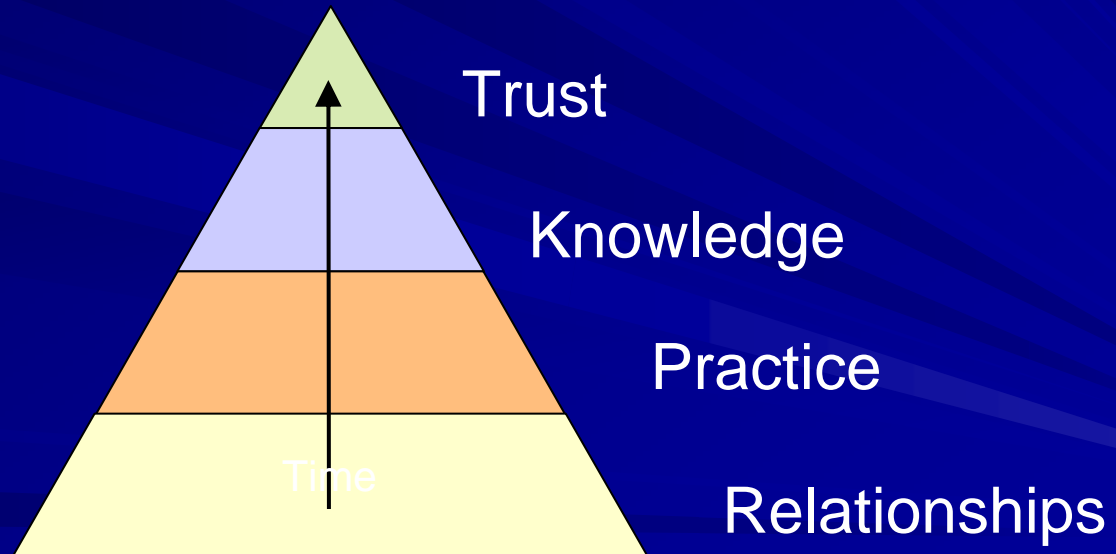
- Montana schools are encouraged to adopt the four part, all-hazards approach to emergency preparedness.
- Each phase contains numerous activities schools should be engaged in if they are taking a comprehensive approach to safety
- The process is ongoing, reinforcing, *and central to the academic, social, emotional and fiscal health of schools.*
- NIMS “compliance vs. Compatibility” currently for many MT schools – what does this mean?



A Key to Effective Emergency Response in Schools...

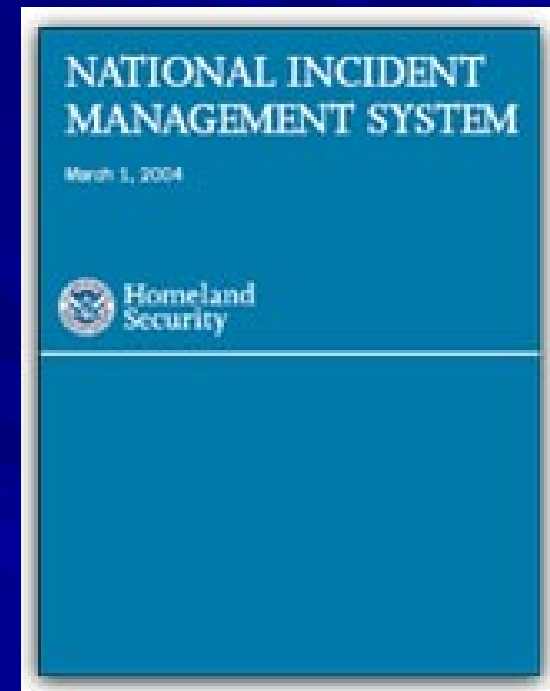
...is exercising the "balance" between flexibility and consistency that is best developed through an exercise design continuum.

Flexibility ← Good Judgment → Consistency



What is ICS and NIMS?

- NIMS stands for the National Incident Management System now being put into operation across the country, in part as a result of the events of September 11, 2001.
- NIMS is intended to create a consistent nationwide approach for federal, state, tribal, and local governments to work effectively and efficiently together to prepare for and respond to all hazards, including acts of terrorism.
- The Incident Command System (ICS) is the key component of the National Incident Management System (NIMS) that is most relevant for Montana schools.



Why NIMS-ICS in Montana's schools?

- All schools are recipients of first responder services provided by fire and rescue, emergency medical and law enforcement agencies. *Coordination is critical.*
- Many schools in rural Montana may need to operate independently for an extended period of time in the event of severe weather or large scale disaster.
- From the school perspective, the emergency doesn't necessarily end when response agencies leave. ICS provides a scalable, transferable management structure complementary to school crisis teams.
- School district participation in local government's NIMS preparedness program is essential to ensure that first responder services are delivered to schools in a timely and effective manner.
- It is best practice, an efficient structure, is field tested, and helps build relationships with response agencies.
- Schools have something to teach response agencies...and vice versa.

Examples of Montana School Safety Requirements

- Schools receiving Safe & Drug Free Schools (Title IV) funding must have crisis plans in place
- Montana OPI participation since 1991 in the Youth Risk Behavior Survey (bi-annually)
- School discipline data reporting to OPI including compliance with Gun Free Schools Act (mandated)
- NIMS compliance required if school is receiving preparedness funding (best practice regardless)

Montana school safety requirements (cont.)

■ Montana Code Annotated

(http://data.opi.state.mt.us/bills/mca_toc/20_1_4.htm)

- 20-1-401: **Disaster drills to be conducted regularly** -- districts to identify disaster risks
- 20-1-402: **At least 8 disaster drills a year** in a school.
 - At least four of these to be fire exit drills.
 - Drills must be held at different hours of the day or evening to avoid distinction between drills and actual disasters.
- 20-1-405. **Fire department to be called for actual fire.**



Montana school safety requirements (cont.)

■ Montana Code Annotated

- 20-1-404: **Drill to sound on disaster evacuation system -- recall signal to be distinct -- control of signal.**
 - If a disaster drill is signaled, signal must be sounded on the disaster alarm system, not the system used to dismiss classes.
 - Recall signal must be separate and distinct from any other signal. If signal is electrical, push buttons/controls must be kept under lock and the key kept in the possession of the principal or some other designated person.
- 20-1-407. Inspection of exits and agency cooperation
 - It is the duty of the school authorities to **inspect all exit facilities periodically** in order to make sure that all stairways, doors, and other exits are in proper condition.
 - **School authorities shall cooperate with the local authorities** having jurisdiction in conducting disaster drills.

Additional recommendations for all Montana Schools

- Implement a realistic, school-friendly multi-year exercise design continuum in collaboration with response agencies (*drills, table tops, functional, and full scale exercises*)
- Adoption of an “all-hazards” approach to emergency management in schools.
- Montana Board of Public Education and OPI 2005 recommendation re: anti-bullying policy.
- Adoption of infectious disease plans.
- Consideration for extended closure / continuity of operations planning, parent-student reunification procedures, and off-site evacuations.
- Engage students, parents, community groups, and surrounding neighborhoods/businesses into prevention/mitigation and preparedness efforts.

EMERGENCY MANAGEMENT
LAW ENFORCEMENT
FIRE DEPARTMENTS
EMERGENCY MEDICAL SERVICES



ICS

SCHOOLS

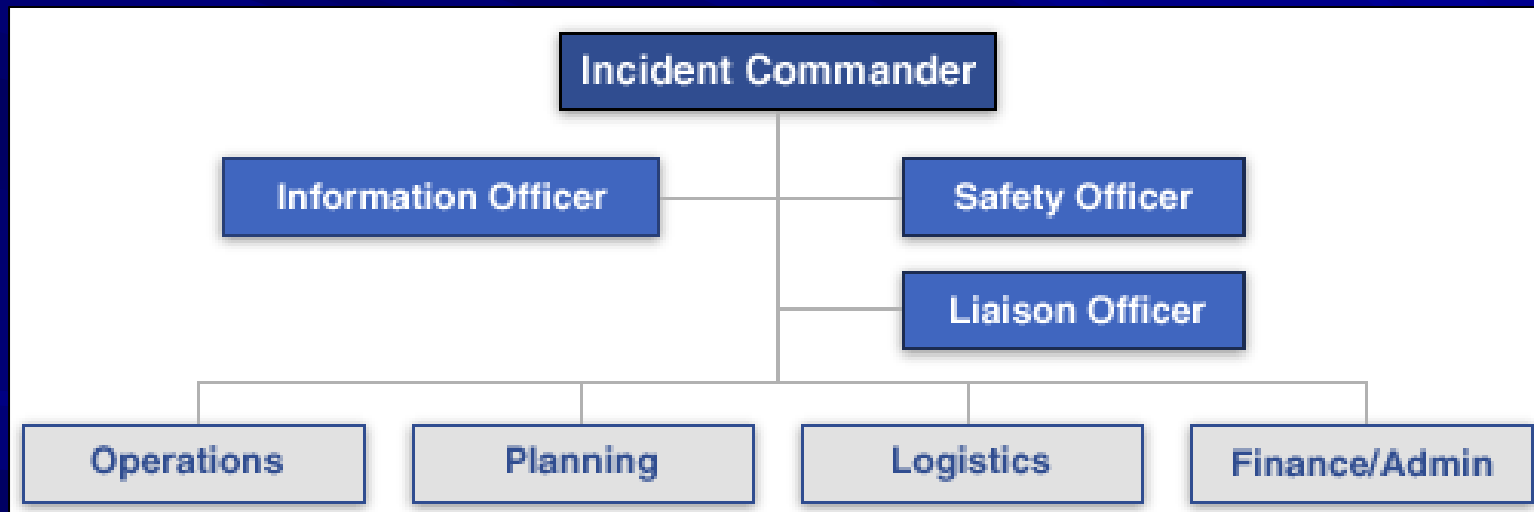


ICS: Background

- Developed over 30 years ago in the aftermath of catastrophic wildfires in California
- Numerous agencies responded to the fires with little coordination or communication
- As a result, Congress directed the U.S. Forest Service to improve the effectiveness of interagency coordination
- By mid-1970s, the U.S. Forest Service and several California agencies developed and field tested the Incident Command System
- By 1981, ICS used widely in Southern California in response to fire and non-fire incidents
- In March 2004, ICS was included as a mandate in the National Incident Management System

ICS Background

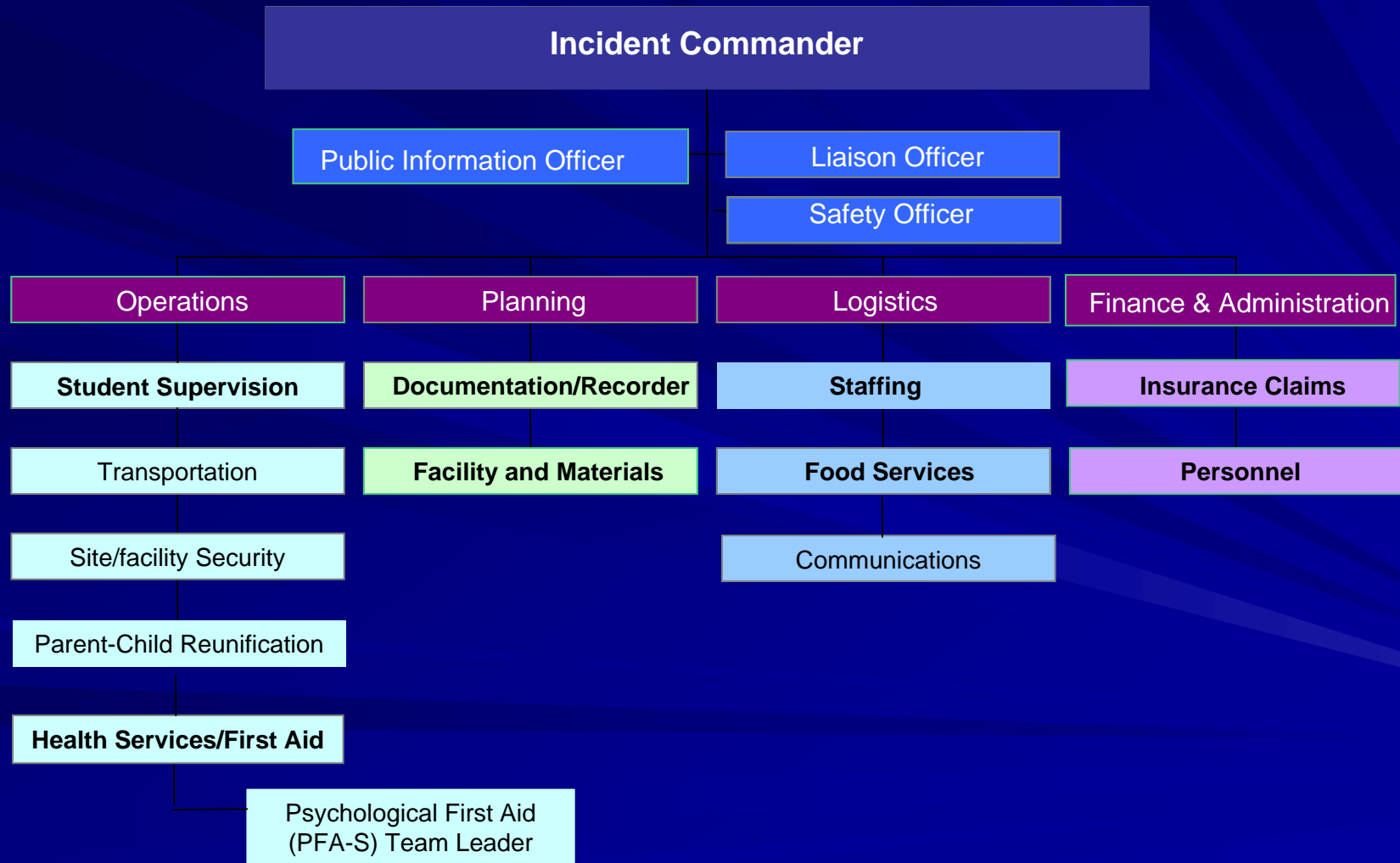
- Part of NIMS' command and management component
- Common management structure for emergency response
- Toolset for schools to collaborate with emergency responders



ICS Principles

- Incident Commander: person in charge
- Unified Command: multiple agencies/organizations share command
- Incident Action Plan: management by objectives
- Scalability: structure grows and shrinks with needs of incident
- Unity in Command: No one reports to more than one person
- Span of control: Supervision does not exceed 3-7 subordinates
- Common terminology: function titles, designations, resource typing, use of clear text

Sample School Based ICS (expanded)



NIMS requirements for schools

- Implementation of NIMS is a federal mandate issued through the “Homeland Security Presidential Directive #5” (HSPD-5) in February, 2003.
- Montana schools receiving federal preparedness funding should be, or be in the process of becoming, NIMS compliant.



Documenting NIMS compliance

- **Step 1:** Create an Emergency Operations Plan / School Safety Plan that incorporates ICS into any existing crisis team structure you have in place.

This is relatively easy but requires some flexibility of nomenclature, and the potential creation of some new positions / responsibilities on your crisis response / safety team.

- The ICS structure will:
 - Allow you to create crisis response organization that is flexible/scalable
 - Form an easy to use command structure
 - Enhance how you manage your resources when time, safety, and planning is critical
 - Ensure that no one is managing too much of the crisis
 - Create common terminology

Documenting NIMS compliance

- **Step 2:** Create a brief, official, written statement indicating that your school / district will be formally implementing the ICS/NIMS structure (3-5 sentences).
 - Include a statement in school's Emergency Operations Plan (EOP) or Crisis Plan that indicates your adoption of NIMS. The EOP should include a copy of your ICS structure.
- **Step 3:** Have one or all members of your core ICS team members, and preferably also administration receive NIMS/ICE course certification (next slide).

Schools adopting NIMS should complete several, brief, FEMA self study courses. Better yet, conduct onsite training.

- The IS-100 SC Course (Introduction to ICS for Schools, 2.5 hrs) found at: <http://training.fema.gov/EMIWeb/IS/is100SC.asp>
- The IS-700 Course (National Incident Management System: An Introduction, 3 hrs) found at: <http://training.fema.gov/emiweb/is/is700.asp>
- **Step 4:** Set baseline for implementation; track progress.



U.S. Department of Education Readiness and Emergency Management in Schools (REMS) Grants*

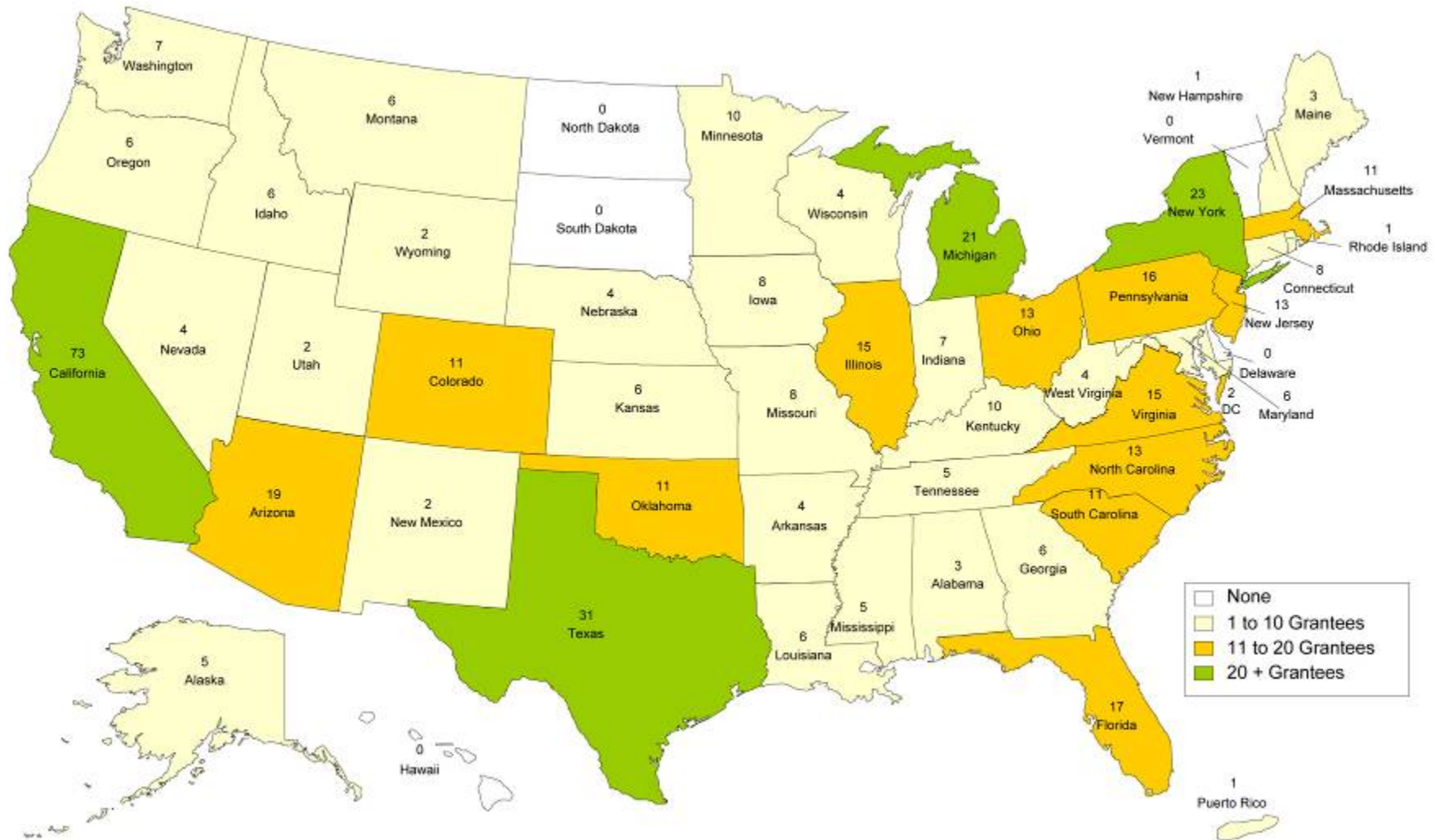
- *Purpose:* Improve and strengthen emergency response plans at the district and school building level to include training for:
 - school staff and students,
 - coordination with community partners,
 - and a plan for communicating crisis response plans to parents/guardians.

- Since 2003, grants have been made to 511 districts across the U.S.



* Prior to FY 07 these were called the Emergency Response and Crisis Management (ERCM) grants

Readiness and Emergency Management for Schools (REMS) Grantees, FY 2003-FY 2007 (N=511) *



*Note: Prior to FY 2007, grants under this competition were called Emergency Response and Crisis Management grants. The CFDA number (84.184E) remains the same; there has just been a name change to the grant title. Of the 511 awards, 53 grantees received awards in more than one funding year.

ERCM/REMS Grant Recipients in Montana

■ 7 Districts in Montana have been awarded including:

- Ronan Public Schools (FY08)
- Twin Bridges Public Schools (FY 07)
- Billings Public Schools (FY 05)
- Hays-Lodge Pole Public Schools (FY 05)
- Hamilton Public Schools (FY04) (included Stevensville, Florence, Darby, and Victor)
- Missoula County Public Schools (FY 04)
- Terry Public School District (FY04)

■ Additional schools receiving extended (10+ hr) Emergency Management & ICS/NIMS training from the Montana Safe Schools Center

- Helena Public Schools
- Bozeman Public Schools
- Lewistown Public Schools
- Hardin Public Schools
- Hamilton Christian Academy
- OPI's Montana Behavioral Initiative Annual Conference
- Others...

REMS Grant requirements (best practices)

- Districts must include partner agreements from local law enforcement, public safety, public health, mental health, and local government.
- Emergency management plans (EMPs/EOPs) should be coordinated with state or local Homeland Security Plan.
- Applicants must support the implementation of the FY 2007 NIMS requirements.
- Emergency management plans must take into consideration the needs of individuals with disabilities.
- Applicants must develop a written infectious disease plan, to include pandemic flu.

REMS Grant requirements (best practices)

- Schools should adopt an “all-hazards” approach
- Districts are required to engage in meaningful consultation with private schools prior to submitting the grant application
- Districts are required to provide for the equitable participation of private school children and staff
- All grantees are required to evaluate the effectiveness and outcomes of grant activities
 - Government Performance and Results Act (GPRA) measures (including increasing # of vulnerabilities EOP addresses)

FYI for Schools: Homeland Security Exercise and Evaluation Program (HSEEP)

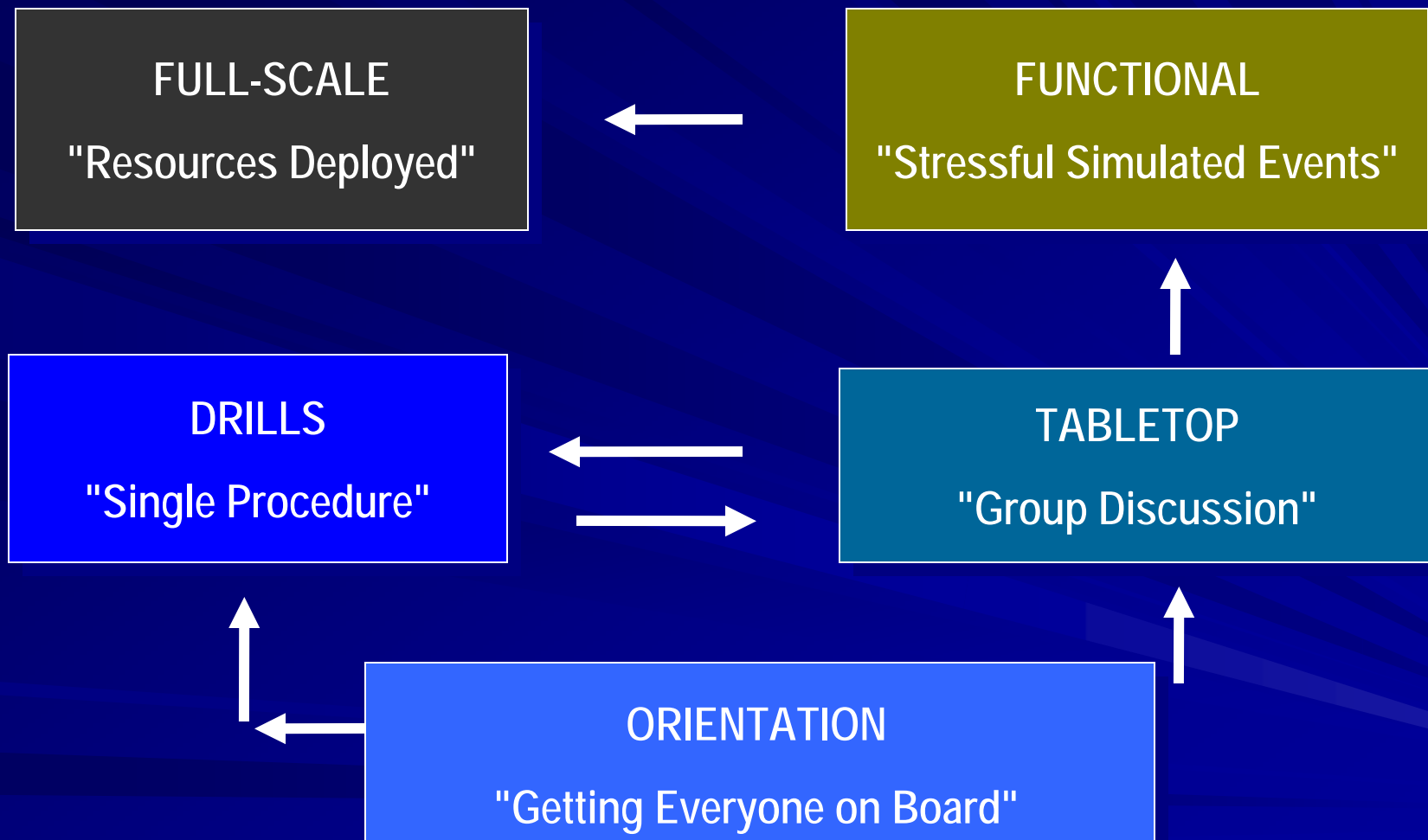
- An exercise program that promotes a national standard for Homeland Security exercises
- Focused on capabilities, performance, evaluation and improvement planning
- Requirement of Montana (all states) to receive DHS funding
- Local and state public safety agencies can help schools with emergency exercises
- More information, toolkit and templates available at:
<https://hseep.dhs.gov> (password required through DES)

FYI for Schools: HSEEP: A Comprehensive Exercise Program

Building Block Approach



Practical Types of Emergency Exercises for Schools



Example: Best Practice for Schools - Developing a Tabletop

Pre-Planning

- Hazard Analysis
- Establish Objectives
- Inform the Media
- Orientation Meetings
- Set Timelines
- Identify Participants
- Pre-exercise Training
- Single agency Drill

Tabletop Exercise

- Identify a Facilitator
- Identify a Scribe
- Draft the Narrative
- Room Layout
- Breaks/Refreshments
- Presentation
- Copies of Materials
- Sign in Sheet
- Conduct the Exercise

After Action

- Immediate Debriefing
- Participant Evaluation
- Comprehensive Report
- Post Exercise Meeting
- Functional Exercise
- Full Scale Exercise
- Revisions
- Training
- Implementation

Developing a tabletop exercise normally evolves over a 1-3 month period. The event typically lasts 1-4 hours.

Building an School Exercise Design Continuum for *Success*

1. Select one of your school's main vulnerabilities.
2. With response agencies, set a date 1 - 2 years in advance for a full-scale exercise based on that vulnerability. Designate a Design Team Leader -- or make sure there is a Central School Liaison who is part of the *external agency* design team.
3. From that date, back into an orientation session.
4. Determine which procedures will be utilized in the full-scale exercise, then schedule a series of drills that separately address each one.
5. After several such drills, schedule 2-3 tabletops.
6. Next: hold a functional exercise.
7. Execute the full-scale exercise
8. *Hold after action reviews throughout*
9. *Implement the evaluation results throughout*

Best Practices for Conducting Exercises in Montana's Schools

- **Practice** a variety of **different scenarios** based upon risks in the school and community.
 - Utilize hazard / vulnerability data
 - Collaborate with Disaster and Emergency Services, County/Tribal Health, Montana Safe Schools Center, OPI etc.,
 - *no need to go it alone*
- **Practice** a variety of **different response procedures**, such as lockdown, shelter-in-place, evacuation.
- **Communicate information in advance** (with parents, media and surrounding neighborhoods as appropriate).
- **Evaluate and document lessons learned** in an after-action report.
- **Implement** exercise outcome **recommendations**.

Best Practices for Conducting Exercises in Montana's Schools

- Test the capacity of *all* agencies - not just schools.
- Drill under different conditions.
- Identify weaknesses / continuous improvement - but design succession of exercises to instill feelings of "success."
- Make sure that one objective is to implement the Incident Command System (ICS) to be compliant with National Incident Management System (NIMS) and to better integrate with local response agencies.
- Build it for success – not to break it (you'll *still* have many challenges and problems)

Best Practices for Conducting Exercises in Montana's schools

**The goals of an exercise are NOT achieved -
UNTIL the recommendations from the after
action review / evaluation are implemented.**



Additional Resources

- **Montana Office of Public Instruction: Safe & Drug Free Schools and Communities**
 - <http://www.opi.state.mt.us>
- **Montana Disaster and Emergency Services:**
 - <http://www.dma.mt.gov/des/>
- **Montana Safe Schools Center at U of MT:**
 - <http://www.montanasafeschools.org>
- **School Administrators of Montana:**
 - <http://www.sammt.org>
- **Exercise Development/Design Courses (FEMA) Online Training:**
 - <http://training.fema.gov/EMIWeb/> (IS-120.A, IS-130, IS-139)
- **Homeland Security Exercise and Evaluation Program (HSEEP):**
 - <http://www.hseep.dhs.gov/>
- **Readiness and Emergency Management in Schools (REMS) Technical Assistance Center:**
 - <http://www.rems.ta.gov>
- **FEMA's IS-100 SC Course (Introduction to ICS for Schools) and IS-700 (National Incident Management System: An Introduction)**
 - <http://training.fema.gov/EMIWeb/IS/is100SC.asp>
 - <http://training.fema.gov/emiweb/is/is700.asp>
- **State School Safety Centers and Contacts (U.S. Department of Education list):**
 - http://rems.ed.gov/index.cfm?event=resources_SSC

Thanks for all you do to help keep
schools and communities safe

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