



State of New Jersey

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JAMES E. MCGREEVEY
Governor

WILLIAM L. LIBRERA
Commissioner

September 17, 2004

TO: Chief School Administrators/Charter School Lead Persons

FROM: William L. Librera, Ed.D. 
Commissioner

SUBJECT: School Safety Manual: Best Practices Guidelines

I am pleased to provide you with the attached publication titled *School Safety Manual: Best Practices Guidelines* that has been developed under the direction of Governor James E. McGreevey. The *School Safety Manual* is designed to provide schools with guidance for addressing the priorities of the Governor's Domestic Security Preparedness Task Force, pursuant to P.L.2001, ch.246, the Domestic Security Preparedness Act, and for establishing plans, procedures and mechanisms for responding to emergencies and crises, in accordance with N.J.A.C. 6A:16-5.2.

In response to the terrorist attacks that occurred on September 11, 2001, Governor McGreevey created the Domestic Security Preparedness Task Force, which is chaired by the Attorney General's Office and includes representatives from all state agencies. The purpose of the task force is to help New Jersey be prepared to respond to terrorist threats by coordinating public and private efforts to enhance security, coordinating emergency responses in the event of a terrorist attack and educating New Jersey's citizens. Schools were one of twenty-four critical sectors identified for review by the Task Force. The *School Safety Manual* is the outcome of the work of the Task Force to help schools establish best practices for comprehensive critical infrastructure protection measures.

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The Manual expands on the content of the previous New Jersey Department of Education (NJDOE) publication titled *A Guide for the Development of a Districtwide School Safety Plan* and incorporates information on topics such as: site specific vulnerability assessments, crises response, contingency and continuity plans, target hardening/mitigation measures and communication protocols. It is our expectation that you will use the manual to either assist in the establishment of emergency and crisis management plans or in the review of existing plans to ensure completeness and to support the district's annual training program for staff implementation of those plans, pursuant to N.J.A.C. 6A:16-5.2(c).

The attached *School Safety Manual* is a preliminary first generation document. Since our goal is to make the *School Safety Manual* a useful, current and fluid document, we anticipate making refinements based on feedback from the experiences of school staff in developing their comprehensive emergency and crisis emergency management plans and in using the *School Safety Manual*. To assist in the review of the *Manual*, attached please find a survey designed for you to provide feedback on the content and format of the *Manual*. While you are encouraged to provide general comments, your *specific ideas* to address the concerns will be most appreciated and helpful. Based on the input provided by all interested parties, we plan to revise the *Manual* to represent the full scope and diversity of issues related to school safety.

Any modifications made to the manual will not substantially change its contents, and the governor has directed the NJDOE to ensure the widest possible dissemination and compliance with these guidelines. To this end, we rely on you to vigilantly review and implement these best practices to provide for the safety of our students and school staff. We will be working with the Office of Emergency Management and other resources to coordinate efforts to provide school staff with training and will apprise you of these training opportunities in the near future.

I hope you find this document to be a practical resource in the development or refinement of the comprehensive safety plans for your schools.

WLL\IRB\SBM

Attachments

c: Governor James E. McGreevey
Peter C. Harvey
Dwight Pfennig
Senior Staff
Kathryn Forsyth
Susan Martz
Gary Vermeire

**New Jersey Department of Education
Feedback Form
On The *School Safety Manual: Best Practices Guidelines* Publication**

The New Jersey Department of Education’s (NJDOE) publication titled *School Safety Manual: Best Practices Guidelines* is a preliminary first generation draft document, which means that there may be deficits in grammar, punctuation and formatting throughout the *Manual*. The publication is presented in draft form to expedite the dissemination of a comprehensive resource early in the school year to support the emergent need for school safety planning

While this version of the *Manual* is a preliminary draft, the NJDOE’s goal is to make the *School Safety Manual* a useful and current document. We anticipate making refinements based on feedback from the experiences of school staff in using the *School Safety Manual* as well as in developing their comprehensive emergency and crisis management plans.

To assist the NJDOE in its review of the *Manual*, this feedback form has been designed for you to provide comments on the content (e.g., emergency and crisis planning, response and recovery) and format of the *Manual* and provide suggestions to be considered for inclusion in future versions of the *Manual*. While you are encouraged to provide general comments, your *specific* ideas to address them will be most appreciated and helpful. Based on the input provided by all interested parties, we plan to revise the *Manual* so that it represents the full scope and diversity of issues related to school safety.

Please complete and mail the completed form or email your comments to the following address:

School Safety Manual
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New Jersey Department of Education
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SchoolSafetyManual@doe.state.nj.us

Please comment on the following areas of the manual.				
	Disagree	Neutral	Agree	Comments
Content				
The manual provides sufficient information for constructing a school emergency and crisis management plan, in accordance with N.J.A.C. 6A:16-5.2.				
The manual adequately explains school district and school staff responsibilities in emergencies and crises.				
The manual provides sufficient information on school response to both natural and man-made hazards.				
The manual provides adequate guidance on school recovery from emergencies and crises.				
The appendices provide sufficient supportive resource materials.				
Organization				
Information is easy to find.				
The material covered is complete and up to date.				
The manual is easy to read.				
Other Comments:				

(Use reverse side or additional pages, as needed.)

SCHOOL SAFETY MANUAL: BEST PRACTICES GUIDELINES

William L. Librera, Ed.D.
Commissioner of Education

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September 2004

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These Best Practices for the school sector have been reviewed by the Infrastructure Advisory Committee of the New Jersey Domestic Security Preparedness Task Force; adopted by the New Jersey Domestic Security Preparedness Task Force; and approved by Governor James E. McGreevey.

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William L. Librera, Ed. D., Commissioner of Education
Secretary, State Board of Education

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This manual will be revised periodically and the New Jersey Department of Education welcomes comments and feedback to improve future editions. Please send communications via e-mail to schoolsafetymanual@doe.state.nj.us.

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The materials in this manual may be used, adopted or reproduced, as appropriate.

Disclaimer

The New Jersey Department of Education does not control or assure the significance, accuracy, or comprehensiveness of the resource information cited in the manual. References to resource information in this document are not intended to support any views expressed or products and services offered, nor suggest their importance. The resources identified in the manual are intended to provide schools with links to relevant information for planning, implementing and evaluating school emergency and crisis management plans and procedures. Schools are encouraged to thoroughly assess their needs and investigate programs and materials before adopting them.

A Message from the Commissioner

In response to events and threats that have affected homeland security, Governor James E. McGreevey created the New Jersey Domestic Security Preparedness Task Force (NJDSPTF). The NJDSPTF was formed specifically to help New Jersey respond to terrorist threats and future aggression by coordinating public and private efforts to enhance security, coordinating emergency response in the event of a terrorist attack and educating New Jersey's citizens.

The Infrastructure Advisory Committee of the NJDSPTF identified schools as entities that require special planning for their unique needs. As a result, the NJDSPTF directed the New Jersey Department of Education (NJDOE) to provide school districts with current information on best practices for establishing and maintaining safe and secure school environments. The best practice information for schools is provided in this *School Safety Manual*.

The *School Safety Manual* is designed to help schools plan for all hazards. The manual will assist districts in complying with the provisions of the *No Child Left Behind Act (NCLB)* [P.L. 107-110: Title IV, Part A, Sec. 4114(d)(7)(D)] that requires a crisis management plan for responding to violent or traumatic incidents on school grounds and *New Jersey Administrative Code (N.J.A.C. 6A:16-5.2)* which states that "Each district board of education shall establish plans, procedures and mechanisms for responding to emergencies and crises.

This manual identifies best practices for risk assessment, prevention, intervention, mitigation, response, management and recovery for all hazards. It expands on the previous NJDOE publication, *A Guide for the Development of a Districtwide School Safety Plan* by providing information and resources in areas such as vulnerability, target hardening and threat assessment.

This manual is being issued as a first generation draft document. We intend to modify the manual in response to feedback provided by schools as a result of their use of the manual and their efforts to establish effective plans, programs and mechanisms for addressing all hazards. Since it is the NJDOE's wish that the manual be as user friendly as possible, we welcome all comments and suggestions.

The protection of schools is an integral part of planning for homeland security. Thank you for your continued work in doing all you can to keep our schools and our children safe.

William L. Librera
Commissioner

INTRODUCTION

April 28, 1998- A freshman student, age 14, shot to death a 48-year-old science teacher in front of students at a graduation dance in Edinboro, Pennsylvania. The student was described as a depressed, alienated boy who never smiled. He had told several students on several occasions that he planned to kill people and commit suicide. The owner of the banquet hall that housed the dance caught the student when he attempted to flee and held him for police.

Tragic school shootings in which multiple students or faculty are killed or injured in a single event, as well as terroristic threats to homeland security, have heightened the need for crisis and emergency preparedness. The early nineties produced a small, yet horrific, number of school shootings in Pearl, Mississippi; West Paducah, Kentucky; Jonesboro, Arkansas; Springfield, Oregon; and Edinboro, Pennsylvania. When the worst school massacre in United States history took place in Littleton, Colorado, danger in our schools had a new face. Danger may originate from troubled youth in schools or be directed toward youth from external sources, such as those who would hurt children as a way of satisfying their own needs for revenge against society, as demonstrated by acts of terrorism.

These events have profoundly affected schools and communities, resulting in the creation of policies and programs that aim to protect students from acts of terrorism and prevent the occurrence of tragedies in which students and teachers are direct targets. Despite new policies and programs, school shootings have continued. The murder of a six year-old female student by her six year-old classmate in Mount Morris Township, Michigan, the shooting of a middle school teacher in Palm Beach County, Florida, as well as the shootings in schools in southern California serve as vivid reminders that more work needs to be done.

These tragic events naturally made headlines that distorted reality in the minds of most Americans. Reports on the low incidence of violence make it clear that schools remain safe locations for young people, and recent statistics indicate the number of schools associated with murders and school violence has been steadily declining. Even though incidents of school violence and shootings have decreased, parents and school staff must resolve to have zero tolerance for school violence at all stages of identification, from name calling and bullying to fights, threats, and more extreme acts of violence.

Added to the concerns about school shootings are the real possibilities of biological and violent terrorism directed against schools. There is no longer a guarantee that schools can remain safe from the tumultuous violence present in today's world. Schools must be prepared for a wide range of emergency situations that were unthinkable only a decade ago. Bombs, intruders, weapons, kidnapping, hostages and the release of toxic

chemicals are just some of the challenges to be considered as schools develop emergency plans that will provide for the safety of students and employees.

As demonstrated by past events, tragedy can strike any school in any location. Therefore, all schools should embrace the positive impact that effective comprehensive school safety plans can have on their efforts to provide safe school environments that are conducive to learning and which positively affect student performance. The effectiveness of a school safety plan is measured in the precious lives of children, teachers and administrators that are left unharmed following an incident of school-based violence, an accident, a natural disaster or other hazard.

In order to assure the safety of all students, school districts should establish a three-pronged approach to school safety: prevention, intervention and postvention (i.e., the aftermath of an incident). Effective preventive strategies help to supplant violence in schools; well-designed emergency plans can improve the response efforts during and following an incident; and consistent postvention measures may help schools recover quickly and return to being safe and stable learning communities.

While the department's existing publication titled *A Guide for the Development of a Districtwide School Safety Plan*, published in 2001, was intended to provide general guidance to districts for planning comprehensive safety plans, this manual is designed to provide school districts with more specific guidance for addressing a wide range of hazards in their local school safety plans. Much of the information provided in this document is intended to be used to create templates and be adjusted to match the needs and resources of schools and school facilities in local districts.

OVERVIEW OF THE MANUAL

Background and Purpose

The New Jersey Domestic Security Preparedness Act, signed into law on October 4, 2001, established the New Jersey Domestic Security Preparedness Task Force (NJDSPTF). The NJDSPTF is responsible for preserving, protecting and maintaining the domestic security of the state and for developing, implementing and managing comprehensive responses to possible terrorist attacks or other technological disasters.

On March 13, 2003, the New Jersey Domestic Security Preparedness Task Force (NJDSPTF) unanimously endorsed a recommendation to include school security as a sector of the NJDSPTF's Infrastructure Advisory Committee. The NJDSPTF charged the School Security Infrastructure Advisory Committee with the task of compiling and disseminating to schools best practices for school safety. This manual has been prepared to comply with the charge of the NJDSPTF. Adherence to the recommendations and procedures in this manual will facilitate school compliance with the requirements for emergency and crisis management plans, pursuant to *N.J.A.C. 6A:16-5.2*. It provides the background information necessary for establishing

comprehensive plans, procedures and mechanisms for responding to emergencies and crises

The key to maintaining a safe school environment is locally coordinated planning that results in a comprehensive emergency and crisis management plan for the district and its schools. Comprehensive emergency and crisis management plans should include clear policies, an ongoing collaborative planning process, mitigation considerations, prevention and intervention strategies and programs, preparedness procedures, communications systems, discreet and supportive roles and responsibilities, crisis response plans and recovery efforts.

Scope

This manual was drafted under contract with the Richard Stockton College of New Jersey. The contents of the manual are based on information found in a variety of authoritative publications, such as the United States Department of Education's *Practical Information on Crises Planning: A Guide for Schools and Communities* and the United States Department of Justice's *Guide for Preventing and Responding to School Violence*, in addition to information from experts and best practice models from across the country. It also contains the current information gathered from the Federal Emergency Management Agency, the United States Department of Education, the United States Department of Defense and other pertinent agencies.

Experience from previous events in schools clearly indicates that planning for emergencies and crises cannot take place in isolation. The information contained in this manual is intended to be used by a wide range of representatives from the schools and communities, including chief school administrators, business administrators, school principals, school staff and key community participants.

Because safety concerns of individual schools vary by factors such as size, location and available resources, some users may feel overwhelmed by the amount of information in this manual. All school districts should assess all of the information provided to determine how it applies to their current situations. Based on this assessment, districts should use the information that is necessary to fulfill their obligations for emergency and crisis management plans, pursuant to *N.J.A.C. 6A:16-5.2* and view the remaining information as an opportunity to become familiar with important subjects should future assessments warrant changes to district plans.

Organization and Content

This manual expands on material contained in a previously released Department of Education publication entitled *A Guide for the Development of a Districtwide School Safety Plan*. It is strongly suggested that districts supplement this Manual with other resources as needed and consult with local emergency management personnel as required under *N.J.A.C. 6A:16-5.2*.

This manual is organized according to chapters that include descriptions of key issues for all hazards planning and response and provide guidance for addressing them. The

appendices include supplemental material and information for implementing the guidance provided.

The Planning Process

This chapter emphasizes the critical importance of establishing an *ongoing* process for identifying security needs, developing prevention and intervention techniques, evaluating physical facilities, and providing communication and training for staff members and students. The necessity for comprehensive school and community participation, including school board members, school administrators, school staff, students, parents and other community members, such as faith-based practitioners, emergency response and law enforcement staff and health and social service provider agencies, in the planning process is stressed.

Also addressed are the two basic types and functions of teams that should operate in a school district: 1) a **district-wide** emergency and crisis management **planning team**; and 2) a **building-based** emergency and crisis management **response team**.

Policies

This chapter is based on the knowledge that the chances of effectively preventing or managing a crisis or emergency increase when district policies are in place and building-level policies work within the framework of the district policies. This chapter provides descriptions of the following federal and state statutes, regulations and policy guidelines, which must be reviewed and addressed in district policies and procedures, as appropriate.

State Regulations

N.J.A.C. 6A:16-5.5 through 5.7	Firearms, Assaults with Weapons and Assaults on School and School Board Personnel
<i>N.J.A.C.</i> 6A:16-5.3	Electronic Violence and Vandalism Reporting
<i>N.J.A.C.</i> 6A:16-6	Education and Law Enforcement Operations
<i>N.J.A.C.</i> 6A:16-7	Intervention and Referral Services

State Statutes

<i>N.J.S.A.</i> 18A: 37-13	Policy Prohibiting Intimidation, Harassment and Bullying
<i>N.J.S.A.</i> 18A:17-46	Reporting Acts of Violence
<i>N.J.S.A.</i> 18:36-5.1	School Violence Awareness Week

Background Check Requirements

<i>N.J.S.A.</i> 18A:6-7.2	Public School Employment
<i>N.J.S.A.</i> 18A:39-19.1	School Bus Drivers
<i>N.J.S.A.</i> 18A:6-4.14	Nonpublic School Employment

Federal Requirements

No Child Left Behind Act (*NCLB*) (P.L. 107-110)

- *Unsafe School Choice Option* (Title IX, Part E, Subpart 2, Sec. 9532)
 - Persistently Dangerous Schools
 - Victims of Violent Criminal Offenses
- *Safe and Drug-Free Schools and Communities Act* (Title IV, Part A)
 - Section 4115 – Principles of Effectiveness
 - Section 4155 – Transfer of Disciplinary Records

Target Hardening

This chapter provides information on how target hardening or mitigation can make a building a more difficult or less attractive target. This can be accomplished in a variety of ways, from limiting visibility and accessibility in existing buildings to incorporating state-of-the-art technology in new construction. Target hardening includes security considerations that are routinely addressed, including perimeter fencing, site lighting, landscape design, parking and drop-off patterns that support access and security considerations.

Prevention and Intervention

This chapter provides guidance for establishing programs and services designed to keep problems from happening and for intervening in student problems at all stages of identification. Included in this chapter is information in the following areas: fostering a culture of respect, student curriculum and programs, recognizing early warning signs, conducting a threat assessment and the four-pronged assessment model

Preparedness

This chapter contains detailed information about school or site emergency preparedness plans which describe how staff should be organized to meet an emergency, a system of warnings, instruction and preparedness of staff and students and appropriate drills. This chapter also explains the type of information and materials such as a site map, list of drill responsibilities and emergency toolkit that should be available in each school.

Crisis and Emergency Response

This chapter suggests procedures for various emergency situations, including accidents that occur between school and home, bomb threats, weapons offenses, environmental emergencies, fires, illness and death or suicide of a teacher or student. Emphasis is placed on the importance of creating scenarios and exercises for practicing responses to each of these situations.

It also describes the importance of establishing and maintaining a county-level intervention planning committee that should include, at a minimum, members from the school districts and the county office of education, law enforcement personnel, local and county emergency response personnel and county health and social service providers.

Recovery

This chapter provides resources for schools to aid in the recovery process after a crisis or emergency. Included are papers from the National Education Association, the

National Association of School Psychologists, the Federal Emergency Management Agency and the American Red Cross.

Appendix A: The Four-Pronged Threat Assessment Model from the Federal Bureau of Investigation

Describes the FBI's recommended procedure for assessing someone who has made a threat and evaluating the likelihood that the threat will be carried out.

Appendix B: Risk Levels and Codes

Suggests responses to the National Security Advisory Risk Levels.

Appendix C: Five-Step Risk Assessment Model

Provides guidance from the Department of Defense on how to review risk assessments for critical physical assets.

Appendix D: Five-Step Risk Assessment Example

Provides an example from the Department of Defense on how to review risk assessment for critical physical assets.

Appendix E: Role of the School Nurse

Describes specific activities of the school nurse in emergencies and crises.

Appendix F: Additional Resources

Provides a listing by category of publications, programs, agencies and resources.

Appendix G: References

Provides a list of references used in the development of the manual.

THE PLANNING PROCESS

March 24, 1998- Four girls and a teacher were shot to death and ten others were wounded in a Jonesboro, Arkansas middle school during a false fire alarm. Two boys, ages 11 and 13, were accused of setting off the alarm and then opening fire from nearby woods. The two boys were dressed in camouflage fatigues and were captured by police when they attempted to run to their stolen van. The older student previously had told his classmates that he had a "lot of killing to do."

Each board of education is required to establish plans, procedures and mechanisms for responding to emergencies and crises (*N.J.A.C. 6A:16-5.2* Emergency and crisis management plans). Since, under *N.J.A.C.6A:16-5.2*, the district plans, procedures and mechanisms must be developed in consultation with law enforcement agencies, health and social service provider agencies and emergency management planners, school districts are reminded to regularly reach out to these collaborative partners to confirm existing plans and share relevant information. Districts are also reminded of their obligations to ensure that all district staff are prepared to recognize and appropriately respond to emergencies and crises, consistent with the district's plans, procedures and mechanisms for managing these events, and that the training programs for district staff must be reviewed and updated on an annual basis.

The development of a school safety plan requires a process for identifying security needs, developing prevention and intervention techniques, evaluating physical facilities, and providing communication and training for staff members and students. The plan should not be prepared as a static document that will be written and stored away on a shelf. Rather, it should be recognized as a dynamic action plan for directing both current and future planning for all issues related to school safety. It must be prepared and implemented with the full participation and support of, at a minimum, school board members, school administrators, school staff, students, parents and other community members, including faith-based practitioners, emergency response and law enforcement staff and health and social service provider agencies.

SCHOOL DISTRICT AND BUILDING PLANNING

Public safety planning in the 1990's, with its emphasis on natural hazards and the occasional man-made accident, has been replaced with a need to plan for unthinkable events, as well.

Depending on the severity of a particular emergency, school officials should be prepared to simultaneously and quickly solve multiple complex problems. Following are some issues that should be considered in the planning and decision-making process:

- The safety and supervision of students, faculty, staff and visitors to the school;

- Notification and reporting requirements;
- Timely evacuation of facilities;
- Provision of food, shelter and care to all those in need of and requesting assistance, including the residents of the community or evacuees from outside the area should the school facility be designated and used as a temporary shelter; and
- Coordination with local emergency operations plans and community resources.

The likelihood of effectively managing an emergency or crisis is increased with an established district-level plan and individual building plans and responsive personnel tailored to the conditions and resources of each school or facility. At a minimum, two types of teams should be established for addressing emergencies and crises: 1) A District-wide Planning Team; and 2) a Building-based Emergency and Crisis Response Team. The purposes and functions of each team are described below.

District preparedness should begin with the chief school administrator (CSA) and district board of education making a firm decision to continuously update the district's emergency and crisis management plan, and sharing that decision with staff. By viewing emergency and crisis management planning (*N.J.A.C. 6A:16-5.2*) as an annual cycle, the school district makes a strong commitment to ongoing improvements in preparedness, response and recovery. An annual planning approach increases the likelihood that school districts will maintain school plans that have current information and emergency and crisis techniques.

District-wide Planning Team

The next step is forming a District-wide Emergency and Crisis Management Planning Team to begin coordinated planning that should include, at a minimum, the following representatives:

- The leadership of the school district (e.g., CSA, board of education member);
- Security, safety and risk management staff;
- Board of education attorney;
- School business administrator ;
- Student support services staff (e.g., school psychologist, school social worker, school counselor, substance awareness coordinator);
- Medical service providers (e.g., school nurse, school physician, hospital staff);
- Facilities management staff;
- Parent support organizations and other community representatives or organizations and businesses, as appropriate;
- District public relations staff;

- Law enforcement officials;
- Health and social service provider agencies;
- Municipal government officials;
- Local and regional emergency management personnel;
- Fire department officials;
- Health and public works officials; and
- American Red Cross and other volunteer agencies [e.g., Salvation Army, county-based Volunteer Organizations Active in Disasters (VOAD)].

The CSA should delegate one district employee to have primary responsibility for overseeing the planning process. This individual should serve as a liaison between district employees and community representatives and should have responsibility to convene and lead meetings, set timelines for plan development and recommend changes to be made in the district's emergency and crisis management plan.

The District-wide Emergency and Crisis Management Planning Team should review the contents of this *School Safety Manual* and other appropriate materials and conduct a review of area hazards (e.g., areas of potential flooding, factories with dangerous chemicals, mines, and areas prone to severe weather conditions). Based upon the outcomes of this review, the district team should assess and modify, as appropriate, each emergency protocol to reflect local needs and the circumstances for mitigating the impact of all foreseeable emergency situations.

Most schools have in place well-established planning mechanisms to address the everyday issues of public safety in the campus environment. Fire drills, power outage procedures, early dismissals for weather events, health and safety concerns, trespassers or bus accidents tend to be dealt with quickly and efficiently by schools. In today's world, however, school violence practices and the violence component of emergency planning documents and practices must be considered on a par with school plans and actions to cope with floods, tornados, fires, plane crashes and epidemics. This integration must be seamless and become an integral part of all school emergency and crisis planning documents.

Responsibilities of the District-wide Emergency and Crisis Management Planning Team include the following:

- Ensure that needs and risk assessments are completed;
- Recommend policies for approval by the district board of education;
- Identify and secure funds for implementation of crisis and emergency management plans;
- Recommend plans; and
- Establish parameters and set the stage for all activities under the plans.

Building-based Emergency and Crisis Response Team

Each school should establish a Building-Based Emergency And Crisis Response Team comprised of individuals assigned specific duties to perform in order to prepare for and respond to emergencies and crises. The school team, headed by the building principal or facility director, organizes the team consistent with the district's emergency and crisis management plan and implements the plan to address individual school needs, as they arise.

Functions

The functions of the Building-based Emergency and Crisis Response Team include:

- Evaluate the school's preparedness for implementing the Emergency and Crisis Management Plans;
- Address gaps and implement the district's Emergency and Crisis Management Plan, per the needs of the school building;
- Conduct or coordinate orientation training for staff and recommend additional training;
- Conduct or coordinate awareness programs for students and the community;
- Perform specific tasks during and after an emergency or crisis; and
- Report progress and make recommendations to the District-wide Planning Team and others, as appropriate.

Characteristics of Building-based Emergency and Crisis Response Team Members

The School Crisis Management Manual, authored by Judie Smith and distributed by the National Education Association, describes the following characteristics to consider when selecting Building-based Emergency and Crisis Response Team members:

- Ability to handle stress and a minimum of stressors present in their personal lives;
- Ability to remain calm when others are upset and emotional;
- Ability to follow instructions and work well with a team;
- Ability to be flexible;
- Willingness to accept responsibility;
- Familiarity of the community or ability to quickly and meaningfully establish rapport with a variety of people (e.g., students, staff, parents);
- Willingness and ability to empathize with and compassionately attend to the social and emotional needs of survivors who may be suffering tragedy and enormous loss, without being compelled to "fix" their situations;
- Knowledgeable about the functioning and organization of a school; and
- Availability-The nature of a crisis is that it is unexpected. All team members must be able to set aside other duties and responsibilities to join the Crisis Response

Team as quickly as possible. They must have advanced permission from their supervisors to immediately drop other assignments and follow the directions of the response team leader or coordinator. A well-prepared team should be able to begin delivering services at the school within an hour.

Suggestions for Building-level Response Subteams

Depending on the size and needs of the school district, a Building-level Emergency and Crisis Response Team could have any number of staff ranging from approximately six to twelve, depending on the size of the faculty and the facility. However, it should be made clear to all staff that although they are not members of the formal Response Team, each of them will have a role in the implementation of effective emergency and crisis procedures and each is responsible for addressing the immediate safety needs of the students in his or her care. The following list provides suggestions for specific team assignments:

- *Emergency Operations Center Team* - This team includes, but is not limited to the principal or site administrator or designee. This team implements and coordinates the overall emergency and crisis operations of the school or site.
- *First Aid Team* - This team includes the school nurse or other staff trained in first aid. The team administers first aid to staff and students and determines the need for additional medical assistance.
- *Sweep and Rescue or Fire and Search Team* - Depending on the size of the school or site, the number of staff assigned to this team may vary. In the event of a critical incident requiring the assistance of outside emergency personnel, this team provides assistance to emergency personnel as they search and sweep the area for fire and injured staff and students.
- *Student and Staff Accountability Team* - This team includes all classroom teachers and staff members not assigned to another team. Team members take roll and ascertain the extent of injuries of staff and students.
- *Parental Communication or Reunion Team* - Staff assigned to this team establish a separate, secure area where they can process and release students to parents and guardians.
- *School and Site Security Team* - This team helps to maintain security at the school or site and refers and routes responders to the area of need.

Needs Assessment

A comprehensive needs assessment conducted prior to the development of district-wide school safety plans is essential for identifying the possible risks for all schools as well as their capabilities to respond and recover from critical incidents. The following factors should be examined as part of the needs assessment:

- Physical factors, such as the location of the facility with respect to water, trees, power lines, highways, airports, hazardous materials, facilities and railroads;
- School blueprints to ensure that emergency personnel have maps of the school that identify all building locations (e.g., library, cafeteria, gym);
- The proximity of emergency and crisis service agencies and their capabilities. For example, is the local fire department paid or volunteer? What is the expected response time? If the school is multi-story, is there a ladder capability in the local fire department?;
- The physical capacity of school facilities to resist known hazards that have been identified in the local emergency and crisis operations plans. For example, was the facility built to be hurricane resistant? Are there expanses of glass in the walls? Is the school protected by sprinklers? Do the school grounds drain properly after heavy rain?;
- The items included in the hazard analysis and vulnerability assessment. If there are questions, consult with the municipal or county engineer;
- Building code requirements affecting school structures. Consult the local building inspector for assistance and guidance;
- Information already on hand relative to the school being designated as a shelter will assist the planning effort. The American Red Cross' evaluation criteria for emergency and crisis shelters also will be helpful;
- Information available on safety awareness as it pertains to the school. Are there increased police presences or patrols on the campus? Is there a neighborhood watch? Are there electronic surveillance systems in place?; and
- Readiness to respond in the following areas: communications, crowd control, traffic control, media relations, student role potential, mutual aid, helping special needs populations, training and activities needed for future planning.

Following are specific details on areas of safety and security that should be assessed.

Assessment of Resources

Districts should evaluate the internal and external resources of its schools and the surrounding communities the successful implementation of the district's crisis and emergency management plan. List capabilities of the schools and the communities that may be improved upon, as well as specific actions for improvement that includes time frames for completion. The information on community resources should be available in the municipal or county emergency operations plan.

Another important resource to utilize is the county traumatic loss coalition (TLC). Each county in New Jersey has a TLC in which members are available to help schools deal with traumatic loss events. Information on TLCs may be found at www.preventionfirst.net/traumatic-loss-coalition.htm

Internal resources to analyze include:

- Capabilities to extinguish small fires, treat medical conditions, perform light rescue, feed and house school staff and students and provide transportation in the event of an emergency or crisis;
- School staff with medical, rescue or other specialized training who would enhance response capabilities. Is there a school resource officer assigned to the school?; and
- Mutual aid immediately available from other schools in the district, especially in a situation where advanced warning of an incident is provided.

External resources to analyze include:

- Lists of emergency and crisis agencies and their projected response times during normal conditions;
- Local business resources available to assist with an emergency response. For example, a fast food restaurant may be able to accommodate a large number of people and provide them with food and water; and
- Unplanned resources, such as "spontaneous volunteers" from the community or other schools.

Assessment of Vulnerability to Hazardous Materials

While planning for hazardous materials may not appear to be relevant for a school, there are substantial materials (e.g., cleaning products, solvents) on school properties that pose risks. Schools must also consider the potential risks of the environment surrounding the school facility. The dangers of hazardous materials take on an ominous level of importance since they can be deliberately utilized as part of a terrorist attack against a community or school system. These attacks could involve transporting hazardous materials to a school or damaging a facility near a school that produces these materials.

Consider the internal sources of hazardous materials.

- Identify any substances or materials and locations that would pose a health and safety risk to the occupants of the school. Include science departments, janitorial supply storage areas, above-ground fuel supplies, shops, boilers and maintenance facilities;
- Maintain accurate files for "Right To Know Information," including material safety data sheets (MSDS) and hazardous substance fact sheets (HSFS) on all hazardous materials stored on school property;
- Immediate availability of MSDS and HSFS is essential for medical treatment of anyone who has come into contact with a hazardous material, as well as for the clean up effort; and
- Maintain an inventory of hazardous substances and how they are stored. Include a list of any structural features, such as heating units and gas lines that may be within a certain proximity of hazardous materials;
- Maintain copies of hazardous materials inventory files at alternate locations, in the event school files are unavailable;
- Do not assume that the hazardous materials team or other personnel of the organization will have this information readily available.

Consider the external sources of hazardous materials.

- Is the school located near a facility that produces, utilizes or stores large quantities of hazardous materials;
- Is the school located near a major transportation route (e.g., road, rail, air); and
- What is the nature and estimated quantity and frequency of hazardous materials being transported on these routes during and after normal school hours?

Assessment of Communications

The term "communications" is not only used when referring to equipment or techniques, but in speaking to the correct people at the correct time. An effective response is based upon rapid and accurate communications with the occupants of the school, the public, external emergency response personnel and the local government officials.

The importance of reliable internal communications and backup systems cannot be overly stressed. During Hurricane Floyd in September 1999, flood waters in New Jersey overwhelmed a major regional long line telephone switching center, disrupting long distance service locally and along the entire eastern seaboard. During the Columbine High School crisis in 1999, frantic parents who could not reach their children in school made continuous calls to the 9-1-1 dispatchers in Littleton, Colorado. On September 11, 2001, the terrorist attack brought down the World Trade Center Towers, and with them, the master radio antenna serving police radio communications throughout northern New Jersey. The communications resources and procedures that should be addressed follow:

Dealing with Rumors

Establishing reliable communications networks is critical for dealing effectively with rumors, a potentially detrimental phenomenon that is always present in crises. People are going to talk about an emergency or crisis, and rumors begin when accurate information is not available. Without facts, people begin to speculate, and the speculations soon come to be thought of as "facts." Left unchecked, rumors can become more difficult to deal with than the crisis event. They may create a negative perception of the school's ability to manage an emergency and crisis or, even worse, a belief that the school cannot provide for the safety and well-being of the students. The most effective strategy for minimizing rumors is to provide correct information as soon as possible. Strategies that may be helpful include the following:

- Identify and notify internal groups, including administrators, teachers, students, facilities management, support staff, teaching assistants, food service workers, and transportation staff. These people are primary sources of information, who are likely to be contacted by others in the community (e.g., neighborhoods, churches, grocery stores). It is critically important that they have accurate information, because what they know, whether factual or not, will be widely disseminated. A staff meeting should be held before staff members are allowed to go home to provide them with specific information on what is and is not known.
- Support staff who answer the telephone at the school and at the central office must know which information may and may not be shared. They must be kept informed of inaccurate information that is circulating to help "correct" misinformation. Designating a few people to answer calls helps control misinformation.
- Use of key communicators in the community will also combat rumors. A telephone tree or a briefing held especially for identified community representatives directly associated with the school will help spread accurate information.
- The communications media can also help control rumors. Ask representatives of the communications media to provide frequent updates to the public, particularly providing accurate information where rumors need to be dispelled.
- After the crisis has passed, public meetings may be helpful. These meetings provide an opportunity for people to ask questions and to receive accurate information. Follow-up public meetings also may be helpful in restoring the community's confidence in the school's ability to manage crises and to provide a safe environment. Wherever possible, these meetings should be structured as small group discussions, to facilitate interaction and clarify information.

Using Technology for Communication

Technology can be a very effective tool for communication during a crisis. Some common tools include the following:

- Telephone - Although the telephone is the most commonly used communications tool in schools, most schools do not have enough lines and, worse, service is typically lost when there are electrical power failures. In preparing for crises, it is recommended that:
 - Schools have at least one line with an unpublished number;
 - The district should consult with the telephone company in the planning process. There may be unused lines in the school's control panel that can be activated, if needed; and
 - Standard jacks be used and marked clearly so emergency and crisis service staff can find them. The school floor plan, which is part of the school's "emergency toolbox," should have the location of jacks clearly marked.
- Intercom systems - Most schools have these systems. Systems that include teacher-initiated communications with the office and use a handset rather than a wall-mounted speaker are most useful in an emergency or crisis. Instructions for use of the intercom system should be posted near the controls in the office area and wherever else the intercom systems are located. Additionally, school districts should consider teaching certain students how to use the intercom system, since the teacher may have a medical emergency or be otherwise unable to operate the system.
- Bullhorns and megaphones - Often used at pep rallies and field days, battery-powered bullhorns or megaphones can also be very effective tools for communicating in an emergency or crisis and should be a part of the school's "emergency and crisis toolbox." For bullhorns to be useful they must be stored in an accessible location and have working batteries. If one is not available (or out of batteries!) at the school, however, law enforcement vehicles are sometimes equipped with speakers, which is an example of the importance of including law enforcement in the planning process.
- Walkie-talkies - Walkie-talkies, which are routinely used in many schools, provide a reliable method of communication between rooms and buildings at a single site. All staff should know how to operate walkie-talkies, even those who do not routinely carry these devices.
- Computer telecommunications - A relatively new tool, the potential capability of existing computers to be used for communication both within the school and to other sites should be assessed as part of the planning process. Electronic mail or electronic bulletin boards may be used for updating information for staff, central office, other schools in the affected area and for other community agencies.

- Facsimile machines - The “fax” machine is a potentially valuable tool for both sending and receiving information in an emergency or crisis. In the case of off-campus accidents, for example, lists of students and staff members involved, their locations and important telephone numbers can be quickly and accurately transmitted. Medical information, release forms and medical authorizations can be faxed, signed and returned in emergencies.
- Cellular telephones - Increasingly available and affordable, the role of cellular telephones as communications tools should be carefully assessed. They may be the only tools working when electric service is out, and they are a particularly useful link to staff members who may be en route to or from the site of an accident or other emergency and crisis. They are increasingly being used to link the multiple vehicles transporting students and staff to off-campus trips. However, “dead zones,” within the school, where cell phones cannot transmit or receive calls, within the school must be located and reported to school administrators.
- "Panic buttons" - Some schools have installed "panic buttons" connected directly to the police or other emergency and crisis services. In some communities, there is an immediate response. In others, the police or fire department calls the school to confirm the emergency and crisis.
- Alarm systems - Bells or buzzers may be sounded in different ways to signal different types of emergencies. For example, there may be different signals for fires, tornadoes or special alerts.

Voice and Hand Signals

Voice and hand signals, that staff and students are trained to recognize, can be important instruments of communication in an emergency or crisis. Some signals that may be used include:

- Waving arms - Waving arms back and forth over one’s head means to follow in the direction led by the teacher.
- Palms down - Moving arms up and down with palms toward the ground will signal students to get down on the ground wherever they are at the time.
- Palms out - Pushing palms out, moving arms forward and back, will signal the students to stop where they are and to stand absolutely still.
- Waving arms side-to-side - Moving arms side-to-side in front of the body will signal students to move away from the center of the playground and to take shelter toward the edges of the playground.

Using Code Messages

Some school districts have established code words or phrases to notify staff of certain emergencies, particularly those requiring quick action. These are most appropriate for extreme emergencies, such as armed intruder, sniper or hostage situations, or for tornado warnings. Codes may signify certain levels of alert that require specific actions, such as locking classroom doors, keeping students away from windows or evacuation. It is important that all staff members, including substitute teachers, know the codes.

Assessment of Crowd Control

Crowd control considerations are not confined to physical control of people and boundaries, but also what goes on within them. Crowd control extends beyond the normal concerns of what to do with the student body, and includes the media and "interested" parties.

Student Body

- While the district board of education is ultimately responsible for students, direct supervision of the students is the responsibility of the teachers and building administrators.
- Faculty, staff and students should be familiar with evacuation routes from school facilities and where meeting points have been designated outside the school facilities.
- Accountability for every individual is crucial. Attendance should be taken and submitted to the incident commander or the individual directing the emergency and crisis response. Attendance taken during an emergency and crisis will have to be verified with daily records, as the situation permits.
- To avoid restlessness and panic, consider developing activities that will occupy the students until the crisis is over.

Interested Parties

Interested parties may be comprised of worried and frantic parents, the curious and those wishing to actively help.

- Plan to establish a physical perimeter around the school to control all entrances and exits;
- Restrict access of curiosity seekers and those stating they only want to help, when it cannot be discerned whether they have been properly trained; and
- Anticipate behavior of the communications media and their desire to infiltrate the school, and prepare appropriate responses to prevent them from crossing the physical perimeter.

Assessment of Traffic Control

Controlling vehicles at the scene of an emergency or crisis is a vital planning consideration that must address both incoming and outgoing traffic. Plans must consider the spontaneous arrival of family members, curiosity seekers, volunteers and other staff from outside the school's jurisdiction. While the plan may relinquish the responsibility of traffic control to the municipal government, school staff should be aware of the roles they may be called upon to fulfill. An additional consideration made necessary as a result of a terrorism threat, is the safety of all areas outside the immediate school buildings. Responsibility for traffic control must be defined in the school plan in coordination with municipal officials. Do not assume that the function is automatically a responsibility of the local government. The following need to be considered regarding traffic:

- Emergency vehicle access to all areas of the facility;
- Parking arrangements for volunteers who respond with private vehicles;
- Enforcement of parking regulations at the school (e.g., fire lane access, access to handicap zones);
- Plans for walk-away evacuations that address routes to assembly locations and methods to ensure accountability of students. If an immediate evacuation is required, students can be instructed to walk away from the facility. This may be required if there is not enough time to assemble buses;
- Establishment of a bus staging or loading area away from the building or areas of potential risk;
- Student release procedures. Parents should not be allowed to pick up students at the school if an evacuation is underway. Release of students in evacuation situations should be done at prearranged locations outside the affected area;
- Student vehicle limitations. Students who drive to school should not be allowed to utilize their own vehicles for evacuations. The addition of a large number of vehicles to the simultaneous influx of emergency or crisis response units could hinder evacuation. Furthermore, spontaneous evacuation of students with vehicles does not allow for student accountability. It should be noted that the Columbine shooters had their own car, which was parked in the school parking lot, rigged to explode. Had the explosion occurred with numerous students around it, more lives could have been lost;
- School closings. Early school closings should be managed by activating pre-established procedures; and
- Communications media presence. Representatives of the communications media will add a burden to traffic control activities and site access. It is necessary

to plan for and rely on local law enforcement organizations to control site accessibility.

Assessment of Relations with the Communications Media

When 750 national and international media descended upon Columbine High School following the 1999 shootings, the very talented and capable school district communications staff of four could not manage the media crush alone. They assembled a communication team of volunteers and staff people from inside and outside the school community to field calls and help manage communication efforts.

In a crisis, there is an urgent need to quickly inform the communications media and answer questions. The absence of information and communication lines creates a void that feeds anxiety, fuels misinformation and rumors and often results in mistakes by the communications media.

Therefore, at the district level, school administrators should consider plans for assembling a Crisis Response Communications Team to manage the requests and the physical presence of media and to build communication channels for parents and other community members to continually provide appropriate information. Members of the local National Education Association should be involved in developing and shaping the work of this team and may even provide staff to serve on the team.

Coverage of events by representatives of the communications media can make or break the success of an operation. In all emergencies, remember that there are two versions of reality. First is the actual event, what is really happening, and second, what people think is happening based on rumors, media reports, past history and perceptions of what they know and hear.

Prior to the event, appoint one representative of the school *district* to be the *single* point of contact with the communications media. The media liaison should be knowledgeable of all aspects of the emergency and crisis management plan and be able to explain the various activities occurring during the event.

Coordinate types of information to be released with police beforehand, especially if the event is criminal in nature. Only a pre-designated law enforcement liaison should release information on the legal aspects of a crisis. Similarly, only the district's liaison should speak about school policies and procedures.

Some points to consider in preparing for contacts with the communications media include the following:

- Think about creating “canned” press releases describing pertinent policies and procedures prior to the crisis.
- Have facts available about the facility and the number of students enrolled.

- Designate as the liaison an individual who is comfortable in front of the communications media, functions well under pressure and is credible.
- Be prepared to address the who, what, where, when, why and how of the emergency.
- Create a separate area for members of the communications media where they can see what is going on and get information. This location should be at a safe distance away from the students and sectioned off from the response activities. Schedule ongoing press conferences and ensure that the proper officials are in attendance.
- Anticipate media behavior, manage information dissemination and establish rumor control mechanisms.
- Inform all school staff, beforehand, with the name of the designated district liaison and his or her role. Make clear to staff that they are not to interact with representatives of the media, unless authorized by the liaison. Provide staff with a prepared statement to be recited, if approached by a representative of the communications media, that refers the representative to the district liaison.

Assessment of Student Role Potential

Students can fill many roles in emergency and crisis situations. Under no circumstances, however, should a student be sent into a dangerous situation.

- Students can be used, as needed, outside of the affected (i.e., danger) area.
- Students chosen to perform tasks should be individuals who have demonstrated the ability to be responsible with assigned tasks and have prior written consent from parents or guardians.
- Training must be provided to students who are asked to perform tasks in emergency situations.
- Distinctive identification should be provided for students fulfilling emergency responsibilities.
- Students may move from area to area passing along paperwork or gathering equipment. They may also verbally deliver messages, if other systems are down.
- Students may be assigned leadership roles to direct specific activities (e.g., attendance at the assembly point).
- Some students may be members of local emergency medical services and fire departments and can add their training to the overall response effort. (Note:

consider these roles based upon legal issues, such as parent or guardian consent, whether they can be released from the responsibility of the school and the legal responsibility of the volunteer agency).

The release of students should also be considered. In the event that the school will be shut down for the remainder of a school day, consider the following:

- Sending students home as soon as proper notifications are made and transportation is available. Proper notifications of parents/guardians or emergency contacts must be made following established school district policies. If parents or guardians are unreachable, keep the student at the school or reception site until notification is made; and
- Coordinating the release of students with the individuals responsible for traffic control and in accordance with the communications media relations plan.

If the closing of the school is due to an emergency or crisis, but not an evacuation, develop plans that include the following procedures:

- Directing students onto buses and maintaining accountability of students as they board by checking off names;
- Designating and utilizing an area of the facility where students can be picked up by their parents, who should check in and sign a release; and
- Instructing students with their own transportation to immediately proceed home, after notifying parent and assessing their abilities to safely operate vehicles. Students driving home should only be allowed to transport other students or siblings when prior parental approval has been provided to school authorities.

If the closing is due to an emergency and crisis evacuation, follow established procedures to move students and staff to the designated reception site. Release of students from this location should be accomplished after an evaluation of the situation that caused the evacuation indicates that it is safe to move.

Assessment of Mutual Aid

Schools should enter into mutual aid agreements with similar facilities in the area to share personnel and materials that can augment existing resources. Although mutual aid for police, fire, emergency medical services and other public safety agencies will not be coordinated by the school, familiarity with existing agreements for mutual aid is essential. Agencies should be provided with facility guides and campus maps and invited to visit the school facility for familiarization.

Assessment of Procedures Implemented for Special Needs

Disabilities and Non-English Speakers

During any planning effort, attention should be paid to the *Americans with Disabilities Act (ADA)* and New Jersey Barrier-free Sub-Codes (*N.J.A.C. 5:23-7*), where applicable. Special needs populations present particular challenges to emergency and crisis planners. Planning considerations should address the needs of students and staff with hearing, mobility, sight or other physical or health impairments. Other groups that may need special considerations include non-English speaking students and students within specific age ranges that have specific requirements.

Procedures for handling special education students should be as simple as possible. Special education students may react more intensely to the emergency and crisis situation, requiring additional actions on the responder's part or more responders. Considerations include the following:

- During evacuations, access and egress to sections of the school may not be available, so alternative methods and routes will be needed. This is especially a concern for mobility-impaired individuals; and
- Transportation of special needs individuals may require the need for specialized equipment already used in the day-to-day operations of the school. Determine whether these resources might be tasked by the district or local government for evacuation use.

Sheltering activities also require distinctive procedures for special needs individuals, such as:

- Assuring that the reception facility can accommodate the specific individuals. Do not assume that the agency or organization that is operating the reception center or shelter is aware that special needs individuals will be directed there. Many organizations are not prepared for, or will not handle, clients with special needs.
- Providing specialized staff at the reception or shelter facilities to meet the needs of the evacuees.

Described below are examples of health needs that also should be taken into consideration:

- Adding First Aid and Cardio Pulmonary Resuscitation (CPR) into the student's curriculum, as well as in-service training for the faculty and staff. Unlike other health problems of this magnitude, sudden cardiac arrest is treatable. The cure for most cases of sudden cardiac arrest is immediate treatment with a defibrillator, a device that shocks the heart out of a fatal rhythm, allowing a normal, healthy rhythm to resume.
- Training in understanding the role of defibrillation in the broader context of the cardiac chain of survival. Training for appropriate school staff, such as nurses and athletic trainers, in CPR and Automatic External Defibrillation will enable the rescuer to use all the steps in the cardiac chain of survival, which will significantly increase the victim's chance of survival.

- Activating Community Emergency Response Teams (CERT) at the local level as part of the President's Citizens Corps Initiative. Interested citizens volunteer to receive basic medical, firefighting and awareness training and form teams to assist first responders during a disaster, emergency or crisis situation.
- Addressing food allergies that some students may experience in the event of a lockdown.
- Having students' medications available for the medications needed by students on a regular basis.
- Utilizing school nurses in planning, preventing, possibly intervening and helping after a crisis incident has passed. (See Appendix E for a description of duties that the school nurse may perform). The NJDOE's publication titled *School Health Services Guidelines* is a document intended to aid the school nurse in providing a comprehensive health program in the context of the requirements of New Jersey Statutes and regulations. This document may be found on the NJDOE Web site at www.state.nj.us/njded/parents/shg.pdf.

Assessment of Training

Training activities for emergency and crisis plans and response activities should be conducted on a continuous basis for all students, faculty and staff. Participation in regularly scheduled exercises and drills with the local government is strongly encouraged. Training should be revised as plans change or as a result of experience in actual events. Remember to be inclusive, since multiple agencies and members of the school and community have a role in effective emergency and crisis plans. The records of training should be maintained and monitored to assure that current preparation is being emphasized for all existing, new and temporary members of the school community.

Training tends to fall into two basic categories:

- Generalized training for students and faculty, which should delineate roles, procedures and responsibilities concerning the subjects listed below. Training in the following general areas should occur according to a regular schedule:
 - Potential disasters;
 - Warning signals, emergency and crisis instructions and appropriate "instant survival techniques;"
 - Evacuation routes, staging areas, reception centers or shelter locations;
 - Availability of personal and group counseling and support following a disaster; and

- Updates in the emergency and crisis plan that affect the total population of the school.
- Specialized training for mastering the following portions of the emergency operations plan may need to be practiced more frequently:
 - Specific duties and procedures assigned to students, faculty and staff to fulfill responsibilities in the emergency and crisis plan; and
 - The coordination of the emergency operations plan and integration of the plan into school operations.

Assessment of Future Planning and Activities: An Ongoing Process

The National Infrastructure Protection Center has produced a document to guide managers of organizations who are considering security reviews or risk assessments. The difference between this type of assessment and the needs assessment delineated earlier in this manual is that this protocol emphasizes the total infrastructure of the organization. The document provides details on the Five-Step Risk Assessment Model of Critical Physical Assets. The five steps, which are explained in detail in Appendix C, are listed below:

1. Asset assessment
2. Threat assessment
3. Vulnerability assessment
4. Risk assessment
5. Identification of countermeasure options

Regarding threat assessment, while the Federal Bureau of Investigation’s Four-Pronged Approach to threat assessment focuses on particular individuals (see Appendix A for details), the Five-Step Risk Assessment Model identifies tangible and non-tangible risks relative to intentional acts by terrorist groups, criminals and others, as well as events that are not intentional, such as weather-related events (see Appendix D).

Planning for the future not only involves an examination of what should be done differently "the next time," it involves examining or changing the internal or external environment. This planning includes analyzing possibilities or things that can be done better before they happen. The planning process includes the comparison of the district’s plan, with building-level plans, as well as with those of the surrounding school districts that may be called upon for mutual aid. Finally, it examines ways to mitigate disasters before they happen.

One of the most important concepts is the necessity for continuous revisions to plans and procedures. A plan is never finished. There always will be opportunities to improve it. For instance, consider a process to document the entire school property and contents on videotape or photographs. This can provide valuable evidence if the facility is affected by a crisis..

Critical reviews are essential immediately after a disaster. Commonly referred to as "hot washes," these after-action reviews should include all participants in a no-fault atmosphere, where participants are encouraged to share positive and negative experiences. Results should be recorded and should not be limited to debriefings, but should include examining plans and procedures that were utilized in the emergency.

In addition to modifications to plans and procedures, consider developing a "needs list" of materials, equipment or even changes to the facility. Prioritize the items on the needs list, identify possible obstacles for acquisition and develop suggestions for fiscal managers to overcome these obstacles.

After a disaster, remember to acknowledge the help received. Develop within your plan a way to express appreciation to those who spent so many hours and may have faced many physical and mental health risks. Your expressions of appreciation and concern, where appropriate, will go a long way toward building cooperative relationships in the community.

After a full needs assessment has been conducted, crisis and emergency response policies and procedures and postvention programs should be developed for inclusion in the school safety plan. After practice sessions are held, components of the school safety plan may be modified or deleted, as appropriate.

The following supportive resources are available from the New Jersey Department of Education to assist school districts in the development and modification of school safety plans:

- The New Jersey Department of Education's publication titled *A Guide for the Development of a Districtwide School Safety Plan*, which includes a section on school building emergency and crisis management planning. A copy of this document has been provided to each school district and is available on the department's Web site. (http://www.state.nj.us/njded/educators/school_safety_man.pdf)
- The New Jersey Department of Education's publication titled *A Resource Manual for Intervention and Referral Service*, which provides guidance for schools to implement building-based problem-solving teams, pursuant to *N.J.A.C. 6A:16-7*, that are established to identify and remediate academic, behavior and health problems at early stages of identification. (<http://www.nj.gov/njded/students/irs/>)
- Additional information and resources on crisis management and prevention and intervention programs can be found at the United States Department of Education's Web site (www.ed.gov/emergencyplan/).

LEGAL REQUIREMENTS AND POLICIES

April 20, 1999: The worst school shooting committed by students, to date, occurred when two students shot 32 students and a teacher in a paramilitary style operation before killing themselves. They killed 12 of their classmates, as well as the teacher. They had spent the previous 12 months collecting weapons and making homemade explosives. One of the student's girlfriends had legally purchased three of the four guns used in the Columbine High School massacre.

The research on what works in school-based emergency and crisis planning is in its infancy. While a growing body of research and literature is available on emergency and crisis management for schools, there is little hard evidence to quantify best practices. Few cases can be formally evaluated. Fortunately, major crises, especially catastrophic events, are rare in the nation's schools.

Much of the information in this document draws heavily on what we know about emergency and crisis management and policies from a variety of settings. The following list describes aspects of safety that should be addressed by policies and procedures developed by each school district.

ADDRESSING VIOLENCE

As described previously in the chapter of this manual titled "The Planning Process," policies and procedures should be established using a district-wide planning team with comprehensive representation from the school and community. The district planning team should establish policies and procedures for preventing violence and for intervening when it occurs, including post-crisis intervention. The district's policies and procedures, as well as the consequences of policy violations, should be clearly posted.

IDENTIFYING AND ASSESSING TROUBLED STUDENTS

Establish policies, procedures and mechanisms for identifying troubled youth, referring them for assessments, providing them with or referring them to appropriate school or community services and monitoring their progress. Depending on the needs of each student, the building's Intervention and Referral Services team (*N.J.A.C. 6A:16-7*), the district's student support services staff, the building's emergency and crisis response team or other established team or service exist to intervene with troubled students.

PROVIDING ADULT CONFIDANTS

Identify at least two adults in each school to whom students can speak about their fears or concerns regarding their own safety or their own confusion, anger or sadness. These adults can also serve as confidants with whom adolescents can anonymously reveal threats made by other students. Establish procedures to follow up these revelations. Make sure everyone knows about these resource people. These individuals should be

members of the emergency and crisis response team or other core response team established by the school.

INFORMING STAFF OF SCHOOL-BASED PROGRAMS

Ensure that all staff and students are aware of the violence and substance abuse prevention and intervention programs, social competency training and mental health programs offered in their school, including the purpose, eligibility criteria and referral procedures. The range of programs should be evaluated for effectiveness and comprehensiveness. It is also important to secure feedback from the students enrolled in these programs, including their levels of satisfaction with the programs and ways in which they think the programs can be improved.

ESTABLISHING CODES OF STUDENT CONDUCT

In developing school district policies and procedures, administrators should review and incorporate the provisions of federal and state statutes, regulations and policy guidelines. The documents described below can provide guidance to schools for establishing codes of conduct:

The provisions of *N.J.A.C. 6A:16-5.1* establish the minimum requirements for student codes of conduct. The regulations include requirements for the codes of conduct to include, at a minimum, student responsibilities and rights, disciplinary sanctions and due process and positive reinforcement for good conduct and academic success. Additional guidance for the development of codes of student conduct is provided in the NJDOE publication titled *Student Codes of Conduct: A Guide to Policy Review and Code Development*, which is available at www.state.nj.us/njded/code/title6a/chap29/conduct.pdf.

In addition to summarizing the legal framework for school conduct policies and procedures, the publication offers guidance to school districts in the following areas: the purpose of codes of conduct, the process for developing effective codes of conduct, components of district codes of conduct, strategies for implementing codes of conduct and a list of supportive national and state resources.

The codes of student conduct, student expectations and core values upon which they are based, must be developed as a result of discussions among representatives of the school and community. School leaders should use these discussions and other opportunities to impress upon parents and primary caregivers that they are ultimately responsible for setting norms for acceptable student behavior.

Codes of conduct should include the following:

- Requirements for the involvement of school staff, students and families in the development and implementation of fair rules;
- Provisions for school-wide and classroom support to implement the rules;
- An explanation of due process rights;

- Provisions for educational services and support for students who have been suspended or expelled from school;
- Policy positions that the possession of weapons, alcohol, tobacco or other drugs are not acceptable and will not be tolerated; and
- A description of school anti-harassment, intimidation, bullying and violence policies.

MANAGING SUDDEN TRAUMATIC LOSS IN SCHOOLS

Managing Sudden Traumatic Loss in the Schools is a publication developed by the University of Medicine and Dentistry of New Jersey (UMDNJ), in part, under a grant from NJDOE using federal *Safe and Drug-Free Schools and Communities Act* funds, that has been disseminated to all chief school administrators. (Additional copies are available from the American Association of Suicidology by contacting (202) 237-2280.)

The document provides valuable information for the development of policies and procedures for sudden loss events. The publication includes suggested guidelines for identifying needs, structuring responses to sudden loss events, mobilizing the crisis response team, helping the faculty, addressing parental concerns, working with the communications media, reaching out to students, utilizing community resources, coping during holidays and vacations, suggested reading for children and sample forms, correspondence and checklists.

As a result of NJDOE's project with the University of Medicine and Dentistry of New Jersey (UMDNJ), University Behavioral HealthCare, a plan for the coordination of services and the establishment of county traumatic loss coalitions exist in most counties in New Jersey. School administrators may contact the director for the Department of Human Services in their respective counties to obtain a copy of their county's plan and information on the traumatic loss coalitions.

In addition to providing training and technical assistance to schools, UMDNJ has developed a five-part videotape series, in part under a grant from NJDOE, to assist school staff in planning and responding to sudden loss events. The video series has been disseminated to all school districts to support local professional development and community awareness efforts. It is also available from the American Association of Suicidology by contacting (202) 237-2280.

ADDRESSING BULLYING, HARASSMENT AND INTIMIDATION POLICIES

Bullying, harassment and intimidation are typically perpetrated by stronger individuals or groups against weaker, isolated individuals, and many times the bullying is witnessed by other students. These behaviors include physical or verbal attacks, sometimes threats, aimed at another person. Pursuant to *N.J.S.A. 18A:37-13 et seq.*, all New Jersey school districts are required to have a policy prohibiting harassment, intimidation and bullying that must address, at a minimum, the ten criteria established in the authorizing statute.

Elements that the anti-bullying policy must include are as follows:

- A statement prohibiting bullying, harassment and intimidation;
- A definition of bullying, harassment and intimidation, with examples of bullying behaviors;
- Reporting responsibilities of parents, students and school staff who witness bullying or receive verbal reports of bullying;
- Requirements for school staff to address and *remediate* bullying behaviors;
- Behavioral expectations;
- Prompt investigation procedures;
- A range of responses to bullying behavior;
- Prohibition for retaliation or reprisals;
- Consequences and remedial actions for false accusations; and
- Plans for publicizing the policy.

As required under the anti-bullying, harassment and intimidation statute, the NJDOE has developed and published on its Web site (<http://www.state.nj.us/njded/parents/bully.htm>) a *Model Policy Prohibiting Harassment, Intimidation and Bullying on School Property, at School-sponsored Functions and on School Buses* to guide boards of education in developing their local policies.

DEFINING WEAPONS

With the availability of weapons, the potential for lethal violence in schools remains high. Each district must establish a policy delineating exactly what will happen to a student if he or she has a weapon in his or her possession while on school grounds. The definition of a “weapon” should to be made clear to students and parents, and law enforcement should be consulted when developing the definition. For example, everyone knows that a gun or a knife is a weapon, but when does a hair pin or a pencil become a weapon? Schools should refer to the provisions of *N.J.S.A. 18A:37-7* through 12 and *N.J.A.C 6A:16-5.5* through 5.7 for firearm’s requirements in this area, as well as the definitions of offenses reported under the Electronic Violence and Vandalism Reporting System (EVVRS), pursuant to *N.J.A.C 6A:16-5.3*.

MAKING THREATS

All threats to harm others or self should to be taken seriously. School administrators should develop specific procedures for dealing with students who make threats. Disciplinary actions may depend on the degree of explicitness of the threat (See *Conducting a Threat Assessment* in the chapter of this manual titled “Prevention and Intervention”). The policy should be clearly explained to all school staff and students. A hotline may be established for students to anonymously report threats made by other students.

PREVENTING HATE AND BIAS

In response to the increasing diversification within communities and educational institutions, students should develop a broader understanding of individuals who are different from themselves. Policies to prevent hate and bias actions should be implemented similar to the district's anti-bullying policies. When hate and bias and other crimes occur, schools should act in accordance with the terms of the Memorandum of Agreement Between Education and Law Enforcement officials, pursuant to *N.J.A.C.* 6A:16-6, as appropriate.

TARGET HARDENING FOR SCHOOL FACILITIES

Target hardening or mitigation is a process wherein a campus or building is made into a more difficult or less attractive target. It does not necessarily mean the construction of an impenetrable bunker, although this would be the extreme case of target hardening.

LONG-RANGE FACILITIES PLAN

School districts must ensure that plans, procedures and mechanisms take into consideration and are consistent with their Long-range Facilities Plan (LRFP). Presently, in response to the Educational Facilities Construction and Financing Act (EFCFA), the NJDOE reviews every (non-exempt) public school district's Long-range Facilities Plan every five years for conformance to *N.J.A.C. 6A:26-1 et seq.* In addition, all capital public school projects must be presented to the NJDOE for review and approval. This review and approval verifies that a project is consistent with the district's approved LRFP, and checks for eligibility for funding under EFCFA.

As part of this LRFP, a district completes a Web-based database of school information, which is divided into four input sections, and has a fifth "report" section that generates reports for review by both the district and the NJDOE on the information identified below:

- Existing Building and Site Inventory
- Enrollment Projections
- Existing Facilities Assessment
- Facility Condition Assessment
- Proposed Configuration
- Funded Projects
- Long-range Plan Submission
- Evaluative Criteria
- School Models
- Rooms Inventory
- Plan Configuration
- Proposed Rooms
- Scope of Work

In Section I of the Long-range Facilities Planning database, aggregate building information is entered, such as gross square footage of each building section (i.e., the "1929 section" or the "1968 section"), and the acreage of the site attributed to each building.

In Section II of the Long -range Facilities Planning database, the existing and proposed enrollments are noted, as well as supplementary existing school facility information, which are listed room by room for each building section (i.e., net square footage and use of each room), along with a list of all site improvements for each building section. This section also captures all the school projects that are not noted in the "existing" facility information, but which have been previously approved and funded.

In Section III of the Long-range Facilities Planning database, a list of equipment and other amenities (e.g., cable, telephone) is noted for each of the rooms presented in

Section II, and a list of deficiencies for each of the building sections is input for the "40 systems" of a school facility. (Note: "site" is a system, "roof" is a system, etc.)

In Section IV of the Long-range Facilities Planning database, the district creates different scenarios called options and chooses one option that will generate "reports" in Section V of the LRFP database. Each option comprises groups of various "projects." Projects are either groups of deficiencies that a district wants to fix, or a space or site the district wants to create, improve or delete, including a change-of-use plan for an existing space.

The level of protection (i.e., hardening) should be appropriate to the level of risk. The Department of Defense (DOD) Antiterrorism Standards for Buildings (UFC4-010-01) provides "planning, design, construction, sustainment, restoration and modernization criteria." Several design strategies that appear repeatedly throughout the literature on target hardening include the following:

- Maximize standoff distance.
- Prevent building collapse.
- Minimize hazardous flying debris.
- Provide effective building layout.
- Limit airborne contamination.
- Provide mass notification.

The DOD's level of protection criteria for schools (i.e., the primary gathering building) is low. This means, for example, that it has minimum stand-off distances from a perimeter; vehicular access restrictions; certain structural enhancements; fenestration improvements, such as laminated glass; layout considerations; no accessible air intakes; and landscaping which can enhance security. Most people would not notice the hardening efforts.

Target hardening includes security considerations that are routinely provided, including perimeter fencing, site lighting, parking and drop-off design that supports access and security considerations, and landscape design. A listing of target-hardening best practices can be found later in this section of this manual. This listing of recommendations should be applied selectively and as necessary to address the concerns identified in the risk management evaluation.

It should be noted that parking facilities should not be located beneath structures that are to be target-hardened. When, however, this consideration or standoff distances cannot be achieved, then more operational safeguards need to be implemented to make up for this absence of facility protection.

Different threats and vulnerabilities require different hardening solutions. When an explosive is considered, look to increase the standoff distance from the building to keep

the explosive's location away from the building. Damage and injury from glass fragmentation can be minimized by using laminated glass during construction or renovation. If the threat is from an external rifle located beyond the standoff distance, visibility can be limited by screening windows with landscaping or reflective film. At the same time, consider ballistic resistant glass. If the threat is from an internal gunman, consider ways to enhance local law enforcement's visibility from the exterior. (Alternatively, this visibility could be provided with closed circuit television or telephones.) The target-hardening effort must be responsive to the risk management analysis. Remember, one size does not fit all.

Target-hardening, as explained above, aims to make a school a more difficult or less attractive target. While some protective measures seek to limit visibility on a set-back campus, urban area schools without benefit of setback space may take advantage of casual observation opportunities incorporated by design. Staff, passers-by, and others in a position to observe may make the area less attractive for unexpected or criminal activity. Similarly, building layout and decentralization of administrative staff can improve casual observation opportunities within a facility.

VISITORS to SCHOOL

For security purposes, all schools should control access to and egress from the school building. Points to consider regarding visitors to the school are as follows:

- Post outdoor and exit door signs to direct all visitors to the entrance they are to enter.
- Utilize positive welcoming signs.
- Require all visitors to pass through an office area that offers verbal and visual contact with school staff.
- Require all visitors to sign in and receive a sticker or other badge that clearly identifies them as a visitor for a specific day and time period.
- Designate staff to have face-to-face contact with visitors to inquire about and confirm the persons' names, areas or rooms to be visited and nature of their visits.
- If the visitor is new to the school or unsure of the room location, have a staff member meet him or her or accompany him or her.
- Require visitors to return to the office to sign out.
- Permit no exceptions to the visitor policy.
- Involve and acquaint parents, parent-teacher organizations and the general community with the policy and the school's need to know who is in the building, at all times.
- All teachers and staff should know the policy and be expected to follow the policy, without exception.

- All staff should be expected to question people without a badge and ask them to check with the office before proceeding to their intended destination.

BUILDING EVALUATION

- Exterior Site

- *Site Access*

- Establish a perimeter protection zone (see Vehicular Access below), such as an anti-ram perimeter. In its *Facilities Standards for Public Building Service, Security Design*, The United States General Services Administration recommends this to be a specific designation, e.g., barriers are designed to stop a vehicle weighing X pounds traveling at Y speed.
 - Establish an anti-climb perimeter.
 - Install site signage for traffic and pedestrian circulation,
 - Provide site lighting: Higher levels are better for direct observation; lower levels are better for cameras.
 - Include access roads in the evaluation.
 - Separate loading areas from utility areas by 50 feet.
 - Establish clear lines of sight for gathering, recreation, loading and parking areas.

- *Vehicular Access*

The most basic access control is the building's setback (sometimes called "standoff distance") from vehicular access. In an article entitled, "US Department of State Approach to Physical Security as Related to Blast Mitigation," the Department of State observed that beyond "150 to 200 feet, the wind loading and seismic requirements typically dominate and provide inherent protection against many blast concerns." On an existing site, access can be controlled by the following:

- Creating a buffer zone;
 - Installing bollards (i.e., short posts set at intervals to limit or exclude vehicular traffic);
 - Installing remote control or card-access gates--with anti-ram hydraulic drop arms, where possible;
 - Using street furniture and landscaping;
 - Creating a circulation route that controls speed;
 - Using signs to direct and control traffic flow;
 - Creating drop-off areas that prohibit unattended vehicles;

- Establishing an effective setback. In the "DOD Minimum Antiterrorism Standards for Buildings," the Department of Defense has established a setback of 148 feet as optimum for blast protection; 82 feet is considered an effective setback;
 - Securing unobstructed space for observing pedestrian, as well as vehicular, activity. This applies to the building perimeter, as well as to the roof. Placement of equipment on the roof should allow for unobstructed space. Any equipment on the roof should be protected on all four sides and the top. Access to the roof should be restricted;
 - Using low height vegetation to reduce hiding places;
 - Using low parapets; and
 - Eliminating fences, walls, utility boxes and low-rise areas that could be used for access to upper floors or the roof.
- ***Parking***
 - Include, additions to parking lots and garages, parking on adjacent streets and properties;
 - Ensure adequate lighting of the parking area;
 - Control access to parking garages electronically, where possible. Placard or decal car identification is another alternative;
 - Tow unauthorized vehicles;
 - Assign parking spaces closest to the building to authorized vehicles; and
 - Restrict parking under a building overhang, and do not place loading areas under an overhang.
- ***Loading Areas***
 - Separate loading areas from utility areas by 50 feet.
 - Avoid putting loading areas under buildings. If a loading area is under an existing building, harden the building to withstand a blast.
- ***Building Entrance***
 - Minimize the number of public entrances.
 - Alternate entrances, such as first floor windows, should be secured.
 - Building entrances should not face the installation (i.e., facility's site) perimeters.
 - Exterior doors should open out so they will settle into the frame in a blast and will not be blown into the building.

- Avoid placing trashcans or mailboxes near entrances.
- Restrict access to the roof, which should be considered a building entrance. Any equipment on the roof should be treated as a mechanical area and should be fenced or otherwise protected with barriers. The roof should be accessed by keycard or keypads and not be part of an evacuation plan.
- Prohibit access to upper floors or the roof through covered circulation.

➤ **Building Interior**

- ***General***

- Consideration should be given to gathering places, both interior and exterior. Public toilets should be in secure areas. Offices of essential (also called "vulnerable") officials should be placed so that the occupants cannot be seen from the street or public areas. Where possible, these offices should face courtyards, internal sites and controlled areas. Windows should be glazed. Staff should be used for security observations.

- ***Controlled Access at Entrance***

- There are many ways to control access, depending on the level of risk identified and the level of protection sought. Listed below are strategies for controlling access:
 - Revolving door;
 - Identification cards;
 - Metal detectors;
 - Scanning devices;
 - Explosion detectors
 - Security staff;
 - Involvement of users of other locations in the facility, including the gym, auditorium, library and health clinic. (Users should know security practices, evacuation procedures and be aware of anomalies that could be dangerous.);
 - Intrusion detection (e.g., alarms, motion detectors, cameras); and
 - Technology (e.g., keypads, cameras, biometrics).

- ***Lobbies, Mailrooms, Loading Docks and Storage Areas***

- Each should be isolated from the rest of the building.
- The heating, ventilation and air conditioning system to these areas should be isolated from the rest of the building and access should be locked or otherwise secured.

- Exterior doors to these areas should remain closed and access should be controlled.
- ***Utilities***
 - The following critical building components should be separated from the main entrance, parking, loading areas and mail rooms and access should be controlled.
 - The emergency generator, including the fuel system, sprinkler system and water supply should have controlled access as should normal fuel storage.

The emergency fuel storage day tank should be mounted near the generator. The day tank should be protected in the same way as the generator is protected. The hours of power stored should be known and specified. Considerations for utilities follow:

- Protect main switch gear;
 - Secure telephone system, the building should have two systems for refuge sites;
 - Locate fire pumps;
 - Provide an uninterruptible power supply system controlling critical functions;
 - Protect elevator machinery and controls;
 - Secure shafts (e.g., stairs, elevator, utilities);
 - Install critical distribution feeders for emergency and crisis power;
 - Conceal incoming utilities;
 - Provide utilities with blast protection;
 - Mount utilities so they are not on exterior walls or on walls shared with mailrooms;
 - Ensure utilities do not share the same enclosed space;
 - Install electrical-emergency and normal panels and electrical distribution conduits and switch gear separately, at different locations and as far apart as possible. Low voltage and copper wires should not share a conduit with high voltage power conductors; fiber optic is better. Where possible, empty conduits should be installed for future use.
- ***Heating, Ventilation, Air Conditioning (HVAC) and Air Filtration System***

- Restrict access to air intakes. This can be accomplished by relocating the air intake. One method is to raise the air intake. The recommended height varies from 10-20 feet. (There is consensus that it should be at the highest feasible level.) The building threshold varies from three stories to 12 stories. Another alternative is to relocate the air intake to the roof. A third option is to extend outdoor air intakes, which can be done without adversely impacting system performance. The final option is to establish a security zone (i.e., a perimeter barrier) to protect the air intake from public access.
- Slope the outdoor air intake, where feasible, 45 degrees to prevent objects from being placed in the outdoor air intake. Screen or otherwise protect the air intake area.
- Restrict access by keyed locks or keycards to mechanical areas that provide access to essential building systems, including HVAC, elevator and water.
- Secure air return grilles.
- Identify and evaluate HVAC control options.
- Assess filtration and implement the highest filtration efficiency compatible with installed system. Particulate filters are reasonable and efficient. Carbon granules are effective against molecular infiltration. Gas and vapor filters are costly both initially and in maintenance.
- Install low-leakage, fast-acting (i.e., less than 30 seconds) dampers.
- Provide systems with single switch controls with relays to turn off fans.
- Provide outside air intakes with automatic dampers.
- The building should have dedicated ventilation and exhaust systems.
- Control infiltration and exfiltration through a tight building envelope.
- Divide the building into zones. Some zones should be positively pressured with regard to adjacent zones or outdoor air. Other zones should be negatively pressured with regard to adjacent zones, such as kitchens.
- Consider installing intrusion alarms for the system and at the air intake.

Points to Consider:

- Ducted return air systems offer a limited access point to introduce a chemical, biological or radiological agent. They can be conspicuously placed and, therefore, can be easily observed.
 - Non-ducted return air systems allow the introduction of an agent anywhere above the dropped ceiling or plenum. Highly efficient filters are important in this system. Replacing this system with a ducted return air system involves a major renovation.
- ***Fire Protection***
 There are three types of fire protection: Sprinklers (active); fire resistance barriers (passive); and operational (training and maintenance).
 - Select smoke-control systems that have single-switch controls with relays to operate fans for controlling the smoke and purging the building.
 - Locate smoke-control systems away from high-risk areas, such as loading docks or garages.
 - Protect system controls and wiring.
 - Connect to emergency and crisis power.
 - Provide stand-alone control panels for smoke removal equipment.
 - Analyze and retrofit smoke-control systems to avoid trapping smoke if windows do not break.
 - Pressurize egress routes.
- ***Windows***
 Shattering glass is the greatest nonstructural hazard.
 - Install shatter-resistant materials.
 - Install insulated glass.
 - Reinforce frames.
 - Locate windows with detonation points in new construction. Avoid exterior ornamentation.
 - Secure the windows by ensuring that windows that can be opened or also be locked.
 - Consider clerestory windows or glass block.
- ***Elevators***
 - Have one glass side (visibility is protective).
 - Control electronically (card-activated), where possible.
- ***Stairwells***

- Prohibit exiting into lobby, parking or loading areas.
 - Install glass where possible (visibility is protective).
 - Locate egress stairs remote from an area identified as vulnerable to a blast.
- ***Public Address and Other Communication Systems***
 - These systems should be redundant.
 - The base radio and antenna system should be installed in stairwells. Portable sets should be available on floors.
 - There should be more than one alarm and more than one information system.
 - The circuits should operate in more than one direction.
 - ***Control Centers***

There are several kinds of emergency and crisis control centers.

 - Operational control center;
 - Fire command center;
 - Security control center; and
 - Backup control center.

THREAT-SPECIFIC RECOMMENDATIONS

➤ **Blasts (20-60 pound debris traveling at 600-1,000 mph)**

Source: United States Department of State.

- Provide anti-ram perimeter.
- Use anti-climb perimeter.
- For supplemental containment – construct the steel stud wall behind existing exterior walls in moment-resisting concrete, steel-backed gypsum (can be stand-alone, but works well with muntin window system).
- Windows are the greatest nonstructural hazard and should be retrofitted. Options include sunshade windows (for fragment containment); polycarbonate steel trap window retrofit (second window is installed behind exterior window); muntin window (particularly effective thinner glaze is possible for larger windows).
- Upgrade structural components to prevent or delay collapse.
- In new construction, maximize distances between parking and entrance.
- Structural integrity should be evaluated in terms of continuity, redundancy and ductility. There are three design options: indirect, in which minimum strength levels are provided through continuity and ductility; alternate, in

which alternate load paths are provided when a primary member is lost; and specific local resistance in which the structure must withstand the intensity of abnormal loading and resist collapse.

➤ ***Ballistics Protection***

- Visual shielding (opaque windows).
- Ballistic-resistant doors and windows or window films.

➤ ***Physical Intrusion Protection***

- Control access to building or campus, including the perimeter, traffic and entrance.
- Install video, alarm system, motion and explosive detection, speaker verification system, biometrics and clear zones for intrusion detection. Detection-based systems must include an evaluation of the response time in order to evaluate their effectiveness.

Protect the information technology that runs these systems.

PREVENTION AND INTERVENTION

Prevention programs that naturally flow from the policies and procedures developed by the school extend the opportunity to disseminate important safety-related information to students, parents and school staff. Several ways to introduce and emphasize school safety are explained below. They include developing a curriculum and presenting programs to students, parents and staff, fostering a climate of respect, recognizing early warning signs and conducting a threat assessment.

FOSTERING A CULTURE OF RESPECT AND SAFETY

In addition to the formal programs and topics discussed in classes, daily interaction with students in a positive manner may also help students feel safe and, therefore, reduce the threat of violence. In educational settings that support climates of safety, adults and students respect each other. A safe school environment offers positive personal role models among its faculty. It provides a place for open discussion, where diversity and differences are respected, communication between adults and students is encouraged and supported and conflict is constructively managed and mediated.

Cultures and climates of safety support environments in which teachers and administrators pay attention to students' social and emotional needs, as well as their academic needs. Such environments emphasize "emotional intelligence," as well as educational or intellectual pursuits. Students experience a sense of emotional "fit" and of respect within the school body making them less likely to engage in or be victimized by harmful behavior.

A culture of safety creates "shame-free zones" in which daily teasing and bullying is not accepted as a normal part of the students' culture. School environments characterized by bullying and meanness can lead to student isolation and fear. At best, school environments that turn a blind eye to bullying and teasing inhibit the work of school learning and growth. At the worst, such environments allow behavior that fosters fear and fury that can stunt the healthy development of its victims, and may lead to psychological and physical violence.

Creating Connections Among Adults and Students

Connection through human relationships is a central component of a culture of safety and respect. This connection is the critical emotional glue among students, and between students and adults charged with meeting students' educational, social, emotional and safety needs.

In a climate of safety, students have a positive connection to at least one adult in authority. Each student knows that there is an adult to whom he or she can turn for support and advice if things get tough and with whom that student can share his or her concerns openly and without fear of shame or reprisal. Schools support communication

between students and adults about concerns and problems when students feel able to talk to teachers, deans, secretaries, coaches, custodians, counselors, nurses, food service workers, school safety officers, bus drivers, principals and other staff.

Schools that emphasize personal contact and connection between school officials and students can take steps to identify and include students who have few perceptible connections to the school. For example, during staff meetings in a school in a California school district, the names of students are posted, and school faculty members are asked to place stars next to the names of the students with whom they have the closest relationships. Faculty members then focus on establishing relationships with the students with the fewest stars next to their names.

Breaking the "Code of Silence"

In many schools there is a pervasive sense among students and some adults that telling grownups that another student is in pain or may pose a threat violates an unwritten, but powerful "code of silence." A code of silence has the potentially damaging effect of forcing students to handle their pain and problems on their own, without the benefit of adult support. These codes also suggest that a student should not bring any concerns that he or she may have about a peer's behavior to the attention of responsible adults.

Student silence may be very dangerous. Reports of studies indicate that most school shooters shared their potentially lethal plans with other students, but that students who knew of planned attacks rarely told adults.

In a climate of safety, students may be willing to break the code of silence. Students are more likely to turn to trusted adults for help in resolving problems. Moreover, students are more willing to share their concerns about the problem behavior of peers with their teachers and other adults in positions of authority within the school without feeling that they are "snitching" or "ratting" on a buddy or friend.

As a result of responsible bystander behavior, serious problems come to adult attention earlier, before these problems lead to violence. Problems are raised and addressed before they become serious, and the potential for school violence arguably is diminished. In an environment that encourages communication between students and adults, information does not remain "secret" until it is too late. In fact, it is considered good citizenship or even heroic to go to a teacher to share the fact that a fellow student is in trouble and may be contemplating a dangerous act.

STUDENT CURRICULUM AND PROGRAMS

One strategy for combating violence in the schools is to develop a comprehensive curriculum and offer programs that address emotions, attitudes and behaviors that facilitate and trigger violent acts. Some of the subjects that may be addressed are described below.

➤ **Core Curriculum Content Standards**

The creation of safe and disciplined school environments can be enhanced by providing classroom instruction in violence, safety and related life skills and health information under the required *Core Curriculum Content Standards for Comprehensive Health and Physical Education* (CHPE). Instruction in life skills, such as social problem-solving, decision-making and communication, provides students with behavioral competencies and parameters necessary for supporting safe and respectful school environments. The performance indicators under the CHPE Core Curriculum Content Standards can be achieved either through structured lesson plans or through the integration of the CHPE standards into other subjects.

Additionally, the NJDOE publication entitled, *Curriculum Framework for Health and Physical Education*, which has been disseminated to all chief school administrators and can be found at <http://www.state.nj.us/njded/frameworks>, includes 140 sample lessons for educators to consider in providing instruction in the CHPE standards. A number of the lessons address topics related to violence prevention and positive social development and can serve as guides for the development of school curricula in violence prevention and the promotion of school safety.

There are many examples of scientifically research-based curricula and programs. To access such examples, visit the following sites:

- Exemplary and Promising Safe, Disciplined and Drug-Free Schools Programs 2001, by the United States Department of Education, at <http://www.ed.gov/admins/lead/safety/exemplary01/index.html?exp=0>
- Blueprints for Violence Prevention by the Center for the Study and Prevention of Violence, University of Colorado at Boulder, which can be found at <http://www.cipohio.org/pdf/matrix.pdf>

The following CHPE standards include various performance indicators that address aspects of student safety, violence and domestic abuse as follows:

- Standard 2 - All students will learn health promotion and disease prevention concepts and health-enhancing behaviors.
- Standard 2 - All students will learn health-enhancing personal, interpersonal and life skills.
- Standard 2.3 - All students will learn the physical, mental, emotional and social effects of the use and abuse of alcohol, tobacco and other drugs.
- Standard 2.4 - All students will learn the biological, social, cultural and psychological aspects of human sexuality and family life.

➤ **Social and Emotional Learning**

Social and emotional learning (SEL) refers to knowledge, habits, skills and ideals that are at the heart of a child's academic, personal, social and civic development. They are necessary for success in both school and life. This type of learning enables individuals to recognize and manage emotions, develop caring and concern for others, make responsible decisions, establish and maintain positive relationships, and effectively respond to challenging situations. Findings of the research literature strongly indicate that competent young people (i.e., those who are most likely to succeed academically and in their personal, work and civic lives) are socially and emotionally capable and have strong personal and interpersonal skills. They are aware of their strengths and are optimistic about the future. They are able to set and achieve goals and effectively solve problems. They are concerned about other people, empathize with and show respect for others, appreciate diversity and make positive contributions to their communities. Research findings and program examples can be found on the Collaborative for Academic, Social and Emotional Learning's (CASEL) Web site: http://www.casel.org/about_sel/SELprograms.php.

Information regarding additional research-based programs that integrate social and emotional learning can be found at the following location on the United States Department of Education's Web site:

<http://www.ed.gov/admins/lead/safety/exemplary01/edlite-exemplarychart.html>,

and also at the following location on the Office of Juvenile Justice and Delinquency Prevention's website at

http://www.ncjrs.org/html/ojjdp/jjbul2001_7_3/contents.html.

➤ **Life Skills**

Students who are at risk for school failure experience increased intensity, frequency and exposure to various social problems at younger ages than students in the 1990's. While schools are not solely responsible for curing societal ills, they have a role in helping students become good citizens and capable and compassionate adults. Schools are positioned to provide students with guidance in the areas of personal, interpersonal and life skills.

It has been reported that health-literate and physically educated students communicate effectively and are less likely to engage in "risky" behavior. The infusion of life skills into the curriculum and the development of special programs that impart skills for living can empower students to make healthy decisions and resist behaviors that limit positive growth and learning.

➤ **Character Education**

In character education, the school and community collaboratively identify the core values of the school and work together to teach and reinforce the shared values with children and youth. The NJDOE administers the Governor's New Jersey Character Education Partnership Initiative (NJCEPI), which provides voluntary state aid to help each public school district develop, implement or

enhance character education programs in a least one school building. Schools may use funds under NJCEPI to support appropriate components of the school safety plan and should use the core values established in cooperation with the community as a framework for the planning and delivery of their prevention and intervention programs and services.

New Jersey Center for Character Education

The NJDOE has created the New Jersey Center for Character Education (NJCCE), housed at the Center for Applied Psychology in the Graduate School of Applied and Professional Psychology, Rutgers University. The NJCCE was established to help the NJDOE develop new initiatives to improve character education in schools to help students become productive, informed and actively involved citizens.

The New Jersey Center for Character Education (NJCCE) provides guidance, leadership and support for public and nonpublic educators in developing and implementing character education programs. The center provides statewide and regional conferences annually, facilitates the work of ten demonstration project school districts, and supports an information dissemination and collegial response forum titled the New Jersey Character Education Network.

The center also provides technical assistance regarding program design and evaluation to school districts in association with the NJCEPI's program of state aid for all school districts. Additional information about the center may be found on their website at: http://216.119.109.199/character_ed/main_new.cfm.

➤ **Conflict Resolution**

- Conflict resolution is essential for maintaining harmony in educational settings. Research studies report the following results when this skill is integrated into the educational process:
 - Reduction in violent incidents.
 - Improvement of students' social and emotional development.
 - Improvement in classroom management.
- Having control over the school setting, particularly classrooms, is necessary to provide an optimum level of learning. Generally, the way the classroom is organized, the manner in which school staff communicate with and monitor student performance and the techniques teachers use to deliver the instructional program all have an effect on student behavior. In addition, being able to identify at risk youth and referring them to appropriate school staff is conducive to creating a safe school environment.

➤ **Peer Mediation**

Peer mediation may be a beneficial conflict resolution approach. In peer mediation programs, training is provided to students who are representative of

the student body and empowered to help peers resolve or manage disagreements. The training not only provides students with the tools for being effective mediators, but also instills in them valuable skills for use in their personal lives.

➤ **Anti-Bullying Programs**

Bullying in school has become a serious problem for many students. This problem can have negative effects on the general school climate and the right of students to learn in a safe and violence-free environment according to "What Should Parents and Teachers Know about Bullying," published by ACCESS ERIC. Research reports indicate that bullying may have lifelong effects, such as depression, low self-esteem and destructive adult behavior on both victims and perpetrators.

Parents can play a vital role in defusing potentially harmful bullying behavior, but often are unaware of bullying issues in their children's schools and uninformed on what to do about bullying behavior. To address the issue of bullying, the research literature suggests the involvement of the entire school community in anti-bullying programs. Schools must also develop anti-bullying policies (pursuant to *N.J.S.A. 18A:37-13 et. seq.*) that support a safe social and physical climate.

➤ **Diversity Education**

According to the Census 2000 report, there has been a dramatic increase in the number of minorities in the United States, which means that schools are becoming increasingly diverse. Research studies suggest that children at very young ages are aware of the differences between gender, color, physical ability and language. Experts also report that children tend to treat others the way they observe others being treated. Anti-bias awareness programs and recognition of contributions of all cultures can help students and staff address issues of diversity and equity in schools.

➤ **Appropriate Sexual Behavior and Relationships**

Today's youth are bombarded by the portrayal of sexual acts on television, in movies and in music. Sexual harassment and even illegal sexual behavior are becoming more pervasive in school. These acts cause bad feelings, guilt and promote acts of revenge directed at the perceived perpetrators. Students should learn proper sexual behavior, the laws regarding ages of consent, the elements that make up consent and the consequences of not adhering to consent.

RECOGNIZING EARLY WARNING SIGNS

With the increased concern for school violence over the past decade, school administrators and teachers have taken an increasingly active role in providing a school environment conducive to learning. Therefore, it is imperative to train school staff in detecting early and imminent warning signs of potential violent behavior. Within that training, participants should learn and discuss the following issues before considering possible responses to youth violence:

- Violence is a symptom that arises from unhealthy environments. Preventing violence is best achieved when opportunities are provided for healthy youth development.
- Violence is a complex phenomenon that has its roots in individual development, family environment, peer interactions, school experiences, and neighborhood characteristics. Violence prevention efforts should consider each of these realms of student life.
- Violence is a learned behavior that evolves over a period of time. The earlier an intervention, the easier it is to reduce the frequency and seriousness with which violent behavior occurs.
- Violent behavior nearly always is stimulated by a particular event that occurs in a particular context.
- Students, like all of us, need opportunities to express their feelings.
- Students, more than anything, want and need someone with whom they can talk in a supportive and empathetic manner, about their lives and their concerns, including, but not limited to, their concerns about violence.
- Students want and need safe places where they can feel comfortable and can feel a sense of ownership.
- No single program or type of intervention will meet the needs of all students.
- Students need opportunities to pursue their interests and build upon their special skills and abilities.
- Programs to reduce youth violence primarily succeed when youth are involved in the planning, development and operation of the programs.
- Cultural differences are important in understanding and appreciating the causes of violent reactions. Similarly, it is important to understand that interaction rules vary in different contexts.
- Young people need and want structure in their lives, which provides a foundation to support their transition to adulthood, which can be extraordinarily disquieting and disorienting.
- Adolescents need to feel a part of something bigger than themselves. They need to have a sense of belonging.

When the above needs are not met, students will typically act out behaviorally in ways that could be considered warning signs for future violence. The identification of early warning signs should not be used to label as dangerous individual students who are having behavioral problems in school. Instead, the identification of early warning signs should be used to identify suitable assistance for students who have exhibited behavior(s) of concern or to facilitate a referral to appropriate supportive school or community resources.

It is important that school staff not overreact to an observation of any of the early warning signs. Teachers are in unique positions to observe their students and should watch for students who possess one or more of the following characteristics, which are common warning signs that may precede a lethal act:

- A history of violence;
- Close family members who have committed violence or suicide;
- A history of alcohol or drug abuse;
- A precipitating event (e.g., loss of a loved one or valued possession, perceived insults);
- Availability of a weapon or the means to commit violence;
- Recent attempts to commit suicide or violence;
- Lack of coping skills or strategies to handle personal life crisis;
- No apparent support system;
- An expressed desire to commit a violent act or suicide;
- Isolation within the school; and
- An expressed interest in guns and/or violence.

The factors listed below may be indicators of potentially devastating violent acts, but they are by no means certain or present in every case:

- Indicators of low self-esteem;
- Cruelty to animals;
- Fascination with firearms or explosives;
- Mother or other family member who disrespects them;
- Violence has been the only alternative used in most instances;
- Premeditated activity, as indicated by statements made prior to the act (e.g., offenders were not closed mouthed); and
- Lacks discipline.

The following is current information on the characteristics that comprise a profile of the typical offender. Policies and procedures should be adopted to provide for proper assessments or evaluations to determine the potential for violence of students who exhibit one or more of the characteristics.

- Seventeen years of age or younger;
- White male;
- Mass or spree killer characteristics;

- Seeks to defend narcissistic view or favorable beliefs about self;
- Depressed suicidal ideations turned homicidal by precipitating event(s) (e.g., failed romantic relationship, lack of support from family, rejection, acting on the motive of revenge);
- Acquires firearm or other weapon from home that is typically owned by a family member;
- Perceives he or she is different from others; dislikes those who are different;
- History of expressed anger or minor acts of aggressive physical contact at school;
- May perceive a troubled relationship with parental figures, though no apparent evidence of parental abuse exists;
- Exhibits no remorse or flat emotions (i.e., affect) subsequent to the killings;
- May have been influenced by satanic or cult-type belief systems or readings of philosophy texts;
- May listen to music lyrics that promote violence;
- May appear to be a loner;
- May be described as an average student;
- May appear sloppy or unkempt in dress;
- May be influenced or used by other manipulative students to commit an act of extreme violence;
- May be described as isolated from others, seeking notoriety, attempting to “copy-cat” other school shooting incidents, but attempting to do it “better” than the last offender;
- May have a history of mental health treatment;
- May have the propensity to dislike popular students or students who bully others;
- May have expressed an interest in previous school shooting and killing incidents;
- May feel powerless and, to this end, may commit an act of violence to assert power over others; and
- May have openly expressed a desire to kill others.

Suicidal Students

The American Psychological Association (APA) has identified eighteen warning signs frequently associated with youth who are likely to harm themselves. Four of these signs are contextual factors. The remaining fourteen signs are behavioral features. The presence of contextual factors increases the likelihood that the behavioral features present can result in self-destructive actions. The more signs present in an individual, the more likely the person is to engage in self harm.

To determine the presence or absence of these signs, the evaluator must be familiar with the student. Besides direct observation and interview data, the evaluator should have access to multiple sources of information about the student, including but not limited to, school records, teacher observations, parent observations, data from the student community and, where available, police and medical records.

These signs and other helpful information can be found on the APA's Web site at: <http://www.apahelpcenter.org/featuredtopics/feature.php?id=38&ch=8>

CONDUCTING A THREAT ASSESSMENT

The ability to assess the nature and degree of risk of a threat should be viewed as one component in a comprehensive school safety program. Acquiring expertise in performing threat assessments should be integrated into staff development training for all school psychologists and counselors. The threat assessment process by itself is unlikely to have a lasting effect on the problem of targeted school violence, unless the process is implemented in the larger context of strategies designed to offer students safe and secure learning environments. The principle objective of school violence-reduction strategies should be to create cultures and climates of safety, respect and emotional support within educational institutions.

A threat is an expression of intent to do harm or act out violently against someone or something. A threat can be spoken, written or symbolic (e.g., motioning with one's hands as though shooting at another person).

Threat assessment rests on two critical principles: first, all threats and all students making threats are not equal; second, most students making threats are unlikely to carry out their threats. However, *all* threats must be taken seriously and evaluated.

Most threats are made anonymously or under a false name. Because threat assessment relies heavily on evaluating the student's background, personality, lifestyle and resources, identifying the student making the threat is necessary for an informed assessment to be made, and to bring criminal charges when the threat is serious enough to warrant prosecution. If the student's identity cannot be determined, the response should be based on an assessment of the threat alone. This assessment may change if the student is eventually identified. A threat that was considered low risk may be rated as more serious if new information suggests the student is dangerous. Conversely, an assessment of high risk may be scaled down if the student is identified and found not to have the intent, ability, means or motive to carry out the threat.

The following are issues to be considered in threat assessment

➤ **Motivation**

Threats are made for a variety of reasons. A threat may be a warning signal, a reaction to fear of punishment or some other anxiety or a demand for attention. It may be intended to do the following: taunt; intimidate; assert power or control; punish, manipulate or coerce; frighten; terrorize; compel someone to do

something; strike back for an injury, injustice or slight; to disrupt someone's life or the safety of an institution; to test authority or to protect oneself. The emotions that underlie a threat can be love, hate, fear, rage, or desire for attention, revenge, excitement or recognition.

Motivation can never be known with complete certainty, but to the extent possible, understanding motive is a key element in evaluating a threat. A threat will reflect a student's mental and emotional state at the time the threat was made, but it is important to remember that a state of mind can be temporarily but strongly influenced by alcohol or drugs or a precipitating incident, such as a romantic breakup, failing grades or conflict with a parent. After a person has absorbed an emotional setback and calmed down, or when the effects of alcohol or drugs have worn off, the student's motivation to act on a violent threat also may have diminished.

➤ **Signposts**

In general, people do not switch instantly from nonviolence to violence. Nonviolent people do not "snap" or decide on the spur of the moment to meet a problem by using violence. Instead, the path toward violence is an evolutionary one, with signposts along the way. A threat is one observable behavior. Others may be brooding about frustration or disappointment, fantasies of destruction or revenge, either in conversations, writings, drawings or other actions.

➤ **Types of Threats**

Threats can be classified in four categories: direct, indirect, veiled or conditional. A *direct threat* represents a specific act against an identified target and is delivered in a straightforward, clear and explicit manner: "I am going to place a bomb in the school's gym."

An *indirect threat* tends to be vague, unclear and ambiguous. The plan, the intended victim, the motivation and other aspects of the threat are masked or equivocal: "If I wanted to, I could kill everyone at this school!" While violence is implied, the threat is phrased tentatively (e.g., "If I wanted to") and suggests that a violent act *could* occur, not that it *will* occur.

A *veiled threat* is one that strongly implies but does not explicitly threaten violence. The statement, "We would be better off without you around anymore," clearly hints at a possible violent act, but leaves it to the potential victim to interpret the message and give a definite meaning to the threat.

A *conditional threat* is the type of threat often seen in extortion cases. It warns that a violent act will happen unless certain demands or terms are met: "If you don't pay me one million dollars, I will place a bomb in the school."

➤ **Factors in Threat Assessment**

Specific, plausible details are critical factors in evaluating a threat. Details can include the identity of the victim or victims; the reason for making the threat; the means, weapon and method by which it is to be carried out; the date, time, and place where the threatened act will occur, and concrete information about plans or preparations that have already been made.

Specific details can indicate that substantial thought, planning and preparatory steps have already been taken, suggesting a higher risk that the student will follow through on his or her threat. Similarly, a lack of detail suggests the student may not have thought through all of the contingencies, has not actually taken steps to carry out the threat, and may not seriously intend violence, but is "blowing off steam" over some frustration or seeking to frighten or intimidate a particular victim or disrupt a school's events or routine.

Details that are specific but not logical or plausible may indicate a less serious threat. For example, a high school student writes that he intends to detonate hundreds of pounds of plutonium in the school's auditorium the following day at lunch time. The threat is detailed, stating a specific time, place and weapon, but the details are implausible. Plutonium is almost impossible to obtain, legally or on the black market. It is expensive, hard to transport and very dangerous to handle, and a complex high explosive detonation is required to set off a nuclear reaction. High school students are not likely to have any amount of plutonium, much less hundreds of pounds, nor would he or she have the knowledge or complex equipment to detonate it. A threat this unrealistic is unlikely to be carried out.

The emotional content of a threat can be an important clue to the student's mental state. Emotions are conveyed by melodramatic words and unusual punctuation, "I hate you!" "You have ruined my life!" "May God have mercy on your soul" or in excited, incoherent passages that may refer to God or other religious beings or deliver an ultimatum.

While emotionally charged threats can suggest to the assessor something about the temperament of the student, they are not a measure of danger. They may sound frightening, but no correlation has been established between the emotional intensity in a threat and the risk that it will be carried out.

Precipitating stressors are incidents, circumstances, reactions or situations that can trigger a threat. The precipitating event may seem insignificant and have no direct relevance to the threat, but nonetheless becomes a catalyst. For example, a student has a fight with his mother before going to school. The argument may have been a minor one over an issue that had nothing to do with school, but it sets off an emotional chain reaction leading the student to threaten another student at school that day, possibly something he has thought about in the past.

The impact of a precipitating event will depend on "pre-disposing factors" (i.e., underlying personality traits, characteristics and temperament that influence an adolescent to fantasize about violence or act in a violent manner). Accordingly, information about a temporary "trigger" must be considered together with broader information about underlying factors, such as a student's vulnerability to loss and depression.

➤ **Levels of Risk**

- *Low Level of Threat:* A threat that poses a minimal risk to the victim and public safety.
 - The threat is vague and indirect.
 - Information contained within the threat is inconsistent, implausible or lacks detail.
 - The threat lacks realism.
 - The content of the threat suggests that the student is unlikely to carry it out.

- *Medium Level of Threat:* A threat that could be carried out, although it may not appear entirely realistic.
 - The threat is more direct and more concrete than a low-level threat
 - The wording in the threat suggests that the student has given some thought to how the act will be carried out.
 - There may be a general indication of a possible place and time; however, these signs fall well short of a detailed plan.
 - There is no strong indication that the student has taken preparatory steps, although there may be some veiled reference or ambiguous or inconclusive evidence pointing to that possibility (e.g., an allusion to a book or movie that shows the planning of a violent act, or a vague, general statement about the availability of weapons).
 - There may be a specific statement seeking to convey that the threat is not empty: "I'm serious!" or "I really mean this!" or "You know how I can be!"

- *High Level of Threat:* A threat that appears to pose an imminent and serious danger to the safety of others.
 - The threat is direct, specific and plausible.
 - The threat suggests concrete steps have been taken toward carrying it out (e.g., statements indicating that the student has acquired or practiced with a weapon, or has had the victim under surveillance).

Example: "At eight o'clock tomorrow morning, I intend to shoot the principal. That's when he is in the office by himself. I have a 9mm. Believe me; I know what I am doing. I am sick and tired of the way he runs this school." This threat is direct, specific to the victim, motivation, weapon, place and time, and indicates that the student

knows his target's schedule and has made preparations to act on the threat. The more direct and detailed a threat is, the more serious the risk. A threat that is assessed as high-level will almost always require immediate law enforcement intervention.

In some cases, the distinction between the levels of threat may not be obvious, and there will be overlap between the categories. In general, obtaining additional information about either the threat or the student will help in clarifying any confusion. What is important is that school staff are able to recognize and act on the most serious threats and address all other threats appropriately and in a standardized and timely manner.

The Four-Pronged Assessment Model

This innovative model, developed by the Federal Bureau of Investigation, is designed to assess someone who has made a threat and evaluate the likelihood that the threat will actually be carried out. Anyone can deliver a spoken or written message that sounds foreboding or sinister, but evaluating the threat alone will not establish whether the person making it has the intention, the ability or the means to act on the threat. To make a threat risk determination, an assessment of the student is essential.

Educators, law enforcement, mental health professionals and others must realize they cannot handle threats in the same "old" way. Those assigned to assess threats must be trained in the basic concepts of threat assessment, personality assessment and risk assessment and realize the importance of assessing all threats in a timely manner.

What information about a student can help us determine whether the student is likely to carry out a threat? His or her age? His or her grades in chemistry class? The socioeconomic level? All aspects of a student's life must be considered when evaluating whether a threat is likely to be carried out. This model provides a framework for evaluating a student in order to determine if he or she has the motivation, means and intent to carry out a proclaimed threat. The assessment is based on the "totality of the circumstances" known about the student in four major areas (see Appendix A for a description of factors to be considered in each of the four prongs in this assessment model):

Prong One: Personality of the student.

Prong Two: Family dynamics.

Prong Three: School dynamics and the student's role in the dynamics.

Prong Four: Social dynamics.

Here is how the Four-Pronged Assessment Model can be used when a threat is received at a school. A preliminary assessment is conducted on the threat. If the student's identity is known, a threat assessor quickly collects as much information as is available for the four categories. The assessor may be a school psychologist, counselor or other staff member or specialist who has been designated and trained for this task.

Information can come from the assessor's personal knowledge of the student or can be sought from teachers, staff, other students (when appropriate), parents and other appropriate sources, such as law enforcement agencies or mental health specialists.

If the student appears to have serious problems in the majority of the four prongs, and if the threat is assessed as high or medium level, the threat should be taken more seriously and appropriate intervention by school authorities and law enforcement should be initiated as quickly as possible.

In order to effect a rapid assessment, it may not be possible to evaluate a student thoroughly in each of the four prongs. Nonetheless, having as much information as possible about a student and his or her life is important in order to determine whether the student is capable and under enough stressors to carry out the threat.

COMMUNITY INVOLVEMENT

In developing and presenting prevention programs, members of the community should be utilized as much as possible. Mentors from the public could also be recruited to work with disadvantaged youth and with youth identified as being "isolated."

STAFF DEVELOPMENT

All of the planning, policies and prevention programs described above should be developed with staff and community input and disseminated to all staff members, including staff who did not take part in the development process. For all staff members to fully understand the policies and programs, they should receive ongoing training in them and in the procedures, skills and materials necessary to comply with or implement them.

SECURITY TECHNOLOGIES

Security technologies are not the answer to all school security problems. However, many security products (e.g., cameras, sensors) can be excellent tools when applied appropriately. They can provide school administrators or security officials with information that would not otherwise be available, free up manpower for more appropriate work or be used to perform mundane tasks. Sometimes these technologies can provide cost savings when compared to the long-term cost of personnel or the cost impact of not preventing a particular incident.

The National Institute of Justice has published a lengthy document entitled, "The Appropriate and Effective Use of Security Technologies in U.S. Schools." The document provides non technical, non-vendor-specific information on the kinds of security products available on the market in general and for the school environment in particular, among other issues. This document can be accessed at

<http://www.ncjrs.org/school/home.html>.

PREPAREDNESS

DISASTER PLANNING

Being especially alert when there is a possible threat of violence is essential for all school staff. It is particularly important for staff to respond at the earliest possible stage of identification. Whether the threat is internal, domestic or international, prescribed actions should be initiated based on the level of threat. The Federal Department of Homeland Security has implemented code levels based on colors that represent different levels of threats (See Appendix B). School plans should be consistent with these codes.

School or Site Emergency Plan

- School or site emergency preparedness plans should include organization of the staff to meet an emergency, a system of warnings, instruction and preparedness of staff and students, and appropriate drills.
- Required plans should provide maximum security for the staff, students and all other occupants of each school site.
- A site map should be included with the plan, designating planned evacuation routes, assembly areas, utility shut-off valves, first aid stations and designated areas for prolonged staff and student care.
- Arrangements must be made to provide for accountability of staff and students, orderly release of students to parents and guardians and temporary shelter, should it be needed.
- Schools or sites with staff or students with special needs (e.g., disabilities, non-English speakers, medical conditions) must direct special attention to the disposition and needs of these staff and students.
- Written site plans must include special instructions for students who are in transit, (e.g., passing periods, en route to tutoring sessions). The instructions should be specific, describing what these students should do during and immediately following an emergency.
- Copies of each school or site plan should be distributed as follows:
 - One copy to every staff member at the beginning of each school year. Special attention must be given to providing site plans to substitutes, itinerant personnel and new staff;

- One copy filed in each emergency procedures manual issued to the site; and
 - One copy included in the site safety plan sent to local law enforcement.
- The principal or site administrator should review and update the site plan including any changes in staff responsibilities, no later than October 1 of each year.

Site Map

A plot map and floor plan for each building serves many purposes. It provides a basis for establishing primary and alternate evacuation routes, identifying primary and secondary assembly areas and developing procedures for conducting emergency and crisis response activities (e.g., search and rescue, damage assessment).

An easy-to-read copy of the combination plot map and floor plan for each school should be attached to the district's emergency and crisis management plan. Clearly mark by name or number the location of evacuation routes, assembly areas, the emergency operation center, offices, classrooms, workrooms, library/media center, other activity rooms, lounges, restrooms, heating plant, hallways and all doors and closets. In addition, locate the following on the map:

- Main shut-off valves for gas and water;
- Electrical power master switches;
- Portable battery-operated public address systems, radios and lighting;
- Fire extinguishers;
- First aid equipment and emergency supplies (e.g., bedding, water, food);
- Portable emergency equipment for search and rescue, especially in secondary school industrial arts facilities and in nonschool sites, such as welding equipment, hydraulic jacks and pry-bars;
- Outside water sources;
- Stoves, heating and air conditioning equipment;
- Chemical storage and gas lines in laboratories;
- Hazardous materials stored by custodians or gardeners;
- Overhead power lines; and
- Sewer lines and underground gas lines.

Hazard Identification

Each office, classroom and site should conduct a survey annually to determine the scope of potential hazards throughout the site and in the immediate neighborhood.

Assignment and Training of Staff

The Principal or Site Administrator

- Identifies persons having specialized training or skills or provides for specialized training (e.g., first aid certification, operation of equipment, assessment of building safety) and assigns them to appropriate teams;
- Appoints a second-in-command and one backup. Assures *both* persons are trained and familiar with the principal's or site administrator's responsibilities in the event of an emergency or crisis; and
- Provides for training in the use of disaster equipment, utility disconnection, preservation of water and resources and other emergency needs. Assures that two or three persons are trained and familiar with each assigned responsibility.

Development of a Site Communication System

A site communication system is essential for the implementation of a disaster plan both with and without electrical power and telephones. The communications center should be at the site emergency operations center and staffed by the principal or site administrator or designee.

- Possible methods of communication without electrical power and telephones include battery-powered equipment (e.g., bullhorn/megaphone, radio, walkie-talkie, cellular telephone), car radios (for incoming information) and signaling devices (e.g., whistles, flags large cards). These communication methods should be indicated in the site plan;
- Flags on poles are appropriate for communicating with ground teams. An upside-down flag on the pole or large cards could be used to indicate the location of personnel or to attract attention to locations in need of emergency assistance; and
- Plastic or canvas panels placed on the ground in an open area are appropriate for communicating with air reconnaissance. Panels may be arranged to form block letters, such as "SOS" or "NEED HELP." to attract attention of rescuers.

Caution: Placing a signal on the roof could be extremely dangerous in the event of building damage.

Instruction for staff and students - Determine the training and drills that must be conducted to inform staff and students of the appropriate actions to take in an emergency or crisis.

First aid for staff and student - Designate team members. Provide and maintain essential equipment and supplies. Provide for communications with the site emergency operations center.

School sites - Orient students and parents to assure understanding of the district policy and site procedures.

Closing of schools or sites and early dismissal of students-Refer to district procedures.

Note: Communications for bomb threats and bomb searches are different from communications for other emergencies. Emergency plan information for bomb threats and explosions may be found in the chapter of this manual titled "Crises and Emergency Response."

Preservation of Facilities

Damage control - Main water valves and electric switches should be shut off as soon as possible. Of primary concern is the hazard of fire since leaking natural gas could cause a fire or contribute to its rapid spread. However, due to the buildup of pressure in gas lines and the problems with restoration of services, gas lines should be turned off *only* when it is suspected that there is a gas leak, or when fire is threatening gas-supplied structures. **This is a gas company or fire department function, and appropriate parties should be contacted to address this issue.**

Conservation of water and supplies-A major source of water is in water storage tanks and hot water heaters. To avoid potential contamination, valves should be immediately shut off so water will not siphon back into city mains.

- No one should be allowed to use water supplies without direct authorization of the principal or site administrator; and
- Water in toilet tanks, water heaters and other locations must be purified before use.

Site use as temporary shelter for staff and students. **Note:** If school is in session, the school population should have priority of occupancy.

- The principal or site administrator or designee activates appropriate site disaster preparedness teams to prepare the site for use;
- Outdoor sanitation facilities (e.g., containers, such as cans, trash bags and lined wastebaskets) should be provided; and
- *Except for basic supplies*, it is recommended that large quantities of food, water, bedding and other supplies should *not* be stored on site. In terms of *basic* supplies, all schools should have water, first aid supplies and equipment, bedding, battery-operated radios, flashlights and batteries, custodial supplies and equipment and general supply room materials.

General Duties During Emergencies

Specific responsibilities should be outlined in the site disaster preparedness plan. General duties include:

- **The principal or site administrator** who assumes overall responsibility, unless extenuating circumstances are present.
- **Teachers at school sites** to provide for the safety and direct supervision of their students. Classes may be combined in order to release a teacher for other duties, Teachers should do the following:
 - Keep the class roll in their possession at all times and maintain control of and accountability for all students under their supervision;
 - Direct the evacuation of students to a designated assembly area in accordance with the site plan or instructions from the principal; and
 - Assure that students needing first aid receive care.
- **All other staff members** will assume duties, as assigned, in the site emergency and crisis management plan, and when necessary, take immediate action for the safety of staff and students without waiting for directions from the principal or site administrator or other authorities.

SITE PLANS AND DRILLS

During a building or district-wide emergency, principals or site administrators and their staff members must be prepared to be self-sufficient for the initial hours of the emergency. The principal's or site administrator's major responsibility must be to prioritize the school or site emergency response by prudently mobilizing onsite emergency resources.

Principals or site administrators are responsible for addressing the following planning functions:

- Review emergency procedures and plans with the entire staff to ensure that specific needs of the school or site are met;
- Establish areas of responsibility for the staff in fire, take-cover procedures and other disasters.
- Carry out drills of fire and take-cover procedures involving the entire student body and all staff; and

- Prepare all school or site staff to take immediate action to provide for the safety of students and others who may be present. The principal or site administrator is responsible for conducting regular drills and maintaining records of each completed drill.

Essential Elements of Every Site Plan

Primary and alternate evacuation routes and assembly areas - Assembly areas should be open areas on school or site grounds that are away from buildings, trees, utility poles, exposed wires and similar hazards. Under the direction of fire or police personnel, staff and students may be moved to another location for assembly, should the situation require.

Emergency roll cards with photographs of each staff and student should be readily available.

Assignment of staff to appropriate functions or teams to facilitate essential tasks. These functions include emergency and crisis operation center, first aid, sweep and rescue and fire and search, staff and student accountability, parental communication, school or site security and public information. In addition, one person must be designated historian to keep a log or journal of all decisions made at the emergency operations center and maintain records (e.g., hours worked by staff, damaged equipment).

School or Site Emergency Plan

The purpose of the plan is to establish specific responses for minimizing either the possibility or impact of an accident or tragedy on school property.

- Establish a clear communication system, prior to conducting a drill to practice the plan, that signals an emergency and crisis and, when the crisis has passed, signals *all clear*. Signals should be distinguishable from those that designate class periods, and should be established prior to the emergency situation.
- Post and regularly update a checklist of equipment and emergency telephone numbers.
- Have necessary equipment available, such as hand-held radios for communicating with supervising staff; a camera and film for documenting damaged or destroyed equipment; a fully operational public address system (a bullhorn/megaphone may be used); fully operational fire extinguishers; and, where possible, a private telephone line and number to be used only by the principal or authorized persons and the chief school administrator.
- Identify how injured staff and students will be transported to the hospital.

- Plan alternative routes for transporting injured individuals for when standard routes might be obstructed.
- Establish an orderly dismissal procedure (e.g., dismissal by floors or sections) in a manner that everyone understands.
- Provide parents with information regarding *relevant* elements of the emergency and crisis plan so that they are prepared and know what to expect.
- Establish a rumor control and information post in a location accessible to parents, interested community members and communications media to handle inquiries in an orderly fashion. This post should provide a system for swift parental contact and an outside line for communication.
- Authorize only one or two staff members to act as police contacts and coordinate *all* media contacts through the designees of the district's central office.

Drill Responsibilities

Emergency Notification Signals for Schools and Other Sites

Bells, whistles, or tones may be a part of the school's audible alarm system. The principal or site administrator should designate which signal will alert staff and students to a particular emergency and crisis and familiarize all occupants with the designated signal.

Principal or site administrator

- Rings the fire alarm bell or notifies staff by other means;
- Ensures that all rooms and buildings have been evacuated and that no one reenters the building(s) until the *all clear* signal is received. **Note:** *If a fire exists,* building(s) should *not* be reentered for *any* reason until officially declared safe by the fire department
- Goes to designated assembly area and implements procedure to ensure accountability for all students and staff; and
- Gives official *all clear* signal permitting return to building(s).

Teachers

- Take along the class roll and any other emergency materials specified in the site disaster preparedness plan;

- Evacuate students in an orderly manner to the designated assembly area by using a predetermined alternate route or assembly area if the primary route or assembly area is closed;
- Verify the presence of all students using the class roll and send a report to the principal or site administrator or designee, according to the plan; and
- Keep students in the assembly area until further instructions are received. No one should reenter buildings or return to classrooms for any reason until the official *all clear* signal is given.

School or Site Disaster Preparedness Drill

The purpose of a drill is to prepare, train and educate. At no time during drills should the safety of staff or students be placed in jeopardy.

Prior to conducting a drill to ACTIVATE the site plan:

- **The principal or site administrator** should send *advance* notification to parents informing them of the planned drill;
- **Site employees** should be notified *in advance* and be expected to review their assigned responsibilities, as appropriate; and
- **Students** should review the site plan and actions to take and be instructed about the reasons for the planned drill.

On the day of the drill, the principal or site administrator:

- Ensures that at no time during the drill will students be unsupervised or placed in jeopardy;
- Uses predetermined signal(s) to activate the plan. Specific components of the plan may be activated, followed by full implementation of plan;
- Establishes the site emergency operations center and checks for effectiveness of communications methods, *with and without* telephones or power;
- Verifies the “safety” of all staff and students;
- Reviews or clarifies specific responsibilities with staff, as needed; and
- Checks communications capability by contacting the district emergency operations center using the 800 MHz radio equipment assigned to each site.

After the drill, the principal or site administrator:

- Evaluates the effectiveness of the drill, identifies areas needing improvement and provides for staff input, observations and discussion;
- Prepares a written evaluation report of site effectiveness, identifying areas needing improvement, possible changes to be made in the site plan and training or inservice needs; and
- Updates and submits the revised site plan, as appropriate.

EMERGENCY TOOLBOX

Each school should develop a “toolbox” to have available for use during an emergency and crisis situation. Items in the toolbox should not be used for anything other than emergency and crisis preparedness activities. A member of the district-wide emergency and crisis management planning team, in cooperation with school-based emergency and crisis management response teams, should be responsible for keeping the toolbox updated (e.g., change batteries, update phone numbers). The toolbox should be portable and readily accessible for use in an emergency or crisis. It should contain the following:

- Copies of all forms, protocols and procedures required under the emergency and crisis management plan (e.g., chain of command, batteries, and protocols for armed offenders and physical assaults).
- Map of building(s) with locations of exits, phones, first aid kits and assembly areas.
- Blueprints of school building(s), including utilities.
- Videotape of the inside and outside of the building and the grounds.
- Map of local streets indicating evacuation routes (e.g., alternate building location requiring transport).
- Flashlights.
- First aid kit and latex gloves.
- Staff roster, including emergency contacts.
- Student roster, including emergency contacts for parents.
- Names of students and staff requiring special assistance.
- Master schedule.
- Two-way radios or cellular phones.
- Battery-powered radio and spare batteries.
- Several legal pads and ball point pens.
- Grease boards and markers or dry erase boards.
- White peel-off stickers and markers for name tags.
- Local telephone directory.
- Lists of the district personnel’s phone, fax and beeper numbers.
- Lists of other emergency phone numbers.
- Other _____.

Crisis and Emergency Response

The intervention plan for any emergency and crisis situation should include procedures to confine, contain, consolidate and control the emergency and crisis. Teachers and staff will confine the incident to the smallest area possible, contain the incident by establishing inner and outer perimeters, consolidate response efforts through a central command post established to control and synchronize communications and control the actions of school personnel until responders arrive at the scene, if necessary.

Adapted from School Protective Services, LLC

A county-level planning committee should be formed that includes members from the school districts and the county office of education, law enforcement personnel, local and county emergency response personnel and county health and social service providers. Committee members should be asked to review, assess and refine existing response plans to critical incidents at area schools. Each constituency will bring its own perspectives to the planning process. Through collaboration, participants will be able to develop a school readiness model for responding to incidents of violence and other crisis situations, including natural disasters, fires, environmental emergencies, disturbances, demonstrations, threats of violence, bombs and explosions, shootings, terrorism, kidnappings, injuries, illnesses, emergencies and lockdowns.

Also included should be procedures relative to communication protocols that provide for efficient and timely responses by school and law enforcement officials during the incidents. It may be helpful to study past acts of violence perpetrated in other schools to analyze how a school may handle a similar act of aggression.

The procedures that follow are intended as templates that can be modified or adapted to address individual situations. However, it is important to remember that school district crisis and emergency management plans should be updated yearly, with briefings about responses to incidents during the prior year being carefully scrutinized for efficiency and expediency. These guidelines should be shared with all school staff. Additionally, as explained in the chapter of this manual titled “Preparedness”, regular drills should be scheduled to ensure that staff are comfortable with and knowledgeable about the procedures.

WHEN AN INCIDENT OCCURS

After a critical incident has occurred, the building-based Emergency and Crisis Response Team should do the following:

- Consult with school administrators;
- Acquire the facts and circumstances of the trauma or loss;
- Determine the groups and individuals most affected by the trauma or loss;

- Decide the appropriate team response (e.g., number of team members, types of team members, intervention strategy); and
- Establish the availability of team members.

The recovery or postvention process presumes that each school district has fulfilled its obligation to establish an emergency and crisis response plan, pursuant to *N.J.A.C.6A:16-5.2*, an Emergency and Crisis Response Team as described in the chapter of this manual titled “The Planning Process” and in the New Jersey Department of Education’s publication, *A Guide for the Development of a District-wide School Safety Plan* (http://www.state.nj.us/njded/educators/school_safety_man.pdf).

School-based Emergency and Crisis Response Roles

Knowing what is expected can go a long way to bolster confidence of building staff who have the daunting task of facing students affected by trauma. It is important to remember that victims include not only those directly involved in a traumatic event, but also the families of direct victims, close friends of direct victims, school staff, the community members and even the populations of the state and the nation. The reach of trauma stretches far and wide, even into the hearts and minds of students who watch television and listen to adults talk about current events.

Following are suggestions for different staff positions that may experience the after effects of the crisis in the performance of their jobs.

Teacher and Support Staff Roles

- Identify persons outside of the school that may be affected by the trauma or who may have connections to the victims (e.g., a student’s participation in sports may create relationships with schools across the state);
- Be vigilant about the effects on students. This also applies to teachers and support staff in neighboring schools or even those across the nation who have watched fellow school communities suffer;
- Give students opportunities to talk about issues, but do not force them to do so;
- Ensure that students receive accurate information and test for understanding;
- Recognize varying religious and other belief systems;
- Model an appropriate response. A calm demeanor and take-charge attitude will help students feel more safe and secure;
- Listen carefully to students and answer questions the best that you can. (Recognize that you will not have many answers; try not to dwell on handling the situation “perfectly”);
- Give students permission to show a range of emotions;
- Know the warning signs of post-traumatic stress disorder and be vigilant in observing signs in yourself, your students and your colleagues;

- Identify students who can benefit from counseling, and make appropriate referrals for those who may be less expressive of their needs;
- Provide activities to reduce trauma, such as safe expression through writing or art projects;
- Set aside the curriculum, as needed, or infuse the curriculum with opportunities for healing and learning coping skills; and
- Take care of yourself and use the back-up support systems provided in the school district and the community.

Psychologist and Counselor Roles

- Be available. Cancel other activities;
- Identify mental health resources from within the community that can be available at critical moments(e.g., school meetings, funerals, memorial services);
- Be alert to factors that contribute to copycat behaviors, both in surrounding communities and communities across the nation;
- Locate counseling and secretarial assistance;
- Provide individual and group counseling;
- Contact all affected schools inside and outside of the district;
- Contact parents of affected students;
- Obtain the class schedule of victims and visit their classrooms, as well as the classrooms of close friends;
- Support the faculty;
- Keep records of affected students and staff and provide follow up;
- Educate staff and community members about the signs of post-traumatic stress disorder and watch for signs exhibited in staff and students;
- Call upon colleagues in the community to provide extra support and backup within the schools and the community; and
- Ensure that parents, staff and students are able to seek help outside of school hours through drop-in centers, hotlines, mental health centers, community centers and other supportive resources.

Chief School Administrator and Principal Roles

- Direct the intervention efforts of staff and community-based organizations;
- Be visible, available and supportive;
- Empower staff;
- Provide direction to teachers about setting aside the curriculum or infusing the event into the curriculum;

- Communicate with central office administration and other affected schools;
- Ensure that adequate transportation and routes to move students to safety exist and are approved by law enforcement and rescue crews;
- Contact the families of the victims;
- Inform staff and students about funeral or other arrangements;
- Ensure that memorials are appropriate; and
- If needed, access extra counseling resources in the community, as needed.

Levels of Response

In preparing for responses to crisis incidents, be sure to understand different “levels” or types of incidents that might occur and the accompanying criteria for guiding staff to the appropriate services both during and following each type of critical incident. For example, a Level One Response refers to a crisis that can be addressed by the Emergency and Crisis Response Team of a school. A Level Two Response may require the assistance of additional counseling professionals from neighboring schools. A Level Three Response is when the crisis is of such magnitude that there may be an immediate need for services on a large scale, and the response requires the assistance of trained personnel from state and county resources and community mental health agencies.

It should be noted that an incident requiring a Level Three “Mental Health” Response will most likely have the full support of the County Mental Health Administrator who has the responsibility for declaring a mental health emergency and crisis. This declaration would set into motion any pre-existing memorandums or agreements among school districts, arms of municipal and county government, not-for-profit community mental health agencies and the Division of Mental Health Services of the Department of Human Services.

The chief school administrator or his or her designee should determine the level of the mental health crisis that the district may be facing. This determination is not based on the nature of the event, but on the district’s ability to respond to an incident with available staff. For example, the sudden death of a teacher at a small school district may warrant a Level Two Response, whereas in a large K-12 district, the administrator may decide that the death of a teacher warrants a Level One Response (i.e., a response which the district can handle with its internal resources).

Level One Response

A Level One Response suggests that a school district has an operative, well-trained, organized Emergency and Crisis Response Team that is able to make appropriate referrals for students who can benefit from extended counseling services. Members of the team should be given support, resources, release time and appropriate and ongoing training to perform the following tasks:

- Determining that there are approved policies and procedures in place;

- Informing students and parents of crisis protocols;
- Creating resources for class discussion and guidelines for responses;
- Planning for ongoing training of team members;
- Reviewing material to be distributed to students, staff, parents and community members;
- Scheduling the necessary meetings and events, including those with parents and the community;
- Providing group and individual crisis response services, such as group intervention and individual counseling;
- Arranging referral services for affected students and staff; and
- Conducting a postvention evaluation following a crisis response event.

Example - Level One Response

The school district administrator is notified by a principal that a student from the building has been killed in an auto accident. The Emergency and Crisis Response Team has been activated and a meeting is scheduled. The information regarding the accident has been confirmed and a statement has been prepared for distribution to the school community. A presentation for the faculty is prepared that includes materials to assist them in classroom acknowledgements of the tragedy. The response team is prepared to provide assistance to classroom teachers, as necessary.

The location and logistics for counseling services have been arranged. A letter is sent home to parents about the death of the student. Appropriate individual referrals to community services are processed by the counseling staff. A debriefing meeting is held for staff at the end of the school day. A plan for follow-up counseling is organized.

Level Two Response

During a Level Two Response, a district may find it necessary to request assistance from a neighboring school district to help respond to a situation which requires additional personnel who are appropriately trained and credentialed in crisis response techniques. A critical component of a Level Two Response is the seamless integration of outside counselors into the school team that has asked for assistance. Emergency and crisis response protocols that have been developed and shared on a county-wide basis will help to ensure a smooth collaboration during this critical period. In order to coordinate multidistrict responses to a crisis, it is important that the following issues be considered:

- The district requesting assistance will assume a leadership role throughout the crisis and will schedule an initial meeting to coordinate the implementation of the emergency and crisis response plan and assign responsibilities to personnel; and

- Each district that responds to a request for crisis counselors will determine who can be released from their immediate duties without seriously jeopardizing the needs of their own students.

The Level Two Response to a mental health crisis assumes that memorandums of understanding from each district in the county have been filed with the county office of education and possibly the County Traumatic Loss Coalition that maintains a list of credentialed crisis counselors currently working in county schools and distributes the list to school administrators on an annual basis.

Example - Level Two Response

A double suicide has occurred in the high school. The bodies of a senior boy and his 10th grade girlfriend have been found in the gymnasium by two 9th grade students. The administrator calls 9-1-1 for police and emergency medical assistance. The two 9th grade students are removed to a safe place for support and debriefing. When police arrive on the scene, they take charge of the site. The district office is notified. Decisions regarding the safety and security of the remaining school population are coordinated with the police. The Emergency and Crisis Response Team meets to develop a plan of action and asks the administrator to activate a Level Two Response.

Contact is made with the administration of the neighboring school district to determine which counselors can be released to assist in the immediate hours and days following the incident. A postvention logistics meeting is scheduled at the affected district. Counseling sessions for students and staff are scheduled throughout the next day. All communications to faculty, students and parents are prepared for administrative approval before dismissal.

Level Three Response

A Level Three Response occurs when there is a need to utilize personnel from community mental health agencies to augment school district counseling teams. A Level Three Response is activated by the chief school administrator or his or her designee who is responsible for notifying the coordinator of the county mental health administrator and/or the county traumatic loss coalition coordinator, as appropriate to the protocols in the county. After reviewing the information, the county mental health administrator or his or her designee may declare a mental health emergency and activate a disaster response from the county emergency management office, community mental health agencies or the Red Cross, as appropriate.

It is particularly important during a Level Three Response to maintain communication between emergency management responders, such as police and fire personnel and the mental health responders. While it is understood that public safety is of paramount concern, a central location should be established as soon as possible so that crisis counselors can begin the challenging process of recovery.

Example-Level Three Response

There has been an explosion in the school cafeteria, killing several students and teachers and injuring dozens of others. Police and emergency management personnel control the scene as set forth in pre-established emergency and crisis management procedures. The school administrator contacts the county mental health administrator, requesting that the county declare a mental health emergency.

A postvention plan for determining the logistics for mental health services is formulated by a team that includes a school district representative or Emergency and Crisis Response Team leader, the director of the county psychiatric screening unit, the county mental health administrator and a representative from the County Traumatic Loss Coalition.

On the following pages, protocols have been provided for the emergency situations listed below.

- Accidents to and from school
- Aircraft disasters
- Asbestos release
- Bomb threats and explosions
- Bus accidents
- “Code-C” or lock downs
- Communications
- Disturbances and demonstrations
- Environmental emergencies
- Fires
- Illnesses, deaths or suicides
- Shootings and intruders
- Terrorism and kidnapping
- Threats and violence
- Weapons

ACCIDENTS TO AND FROM SCHOOL

In the event of accidents involving an employee or student who is on the way to or from school, first determine whether or not help is on the way.

If help is not on the way:

- Call police, fire or rescue agents, as appropriate
- to the nature of accident;
- Notify the principal;
- Notify the chief school administrator's office;
- Notify the director of community relations; and
- Notify the parents, spouse or individual identified on
- the school's emergency card, as appropriate.

Telephone numbers

If help is on the way:

- If not reached earlier, continue to try to notify parents, spouse or the emergency contact;
- If parents, spouse or the emergency contact is not available, discuss the situation with an associate at the place of employment of the parents, guardian, spouse or the emergency contact;
- If contacts are unsuccessful, reach out to closest relatives, neighbors or faith-based institutions, as appropriate; and
- Send a "calm" staff member to observe the situation.

AIRCRAFT DISASTER

Aircraft crash into or near building:

Telephone numbers

- Call police, fire or rescue agents, as appropriate
- to the nature of the accident;
- Notify the chief school administrator's office;
- Call the managing director of facilities services;
- Notify the director of community relations;
- Utilize the emergency exit plan modified, as necessary to maximize the safety of students;
- Students and staff should be assembled in an area as far from the crash scene as possible, which should be uphill and upwind from the crash;
- Provide for treatment and removal of injured building occupants; and
- Account for all building occupants and determine extent of injuries.

Aircraft on or near school site, but no damage to building:

- Call police, fire or rescue agents, as appropriate to the nature of the accident;
- Notify the chief school administrator's office;
- Call the managing director of facilities services;
- Notify the director of community relations;
- All students and staff should remain in the buildings. Any students or staff outside should report immediately to their classrooms or designated areas until further instructions are received; and
- No evacuations should occur unless subsequent explosions or fire endanger the building.

ASBESTOS RELEASE

- Evacuate the immediate area;
- Instruct the building engineer to shut down the heating, ventilation and air conditioning system;
- Ensure that the affected area is sealed off and doors are closed;
- Notify the chief school administrator, risk management and security staff and maintenance staff; and
- Record names of all persons who were in the area of the asbestos release.

BOMB THREATS AND EXPLOSIONS

All bomb threats must be taken seriously, even though telephone calls, e-mail messages or other types of communication stating there is a bomb on school premises are often made to either disrupt normal activities or provoke an early dismissal. Sometimes the caller may feel a certain power by causing a school to be evacuated. School administrators have no way of knowing whether a bomb actually exists; therefore, each bomb threat should be handled in a quick and consistent manner, following established procedures and guidelines. Safety and the prevention of panic are of paramount importance.

Telephone Bomb Threat

- Most bomb threat calls are brief. Stay calm and courteous. Keep the bomb threat caller talking. Ask for a specific bomb location and time of detonation. Gather as much information as possible.
- Try to signal a co-worker to listen to the telephone conversation, if possible.
- Record information. Listen for background noises. Listen closely to the voice for accents, speech impediments or age indications.
- Utilize a Bomb Threat Information Sheet (See the form later in this section of the manual), if available during the call; otherwise, complete the form after the call.
- Immediately notify the principal or site administrator.
- Turn off all radios and cell phones because they may activate some types of bombs.
- The principal or site administrator should direct a call to local law enforcement at 9-1-1 to report the incident.
- The principal or site administrator should coordinate with local law enforcement to evaluate information received and decide upon a course of action.

E-mail or Fax Threat

- Immediately notify the principal or site administrator.
- Turn off all radios and cell phones because these devices might activate some types of bombs.
- The principal or site administrator should direct a call to local law enforcement at 9-1-1 to report the incident.
- The principal or site administrator should coordinate with local law enforcement officials to evaluate information received and decide upon a course of action.

Searching and Evacuation

- The principal or site administrator should initiate and direct a search or evacuation of the site. The principal or site administrator should consult with local law enforcement officials prior to conducting the search or evacuation. Local law enforcement officials are available to assist and coordinate these efforts.
- Assigned school site personnel generally should assist in searching for suspicious packages or devices. Law enforcement personnel are trained to provide assistance.
- Initiating a search with the assistance of law enforcement and evacuating when a suspicious package or device is found may be the most desired approach. Directing immediate evacuation upon receipt of a threat has inherent negative consequences. Disruption could prompt more false calls.

Suspicious Package or Device Found

- Do not touch or disturb the suspected bomb. Do not transmit with a cell phone or a radio in the vicinity of the suspicious package because these devices may activate some types of bombs.
- Immediately notify the principal or site administrator and local law enforcement officials of the exact location and description of the package or device.
- Utilize the site evacuation plan or site fire drill procedure to move all staff and students away from the suspected bomb location. A minimum of 500 feet is recommended.
- Upon arrival, law enforcement personnel will assume responsibility. All investigations will be conducted by local law enforcement officials.

Explosions

- Upon hearing an explosion, immediately take cover under or next to furniture. Try to remain as calm as possible.
- Try to identify what exploded, the extent of damage and possible life-threatening hazards to determine the next course of action.
- Take immediate action to ensure one's own safety and the safety of others. Evacuate according to the site plan, if necessary. Otherwise, remain in one's place of cover.
- If you evacuate, go to an area upwind from the explosion site to avoid possible toxic fumes. If smoke is present, stay low and exit, crawling to avoid breathing fumes.
- Pre-assigned staff should turn off power supplies, electricity and gas lines, if it is possible to do safely. and
- Ensure that no one returns for any reason until fire and local law enforcement personnel officially declare the area safe.

Other Considerations

- Attempt to control the situation to avoid panic.
- Everyone should know and understand his and her roles. Practice responses.
- Bomb threats require a response; usually no less than a search by school personnel and law enforcement notification.
- Consider the impact on students and staff. Involve district postvention (i.e., recovery) personnel as needed.
- Have long-term strategies included in the comprehensive emergency operations plan to deal with mass destruction. Include transportation strategies in the plan.

BOMB THREAT INFORMATION SHEET (To be completed by the person receiving the call.)

Date _____ Time of call _____

Bomb threat was received on telephone number _____ or fax number _____

Bomb threat was received by e-mail address _____

Language used by the caller (try to recall exact words)

What time is the bomb set for? _____

Where is it? _____

What does it look like? _____

Why are you doing this? _____

What is your name? _____

Other _____

Additional Information

Gender: Male Female Describe _____

Age: Adult Child Describe or estimate age _____

Speech: Normal Excited Describe _____

Speech: Slow Fast Describe _____

Did you recognize the caller's voice? Yes No Describe the caller's voice _____

Background noise: music traffic machine voices/talking airplanes
 typing children TV/radio other _____

Person receiving call:

Name _____ Phone _____

Address _____

Notification

School Principal _____ Time _____

Police _____ Time _____

BUS ACCIDENTS

March 9, 2004: A Richmond City school bus filled with children collided with another bus, sending a number of students and a bus driver to the hospital. All of the injured students taken to the hospital were released. No charges were filed and police report the accident remains under investigation. Police reported both buses were from Chandler Middle School. The accident occurred on Valley Road and Richmond-Henrico Turnpike around 3:00 p.m. in the afternoon.

In the event that a bus accident occurs and the school has been contacted for assistance, the principal or designee determines and coordinates the appropriate responses. Interventions may include the following:

At the Scene

- Provide emotional support;
- Be available and attend to the injured, as directed by emergency medical personnel; and
- Account for all.

At the School

- Provide emotional support and coordination;
- Provide emotional support and attend to the affected students;
- Provide information to the faculty;
- Call mental health service providers for assistance, as needed; and
- Contact parents of students involved.

At the Hospital

- Provide emotional support for the injured and their families.

Follow-up:

- Send letter to parents; and
- Assess the response and arrange follow-up by the Emergency and Crisis Response team.

Bus or Auto Accident on Trips Away from the School Building

Precautionary Measures Before Leaving the District

- School buses, by law, are required to carry first aid kits. Check to ensure that the kit is in place and complete;
- On all field trips, take along a first aid kit in all automobiles;
- Take along a list of students in attendance. Include for each a home telephone number, names of parents, parents' work telephone numbers, home address, and any health or medical information;
- Take along a list of emergency phone numbers (per the list under "In the Event of an Accident" below);
- Take along a list of chaperones and teachers who are in attendance on the trip, their home addresses and home phone numbers, name and work telephone numbers of spouses or nearest relatives and medical and health information on each; and
- Follow all school board policies and administrative regulations while on field trips.

In the Event of an Accident

- Remain calm;
- If the threat of fire exists, move students to a safe place;
- Call emergency vehicles or services (e.g., police, fire, ambulance, highway patrol) for locality, and begin administration of first aid;
- Notify the chief school administrator or the director of community relations who will notify the chief school administrator;
- Notify the director of pupil transportation;
- Phone the principal or assistant principal; and
- Do not issue statements to the press. Refer press to the civil authorities in charge or to the staff person designated by the school district to serve as community relations director for these types of incidents.

“CODE C” OR LOCK DOWN

March 2, 2004: For parents in South Jordan, Utah, there was a collective sigh of relief after a woman with a knife forced a lock down of two elementary schools. There were some frightening moments for parents of elementary students in the South Jordan neighborhood. Many of them were there to take their students from school when they saw SWAT officers surrounding a nearby house, and learned that Jordan Ridge Elementary was in lockdown. The trouble started at a house when a 9-1-1 call came in about a domestic dispute involving a knife and possibly a gun. That prompted police to lock down the school, which was only half a block away. It turns out that a woman was threatening a 12-year-old child. SWAT officers began negotiating with the suspect, and the child eventually came outside safely. But the suspect would not. The standoff continued until about 3:45 p.m., when the woman walked out of the house with her dog and was eventually arrested by police. All of this was going on as students were being dismissed from school, and parents were required to go into the school to pick up their children.

School officials may be required to lock down their facilities when a dangerous person or circumstance is discovered on or near school grounds. Procedures for an efficient communication process between school officials and law enforcement personnel should be in place.

Activating a Lock Down

A “Code-C” or lock down alarm should be sent over the school’s public address (PA) system and consist of a message similar to: **“May I have your attention! There is a Code-C in the school.”**

If this message is heard, proceed immediately with the following lock down procedures:

- Remain calm. Lock your door, immediately. If you don’t have a key, quickly find someone who does. Remove all of your students from the hallway.
- Turn off lights. Pull shades, if the room is visible from outside. It is more difficult to see into dark rooms. You may be contacted by phone with further instructions.
- Move to safety. Keep everyone concealed. Stay away from doors and windows. Use closets, locker rooms and other locations that can provide for concealment.
- Permit no one to leave the room. Prepare a list of everyone present and those students who left your room before the lock down.
- Disregard all bells until further notice. The bell system may be disabled during a Code-C. However, as this may not always be possible, disregard any bells until an administrator or the police contact you via the PA system, by phone, or in person.
- Window shades may be used to communicate with those outside. Tape a sign with the color red for danger or green for stable and “OK” in the window or on the back of the shade for the police to see.

Deactivating a Lock Down

- The principal or site administrator, in consultation with appropriate public officials may deactivate a lock down. This decision should be made with all agencies involved, if it is a multi-agency event.
- Utilize a previously identified "all-clear" announcement or signal for the site.
- All students and staff should return to their assigned rooms or workstations, if not already there.
- Attendance should be taken to account for all students and staff.

Please Note:

A "Code-C" announcement will be used **only** in the event that an armed or dangerous person is seen on campus. It is **extremely important** that you respond immediately and appropriately to this alarm. *If you see someone whom you know or have good reason to believe poses a serious threat, **immediately** find someone with a radio, contact the nearest administrator or on the closest phone, dial 9-1-1.*

DISTURBANCES AND DEMONSTRATIONS

School officials may be confronted with disturbances or demonstrations adjacent to school grounds, on the school grounds or associated with a job action. The courts have ruled that demonstrations are lawful, as long as demonstrators do not disrupt class work, involve substantial disorder or invade the rights of others. School officials are empowered to order unruly or disruptive persons to leave school property. Any person, student or nonstudent who fails to comply with these instructions is subject to arrest.

Disturbance or Demonstration by Students

- First, request that the students return to class. Warn them they risk suspension or arrest if they do not comply. Make no physical effort to prevent students from leaving school property.
- If students fail to comply, notify local law enforcement at _____.
- An officer(s) will be dispatched to your site.
- If a physical assault begins, call 9-1-1.
- Determine the urgency of the situation, type of assistance needed and if the site needs to be locked down or evacuated.
- If students are participating in an unlawful assembly on campus, loitering or causing class disruptions, the site administrator is responsible for the following:
 - Notifying students via bullhorn, public address system or other means that they should return to class;
 - Warning students that they face either suspension or expulsion if they do not comply; and
 - Requesting law enforcement officers to arrest of the student(s) who do not comply with orders to desist activity or leave school property.

Disturbance or Demonstration by Non-Student

- Politely inform the individual(s) he or she is disrupting the school, its students and/or activities and tell him or her to leave; and
- If the individual(s) refuses to comply, notify local law enforcement by calling _____. An officer will be dispatched to the site. If a physical assault begins, call 9-1-1.
- Police, in consultation with the principal or site administrator, will devise a plan of action. The situation will dictate whether additional officers will be needed and/or if the crisis and emergency management response plans should be activated.

Other Considerations

- Consider assigning staff to answer telephone calls from concerned parents;
- Try to determine the issues causing the disturbance and attempt to communicate with the participants; and

- With assistance from police, try to meet with authorized representatives or leaders who can present their issues and possibly respond to your needs.

Legal and Policy Considerations

<i>N.J.S.A. 2C: 33-1</i>	Riot
<i>N.J.S.A. 2C: 33-2</i>	Disorderly conduct
<i>N.J.S.A. 2C: 33-2.1</i>	Loitering
<i>N.J.S.A. 2C: 33-12.1</i>	Abating Nuisance
<i>N.J.S.A. 2C: 33-4</i>	Harassment
<i>N.J.S.A. 2C: 33-11</i>	Damage to Property
<i>N.J.S.A. 2C: 33-12</i>	Maintaining a Nuisance

ENVIRONMENTAL EMERGENCIES

School officials must be ready to act quickly in cases of environmental emergencies, including but not limited to chemical spills, asbestos fiber release episodes or biological incidents. In any life-threatening situation, teachers and administrators should take immediate action to provide for the safety of staff and students.

Chemical Spills

- Assess location of chemical spill and determine appropriate action to take for the safety of students and others (e.g., evacuation of room, building or site);
- Secure the affected area and do not allow staff or students to re-enter until the condition has been controlled;
- Activate specific components of the site emergency and crisis preparedness plan for any life-threatening situation, as appropriate; and
- Notify local health department for further information.

Suspected Biological Incidents (e.g., Anthrax)

Steps for Handling a Suspicious Unopened Letter or Package

- Do not shake or empty the contents of the envelope or package;
- Put the envelope or package in a plastic bag or other container to prevent leakage of the contents. If a bag or container is not available, cover the envelope or package with anything (e.g., clothing, paper, trash can) Do not remove the covering;
- Evacuate the immediate area;
- Wash your hands with soap and water; and
- Report the incident to immediate supervisor, who will contact local police.

What Constitutes a "Suspicious Letter or Package?"

The Postal Inspectors of the United States Postal Service have identified some characteristics of letters or packages that ought to trigger suspicion, including parcels that:

- Are unexpected or from someone unfamiliar to you;
- Are addressed to someone no longer with your school or are otherwise outdated;
- Have no return address, or have a return address that cannot be verified as legitimate;
- Are of unusual weight, given their size, or are lopsided or oddly shaped;
- Are marked with restrictive endorsements, such as "Personal" or "Confidential;"
- Have protruding wires, strange odors or stains; and
- Show a city or state in the postmark that does not match the return address.

On-Site Incidents

- Assess the situation and determine appropriate action to be implemented. Contact 9-1-1 if needed. Obtain information about the substance that has been released. If possible, provide product information;
- Evacuate if necessary. Assure that staff and students move crosswind or upwind from the problem area to avoid inhalation of vapors and proceed in an orderly fashion to a designated safe area;
- Provide first aid and emergency care, if needed;
- Keep staff and students in the designated area until the problem is resolved or until further instructions are received from authorities; and
- Local police will contact the district office to assist site staff with media inquiries and communications to parents and the community, as needed.

Off-Site Incidents

- Determine appropriate action after notification by the police or fire department;
- Determine whether or not to take the appropriate evacuation route and identify a designated safe area under the direction of the police or the fire department; supervise the evacuation process;
- Keep staff and students in the designated safe area until the problem is resolved or further instructions are received; and
- Contact the district office to assist site staff with media inquiries and communications to parents and the community, as needed.

FIRE

Regular action and drills must be taken to ensure that all staff and students are familiar with the school's emergency fire response plan. All schools are required to have a fire protection system that will be monitored by the local fire department. In any life-threatening situation, teachers and administrators must take immediate action to provide for the safety of staff and students.

When the School or Site is in Operation

- Immediately evacuate the site upon discovering fire or hearing the designated signal (e.g., fire alarm bells); and
- Proceed to the designated assembly area and remain until further instructions are received.

Administrative Staff

- Notify the main office by pulling the fire alarm or call the office if the fire alarm signal has not sounded;
- Order the evacuation of remaining staff and students to the appropriate assembly area. If the alarm system fails to operate, notify staff and students by other methods;
- Call the fire department (9-1-1) immediately;
- Activate the site emergency preparedness component of the comprehensive school or site safety plan, if there is a life-threatening situation;
- Supervise evacuation of the school or site, and confirm that all rooms and areas are evacuated;
- Provide first aid, if needed. If the incident results in injury to staff or students, immediately notify emergency and crisis personnel;
- Notify the local police department if arson is suspected, and refer to emergency and crisis personnel, if juveniles or students are involved;
- If hazardous materials are present or suspected, notify emergency and crisis personnel;
- After the emergency and crisis, contact the district office to determine whether to continue the school program and site operations; and
- After clearance by the ranking fire officer on the scene, arrange for appropriate cleanup, repair and other tasks to resume operations.

When the School or Site is Not in Operation or Building(s) Are Unoccupied

- As soon as the local police or fire dispatcher receives notification of a fire or damage resulting from a fire, the dispatcher contacts appropriate staff according to their internal guidelines; and
- Emergency repairs or cleanup beyond that done by the fire department, or that which is necessary to secure the facility, should not be undertaken until the appropriate district staff has viewed and recorded the damage and authorized work to proceed.

False Alarm

The principal, site administrator or designee does the following:

- Turns off the alarm (the designee should notify the principal or site administrator.)
Waits for arrival of the fire department;
- Notifies emergency communications of the false alarm;
- Arranges for staff and students to reoccupy the school or site; and
- Tries to identify the person who turned on the alarm and coordinates apprehension with local law enforcement officials.

Legal and Policy Considerations

N.J.S.A. 2C:17-1 Arson

N.J.S.A. 2C:17-3 Criminal Mischief

N.J.S.A. 2C:33-3 False Public Alarms

ILLNESS, DEATH OR SUICIDE OF STUDENT, TEACHER OR FAMILY MEMBER

February 3, 2003: A 14-year-old charged with killing a classmate in a school restroom kept a personal journal that fixated on violence and scrawled the words, "will become a serial killer" at the bottom of a printout on mass murderers. Forty-one pages of the boy's personal jottings and doodles were released by the state attorney's office following a public records request. The boy was indicted as an adult on a first-degree murder charge in the slashing death of his friend and fellow eighth-grader.

Illness

The school district has a primary responsibility to provide prompt care and immediate assistance to staff or students who may be injured or become ill during the course of regular operations. All principals or site administrators must take appropriate actions to ensure that all staff members are familiar with the appropriate district procedures in the event of injury or illness.

Death

Children may experience a number of powerful feelings when confronted with the death of a classmate, a teacher or another individual. The school's Emergency and Crisis Response Team can assist students individually and in groups to process their feelings and reactions following a death that affects the school community.

Suicide

Hinting, writing or talking about suicide is a call for help and must be taken seriously. When confronted with a situation in which life-threatening behavior is present, immediate mobilization of all appropriate resources is paramount. Under these conditions, commitment to confidentiality is superseded by the imperative for initiating a life saving intervention. If there is any suspicion that an individual is contemplating harming him or herself or taking his or her own life, act in accordance with the following guidelines:

- **DO NOT** leave the individual alone;
- **DO NOT** act shocked, allow yourself to be sworn to secrecy or brush aside a threat;
- **DO NOT** let the individual convince you that the crisis is over. Often the most dangerous time is precisely when the person seems to be feeling better. Sometimes the individual may appear happy and relaxed because he or she has resolved the problem by deciding to commit suicide; and
- **DO NOT** take too much upon yourself. Your responsibility to the individual in a crisis is limited to listening, being supportive and getting him or her to a trained student support service or mental health professional.

If a suicide occurs:

- School staff should exercise caution when discussing an "apparent suicide" with students. Often there will be ongoing investigations by the police department.

When the cause of death is clear, it is best to request permission from the parents to talk about the suicide with other students; and

- If news of death by suicide is received, the principal or designee should initiate efforts to address emotional reactions within the school community and to decrease the potential for a contagion effect.

SHOOTINGS AND INTRUDERS

Although shooting incidents on school campuses are rare, high-profile shooting incidents that occurred in the 1990s have brought to reality the threat potential that exists on any school campus in the United States. Violence in the home and in the workplace as a means of resolving conflict has now spilled over into the schools. Every school should have a response plan ready in the event that a shooting or other violent attack occurs. School officials and local law enforcement personnel must develop a plan that identifies the responsibilities of their respective agencies.

When a Shooting Occurs

- Call 9-1-1. Identify the school site and exact location. Remain calm and answer the operator's questions. Police dispatchers are trained to exact the necessary and required information for a proper emergency response;

If the Suspect Is Outside the Classroom

- Keep students inside the classroom and down on the floor. Move behind available cover inside the classroom;
- Close and lock the outside door to the classroom, if possible. Turn off the lights and stay on the floor. Do not peek outside door or windows to see what may be happening; and
- Call the main office as soon as possible to report the location of the assailant.

If the Suspect Is Outside the Building

- Instruct students to drop to the floor immediately, face down as flat as possible. If available, seek a safe place or cover;
- If there is no available safe place or cover, move or crawl away from the gunfire, trying to utilize any obstructions between you and the gunfire. Remember that many objects of cover may conceal you from sight, but may not be bulletproof;
- If outside the building, seek cover or try to get inside or behind the building and stay down;
- When you reach a place of relative safety, stay down and do not move. Do not peek or raise your head in an effort to see what may be happening;
- Call the office from your classroom or other safe position, or run to the office (only if safe) to report the situation;
- Wait and listen for directions from the police; and
- Disregard all bells and whistles until the "safe" code is delivered.

Office Personnel

- In keeping with effective disaster planning, office personnel should have pre-designated assignments to ensure an effective response in case of a shooting. Actions by multiple persons must be taken simultaneously to expedite a response;

- In response to a report of a shooting from a classroom or other area of the school, have all persons in the office seek cover onto the floor, behind protective objects or inside rooms. Make required emergency and crisis telephone calls to the police from this position. It is crucial that telephone calls be limited to emergency and crisis calls only;
- **Note:** Phone calls, other than for emergency and crisis purposes, should be made only after the police have cleared a phone line for that purpose. A phone call to friends or family will bring onlookers, bystanders or concerned loved ones to the school, interfering with the operations of emergency personnel and unnecessarily placing more people in danger;
- Use the prearranged lock down Code to instruct staff and students to stay inside and lock down classrooms; and
- If the assailant is outside the office, follow the same procedure, closing and locking the doors when possible.

Calling 9-1-1

When you call 9-1-1, identify your school site and exact location. Remain calm and answer the operator's questions. **Police dispatchers are trained to exact the necessary and required information for a proper emergency response.** As the police are being dispatched, answer the questions asked of you by the operator or police dispatcher. Although you are not expected to know all the answers, answer them to the best of your ability. Although you may think the questioning is wasting valuable time, the information you provide will enable phone personnel to dispatch officers and other emergency personnel safely and effectively. While you are being questioned, emergency personnel should have been dispatched and on the way. You may be asked questions such as:

- What exactly is happening and how do you know? Is it happening now?
- Where is the suspect now? What was his or her first or last known direction? Is the suspect still on school property?
- Is anyone injured? Are there wounded and how many?
- Where did it happen? What is the specific location of the occurrence?
- What weapons were used? Knowing the number and types of weapons will assist the police in their response. Describe the weapon(s) or other dangerous object(s), if possible, including the following:
 - Rifle;
 - Shotgun;
 - Handgun (e.g., revolver or automatic);
 - Ammunition - describe the type, amount and type of container (e.g., metal box, cardboard box, backpack);
 - Explosive device - give specific description; and
 - Were any shots fired? Describe the sound and number of shots fired.

- Do you know who the suspect(s) is? If yes, identify the perpetrator(s), and provide any background knowledge you may have.

After 9-1-1 has been called:

- Contact the transportation office to ensure buses are diverted from the area.
- If your school is equipped with a public address system, keep it on to provide instant announcements.
- Designate a knowledgeable administrator as the liaison for the police to provide information and facilitate their needs. **The person must be exclusively available to the police for the duration of the incident.**

Police and Fire Department Responsibilities

- Local law enforcement personnel will take charge of the operation and maintain full control throughout the duration of the incident;
- Police and fire departments will establish a command post(s) at or near the school where all operations pertaining to the event will be coordinated;
- Police and fire departments will utilize the Incident Command System (ICS) which is the nationally recognized command system;
- School staff should notify the office of the chief school administrator, who will activate the emergency and crisis management plan and the Emergency and Crisis Response Team, as appropriate; and
- Local law enforcement and the chief school administrator or their designees will take responsibility for inquiries from representatives of the communications media.

Other Considerations

In keeping with effective planning, all staff at the school should understand their roles and responses to a shooting. Predesignated assignments are necessary to ensure an effective response. Waiting until a disaster happens is too late to plan.

Legal and Policy Considerations

N.J.S.A. 2C:11-2 Homicide
N.J.S.A. 2C:12-1 Assaults
N.J.S.A. 2C:39-3 Prohibited weapons

TERRORISM AND KIDNAPPING

March 9, 2004: Around 6:50 Monday morning, a man in a blue car kidnapped a 12 year-old girl while she waited for her school bus. While the 12 year-old girl waited on the corner alone, sources say a man drove up, grabbed her, shoved her into his blue car and took off, leaving only her backpack on the ground. Several people within the next hour noticed the backpack on the ground and called the police.

The kidnapper allegedly raped the sixth-grader before dropping her off at Sears store in the Prien Lake Mall about an hour later, around eight a.m. After she was dropped off, the girl called her mother, who picked her up. The girl was checked out at a hospital and released.

Terrorism

A person is guilty of the crime of terrorism if he commits or attempts, conspires or threatens to commit any crime enumerated in subsection c. of *N.J.S.A. 2C:38-2* with the following purpose:

- to promote an act of terror; or
- to terrorize five or more persons; or
- to influence the policy or affect the conduct of government by terror; or
- to cause by an act of terror the impairment or interruption of public communications, public transportation, public or private buildings, common carriers, public utilities or other public services.

Kidnapping

A person is a victim of a kidnapping when the actor unlawfully removes the victim from the school or school grounds; or the actor unlawfully confines the victim with the purpose of holding the victim for ransom or reward as a shield or hostage; or the actor unlawfully removes the victim from the school or school grounds or a substantial distance from where he or she is found in school or on school grounds; or if the actor unlawfully confines a student for a substantial period of time with any of the following purposes: to facilitate commission of a crime or flight thereafter, or to inflict bodily injury on or terrorize the victim. (*N.J.S.A. 2C:13-1*)

Kidnapping

- Check school records to determine whether there is a legal custody issue;
- Contact the student's legal parent or guardian;
- Notify local law enforcement by calling 9-1-1. Be able to identify your site and exact location. Be prepared to give information about the student, including a physical description of the student and the student's clothing; and
- School staff will make administrative notifications.

Other Considerations

- Obtain a photo of the abducted student and provide it to the police;
- Provide the police with information on known friends of the abducted student since they may be able to provide additional information;
- Try to obtain a description of the abductor and direction of travel;
- Gather any possible witnesses for law enforcement to interview; and
- Remain calm; the prevention of panic is important.

Hostages

- An administrator or designee should notify local law enforcement by calling 9-1-1. Be prepared to give the following information:
 - Hostage location on school site;
 - Number and name of assailants, if known;
 - Number and name of hostages, if known;
 - Any available description of assailants and weapons; and
 - Demands made by assailants.
- School staff should make the necessary administrative notifications;
- If possible, isolate the hostage area and use the intercom, phone or site radios to notify staff to move students away from the hostage location to a safer location;
- Use lock down procedures, if appropriate;
- In most cases, do not evacuate until given instructions by police officials in order to avoid inadvertently moving into the hostage location;
- Gather all facts regarding the situation for the police. Keep notes on times, any communications from the person holding the hostage(s) and other witness information;
- Based on the emergency and crisis planning undertaken by school and law enforcement officials, provide law enforcement with floor plans of the school and arrange for custodial assistance, as appropriate:
 - Provide keys for access to classrooms, buildings and gates;
 - Provide information on the locations of power, water and gas shutoffs;
 - Provide access to roofs;
 - Provide locations of phones and other communication devices; and
- Work with the school district's central office and law enforcement officials to determine the next steps.

Other Considerations

- Gather possible witnesses for law enforcement to interview;
- Minimize the possibility of the suspect's ability to see or hear news reports;
- Consider possible transportation needs;
- Wait for police to evaluate and consider the use of the Amber Alert Plan; and
- Contact the school district's central office to coordinate communications media inquiries and briefings.

Legal and Policy Considerations

- N.J.S.A. 2C:13-1* Kidnapping
- N.J.S.A. 2C:13-2* Criminal restraint
- N.J.S.A. 2C: 13-4* Interference with custody
- N.J.S.A. 2C: 13-6* Luring, enticing a child by various means

THREATS AND VIOLENCE

March 18, 2004: Two eight-year-old boys and an eleven-year-old schoolmate were arrested after they buried a loaded handgun in a playground sandbox and plotted to shoot and stab a third-grade girl during recess. The boys intended to harm the young girl because she had teased two of them. The plot included a .22-caliber revolver, a knife and a box of bullets that were all hidden on the playground, authorities said. "The boys apparently brought the weapons to school Wednesday morning," prosecutor Michael Hayworth said, "The intent was to assault the girl over the recess hour that day." An eight-year-old classmate of the two younger boys was the one who alerted the school of the plot.

In general, insults and threats against others are associated with increased risks of victimization. Threats can be verbal or physical and implied or explicit. Certain types of threats are criminal, and, depending upon the severity, could lead to felony prosecution. Students and staff who are threatened, assaulted, sexually assaulted or battered, should first seek medical attention, if necessary, and subsequently notify law enforcement officials.

Verbal Threats

If a district employee receives a verbal threat, the following applies:

- The employee should notify his or her immediate supervisor;
- The employee or supervisor should contact local law enforcement officials who will determine whether a crime was committed;
- If a crime was committed, local law enforcement officials will investigate, make necessary arrests, and provide documentation for criminal prosecution; and
- If it is determined that a crime was not committed, and the threat was from a student, law enforcement personnel will forward information to the principal or site administrator for appropriate administrative review and follow-up.

Physical Assaults and Batteries

If a district employee is assaulted, sexually assaulted or battered, the following applies:

- The employee should seek medical attention according to district procedures;
- The district employee or supervisor should contact local law enforcement officials who will determine whether a crime was committed;
- If it is determined that a crime was committed, local law enforcement officials will investigate, make necessary arrests and provide documentation for criminal prosecution; and
- If a student committed the act, the principal or site administrator should take appropriate disciplinary action, in accordance with district policy.

Students

If a student is threatened, assaulted, sexually assaulted or battered, the following applies:

- The student should seek medical attention, if necessary;
- The student should notify a district staff member who should notify the principal or site administrator;
- The principal or site administrator should contact local law enforcement personnel who will determine whether a crime was committed;
- If a crime was committed, local law enforcement officials, will investigate, make necessary arrests and provide documentation for criminal prosecution; and
- If another student committed the act, the principal or site administrator should take appropriate disciplinary action, in accordance with district policy.

Legal and Policy Considerations

N.J.S.A. 2C: 12-1 Assault
N.J.S.A. 2C: 12-1b Aggravated Assault
N.J.S.A. 2C: 12-3 Terroristic Threats
N.J.S.A. 2C: 12-10 Stalking
N.J.S.A. 2C: 14-2 Sexual Assault

WEAPONS

A weapon is defined as any object that is used to inflict harm on another individual. The most common objects that are used as weapons are clubs, firearms, sharp utensils, such as scissors or knives, explosive weapons, brass knuckles or chemical dispensing devices. However, virtually any object can be a weapon, if the object is used to inflict bodily harm on oneself or another individual.

All New Jersey school districts have a zero tolerance policy for possession of firearms. Zero tolerance policies should be in place for all weapons, even when a student claims he or she brought the weapon to school for self-defense. Students are encouraged to notify a school official if he or she feels threatened. Possession by a student of any weapon will result in removal from school and could result in prosecution.

Procedures for Handling Armed Students

All staff members must report to the principal if a student is suspected of possessing a weapon on campus. If safety permits, confiscate the weapon for further investigation. In circumstances where the weapon is a gun, carefully evaluate whether an attempt to confiscate the weapon can be conducted safely and, if in doubt, follow the procedure below.

- Contact local law enforcement officials;
- Do not contact the student. **Wait for the police;**
- Do not attempt to retrieve the weapon. **Wait for the police;**
- Do not restrain or discipline the student. **Wait for the police;** and
- If the student is in class and the weapon is concealed, the staff member should send a note in an envelope to the school office, using a messenger. Include as much information as possible, as follows:
 - The name of the student;
 - The exact location of the student in class;
 - A clothing description or unique identifiers;
 - The type of weapon suspected;
 - The location of the weapon;
 - The room number;
 - The number of students in class; and
 - The demeanor of the student and any other useful information.

Administrative Staff Procedures

- Dial 9-1-1 if an emergency or crisis exists;
- Allow class or passing periods to occur as normal until police arrive;

- Pull the suspected student's schedule;
- Refrain from alarming other students;
- Allow police to handle the situation, according to their procedures; and
- After the situation is resolved, consider the impact on other students and involve your school Emergency and Crisis Response Team.

Procedures for Handling Other Armed Offenders

- Notify local law enforcement and the principal's office;
- Notify all staff of the emergency or crisis situation;
- Implement the lock down procedure, when appropriate;
- Notify all students and staff outside classrooms to report to the nearest safe classroom;
- If the armed person can be contained in one section of the building, students and staff should be evacuated;
- If safety permits, an appropriate administrator or security personnel should be stationed outside to warn approaching visitors of danger;
- If safety permits, a staff member should meet law enforcement officials outside to apprise them of the details of the emergency;
- Administrators and staff should follow the directives of law enforcement personnel; and
- Complete an incident report.

Legal and Policy Considerations

<i>N.J.S.A. 2C:11-2</i>	Criminal homicide
<i>N.J.S.A. 2C:12-1</i>	Assaults
<i>N.J.S.A. 2C:39</i>	Firearms and other dangerous weapons
<i>N.J.S.A. 2C:39-3</i>	Prohibited weapons and devices
<i>N.J.S.A. 2C:39-4</i>	Possession of a firearm for unlawful purposes
<i>N.J.S.A. 2C:39-7</i>	Certain persons not to have weapons

COMMUNICATIONS

Communication is a critical part of crisis and emergency management. School staff members and students must be told what is happening and what to do. Parents of students and families of staff members must be informed about the situation, including the status of their children or family members. The following information is presented in order to assist school district staff to assess, develop, document and improve their ability to communicate during crisis and emergency situations. Coordination of these efforts with emergency response organizations in a manner that best protects and provides safety for students, staff, buildings and supplies is imperative.

General Information

- Pursuant to *N.J.A.C.6A:16-5.2*, districts are required to develop and maintain a comprehensive crises and emergency management plan. The plan should identify an emergency and crisis operations center in conjunction with a communications center.
- The principal or site administrator should assure that the school's 800 MHz emergency and crisis communications radio is maintained and operational. Once a week radio checks on 800 MHz communications systems are recommended.
- The site communications center makes the reporting of emergencies and crimes possible, as well as requests for assistance and coordination of fire and rescue efforts. Equipment available for these uses includes direct line telephones, cellular telephones and emergency portable radios.
- The principal or site administrator should direct and coordinate emergency actions at his or her site, unless relieved by another district official or by police or fire authorities.

Emergency Response

- For emergencies or life-threatening situations, the principal or site administrator should activate the crisis and emergency management plans;
- The principal or site administrator should contact the local police department and may activate the district-wide communication system, allowing all sites to communicate with each other and their supervisors;
- If communication is established, the principal or site administrator should provide a complete report of the incident or emergency and crisis, identifying damages sustained, current response actions, resource status and other important information. Based on the information provided, the district office should be notified and requested to respond;
- In emergency and crisis situations requiring radio communications, all site administrators should utilize their emergency and crisis portable radios to communicate with local law enforcement or the emergency operations center. Communication with fire and city police is also available on the 800 MHz system

from any school police radio console, vehicle or portable radio, and by direct telephone;

- Local police communications is staffed 24 hours a day and is available by radio or telephone; and
- The emergency office designated by the school district is the official information center for assuring accurate and consistent information to the public, parents, media and district staff. Incoming telephone calls should be diverted to this office.

Recovering from an Emergency

May 28, 1998: Two students were killed and more than 20 other people were wounded when a 15-year-old student opened fire at Thurston High School in Springfield, Oregon. Earlier that day, he killed both his parents and placed homemade bombs under their bodies. He had been expelled from school the day before for bringing a gun to school.

Research conducted over the past decade indicates that schools are increasingly more susceptible to crisis situations that adversely affect large numbers of students and faculty. Unacceptable rates of adolescent suicide and substance abuse and interpersonal violence are among the reasons listed for this shift. Schools today are also facing new types of trauma and emergencies that were almost nonexistent 25 years ago, including hostage-taking, sniper attacks, murders, terrorist activities and bomb scares.

The aftermath of tragedies on individual children and adults is not simple to predict, but the National Institute of Mental Health reports that both adults and children demonstrate a wide range of reactions following a catastrophic event. Some suffer only worries and bad memories that fade with emotional support and the passage of time. Others are more deeply affected and experience long-term problems.

Although it is difficult to predict who will experience the most severe reactions to trauma, the more direct the exposure to the event, the higher the risk for emotional harm. Children, in particular, can react with severe emotional responses (e.g., fear, grief, depression, withdrawal, anger). These reactions are normal responses to an abnormal event, and when a significant portion of the student body is affected, schools may find it difficult to restore a learning environment to “normalcy.” One of the most important challenges for parents, teachers and mental health practitioners is to help children avoid, overcome or constructively cope with emotional problems that may ensue following an emergency, crisis or violent episode

POSTVENTION - RECOVERING FROM A CRISIS OR EMERGENCY

Just as schools must develop plans and procedures to respond to emergency situations, a plan to assist students and staff recover from the physical, psychological and emotional trauma associated with tragic events also must be developed. The recovery plan should provide immediate help and referral procedures for students, staff and parents who may be experiencing significant emotional reactions to a crisis.

The School-Based Emergency and Crisis Management Response Team, in cooperation with the District-Wide Emergency and Crisis Management Planning Team, both described in the section of this manual titled “Introductions,” are responsible for planning and implementing postvention activities. The Emergency and Crisis Response Team, comprising district, building or a combination of district and building staff, should be

constituted to deliver postvention functions. Among the response team members should be staff who are respected in the school, are sensitive to student and staff needs, are committed to personal involvement in a crisis and are relatively calm under fire. It is important that at least one team member has the authority to make decisions on behalf of the school or the district during a crisis. The response team should continually review and recommend updates to postvention procedures, maintain a directory of district and community resources, and suggest and monitor training opportunities for staff.

Some of the postvention functions to be performed by the team include:

- Facilitating the grieving process for staff and students;
- Providing accurate information to school staff and community members;
- Organizing a staff telephone or e-mail network;
- Identifying a school liaison for family members of victims;
- Developing classroom materials for discussions and activities;
- Suggesting school policy regarding funerals;
- Planning school memorials;
- Intervening with at-risk students;
- Scheduling parent and community events; and
- Evaluating the response efforts and recommending improvements.

When the response team is activated because of a critical incident, it is paramount that each member understands that his and her role is to become an integral part of the healing process. The ultimate goal is to reestablish the health, safety and well-being of staff, students and parents, as well as their sense of control over their lives.

Both before and after the tragic events at Columbine High School in April 1999, a tremendous wealth of information on planning for and responding to crisis and school violence situations has emerged. The National Education Association (NEA) prepared an extensive and thoughtful manual entitled “Being Prepared – Before a Crisis” that provides, among other things, a guide to address the immediate needs of “affected and vulnerable students, staff and community members” as they struggle to heal and rebuild.

Children’s Reactions to Trauma: What Adults Can Do to Help

March 5, 2001: A 15-year-old student killed two classmates and wounded another 13 people, including three adult supervisors, in a Santee, California high school. Santana High School was closed the next two days and counselors were available at a nearby church. The student had intended to kill himself, but he was apprehended before doing so. He had been the victim of intense bullying and had exhibited signs of depression.

The following information is adapted from the NEA's publication titled *Crisis Communications Guide & Toolkit*: in the section, *Tool 7: For Parents, Staff, and Media: About Post-Traumatic Stress Disorder*. Trauma can change the way students view their world. It challenges their assumptions of school safety and security. Students' reactions to trauma will depend upon the severity of the event, their personalities, the way they cope with stress and the availability of support. It is common for young people to regress both behaviorally and academically following a trauma. A good way to view the situation is that students are normal young people in an abnormal circumstance.

It is natural for students to first experience some sort of denial that the situation really happened. Fears, worries or nightmares are common following a trauma. Sleep disturbances or eating difficulties may occur. Students may begin to regress emotionally or act younger than their chronological age. They may become more clinging, unhappy and needy of parental attention and comfort. Feelings of irritability, anger, sadness or guilt often emerge. Somatic complaints, such as headaches, stomachaches or sweating are not unusual. Children and adolescents may repeatedly relive the trauma by acting it out in play or dreams. Other students may seek to avoid all reminders of the trauma by withdrawing from others, refusing to discuss their feelings or avoiding activities that remind them of the trauma. Some loss of interest in school, misbehavior and poor concentration are other common reactions.

What Can Adults or Caregivers Do to Help

Following is a list of suggestions for responding to various types of symptoms experienced by young people adapted from the NEA's publication titled *Crisis Communications Guide & Toolkit*: in the section, *Tool 7: For Parents, Staff, and Media: About Post-Traumatic Stress Disorder*:

- *Students who experience self-blame and guilt.* Adults should help students separate events that they can control from those that are uncontrollable. Additionally, adults can encourage these students to talk positively about themselves and their positive life experiences.
- *Students who experience helplessness and hopelessness.* Adults should ask the students to write or speak about current feelings and record pleasant thoughts three to four times a day, in an effort to increase pleasant thoughts over a period of four to six weeks.
- *Students who lose interest and experience "blue mood."* Adults could arrange one interesting activity per day for these students; plan with the students for future special events; and discuss enjoyable topics.
- *Students who lose their appetite or experience weight problems.* Adults should not force the issue of eating. Sometimes it helps to prepare favorite foods and work to make mealtime a pleasant occasion.

- *Students who experience sleep difficulties.* Adults should keep students on a regular bedtime schedule. One hour before bedtime, they should engage these students in relaxing and calming activities such as reading or listening to soft music. Help students try to end the day with a positive experience.
- *Students who are agitated and restless.* Adults should change activities that cause agitation. Teach these students relaxation techniques; massage may help reduce stress. Encourage physical exercise and recreational activities.
- *Students who experience excessive fears.* Adults can help minimize anxiety-causing situations and uncertainty by being supportive and reassuring. Planning ahead with these students may reduce uncertainty.
- *Students who demonstrate aggressive behavior and anger.* Adults should use a kind but firm approach to let these students know that their aggressive behavior is unacceptable. Let these students know that their anger is normal, but encourage them to express it in appropriate ways. Do not react in anger; be consistent with your responses to inappropriate behavior. Let them know that many emotions are normal responses to trauma, such as sadness, guilt, loneliness, fear, pain and isolation.

If a student's symptoms persist or you are concerned about a student's reactions, contact the school's psychologist, school social worker, school counselor or community mental health center.

Group Crisis Intervention: Aftercare for Students to Process Trauma

The symptoms described above may range from mild to severe. More severe symptoms may indicate that a child is experiencing post-traumatic stress disorder or depression. The National Association of School Psychologists recommends that children process their emotions and reactions to a trauma within 24 to 36 hours following a crisis in order to prevent post-traumatic stress disorder. The process is called a "group crisis intervention" or "debriefing."

A trained crisis responder or counselor generally facilitates the intervention or debriefing, asking the group who experienced the trauma together to sit in a circle. The process begins with survivors thinking about and articulating their sensory perceptions during the trauma: what they saw, heard, tasted, smelled, and touched. They are also asked to think about and articulate their accompanying thoughts and emotions.

This strategy helps survivors understand how unconscious associations are made with certain sights, sounds, smells and experiences. In addition, by sharing aloud, individuals realize that others experienced similar reactions and emotions. It is a bonding exercise that provides feelings of safety, security and normalcy. Finally, individuals in the group are asked to think about the future and imagine upcoming

events. They discuss how they will cope with future events and share their sources of strength and support systems.

The goal of the group crisis intervention is to address three urgent needs:

- *Safety and security* — It offers freedom from fears and terrors associated with the event, including sensory perceptions and how thoughts and feelings are encoded;
- *Validation and ventilation* — It fulfills student's needs to tell the story of their experiences and understand the patterns of trauma reaction, and recognize the commonality of the pattern; and
- *Predict and prepare* — It helps them to face the future and prepare for how they might cope (e.g., identifying sources of strength).

The strategy helps survivors regain some sense of control or mastery over their lives. By providing a forum to help participants predict future events and their reactions to them, victims are better prepared to respond. The debriefing is critical in laying the foundation for a support system and provides comfort through sharing common feelings. It can ameliorate long-term adverse affects, add structure to a crisis and help contain chaos and confusion.

Critical Incident Stress Management

The district should facilitate professional development opportunities in a number of areas including debriefing, defusing and counseling in the aftermath of a significant disaster. This training can be provided, for example, through the American Red Cross training program titled "Mental Health Disaster Services," as well as a two-day course in the nationally recognized curriculum for Critical Incident Stress Management (CISM) through the University of Maryland's Institute for Critical Incident Stress Management.

Known informally as the "Mitchell Model," the Critical Incident Stress Management Model (Everly and Mitchell, 1999) is a comprehensive, integrated multi-component crisis intervention system. CISM services provide a framework for the application of education and crisis intervention during the acute stage following a critical incident. These services enhance and complement the delivery of traditional mental health services.

The CISM model is designed to promote emotional and psychological resilience following a critical incident. Whether an event is an act of violence, a sudden death or a large-scale disaster, those involved often experience stress reactions. These reactions can affect employees, students, parents, emergency responders, police, witnesses and the families of these individuals.

The stress reactions experienced following a critical incident can include insomnia, depression, anger, headaches, ulcers and a host of other manifestations. Much of this suffering and loss can be reduced when the affected individuals receive services under CISM from experienced counselors following a traumatic incident. The CISM model

includes the use of both crisis intervention and educational processes for mitigating or resolving the psychological distress associated with a critical incident. CISM services include pre-crisis consultation, briefings, individual consultation, group debriefings and defusings, organization, consultation and referrals.

The purpose of CISM techniques is to provide students, school employees and others affected by a traumatic event with the opportunity to express their thoughts and feelings about what happened and how it was handled. Depending on their developmental levels, students have different coping skills for dealing with traumatic events and memories of those events. Adolescents can often use discussion formats, while younger students may require involvement and use of nonverbal means of communication. Whether using verbal or nonverbal communications, the intent of CISM is to help activate and enhance individuals' problem-solving and crisis coping skills. The CISM Framework includes the following:

- *Individual consultation* – A structured one-to-one technique used by a trained counselor or professional after a critical incident.
- *Briefing* – A presentation to groups following a crisis or critical incident to share information, reduce and dispel rumors and provide details of action plans.
- *Defusing* – A group crisis intervention technique conducted by a trained facilitator, usually occurring within the first 12 to 24 hours after a critical incident.
- *Debriefing* – A structured small-group process intended to mitigate or resolve the psychological distress associated with a critical incident or traumatic event, usually occurring in the first one or two days following an event.
- *Parent, Family or Organization Consultation* – A group process conducted to provide ongoing educational and support to families, parent groups or organizations following a critical incident.
- *Referral and Follow-up* – A process to assure that individuals who experience intense symptoms and can benefit from ongoing support will be referred for appropriate mental health services.

Schools can help students recover from a critical incident by restoring a climate for learning, modeling appropriate recovery behavior and maintaining basic educational goals. Counselors and teachers can help their school community by reducing conflict among groups and creating working partnerships among groups from inside and outside the school by following familiar routines, by acknowledging the trauma through shared activities and observances, by supporting students and their families, and by remembering that students and their communities are resilient and can achieve homeostasis when adequately supported.

Postvention Resources

The publication titled *How to Help Kids in Times of Crisis and Stress* from the American School Counselor Association provides the following suggestions for helping children during the recovery period following a crisis:

- Try and keep routines as normal as possible. Students gain security from the predictability of routine, including attending school;
- Limit exposure to television and the news;
- Be honest with students and share with them as much information as they are developmentally able to handle;
- Listen to students' fears and concerns;
- Reassure students that, even though some people do bad things, overall, most people are good and the world is a good place to be;
- A crisis event could be an opportunity to remind students that we live a privileged life in the United States. Young people in other parts of the world fear each day for their physical well-being;
- Parents and adults should assess and manage their own responses to crisis and stress before they assist young people;
- Rebuild and reaffirm attachments and relationships;
- Realize that schools are often viewed as a second home for students and staff. After a disaster or tragic event that touches the lives of students, teachers and support staff, the involvement of mental health professionals is important to assess the mental health status of those affected by the event; and
- Begin program planning for disaster mental health services prior to a disaster. Services should be based on the needs of the persons affected by the event, which may vary depending on the disaster situation. Program planners working with students and families should conduct a comprehensive needs assessment in coordination with disaster response agencies. Services should be selected that directly address the results of the needs assessment.

The publication titled *Helping Students Cope with Disasters* from the Federal Emergency Management Agency (FEMA) offers the following insights regarding students' reactions to disasters.

Disasters differ from routine emergencies and cause unique problems for private and public organizations, as well as the local, state and federal governments. Routine emergencies and critical incidents are events for which response demands are able to be met with local resources. Disasters, compared to routine emergencies and critical incidents, possess unique characteristics. Characteristics of disasters that have been developed by the Federal Emergency Management Agency (FEMA) are described below:

- Individuals cope with disasters in their own ways at their own paces; while reactions vary from individual to individual, there are some typical symptoms. Persons providing disaster mental health services should be able to recognize the characteristics of those recovering from disasters and provide appropriate services.

- In times of disaster, people often realize their connections to the community. This social bond provides the individual with an opportunity to be supported but can lead to pain after social support is withdrawn. Helping a person prepare for this disillusionment can help lessen the disappointment that is involved as he or she continues to recover from the disaster.

Common Reactions

Though reactions to disasters may vary, there are some typical responses to abnormal events. Sometimes these stress reactions appear immediately following the disaster; and in some cases, they are delayed for a few hours, a few days, weeks or even months. These stress reactions may be categorized as physiological, cognitive or intellectual, emotional and behavioral symptoms, and may include the following:

Physiological Symptoms

- | | | |
|-------------|------------|----------------------|
| ➤ Fatigue | ➤ Shock | ➤ Fine motor tremors |
| ➤ Nausea | ➤ Vomiting | ➤ Muscle aches |
| ➤ Headaches | ➤ Chills | ➤ Teeth grinding |
| ➤ Dizziness | ➤ Ticks | ➤ Profuse sweating |

Cognitive/Intellectual Symptoms

- | | |
|----------------------------|--|
| ➤ Memory loss | ➤ Concentration problems and distractibility |
| ➤ Anomia | ➤ Reduced attention span |
| ➤ Calculation difficulties | ➤ Confusing trivial issues with major issues |

Emotional Symptoms

- | | |
|----------------|--|
| ➤ Anxiety | ➤ Feeling overwhelmed |
| ➤ Grief | ➤ Identification with victims |
| ➤ Depression | ➤ Anticipation of harm to self or others |
| ➤ Irritability | |

Behavioral Symptoms

- | | |
|-------------------|------------------------------------|
| ➤ Insomnia | ➤ Crying easily |
| ➤ Substance abuse | ➤ Gallows humor |
| ➤ Gait change | ➤ Ritualistic behavior |
| ➤ Hyper vigilance | ➤ Unwillingness to leave the scene |

Although these may be normal reactions to disaster events, individuals providing disaster mental health services should recognize when reactions are severe enough to warrant a referral for mental health services.

Age-Related Reactions of Students to Disasters

If an emergency or disaster occurs, it is important to recognize normal reactions of students to the event. Reactions of students are generally age-related and specific. This section provides an overview of normal reactions within various age groups and

suggestions for helping students cope with disaster-precipitated stress. Also included is a list of symptoms which may warrant referral to a mental health professional.

Disasters often strike quickly and without warning. These events can be frightening for adults, but they are more frequently traumatic for students. During disasters, families may have to leave their homes and daily routines. Students may become anxious, confused or frightened. It is important for adults to cope with disasters in ways that will help students avoid developing a permanent sense of loss. Students need guidance that will help them reduce their fears.

Key Concepts

Students experience a variety of reactions and feelings in response to disasters and may need special attention to help them cope and return to “normal.” The two most common indicators of distress in students are changes in their behavior and behavior regression. A change in behavior is any behavior students exhibit that is not typical for them. For example, outgoing students may become very shy and withdrawn. Regression is where past behaviors occur, such as thumb sucking or baby-talk. Students may experience a variety of reactions and feelings based on their ages. Helpful hints for coping with these reactions are described below.

Reactions to disasters may appear immediately after the disasters or after several days or weeks. Most of the time the symptoms will pass after the student readjusts. When symptoms continue, most likely a more serious emotional problem has developed. In this case, referring the student to a student support staff member or a mental health professional who is experienced in working with students and trauma is appropriate.

Reactions by Age Groups

Preschool (1–5 years)

When faced with an overwhelming situation, such as a disaster, students in this age range often feel helpless and experience an intense fear and insecurity because of their inability to protect themselves. Many students lack the verbal skills and conceptual skills needed to cope effectively with sudden stress. The reactions of their parents and families often strongly affect them. Abandonment is of great concern for preschoolers, and students who have lost a toy, pet or a family member will need extra comfort.

Typical reactions may include:

- Bed-wetting;
- Fear of the darkness or animals;
- Clinging to parents;
- Night terrors;
- Loss of bladder or bowel control or constipation;
- Speech difficulties (e.g., stammering);
- Loss or increase of appetite;

- Cries or screams for help;
- Immobility, with trembling and frightened expressions;
- Running either toward an adult or in aimless motion;
- Fear of being left alone; and
- Confusion.

Helpful Hints:

- Encourage expression through play reenactment;
- Provide verbal reassurance and physical comfort;
- Give frequent attention;
- Encourage expression of feelings regarding loss of pets or toys;
- Provide comforting bedtime routines;
- Allow the child to sleep in the same room with parents until the child can return to his or her own room without experiencing the post-disaster fear.

School Age (5–11 years)

The school-age child is able to understand permanent changes or losses. Fears and anxieties predominate in this age group. Imaginary fears that seem unrelated to the disaster may appear. Some students, however, become preoccupied with the details of the disaster and want to talk about it continuously. This can get in the way of other activities.

Typical responses:

- Thumb-sucking;
- Irritability;
- Whining;
- Clinging;
- Aggressive behavior at home or school;
- Competition with younger siblings for parental attention;
- Night terrors, nightmares or fear of darkness;
- School avoidance;
- Withdrawal from peers;
- Loss of interest and poor concentration in school;
- Regressive behavior;
- Headaches or other physical complaints;
- Depression; and

- Fears about weather or safety.

Helpful Hints:

- Be patient and tolerant;
- Encourage play sessions with adults and peers;
- Arrange discussions with adults and peers;
- Temporarily maintain relaxed expectations at school or at home;
- Provide opportunities for structure, but not demanding chores and responsibilities at home; and
- Conduct rehearsals of safety measures to be taken in the event of future disasters.

Preadolescence (11–14 years)

Peer reactions are especially significant in this age group. It is important for the preadolescent to know that his or her fears are both appropriate and shared by others. Helping should be aimed at lessening tensions and anxieties and possible guilt feelings.

Typical Responses:

- Sleep disturbance;
- Appetite disturbance;
- Rebellion in the home;
- Refusal to do chores.
- School problems (e.g., fighting, withdrawal, loss of interest, attention seeking behaviors);
- Physical problems (e.g., headaches, vague pains, skin eruptions, bowel problems, psychosomatic complaints); and
- Loss of interest in peer social activities.

Helpful Hints:

- Provide group activities geared toward the resumption of routines;
- Support involvement with same age group activity;
- Hold group discussions geared toward reliving the disaster and rehearsing appropriate behavior for future disasters;
- Give structured but undemanding responsibilities;
- Temporarily maintain relaxed expectations of performance; and
- Give additional individual attention and consideration.

Adolescence (14–18 years)

A disaster may stimulate fears of adolescents concerning the loss of their families and fears related to their bodies. It threatens their natural branching away from their families because of the tendency of families to pull together during trauma. Disasters disrupt their adolescents' relationships and school life. As students get older, their responses to trauma begin to resemble those of adults. They may also have a combination of some more childlike reactions mixed with adult responses. Teenagers may show more risk-taking behaviors (e.g., reckless driving, use of drugs) than normal. Teens may feel overwhelmed by their emotions and may be unable to discuss them with their families.

Typical Responses:

- Headaches or other physical complaints;
- Depression;
- Confusion or poor concentration;
- Poor performance;
- Aggressive behaviors;
- Withdrawal and isolation;
- Changes in peer group or friends;
- Psychosomatic symptoms (e.g., rashes, bowel problems, asthma);
- Loss of appetite;
- Sleep disturbance;
- Agitation or decrease in energy level;
- Indifference;
- Irresponsible or delinquent behavior; and
- Decline in struggling with parental control.

Helpful Hints:

- Encourage participation in community rehabilitation work;
- Encourage resumption of social activities, (e.g., social life, athletics, clubs);
- Encourage discussion of disaster experiences with peers, family and significant others;
- Encourage, but do not insist upon, discussion of disaster fears within the family setting.

APPENDIX A

THE FOUR-PRONGED THREAT ASSESSMENT MODEL

THE FOUR-PRONGED THREAT ASSESSMENT MODEL

As explained in the chapter of this manual titled “Prevention and Intervention,” this innovative model developed by the Federal Bureau of Investigation, is designed to assess someone who has made a threat and evaluate the likelihood that the threat will actually be carried out. Anyone can deliver a spoken or written message that sounds foreboding or sinister, but evaluating the threat alone will not establish that the person making it has the intention, the ability or the means to act on the threat. To make a determination of threat risk, an assessment of the person suspected of making the threat is essential.

The experience of the National Center for the Analysis of Violent Crime (NCAVC) is that frequently, only limited information is known about someone being evaluated for threat assessment, or information may be available only in certain areas (e.g., academic record, family life, health of a student’s life). All aspects of the life of a person who is suspected of making threat’s must be considered when evaluating whether a threat is likely to be carried out. The model described below provides a framework for evaluating a student in order to determine if he or she has the motivation, means and intent to carry out a proclaimed threat. The assessment is based on the "totality of the circumstances" known about the student in the following four major areas:

- Prong One: Personality Traits and Behavior of the Student.
- Prong Two: Family Dynamics.
- Prong Three: School Dynamics.
- Prong Four: Social Dynamics.

Here is how the Four-Pronged Assessment Model can be used when a threat is received at a school: A preliminary assessment is made of the threat, as outlined in the chapter titled Prevention of this manual. If the identity of the person suspected of making the threat is known, a threat assessor quickly collects as much information that is available for the four categories. The assessor may be a school psychologist, counselor or other staff member or specialist who has been designated and trained for this task. Information can come from the assessor's personal knowledge of the student or can be sought from teachers, staff, students (when appropriate), parents and other appropriate sources, such as law enforcement agencies or mental health specialists.

If the student appears to have serious problems in the four prongs and if the threat is assessed as high or medium, the threat should be taken more seriously and appropriate intervention by school authorities and law enforcement should be initiated as quickly as possible.

In order to effect a rapid assessment, it may not be possible to evaluate a student thoroughly in each of the four prongs. Nonetheless, having as much information as

possible about a student and his or her life is important in order to determine whether the student is capable and exposed to enough stressors to carry out the threat.

Provided below are factors to be considered in each of the four prongs, described in detail later in this section.

PERSONALITY OF THE STUDENT: BEHAVIOR CHARACTERISTICS AND TRAITS

According to Webster's dictionary, personality is "the pattern of collective character, behavioral, temperamental, emotional, and mental traits of an individual." This pattern is a product of both inherited temperament and environmental influences. Personality shapes how people consistently view the world and themselves and how they interact with others. Forming an accurate impression of someone's personality requires observation of his or her behavior over a period of time and in a wide variety of situations.

Understanding child and adolescent personality development is extremely important in assessing a threat made by someone in his or her respective age group. Adolescents' personalities are not yet crystallized; they are still developing. During adolescence, young people are likely to explore or engage in what others perceive as strange behavior. Adolescents struggle with vulnerability and acceptance (e.g., "Am I lovable and able to love?"), with questions of independence and dependence and how to deal with authority, among other difficult issues. Clues to students' personalities can come from observing behavior when the students are:

- Coping with conflicts, disappointments, failures, insults or other stresses encountered in everyday life.
- Expressing anger or rage, frustration, disappointments, humiliation, sadness or similar feelings.
- Demonstrating or failing to demonstrate resiliency after setbacks, failures, real or perceived criticism, disappointment or other negative experiences.
- Demonstrating feelings about themselves, the type of person students imagine themselves to be, and how student believe they appear to others.
- Responding to rules, instructions or authority figures.
- Demonstrating and expressing a desire or need for control, attention, respect, admiration, confrontation or other needs.
- Demonstrating or failing to demonstrate empathy with the feelings and experiences of others.
- Demonstrating their attitudes towards others (e.g., Does the student view others as inferior or with disrespect?).

Assessors who have not been able to observe a student first-hand should seek information from those who knew the student before he or she made a threat.

FAMILY DYNAMICS

Family dynamics are patterns of behavior, thinking, beliefs, traditions, roles, customs and values that exist in a family. When a student has made a threat, knowledge of the dynamics within the student's family - and how those dynamics are perceived by both the student and the parents - are key factors in understanding circumstances and stresses in the student's life that could play a role in a decision to carry out a threat.

SCHOOL DYNAMICS

The relationship between school dynamics and threat assessment has not been empirically established. Therefore, its level of significance is dependent upon additional research into these cases. While it may be difficult for educators or assessors to "critique" their own school, it is necessary to have some understanding of the dynamics in their school, because their school can ultimately become the scene of a crime.

Similar to family dynamics, school dynamics are patterns of behavior, thinking, beliefs, customs, traditions, roles and values that exist in a school's culture. Some of these patterns can be obvious, and others subtle. Identifying the behaviors which are formally or informally valued and rewarded in a school helps explain why some students get more approval and attention from school authorities and have more prestige among their fellow students. It can also explain the "role" a particular student is assigned within the school's culture, and how the student may see himself or herself fitting in, or failing to fit in, with the school's value and social systems.

Students and staff may have very different perceptions of the culture, customs and values in their school. Assessors need to be aware of how a school's dynamics are perceived by students. A big discrepancy between students' perceptions and the administration's can be a significant piece of information for the assessor.

SOCIAL DYNAMICS

Social dynamics are patterns of behavior, thinking, beliefs, customs, traditions and roles that exist in both the school and the community where students live. These patterns have an impact on students' behavior, their feelings about themselves, their outlooks on life, their attitudes, their perceived options and their lifestyle practices. Adolescents' beliefs and opinions, their choices of friends, activities, entertainment and reading material, and their attitudes toward such things as drugs, alcohol and weapons will all reflect, in some manner, the social dynamics of the community where students live and go to school.

Adolescents' peer groups play an especially crucial role in influencing attitudes and behavior. Information about students' choices of friends and relations with peers can provide valuable clues to their attitudes, their sense of identity and possible decisions about acting or not acting on a threat.

FINDINGS

This section lists certain types of behaviors, personality traits and circumstances in the family, school and community environment that should be regarded as warning signs

when all or most of them-in all four categories-seem to fit a student who has made a threat.

It is important to understand that the list below is not intended as a checklist to predict future violent behavior by a student who has not acted violently or threatened violence. The lists instead, should be considered only after a student has made some type of threat, and an assessment has been conducted using the four-pronged model. When the assessment provides evidence of these characteristics, behaviors and consistent problems in all four areas or prongs, it can indicate that the student may be fantasizing about acting on the threat; has the motivation to carry out the violent act; or has actually taken steps to carry out a threat.

The following cautions should also be considered:

- No one or two traits or characteristics should be considered in isolation or given more weight than the others. Any of these traits, or several, can be observed in students who are not contemplating a school shooting or other act of violence. The key to identifying a potentially dangerous person suspected of making the threat under this four-pronged assessment model is that there is evidence of problems on a majority of the items in each of the four areas. However, there is no "magical" number of traits or constellation of traits that will determine which students may present a problem. Hopefully, subsequent empirical research in this area will determine the significant traits and how they should be weighted. However, a practical and common sense application of this model indicates that the more problems identified in each of the four prongs, the greater the level of concern for the assessor.
- Behavior is an expression of personality, but one bad day may not reflect a student's real personality or usual behavior pattern. Accurately evaluating someone's behavior requires establishing a baseline of how he or she typically behaves most of the time. Those responsible for assessing a student should seek information from people who have known the student over a period of time and have been able to observe him or her in varying situations and with a variety of people.
- Many of the behaviors and traits listed below tend to be observed in depressed adolescents whom have narcissistic personality characteristics and other possible mental health problems. Despite the overlap between the list below and diagnostic symptoms, evaluation under the four-pronged threat assessment model cannot be a substitute for a clinical diagnosis of mental illness. Signs of serious mental illness or substance abuse problems can significantly elevate the risk for violence and should be evaluated by a mental health professional.

The following list of behaviors and traits, grouped in the four areas of the assessment model, was developed from three sources: NCAVC's extensive experience in assessing threats for over two decades, including current cases of threats made in schools; ideas

presented at the 1999 Leesburg symposium; and NCAVC's intensive review of eighteen school shooting cases.

Subject to the cautionary points mentioned above, the following list identifies particular behaviors, personality traits and family, school and social dynamics that may be associated with violence.

PRONG ONE: PERSONALITY TRAITS AND BEHAVIOR

Leakage

"Leakage" occurs when a student intentionally or unintentionally reveals clues to feelings, thoughts, fantasies, attitudes or intentions that may signal an impending violent act. These clues can take the form of subtle threats, boasts, innuendos, predictions or ultimatums. They may be spoken or conveyed in stories, diary entries, essays, poems, letters, songs, drawings, doodles, tattoos or videos. Another form of leakage involves efforts to get unwitting friends or classmates to help with preparations for a violent act, at times through deception (e.g., the student asks a friend to obtain ammunition for him because he is going hunting).

Leakage can be a cry for help, a sign of inner conflict or boasts that may look empty but actually express a serious threat. Leakage is considered to be one of the most important clues that may precede an adolescent's violent act.

An example of leakage could be a student who shows a recurring preoccupation with themes of violence, hopelessness, despair, hatred, isolation, loneliness, nihilism or an "end-of-the-world" philosophy. The themes may be expressed in conversation, in jokes or in seemingly offhand comments to friends, teachers, other school employees, parents or siblings. Statements may be subtle or immediately minimized by comments, such as, "I was just joking," or "I didn't really mean that."

Another example of leakage could be recurrent themes of destruction or violence appearing in a student's writing or artwork. The themes may involve hatred, prejudice, death, dismemberment, mutilation of self or others, bleeding, use of excessively destructive weapons, homicide or suicide. Many adolescents are fascinated with violence and the macabre, and writings and drawings on these themes can be a reflection of a harmless, but rich and creative fantasy life. Some adolescents, however, seem so obsessed with these themes that they emerge no matter what the subject matter, the conversation, the assignment or the joke. For example, in an actual case a student was taking a home economics class and was assigned to bake something. He baked a cake in the shape of a gun. His school writings and other work also contained recurrent themes of violence.

Low Tolerance for Frustration

The student is easily bruised, insulted, angered and hurt by real or perceived injustices done to him by others, and has great difficulty tolerating frustration.

Poor Coping Skills

The student consistently demonstrates little if any ability to constructively cope with criticism, disappointment, failure, rejection or humiliation. His or her response is typically inappropriate, exaggerated, immature or disproportionate to the event.

Lack of Resiliency

The student lacks resiliency and is unable to bounce back, even when time has elapsed since a frustrating or disappointing experience, setback or putdown.

Failed Love Relationship

The student may feel rejected or humiliated after the end of a love relationship, and cannot accept or come to terms with the rejection.

"Injustice Collector"

The student harbors resentment over real or perceived injustices. No matter how much time has passed, the "injustice collector" will not forget or forgive those "wrongs" or the people he or she believes are responsible for them. The student may keep a "hit list," which includes the names of people the student feels have wronged him or her.

Signs of Depression

The student exhibits features of depression, such as lethargy, physical fatigue, a morose or dark outlook on life, a sense of malaise or a loss of interest in activities that he or she once enjoyed.

Adolescents may show different signs than those normally associated with depression. Some depressed adolescents may display unpredictable and uncontrolled outbursts of anger, a generalized and excessive hatred toward everyone and feelings of hopelessness about the future. Other behaviors might include psychomotor agitation, restlessness, inattention, sleep and eating disorders, and a markedly diminished interest in almost all activities that previously occupied and interested the student. The student may have difficulty articulating his or her extreme feelings.

Narcissism

The student is self-centered, lacks insight into others' needs or feelings and blames others for his or her failures and disappointments. The narcissistic student may embrace the role of a victim to elicit sympathy and to feel temporarily superior to others. He or she displays signs of paranoia, and assumes an attitude of self-importance or grandiosity that masks feelings of unworthiness (Malmquist, 1996). A narcissistic student may be very "thin-skinned" or very "thick-skinned" in responding to criticism.

Alienation

The student consistently behaves in a manner that indicates he or she feels different or estranged from others. This sense of separateness can be more than just being a loner. It can involve feelings of isolation, sadness, loneliness, not belonging and not "fitting in."

Dehumanizes Others

The student consistently fails to see others as fellow humans. He characteristically views other people as "nonpersons" or objects to be thwarted. This attitude may appear in the student's writings and artwork, in interactions with others or in comments during conversation.

Lack of Empathy

The student lacks the ability to understand the feelings of others, and appears unconcerned about anyone else's feelings. When others show emotion, the student may ridicule them as weak or stupid.

Exaggerated Sense of Entitlement

The student constantly expects special treatment and consideration, and reacts negatively if he or she does not get the treatment to which he or she feels entitled.

Attitude of Superiority

The student has a sense of being superior and presents himself as smarter, more creative, more talented, more experienced and more worldly than others.

Exaggerated or Pathological Need for Attention

The student shows an exaggerated, even pathological, need for attention, whether positive or negative, irrespective of the circumstances.

Externalizes Blame

The student consistently refuses to take responsibility for his or her own actions, and typically faults other people, events or situations for his or her failings or shortcomings. In placing blame, the student frequently seems impervious to rational argument and common sense.

Masks Low Self-Esteem

Though he or she may display an arrogant, self-glorifying attitude, the student's conduct often appears to veil an underlying low self-esteem. He avoids high visibility or involvement in school activities, and other students may consider him insignificant .

Anger Management Problems

Rather than expressing anger in appropriate ways and in appropriate circumstances, the student consistently tends to burst out in temper tantrums or melodramatic displays, or to brood in sulky, seething silence. The anger may be noticeably out of proportion to the cause, or may be redirected toward people who had nothing to do with the original incident. The student's anger may come in unpredictable and uncontrollable outbursts, and may be accompanied by expressions of unfounded prejudice, dislike or even hatred toward individuals or groups.

Intolerance

The student often expresses racial or religious prejudice or intolerant attitudes toward minorities, or displays slogans or symbols of intolerance in things, such as tattoos, jewelry, clothing, bumper stickers or book covers.

Inappropriate Humor

The student's humor is consistently inappropriate. Jokes or humorous comments tend to be macabre, insulting, belittling or mean.

Seeks to Manipulate Others

The student consistently attempts to con and manipulate others and win their trust so they will rationalize any signs of aberrant or threatening behavior.

Lack of Trust

The student is untrusting and chronically suspicious of others' motives and intentions. This lack of trust may approach a clinically paranoid state. He or she may express the belief that society has no trustworthy institution or mechanism for achieving justice or resolving conflict, and that if something bothers him, he has to settle it in his or her own way.

Closed Social Group

The student appears introverted, with acquaintances rather than friends, or the student associates only with a single small group that seems to exclude everyone else. Students who threaten or carry out violent acts are not necessarily loners in the classic sense, and the composition and qualities of peer groups can be important pieces of information in assessing the risk of a student following through a threat.

Change of Behavior

The student's behavior changes dramatically. His or her academic performance may decline, or the student may show a reckless disregard for school rules, schedules, dress codes and other regulations.

Rigid and Opinionated

The student appears rigid, judgmental and cynical and voices strong opinions on subjects about which he or she has little knowledge. He or she disregards facts, logic or reasoning that might challenge these opinions.

Unusual Interest in Sensational Violence

The student demonstrates an unusual interest in school shootings and other heavily publicized acts of violence. The student might declare his or her admiration for those who committed the acts, or may criticize them for "incompetence" or failing to kill enough people. He may explicitly express a desire to carry out a similar act in his or her own school, possibly as an act of "justice."

Fascination with Violence-Filled Entertainment

The student demonstrates an unusual fascination with movies, television shows, computer games, music videos or printed material that focus intensively on themes of violence, hatred, control, power, death and destruction. The student may incessantly watch one movie or read and reread one book with violent content, perhaps involving school violence. Themes of hatred, violence, weapons and mass destruction recur in virtually all of his or her activities, hobbies and pastimes. The student spends inordinate amounts of time playing video games with violent themes, and seems more interested in the violent images than in the game itself. On the Internet, the student regularly searches for web sites involving violence, weapons and other disturbing subjects. There is evidence the student has downloaded and kept material from these sites.

Negative Role Models

The student may be drawn to negative, inappropriate role models such as Hitler, Satan, villains in movies or books or others associated with violence and destruction.

Behavior Appears Relevant to Carrying Out a Threat

The student appears to be increasingly occupied in activities that could be related to carrying out a threat (e.g., spending unusual amounts of time practicing with firearms or on various violent websites). The time spent in these activities has noticeably begun to exclude normal everyday pursuits such as homework, attending classes, going to work and spending time with friends.

PRONG TWO: FAMILY DYNAMICS

Turbulent Parent-Child Relationship

The student's relationship with his or her parents is particularly difficult or turbulent. This difficulty or turbulence can be uniquely evident following a variety of factors, including recent or multiple geographic moves, loss of a parent or addition of a step parent. The student expresses contempt for his or her parents and dismisses or rejects their role in his or her life. There is evidence of violence occurring within the student's home.

Acceptance of Pathological Behavior

Parents do not react to behavior that most parents would find very disturbing or abnormal. They appear unable to recognize, acknowledge or act on problems in their child and respond defensively to any real or perceived criticism of their child. If contacted by school officials or staff about the child's troubling behavior, the parents appear unconcerned, minimize the problem or reject the reports altogether, even when the child's misconduct is obvious and significant.

Access to Weapons

The family keeps guns or other weapons or explosive materials in the home that are accessible to the student. More important, weapons are treated carelessly, without normal safety precautions (e.g., guns are not locked away and are left loaded). Parents or a significant role model may handle weapons casually or recklessly and in doing so may convey to students that a weapon can be a useful and normal means of intimidating someone else or settling a dispute.

Lack of Intimacy

The family appears to lack intimacy and closeness. The family has moved frequently or recently.

Student "Rules the Roost"

The parents set few or no limits on the child's conduct and regularly give in to his or her demands. The student insists on an inordinate degree of privacy, and parents have little information about his or her activities, school life, friends, or other relationships. The parents seem intimidated by their child. They may fear their child will attack them physically if they confront or frustrate him or her; or they may be unwilling to face an emotional outburst; or they may be afraid that upsetting the child will spark an emotional crisis. Traditional family roles are reversed (e.g., the child acts the authority figure, while parents act as the children).

No Limits or Monitoring of Television and Internet

Parents do not supervise, limit or monitor the student's television watching or his or her use of the Internet. The student may have a television in his or her own room or is otherwise free to spend as much time as he or she likes watching violent or otherwise inappropriate shows. The student spends a great deal of time watching television, rather than engaging in activities with family or friends. Similarly, parents do not monitor computer use or Internet access. The student may know much more about computers than the parents do, and the computer may be considered off limits to the parents. The student is secretive about his or her computer use, which may involve violent games or Internet research on violence, weapons or other disturbing subjects.

PRONG THREE: SCHOOL DYNAMICS

If an act of violence occurs at a school, the school becomes the scene of the crime. As is the case with any violent crime, it is necessary to understand whether something about school influenced the student's decision to commit the offense there rather than someplace else. While it may be difficult for educators or assessors to objectively "critique" or evaluate their own school, it is important to have some degree of awareness of these unique dynamics - prior to a threat - in order to assess a student's role in the school culture and to develop a better understanding - from the student's perspective - of why he or she would target his or her own school. Schools should maintain documentation of all prior incidents or problems involving students so this information can be considered in future threat assessments.

Student's Attachment to School

The student appears to be "detached" from school, including other students, teachers and school activities.

Tolerance for Disrespectful Behavior

The school does little to prevent or punish disrespectful behavior among individual students or groups of students. Bullying, harassment and intimidation is part of the school culture, and school authorities seem oblivious to it, seldom, selectively or never

intervening. Sometimes, the same student plays different roles in different circumstances; he or she may act in the role of bully, victim or bystander. The school atmosphere promotes racial or class divisions or allows them to remain unchallenged.

Inequitable Discipline

The use of discipline is inequitably applied or has the perception of being inequitably applied by students or staff.

Inflexible Culture

The school's culture (i.e., the official and unofficial patterns of behavior, values and relationships among students, teachers, staff and administrators,) is static, unyielding and insensitive to changes in society and the changing needs of newer students and staff.

Pecking Order Among Students

Certain groups of students are officially or unofficially given more prestige and respect than others. Both school officials and the student body treat students in the high-prestige groups like they are more important or more valuable to the school than other students.

Code of Silence

A "code of silence" prevails among students. Few feel they can safely tell teachers or administrators when they are concerned about another student's behaviors or attitudes. Little trust exists between students and staff.

Unsupervised Computer Access

Access to computers and the Internet is unsupervised and unmonitored. Students are able to use the school's computers to play violent computer games or to explore inappropriate web sites, such as those that promote violent hate groups or give instructions for bomb making.

PRONG FOUR: SOCIAL DYNAMICS

Communications Media, Entertainment and Technology

The student has easy and unmonitored access to movies, television shows, computer games and Internet sites that feature themes and images of extreme violence.

Peer Groups

The student is intensely and exclusively involved with a group of young people who share a fascination with violence or extremist beliefs. The group excludes others who do not share its interests or ideas. As a result, the student spends little or no time with anyone who thinks differently and is shielded from the "reality check" that might come from hearing other views or perceptions.

Drug and Alcohol Use

Knowledge of a student's use of drugs and alcohol and his or her attitude toward these substances can be important. Any changes in his or her behavior related to the use of these substances can also be important.

Outside Interests

A student's interests outside of school are important to note; they can mitigate the school's concern when evaluating a threat or increase the level of concern.

The Copycat Effect

School shootings and other violent incidents that receive intense attention by the communications media can generate threats or copycat violence elsewhere. Copying violent behavior is very common. Anecdotal evidence strongly indicates that threats increase in schools nationwide after a shooting has occurred anywhere in the United States. Students, teachers, school administrators and law enforcement officials should be more vigilant in noting disturbing student behavior in the days, weeks or even several months following a heavily publicized incident elsewhere in the country.

APPENDIX B

RISK LEVELS AND CODES

RISK LEVELS AND CODES

RISK LEVEL LOW (CODE GREEN)

- Assess and update emergency and crisis management plans, procedures and mechanisms.
- Discuss updates to school and local plans with emergency responders.
- Review duties and responsibilities of crisis response team members.
- Provide cardio pulmonary resuscitation and first aid training for staff.
- Conduct 100% visitor identification checks.
- Maintain effective communication between parents, staff and students.
- Maintain well-considered access control procedures.

RISK LEVEL GUARDED (CODE BLUE)

- Review and upgrade security measures.
- Review emergency communication plan.
- Inventory, test and repair communication equipment.
- Inventory and restock emergency supplies.
- Conduct crisis training and drills.
- Conduct lockdown and other emergency drills required under the district's policies, plans and procedures.
- Be alert to suspicious activity and consistently and immediately report it to the proper authorities.
- Ensure the emergency communication plan is updated and all necessary communication equipment is purchased.

RISK LEVEL ELEVATED (CODE YELLOW)

- Complete the recommended actions for lower levels of risk.
- Inspect school buildings and grounds for suspicious activities.
- Assess the increased risk level with public safety officials.
- Review emergency and crisis management plans with school staff.
- Test alternative communication capabilities.
- Conduct a site assessment of your facility and identify and make all repairs that affect safety.

- Coordinate with local public safety officials concerning local hazards that may affect the school community.
- Lock all exterior doors to ensure that proper visitor verification occurs at the front office.
- Limit access to critical utility and chemical storage sites.
- Assign someone to conduct daily sweeps of your school grounds for hazards.
- Increase surveillance around the school.
- Be alert to suspicious activity and consistently and immediately report it to the proper authorities.
- Ensure all emergency supplies are stocked and ready.
- Ensure that administrators and building emergency and crisis response team members know where crisis plans are located.
- Have a review of emergency and crisis management plans at least every nine weeks.

RISK LEVEL HIGH (CODE ORANGE)

- Complete the recommended actions for lower levels of risk.
- Assign staff to monitor entrances at all times.
- Access to the school should be limited to doors that can be monitored for individuals coming to and leaving the facility.
- Encourage faculty, staff and students to increase surveillance around the school for suspicious activities, items or persons.
- Assess facility security measures.
- Conduct identification checks and question unfamiliar individuals on school grounds or in school facilities.
- Formulate a standard response about safety and emergency procedures for concerned parents and the communications media.
- Update parents on preparedness efforts.
- Update the communications media on preparedness efforts.
- Address student fears concerning possible terrorist attacks.
- Place school and district emergency and crisis response team members on standby alert status.
- Periodically convene the building emergency and crisis response team and review plans.
- Consider having special safety drills for lockdown, evacuation or shelter.

- Review emergency and crisis management plans with staff and identify key responsibilities, with particular attention given to lockdown and hazardous materials plans.
- Update all contact numbers (e.g., cell phone, pagers, home phones) for all staff members.
- Ensure the practice of sound access control procedures by locking all exterior doors and funneling all visitors and late arrivals to the office where they can be screened.
- Review with staff the safety rules on suspicious packages to include concerns about anthrax and explosive devices.
- Make sure that portable radios and spare batteries are fully charged.
- Do not alarm students, but be prepared to discuss events with them as needed, dependent upon the grade levels and maturity of the students.
- Develop a process that will assist in identifying students, such as, but not limited to, a picture identification card or a school-developed emergency tag which can be worn on a lanyard and issued to students during an emergency.
- Take additional safety precautions for before-school and after-school and athletic events.
- Determine whether recess should be restricted to indoor recess.
- Request additional law enforcement presence at athletic events, as well as conduct suspicious package sweeps prior to hosting the events.
- Continue out-of-county field trips and out-of-county extracurricular activities at the discretion of the principal.
- Coordinate with local and destination public safety officials about planned field trips.

RISK LEVEL SEVERE (CODE RED)

- Complete the recommended actions for lower levels of risk.
- Follow local, state or federal government instructions, as appropriate.
- Activate the emergency and crisis management plan.
- Restrict all vehicle parking around the building and mobile units.
- Initiate a 100% identification check and escort program for visitors.
- Restrict school access to essential personnel.
- Restrict visitors on campus to parents and guardians of students who have positive identification, as well as Board of Education employees, emergency service providers and scheduled vendors or scheduled professionals, if appropriate. Vendors should be accompanied at all times while on campus.

- Suspend all deliveries, repair calls and outdoor activities for the entire day.
- Cancel field trips.
- Secure roof access areas, athletic press boxes and other elevated areas.
- Provide mental health services for anxious students and staff.
- Have plant operations staff review procedures for a quick shut down of heating, ventilation and air conditioning systems.
- Have plant operations staff and available faculty members monitor campus access from all directions and report suspicious activity to the building administrator.
- Consult with the chief school administrator and public safety officials to determine whether a lock-down, shelter-in-place, early dismissal or the closing of school would be an appropriate response.
- Perform security and safety sweeps of all buses prior to dismissal.
- Review "sheltering in place" with staff and be prepared to implement this process.
- Do not alarm students, but be prepared to discuss events with them as needed, dependent upon the grade levels and maturity of the students.
- Assign one adult to monitor radio or television broadcasts away from students to minimize the impact on them, and one staff member to ensure that his or her school email account is signed on and prepared to receive messages.
- Principals should not leave campus for any meetings.
- Increase staff involvement in monitoring hallways during the day and assisting with opening and closing the schools to enhance adult presence at parent pick up and bus locations.
- Elementary level students should not be permitted to watch live coverage of national, state or local crises.
- During a national, state or local crisis, such as the one experienced on September 11, 2001 middle and high school students may, at the discretion of the principal and based upon the students' maturity levels, be permitted to view live television coverage.
- Further specific recommendations will be dependent upon intelligence information provided by federal, state or local law enforcement officials, or the unique circumstances of each incident.

APPENDIX C

FIVE-STEP RISK ASSESSMENT OF CRITICAL PHYSICAL ASSETS

**National Infrastructure Protection Center
Risk Management: An Essential
Guide to Protecting Critical Assets
November 2002**

FIVE-STEP RISK ASSESSMENT OF CRITICAL PHYSICAL ASSETS

Summary

As explained by the National Infrastructure Protection Center in its November 2002 publication titled "Risk Management: An Essential Guide to Protecting Critical Assets."

As organizations increase security measures and attempt to identify vulnerabilities in critical assets, many are looking for a mechanism to ensure an efficient investment of resources to counter physical and cyber threats. One method is a risk management model that not only assesses assets, threats, and vulnerabilities but also incorporates a continuous assessment feature. This allows organizations to tailor their management of risk to the current situation as well as assess future risks. The management of risk impacts the bottom line of every organization, either in monetary terms or in terms of operational readiness and capability. Security managers and decision-makers that operate in any sector of the national infrastructure must have a sound methodology to manage both physical and cyber risks to their organization.

Risk avoidance, the model used by professionals to address security in the past, focused only on *preventing* loss or damage without reference to the degree of risk. Risk management, in contrast:

- Identifies weaknesses in an organization or system (such as a water system, electric power grid, or building);
- Offers a rational and defensible method for making decisions about the expenditure of scarce resources and the selection of cost-effective countermeasures to protect valuable assets;
- Improves the success rate of an organization's security efforts by emphasizing the communication of risks and recommendations to the final decision-making authority;
- Helps security professionals and key decision-makers answer the question: "How much security is enough?"

The information in this appendix will help administrators in considering security reviews or risk assessments by providing guidance on how to review those assessments for thoroughness. Essentially, the Risk Management model is a threat appropriate response. The following sections define the terms used in the risk management cycle and describe the basic steps of such a cycle. Whether an organization plans to conduct risk management itself or hire a company to do it, the assessment should follow the steps in this guide.

Definitions

Simply stated, *risk management* is a systematic and analytical process by which an organization identifies, reduces and controls its potential risks and losses. This process allows organizations to determine the magnitude and effect of the potential loss, the likelihood of such a loss actually happening and countermeasures that could lower the probability or magnitude of loss. Whereas a single countermeasure may seem intuitive to an analyst or security manager, alternative countermeasures should be identified and evaluated to select those which offer an optimal trade-off between risk reduction and cost. Organizations seek an "acceptable" level of risk that reflects the best *combination* of security and cost.

Risk is a function of assets, threats and vulnerabilities. These terms are commonly used in a variety of ways in analysis. Therefore, it is useful to define how these terms are used and how they relate to each other in a risk management context. *Risk* is the potential for some unwanted event to occur. Examples of unwanted events include the loss of information, money, organizational reputation or someone gaining unauthorized privileged access to your system. Risk is a function of the likelihood of the unwanted event occurring and its consequences; therefore, the higher the probability and the greater the consequences, the greater the risk. The likelihood of the unwanted event occurring depends upon threat and vulnerability.

Threat is the capability and intention of an adversary to undertake actions that are detrimental to an organization's interests. Threat is a function of the adversary only; it cannot typically be controlled by the owner or user of the asset. However, the adversary's intention to exploit his or her capability may be encouraged by a vulnerability in an asset or discouraged by an owner's countermeasures.

Vulnerability is any weakness in an asset or countermeasure that can be exploited by an adversary or competitor to cause damage to an organization's interests. The level of vulnerability, and hence level of risk, can be reduced by implementing appropriate security countermeasures.

An *asset* is anything of value (e.g., people, information, hardware, software, facilities, reputation, activities, operations). Assets are what an organization needs to get the job done-to carry out the mission. The more critical the asset is to an organization in accomplishing its mission, the greater the effect of its damage or destruction. An example is the loss of an organization's file and print server. This loss would significantly reduce an organization's ability to access and move data. The loss would have greater consequences if it occurred during a key operation or the server could not be repaired or replaced for several days.

Countermeasures are actions or devices that mitigate risk by affecting an asset, threat or vulnerability.

The Five-Step Risk Assessment Model

Prior to beginning the analysis some time should be spent in preparation. The analyst should interview or brief the requestor (asset owner) to identify any constraints on the study and determine the goals and focus of the effort. The asset owner will best know what and where his or her assets are and their criticality to the organization. The analyst should also identify the *stakeholders* and determine their goals. Stakeholders are people or organizations that have a vested interest in the protection of an asset. For example, although an organization's Chief Information Officer may "own" his or her company's network, division or department heads have an interest in the availability and integrity of that network. With that knowledge, an analyst can begin the five steps of the Risk Management Model:

1. Asset Assessment.
2. Threat Assessment.
3. Vulnerability Assessment.
4. Risk Assessment.
5. Identification of Countermeasure Options..

Asset Assessment

In the Asset Assessment step, the security specialist (with the assistance of the asset owner) identifies and focuses only on those assets important to the mission or operation. By identifying and prioritizing these assets, an organization takes the first step towards focusing their resources on that which is most important. Most assets are tangible (e.g., people, facilities, equipment) others are not (e.g., information, processes, reputation). In infrastructure operations, information and automated processes may be more important than many tangible assets. Organizations need to protect sensitive or proprietary information-including information about the functions of the organization and its employees - as well as critical processes such as power generation, water purification. or financial transfers. For each individual asset, identify undesirable events and the effect that the loss, damage, or destruction of that asset would have on the organization. The overall value of the asset is based upon the severity of this effect. A worksheet is used to record the results of the Asset Assessment (see Table I). Asset Assessment is the most important step of the risk management process as the next three steps build upon it.

Threat Assessment

In the Threat Assessment step, the security specialist focuses on the adversaries or events that can adversely affect the previously identified assets. The analyst or security specialist must replace intuition with a reliance on data and information obtained from research and interviews. As stated, the threat is considered in terms of adversaries. Common types of adversaries include criminals, business competitors, hackers, foreign intelligence services, terrorists, and others. In order to assess whether an adversary poses a threat the analyst or security specialist must determine if they have the *intent* and *capability* to cause an unwanted event and their *history* (proven track record) of successful attacks against the types of assets identified in Step 1. As above, information and automated processes must be considered.

Just as natural disasters and accidents are treated as threats even though they do not possess intent, cyber events (e.g. viruses and denial-of-service attacks) may also be treated as independent threats. Any organization that connects critical networks to the Internet must be aware of events in the larger environment. When short-term periods of intense politically-motivated protests take place, the infrastructure community can expect that it may be attacked, physically or via cyber means, regardless of the individual organization's involvement in the event being protested. Protesters often view utility companies as part of the government, regardless of whether they are privately operated. Companies or banks may also be attacked as symbols of globalization. Even protests between two foreign nations can spillover into the United States. Because the United States is a multicultural nation with a large global presence, U.S. organizations may suffer from attacks for any number of misguided reasons.

An efficient way for the analyst or security specialist to organize the threat data is by using a Threat Assessment Worksheet (see Table 2). This worksheet lists assets and undesirable events from the asset assessment worksheet. Each adversary that poses a threat to the organization's assets is listed next to each undesirable event that the adversary could cause. Next, the analyst enters what is known about the adversary's intent and capability to carry out the undesirable event. In addition, the analyst documents the adversary's history of causing the undesired event. The result is an overall threat level for that adversary. This worksheet allows the assessment information to be efficiently organized, documented, and later integrated into the complete analysis.

Vulnerability Assessment

The Vulnerability Assessment resembles the traditional security survey. In this step, the security specialist identifies and characterizes vulnerabilities related to specific assets or undesirable events. The security specialist is looking for exploitable situations created by lack of adequate security, personal behavior, commercial construction techniques, and insufficient security procedures. Examples of typical vulnerabilities include:

- The absence of guards
- Poor access controls
- Lack of stringent software or service contract review .
- Unscreened visitors in secure areas

When designing and installing security systems security specialists should not count on vendors alone to build in appropriate levels of security. An assessment provided by an independent contractor that specializes in vulnerability surveys can provide the organization with an objective portrait of its vulnerabilities. It is essential that security specialist be, and stay, involved in the process--cradle to grave.

This step requires the security specialist to look at an asset from the outside in- ward as each of the potential adversaries might look at it. Specifically, the specialist should begin by studying the asset and asking questions such as: "If I wanted to physically harm this facility, I would..." or, "If I were a hacker, I would break into this by..." and so on down the list of adversaries and undesirable events. The severity of each vulnerability, when considered against the adversaries who might exploit them, and the as- sets they may attack, will then increase or decrease in importance. Therefore, the analyst or security specialist will be able to identify the relevant vulnerabilities most likely to be exploited by the adversary (see Table 3).

$$\text{RISK} = \text{CONSEQUENCE} \quad \times \quad \text{THREAT} \quad \times \quad \text{VULNERABILITY}$$

Risk Assessment

The Risk Assessment step is the point in the model where all of the earlier assessments (asset, threat, and vulnerability) are combined and evaluated in order to give a complete picture of the risks to an asset or group of assets. Using the worksheets in steps 1 through 3 the security specialist has arrived at individual category ratings by systematically analyzing the following questions:

- What is the likely effect if an identified asset is lost or harmed by one of the identified unwanted events?
- How likely is it that an adversary or adversaries can and will attack those identified assets?
- What are the most likely vulnerabilities that the adversary or adversaries will use to target the identified assets?

The purpose of this step is to evaluate how each of these ratings interacts to arrive at a level of risk for each asset. A risk analysis worksheet is extremely helpful in aligning all of this information into a readable and easily understood format that summarizes the previously collected information. Using the risk analysis worksheet (see Table 4) as a guide, the specialist should review all of the important factors associated with that single asset, referring back to the earlier worksheets and supporting data when necessary to understand how each increases or decreases the overall risk. By reviewing these ratings the specialist or analyst can begin to make an informed judgment of how "at risk" each asset is from its corresponding unwanted event(s). Looking across the worksheet, the analyst should be able to determine where the major vulnerabilities and threats lie, and compare risks across the spectrum of assets. At this point, an analyst is able to determine the major physical and cyber risks as well as which of these risks require immediate attention.

The terms used in the ratings may be imprecise. Although verbal ratings (low, medium, high, etc.) are subjective and hard to combine, they may be more comfortable to brief, depending on the audience. In situations where more precision is required, a numerical rating on a 1 to 10 scale can be used. A numerical scale is easier for an analyst to replicate and combine in an assessment with other scales.

A simple equation provides the underpinnings of the numerical system for rating risks and is expressed by the following: Risk = consequence x (threat x vulnerability). In this formula the "threat x vulnerability" segment represents the probability of the unwanted event occurring, and the "loss effect" represents the consequence of the loss of the asset to the organization.

When the needs of the *risk acceptance authority* (the person with the authority, financial and organizational, to reduce, retain, or transfer the risks identified on behalf of the organization) require only an assessment of risk to an asset, some analyses will end at this point. In most cases, however, the analyst will also recommend countermeasures or other options to the risk acceptance authority. In such cases, the following step is also included in the Risk Management Model.

Identification of Countermeasure Options

The objective of identifying countermeasure options is to provide the risk acceptance authority with countermeasures, or groups of countermeasures, which will lower the overall risk to the asset at an acceptable level. Using the risk analysis worksheet as a guide, the security specialist can identify which vulnerabilities need to be addressed. By evaluating the effectiveness of possible countermeasures against specific adversaries, he or she will determine the most cost-effective options. In

presenting countermeasures to the risk acceptance authority, the security specialist should provide at least two counter-measure packages as options. Each option should also include the expected costs and amount of risk that the decision-maker would accept by selecting a particular option. A word of caution, if the wrong choice is made by selecting option B instead of option A, for example to cut costs, option B may not be the best choice in the long run. Upon conducting a consequence management assessment it may be found that, although initially more expensive, option A would save money whereas option B would actually lead to losing money or critical data. This completes the risk analysis task and allows the decision-maker to make a sound risk management decision for the present time.

Continuous Assessment

This model is a continuous process and not intended to result in a one-time "snapshot" of an organization's risk profile. Organizations that embrace an intelligent approach to risk management will constantly monitor any changes in their assets, the threat, and their vulnerabilities, as well as the larger infrastructure of which the organization is an element. As changes appear, the analyst will return to the model, enter the changes, possibly arrive at a new risk assessment, and recommend new countermeasure options. The continuous nature of risk assessment allows organizations to develop a risk-aware culture that understands, validates, and implements the decisions of the risk acceptance authority and the resulting countermeasures. New threats will emerge, some from new sources, which may be low-tech as well as high-tech. The resulting risks may appear too quickly to be addressed in a traditional top-down fashion. Organizations using a process of continuous assessment will be better able to manage these new risks in a timely manner, and for a longer period of time.

Conclusion

Risk management is a systematic, analytical process to determine the likelihood that a threat will harm an asset or resource and to identify actions that reduce the risk and mitigate the consequences of an attack or event. Risk management principles acknowledge that while risk generally cannot be eliminated, enhancing protection from known or potential threats can reduce it. As described in this paper, a risk management approach has several elements: an assessment of assets, an assessment of threats, an assessment of vulnerabilities as well as countermeasures and continuous assessment.

According to the General Accounting Office (GAO), successful risk management organizations have senior management who support and are involved in the process, employ the concept of "Risk Acceptance Authority" and create procedures for establishing and tracking accountability. This general approach is used or endorsed by federal agencies, government commissions, and multinational corporations (GAO-O2-208T Homeland Security). By following the steps in this risk management guide, the security specialist and asset stakeholder can assess physical and cyber risks to their organization and address them appropriately. Furthermore, this reduction in their

organization's overall risk can be accomplished in an efficient and cost-effective manner.

ENDNOTES

1 These definitions were derived from material used by the Information Solutions Division of Veridian in presenting its course on Continuous Risk Management.

2 E. Jopeck, The Risk Assessment: Five Steps to Better Risk Management Decisions, *Security Awareness Bulletin*, No. 3-97:-5-15.

3 Derived from material used by the Information Solutions Division of Veridian in presenting its course on Continuous Risk Management.

HOW SEVERE ARE YOUR CYBER RISKS? A GUIDE TO RISK MANAGEMENT

Table 1: Asset Assessment Worksheet with Examples

Assets	Undesirable events	Loss assessment
Key personnel	Loss of availability due to injury or death	High
File server	Loss of availability due to power disruption	Critical
Customer data	Loss of confidentiality due to unauthorized insider access	High
Principal Production Facility	Loss of availability due to natural disaster	Critical
Pipeline	Loss of availability due to sabotage	Medium

Table 2: Threat Assessment Worksheet with Examples

Assets	Undesirable events	Adversary	Intent	Capability	History	Threat level
Key personnel	Loss of availability due to injury or death	Criminals and Terrorists	Yes	Yes	Infrequent	Low
File server	Loss of availability due to power disruption	Nearby construction	N/A	Yes	Yes, at nearby locations	Medium
Customer data	Loss of confidentiality due to unauthorized insider access	Unchecked services subcontractor with access to network	No	Yes	No	Low
Principal Production Facility	Loss of availability due to natural disaster	Earthquake	N/A	Yes	Intermittent	Medium
Pipeline	Loss of availability due to sabotage	Protestors	Yes	Yes	Frequent	High

Risk Management: An Essential Guide to Protecting Critical Assets

Table 3: Vulnerability Assessment Worksheet with Examples

Assets	Undesirable events	Vulnerabilities	Existing countermeasures	Vulnerability level
Key personnel	Loss of availability due to injury or death	No access controls to building, no central alarm system, unclear emergency succession plan	Single locks on doors, multiple alarm systems.	Medium
File server	Loss of availability due to power disruption	Extensive construction in area; Frequent violent storms in Summer	Batteries	Medium
Customer data	Loss of confidentiality due to unauthorized insider	Service to network done by unchecked subcontractor with root access	None	High
Principal Production Facility	Loss of availability due to natural disaster	Main building not strengthened, Water and electricity lines not hardened	Generator building constructed to standard	Medium-high
Pipeline	Loss of availability due to sabotage	No access control over entire length, numerous pumping stations, no roving guard force	Security guard at night at pump stations	High

Table 4: Risk Analysis Worksheet with Examples

Assets	Undesirable events	Loss Effect	Threat	Vulnerability	Countermeasure options	Risk
Key personnel	Loss of availability due to injury or death	High	Low	Medium	Central access control and alarm system, security guard, new emergency succession plan	Low
File server	Loss of availability due to power disruption	Critical	Medium	Medium	On-site generator Redundant management server off-site	Medium-low
Customer data	Loss of confidentiality due to unauthorized insider	High	Low	High	Monitor user log Tightly constrained user privileges	Low
Principal Production Facility	Loss of availability due to natural disaster	Critical	Medium	Medium-high	Retrofit earthquake proofing to main building, on-site water storage	Low
Pipeline	Loss of availability due to sabotage	Medium	High	High	24-hour security guard at pump stations, aerial patrols, CCTV	Medium

APPENDIX D

**SCHOOL FACILITIES
RISK MANAGEMENT EXAMPLE**

**NEW JERSEY SCHOOLS
INFRASTRUCTURE ADVISORY COMMITTEE
FACILITIES SUBCOMMITTEE**

**SCHOOL FACILITIES
RISK MANAGEMENT
EXAMPLE**

This report was prepared at the direction of the New Jersey Domestic Security Preparedness Task Force pursuant to its authority under the New Jersey Domestic Preparedness Act. The information contained within this report is confidential and should not be deemed to be public record under the provision of P.L. 1963, c.73 (N.J.S.A. C.47:1A-1, et seq.) or the common law concerning access to public records.

Before you can implement a solution, you have to understand the problem. This Risk Management Guideline Example has been developed to illustrate the application of a risk management exercise to a school facility. The facility is fictitious and has those weaknesses identified in Table 3.

This or her analysis is modeled after the risk management process described in the paper Risk Management: An Essential Guide to Protecting Critical Assets, November 2002, published by the National Infrastructure Protection Center. The guide completely describes the five-step process that includes: asset assessment, threat assessment, vulnerability assessment, risk assessment and identification of countermeasure options. Risk Management is available on line at www.opsec.org and has been provided herewith for your convenience.

The process is to build manageable tables as described above in order to develop rating factors for assets, threats and vulnerabilities. These are then correlated in a risk table to develop the amount of risk associated with each asset. Finally, in the last table, the effectiveness of countermeasures is evaluated and risk can be redefined in light of improvements to be made.

Facility managers are encouraged to focus on "big ticket" items, as this will usually provide the most cost effective improvements in the risk picture. While this example is focused on a terrorist threat, in particular, the process was developed for any threat (flood, fire, earthquake, etc.)

Some definitions are repeated here for convenience.

Risk management is a systematic and analytical process by which an organization identifies, reduces, and controls its potential risks and losses.

An **Asset** is anything of value (people, information, facilities, reputation, operations).

Threat is the capability and intention of an adversary to undertake actions that are detrimental to an organization's interests. Threat is a function of the adversary only. It may be encouraged by vulnerability in an asset or discouraged by countermeasures.

Vulnerability is any weakness in an asset that can be exploited by an adversary.

Risk is a function of assets, threats and vulnerabilities. Risk is the potential for some unwanted event to occur. The likelihood of the unwanted event occurring depends upon threat and vulnerability.

Vulnerability is any weakness in an asset that can be exploited by an adversary

Countermeasures are actions or devices that mitigate risk by affecting an asset, threat or vulnerability.

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

TABLE I ASSET ASSESSMENT

Assets	Undesirable Consequences	Loss Assessment
Personnel	Injury or Death	Very High (5)
Facility	Loss of Availability	Medium (3)
Facility – Refuge	Loss of Availability	High (4)
Facility – Food Service	Loss of Availability	Medium (3)
Site (Fields/Parking)	Loss of Availability	Low (2)
Data/Telecom	Disruption of Service or Loss	High (4)
Transportation	Loss of Transport	Medium (3)
Infrastructure	Facility Shutdown	Medium (3)

Table I Notes:

1. Assessments are rated on a scale of 1 to 5 as very low, low, medium, high and very high, respectively.
2. Personnel include staff, faculty, students and visitors. These are identified as the highest-valued asset.
3. Transportation includes buses, site bridges, pedestrian circulation, etc.
4. Infrastructure includes supporting utilities such as power, portable water, fuel storage, MEP systems and maintenance facilities.

SCHOOL FACILITIES RISK MANAGEMENT

TABLE 2 THREAT ASSESSMENT

Assets	Undesirable Current Threat Level Consequences	Events	Legacy Threats	Current	Indicators
Personnel	Injury or Death	Bomb, Weapons, CBR	Low	Medium	Low (2)
Facility	Loss of Availability	Bomb, CBR	Very Low	Very Low	Very Low (1)
Facility-Refuge	Loss of Availability	Bomb, CBR	Very Low	Very Low	Very Low (1)
Facility – Food	Loss of Availability	Bomb, CBR, Sabotage	Very Low	Very Low Service	Very Low (1)
Site Fields/Parking	Loss of Availability	Bomb, CBR	Very Low	Very Low	Very Low (1)
Data/Telecom	Disruption/Loss of Service	Bomb, Sabotage	Low	Medium	Medium (3)

Transportation (2)	Loss of Transport	Bomb, CBR, Sabotage		Low	Low	Low
Infrastructure	Facility Shutdown	Bomb, Sabotage	Low	Low		Low (2)

Table 2 NOTES:

1. CBR – Chemical, Biological & Radiological
2. Confer with local law enforcement to determine legacy threat level.
3. Current indicators are established based on proximity issues (adjacent rail line, adjacent chemical plant, etc.), homeland security level, local activity, heightened sensitivity, etc.
4. Current indicators should reflect “copy-cat” potential and other “pre-incident” indicators.

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

Table 3 Vulnerability Assessment

<i>Assets</i>	<i>Undesirable Consequences</i>	<i>Vulnerabilities</i>	<i>Current Protection</i>	<i>Current Vulnerability</i>
Personnel	Injury or Death	No Internal Security, Standard No Access Controls to Bldg, Glazing, Concentrated Population at Egress	Standard Off-Hour Locks Casual Observation During School Hours, Sign-In Procedure	Medium (3)
Facility	Loss of Availability	No access Control to Bldg, Poor Stand-Off Distance, Proximity Issues, Limited External Security	Standard, Locks & Gates, Fire Alarm/Suppression	Medium (3)
Facility – Refuge	Loss of Availability	Limited Internal Security	Staff Supervises Refuge Area Only	Medium (3)
Facility Service – Food	Loss of Availability	Limited Access Control No Emergency Power Loading Dock	Refer to Planning, Agriculture Dept	Medium (3)
Site Fields/ Parking	Loss of Availability	No Access Control to Site, Parking Adjacent to Bldg, Proximity Issues (List)	Partial Fence	Low (2)

Data/Telecom	Disruption/Loss of Service	Loss of Power, Unauthorized Access, Sabotage, Water Damage Potential	Min Battery Back-Up, Some Access Control, Some Back-Up Procedures	Medium(3)
Transportation	Loss of Transport	Limited Security Off Hours, Circulation to/from Not Secure	Limited Supervision, Off Street Load/Unload	Low(2)
Infrastructure	Facility Shutdown	Power supply is accessible, air Intakes are accessible at ground Level, maintenance facility is Remote	Overhead feed, maintenance facility has standard door locks	Medium (3)

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

TABLE 4: CURRENT RISK SUMMARY

Assets	Undesirable Consequences	Loss Effect	Current Threat Level	Current Level	Current Risk Level Vulnerability
Personnel	Injury or Death	Very High (5)	Low (2)	Medium (3)	Medium (30)
Facility	Loss of Availability	Medium (3)	Very Low (1)	Medium (3)	Low (9)
Facility – Refuge	Loss of Availability	High (4)	Very Low (1)	Medium (3)	Low (12)
Facility - Food Service	Loss of Availability	Medium (3)	Very Low (1)	Medium (3)	Low (9)
Site Fields Parking	Loss of Availability	Low (2)	Very Low (1)	Low (2)	Low (4)
Data/Telecom	Disruption/Loss of Service	High (4)	Medium (30)	Medium (3)	Medium (36)
Transportation	Loss of Transport	Medium (3)	Low (2)	Low (2)	Low (12)
Infrastructure	Facility Shutdown	Medium (3)	Low (2)	Medium (3)	Medium (18)

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

TABLE 4 Notes:

1. Loss Effect from Table #1
2. Current Threat from Table #2
3. Current Vulnerability from Table #3.
4. Current Risk is without improvements.
5. Current Risk Level = (Loss Effect x Current Vulnerability Level)
6. Risk Level as follows:

Very Low	= 1-2 (all very low or 2 very low + 1 low)
Low	= 3-12 (all low and very low or 2 low + 1 medium)
Medium	= 13-36 (all medium/or less or 2 medium + 1 high)
High	= 37-80 (all high/or less or 2 high + 1 very high)
Very High	= 80-125 (must be at least 1 high + 2 very high)

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

TABLE 5 COUNTERMEASURES AND PROSPECTIVE RISK

Assets Risk	Undesirable Consequences	Current Risk Level	Prospective Countermeasures	Countermeasure Effectiveness	Prospective Level
Personnel	Injury or Death	Medium	Central Access Control, Multiple Egress Points, Improved Glazing or Protective Film, Improve Public Address, CCTV, Provide Blue Light Stations w ICM, Provide Telephones in Classrooms	High	Low
Facility	Loss of Availability	Low	Increase Stand-Off Dist, Improve Bldg Systems Access (Cards)	Medium	Low
Facility – Refuge	Loss of Availability	Low	Provide Schematic Info to OEM, Upgrade Core Spaces Structure (including glazing), Develop 24/7 Action Plan (Ops)	Medium	Low
Facility – Food Ser	Loss of Availability	Low	Redundant Power Supply or Emerge Gen, Improve Access Security (cards, CCTV)	Medium	Low
Site – Fields/ Parking	Loss of Availability	Very Low	Use Landscape Architecture to Control Circulation, Perimeter Security, CCTV Site Lighting, Use Landscaping to Reduce hiding Places or Shield Interior	Medium	Very Low

Data/Telecom	Disruption/Loss of Service	Medium	Provide Offsite Back-Up, Develop Disaster Recovery Plan, Increase Battery Back-Up or Provide Emergency Gen, Go to "dry" Fire Suppression	High	Low
Transportation	Loss of Transport	Medium	Improved Lighting, Perimeter Security For Off Hours, Review and Adjust Landscaping to Improve Pedestrian Circulation	Medium	Medium
Infrastructure	Facility Shutdown	Medium	Underground power supply, relocate Air intake to roof, improve lighting and Provide alarm for maintenance building	High	Low

SCHOOL FACILITIES RISK MANAGEMENT EXAMPLE

Table 5 Notes:

1. Current Risk Level is from Table #4.
2. See best practices and DoD Minimum Anti-terrorism for more countermeasures.
3. Acronyms: closed circuit television (CCTV), intercom (ICM), Office of Emergency Management (OEM), operation (ops)
4. Prospective Risk Level is after implementation of countermeasures.
5. When countermeasure effectiveness is very low or low, then prospective risk level should remain unchanged.
6. When countermeasure effectiveness is medium, prospective risk level may remain unchanged or decrease one category depending upon the number of countermeasures.]
7. When countermeasure effectiveness is high, then prospective risk level should decrease one category.
8. When countermeasure effectiveness is very high, prospective risk level may decrease two categories depending upon the number of countermeasures.

APPENDIX E

ROLE OF THE SCHOOL NURSE

School nurses are a critical part of the crisis and emergency management planning and should be an integral part of the planning process. The following is an excerpt from the NJDOE's 2001 document, titled "School Health Services Guidelines. The entire document can be found on NJDOE's Web site at <http://www.state.nj.us/njded/parents/shg.pdf>

Communicable Disease and Infection Control PROTOCOL

The role of the school nurse:

1. Review and understand state laws, regulations, and roles that apply to infection control in the school setting. State agencies such as the Department of Education and the Department of Health and Senior Services provide information concerning:
 - reportable diseases and conditions
 - regulations applicable to the management of communicable disease in the schools
 - tuberculosis testing and reporting
 - PEOSHA guidelines for employees
2. Review the school district's existing policies and procedures for communicable disease control and prevention or spread of infectious conditions.
3. In cooperation with administration, revise the school district's policies and procedures to provide a safe, infection-controlled environment that is in compliance with state and federal laws and regulations (see the Management of the Communicable Disease and Infection Control Program table, below).
4. Monitor the student and adult population for communicable disease symptoms (see the Accompanying Critical Issues tables, below).
5. Monitor the school community and environment for actual or potential infection control concerns (see the Accompanying Critical Issues tables, below).

6. Educate students, staff, and community in basic hygiene, and on the use of Universal/Standard Precautions and PEOSHA regulations.
7. Coordinate care of the communicable disease problems and care of students or staff with immunosuppressive conditions.
8. Consult the Documentation of Services table, below, to document the incidence of communicable disease and infection.
9. For more information on this topic, consult the Resources and References tables provided at the end of this section.

Management of the Communicable Disease and Infection Control Program

Communicable diseases are the leading cause of childhood morbidity and school absences. Students and staff with communicable diseases - which can be transmitted directly or indirectly from one individual to another - require special consideration in the school setting. The transmission of infectious disease may be prevented by ALL school staff using procedures of: effective infection control. In the school setting, the risk of exposure can be unpredictable; therefore, control measures that are simple and uniform across all situations have the greatest likelihood of compliance and success.

Local school district policies should address:

- preventive measures necessary to protect the health of all students and staff
- procedures for the immediate care of students or staff who develop a potentially communicable illness
- special needs of students with chronic infectious illnesses that are determined to be noncontiguous under normal conditions

The school nurse should use the following principles when developing policies and procedures related to communicable disease and infection control:

The spread of infectious disease can be prevented or deterred if students or staff adhere to basic principles of good personal hygiene, cleanliness and recommended use of any necessary personal protective measures-.

Transmission of infectious disease is controlled by routine use of standard procedures and techniques to maintain environmental cleanliness and personal protection.

Schools are legally authorized to prohibit the attendance of teachers or students if necessary to prevent the spread of contagious disease.

Case management activities include the timely identification and potential exclusion of students and staff with communicable disease. Appropriate follow-up to ensure treatment and prompt readmission will prevent the spread of contagious illness in school and minimize excessive absence.

The Department of Health and Senior Services is responsible for initiating preventive measures to suppress or prevent the spread of disease and for implementing regulations relating to quarantine, isolation and other control measures to protect the public.

Federal and state courts have held that students with chronic infectious diseases are entitled to a free appropriate public education in the least restrictive environment.

Persons with suppressed immune systems run a higher than normal risk of severe complications from common communicable illness.

Students with signs and symptoms of communicable diseases are excluded from school for the period of communicability and readmitted in accordance with recommendations of the personal healthcare provider, state and local health agency guidelines and local school district policy.

The school nurse is responsible for providing or arranging in-service education for teachers and other school staff regarding the signs and symptoms of common communicable illness, mode of transmission, and period of communicability. Information should include local school district policies governing exclusion and readmission and a mechanism for health service referrals.

The school nurse should serve as the in-school case coordinator for the student who has a chronic infectious disease. S/he is responsible for monitoring and assessing students with infectious diseases and maintaining a liaison with home, community health agencies and the student's personal healthcare provider.

The student with a suppressed immune system may need to be temporarily removed from school for his /her own protection during an outbreak of contagious disease among classmates. The decision to remove the student is made by the student's healthcare provider and parent/guardian in consultation with the nurse.

Accompanying Critical Issues I

Guidelines for developing a Communicable Disease and Infection Control Program

Regardless of the specific disease, certain elements are critical to the management of a communicable disease and infection control program. Federal, state and local laws and regulations must guide school district policy development.

Written policy should include the following:

- written procedures for general infection control and Universal Precautions/Standard Precautions
- an Exposure Control Plan - in place, implemented, and updated at least annually
- education and instruction for the general school community as well as that described in the Exposure Control Plan
- professional educational training that is appropriate in content and vocabulary to the educational level, literacy, and language background of participants
- provision of all materials necessary to ensure employee and student access to the practice of hand washing
- continuing education/training for staff responsible for presenting and monitoring programs
- process for reviewing the infection control program, training, standard operating standards, management, and implementation on an annual basis

All employees - including those with infectious diseases - have a right to confidentiality and access to employment, as well as other rights, privileges, and services provided by federal and state statutes.

All students - including those with infectious diseases - have a right to a free and appropriate public education. Students with chronic infectious disease are eligible for all rights, privileges, and services provided by law.

Extreme measures to isolate students - particularly those with chronic infectious diseases - are usually not necessary. Many irrational fears can be mitigated through planned health education programs for school staff, students, and parents/guardians. The educational program should include information regarding the mode of transmission and the methods of preventing the transmission of infectious diseases.

The school should respect the right to privacy of the individual. If a student has an infectious disease, such knowledge should be confined to those persons with direct need to know such as the school nurse or school physician. Those persons who are informed of the identity of an infected child should be made aware of confidentiality requirements. For reporting purposes, except as required by law, the identity of an individual with an infectious disease must NOT be revealed. Health records are confidential.

In some instances, students who have an immunodeficiency may need to be removed from the classroom for their own protection (e.g., if there is an outbreak of a communicable disease). A student should never be discriminated against because of an infectious disease. The decision to remove the student should be made by the student's healthcare provider and parent/guardian in consultation with the professional school health personnel and the Department of Health.

If a student will be absent from school due to an infectious disease, reasonable accommodation for a home or hospital tutoring program may be appropriate. The school district should do everything possible to ensure that the student's educational progress is maintained.

In the event of an outbreak of vaccine preventable disease, in cooperation with the local Department of Health, all susceptible students (e.g., students with medical or religious exemption from immunization) must be excluded. Depending on the disease outbreak, individuals may need to be reimmunized.

The school health staff should routinely assess all students identified as having an infectious disease, as follows:

Students in school should be assessed in order to determine if their behavior or medical condition has altered in such a way as to affect transmissibility status.

Because students with chronic infectious diseases must be educated in the least restrictive environment, these students whose behavior or physical condition preclude school attendance must be routinely evaluated for return to the classroom.

District policies for managing communicable disease should ensure that all school staff are instructed regarding the hygienic procedures that must be followed to maintain a safe, clean school environment. .

An Exposure Control Plan is mandated by the PEOSHA Bloodborne Pathogens Standard.

Accompanying Critical Issues II

Components of a Communicable Disease and Infection Control Program

Prevention

maintenance of routine hygiene procedures, including hand washing, to assure a clean, safe, healthful school environment

use of Universal/Standard Precautions when handling blood/body fluids and contaminated materials/surfaces

health education and health counseling program to educate school personnel, students and parents/guardians

immunization against preventable diseases and post-exposure prophylaxis; passive immunization when appropriate

Identification

Classroom teachers are in an excellent position to detect early physical and behavioral changes by observing differences in the usual pattern for a student-

Persons with signs and symptoms of infectious disease should be assessed by the school nurse and/or examined by an appropriate healthcare provider.

Contacts of individuals with symptoms of infectious disease should be screened by the school nurse, as appropriate, to contain the spread of infection; referrals to the parent/guardian should be made as necessary

Management

An individual with a suspected case of infectious disease should be referred to a healthcare provider for diagnosis and treatment

If it is determined by the school nurse that an individual's physical condition endangers the health or safety of the individual or others, that individual may be excluded from school until appropriate treatment is obtained or a healthcare provider has determined that the individual is not a risk to others. Local and state laws, as well as school district policies and procedures must be followed.

The school district should encourage medical follow-up and assist the individual in complying with the treatment regimen in cooperation with the healthcare provider.

Documentation regarding infectious disease that impacts on the student's education must be recorded on the confidential cumulative health record. Any available documentation should be retained. A serial record of communicable disease outbreaks may be maintained in order to provide data for an epidemiological study if necessary.

School nurses should notify the local Department of Health when any reportable disease occurs.

Staff Development

The school nurse should be encouraged and supported in participating in continuing education activities to obtain current knowledge and upgrade skills-

Appropriate educational programs should be provided to meet the current and anticipated needs of other school personnel (e.g., General Infection Control Standards and the PEOSHA -Bloodborne Pathogens Standard).

Accompanying Critical Issues III

Effective Management of the Communicable Disease and Infection Control Program

An effective Communicable Disease and Infection Control program requires the participation and support of all school officials, local health department officials, healthcare providers, parents/guardians, and school staff. The school nurse is the most appropriate person to coordinate the school's infectious disease program and is responsible for instituting programs to prevent or control the spread of communicable disease. The school nurse's knowledge and judgment are essential for the collection and interpretation of data related to infectious disease. The school nurse should:

- participate in the development of infectious disease policies and procedures
- develop and review the Exposure Control Plan. consult with local or state health department personnel as needed
- interpret infectious disease policies and procedures for school personnel, parents/guardians, and students
- provide health information, health counseling, and in-service programs regarding infectious diseases and control measures for school personnel, parents/guardians. and students
- promote positive health practices for the school community
- develop Individual Healthcare Plans for students with infectious diseases
- recommend modification of the school program of infected students as needed
- monitor and assess the school environment for infection control standards
- monitor and assess students with infectious diseases

- make recommendations for proper equipment and supplies
- serve as an advocate for students with infectious diseases
- act as a liaison between the school, home, community health agencies, and private health care provider
- keep current regarding information, rules and regulations, policies, and procedures regarding infectious disease

Documentation of Service ~ If necessary I document services on a form approved by the Commissioner of Education (form D)

Immunization Compliance

Authorization

N.J.A.C. 5A:16-1.6 & 5A:16-2.19(e)

N.J.A.C. 8:57-4.1 to 57-4.19

PROTOCOL

The role of the school nurse:

Review students' immunization records to ensure compliance with state requirements for school admission. Documents accepted as evidence of immunization include:

official school/childcare records

D records from any public health department

C physician's certificate/letterhead stationery/prescription pad listing specific vaccines and administration dates signed by a licensed physician or advanced practice nurse

Maintain an official State of New Jersey School Immunization Record for every student that includes the dates of every immunization administered to that student (see the Documentation of Service. table. below).

Recommend to the school principal the exclusion of students who have not submitted acceptable evidence of required immunizations.

Annually review immunization records to confirm with medical providers that the medical condition for exemption from immunization requirements is still applicable (see the Accompanying Critical Issues table, below).

Ensure that students with provisional admission are receiving required immunizations on schedule. Recommend to the school principal the exclusion of students with provisional admission who fail to comply with immunization requirements (see the Accompanying Critical Issues table, below). 6. 7. 8.

Provide data for the immunization status report that each school is required to send annually to the Department of Health and Senior Services.

Upon request of the local or state public health officials, provide access to immunization records for purposes of audit or survey.

For more information on this or her topic, consult the Resources and References tables provided at the end of this or her section. '-"

Documentation of Services

11 Records for documentation of immunizations are provided by the N.J. Department of education/Department of Health and Senior Services (form A-45).

Managing First-Aid Emergencies

By regulation, schools must provide prompt and appropriate medical attention for students, staff members, or visitors who are injured or become ill on school premises or at school sponsored events. In a collaborative effort involving the chief school administrator) the school physician. the certified school nurse, and the local emergency management agency. every school district must develop procedures for the provision of these services. District boards of education must also develop emergency and crisis management plans.

Authorization

PROTOCOL

The role of the school nurse:

1. Maintain files of standing orders -written and signed annually by the school physician -that delineate actions to be taken by the school nurse in an emergency (see the Accompanying Critical table, below).
2. Provide prompt and appropriate medical attention for students, staff members, or visitors who are injured or become ill on school premises or at school-sponsored events.

Procedures for providing these services must be developed by every school district in a collaborative effort involving the chief school administrator, the school physician, and the school nurse(s). Procedures must provide for:

- notification of parents/legal guardians of an injured or ill student, and If necessary, the emergency contact of an injured or ill staff member or adult visitor
- transportation to a source of medical care, If indicated
- management of illness and injury at school sponsored events away from school property
- management of athletic injuries

The school nurse is responsible for assessing any injury or illness and acting in accordance with sound professional Judgment. Immediate steps may be taken as necessary to remove the Injured or ill person from imminent danger and/or prevent the exacerbation of the disability

In the absence of the school nurse, the building administrator or his or her/her designee is responsible for obtaining emergency assistance by activating the 9-1-1 emergency service.

Student disabilities attributable to suspected substance abuse require immediate evaluation by the students private healthcare provider, the school physician, or the nearest hospital emergency facility (in order of availability).

Students who make written or verbal suicide threats must be referred immediately for medical evaluation.

Document all injuries to and illnesses of students, staff, or visitors that occur on school property or during school-sponsored events (see the Documentation of Services table, below).

For more information on this or her topic, consult the Resources and References tables provided at the end of this or her section. .

Accompanying Critical Issues

Documentation of Services

Document all injuries to and illnesses of students, staff, or visitors that occur on school property or at school sponsored events. I

1. Document all referrals for illness or injury requiring immediate medical care on the "Nurse's Notes" portion of the form approved by the Commissioner of Education (form A- 45. Health His or history and Appraisal Health Record. I
2. Complete district Incident Reports and Workers Compensation Reports when necessary. Record injuries to visitors on a district Incident Report and place in an appropriate file. I
2. Record a referral for illness or injury requiring immediate medical care in the Nurse's ~ Notes portion of the Student Health Record (form A45).

Managing Disasters and Mass Casualties

Authorization

N.J.A.C. 6A:16-5.2, "School Safety"

N.J.A.C. 6A:16-1.4, "District Policies and Procedures"

Definition: Disaster/Mass Casualty Incident

For the purposes of this or her document, a disaster or mass casualty incident is any incident that requires more resources than those normally available. During a disaster or mass casualty incident, the primary focus is the health and safety of the students, staff, visitors, and responders to the school premises or school sponsored event.

PROTOCOL

Disaster/Mass Casualty Incident Response Plan

At a minimum, each district board of education should establish plans, procedures and mechanisms for responding to emergencies and crises. The response plan to a disaster or mass casualty incident should include the following elements:

- total number of students, staff, and visitors potentially involved
- type of emergency (i.e., toxic material exposure, structural failure, natural disaster, explosion, violence, etc.)
- safety of students, staff, visitors, and responders
- emergency evacuation and assembly points
- notification mechanism (if telephone lines are adversely affected)
- availability of staff responders (staff members who may have training in emergency medical care, etc.)

The role of the school nurse:

1. Provide prompt and appropriate medical attention for students, staff members, or visitors who are injured or become ill on school premises or at school sponsored events.

Procedures for provision of these services must be developed by every school district in a collaborative effort involving the chief school administrator, the school physician, the certified school nurse, and local emergency management agency. Procedures must provide for:

- notification of parents/legal guardians of an injured student, and if necessary, the family or emergency contact of an injured or ill staff member or adult visitor
- management of illness and injury at school sponsored events away from school property

In the absence of the school nurse, the building administrator or his or her/her designee is responsible for obtaining emergency assistance by activating the 9-1-1 emergency service. For more information on this or her topic, consult the Resources and Reference. tables

APPENDIX F

ADDITIONAL RESOURCES

ADDITIONAL RESOURCES

SCHOOL SECURITY

"A Guide to Strengthen Emergency Management of High-Rise and High-Risk Buildings."

Ontario, Office of the Fire Marshal February 26, 2003. 58 pages.
http://www.ofmem.ca/english/documents/emergency_guide.htm.

This document provides guidance on identifying risks for high-rise and high-risk buildings. It is a basic guide that begins by identifying types of emergencies, types of services needed in an emergency, and the value of preparation. It also provides general information on risk analysis, building vulnerability, security measures, and developing an emergency plan. It provides guidance on several specific risks. Finally, it gives information on natural disasters. The recommendations are all operational. --

"A Systems Engineering Approach to Building Approach." McLoughlin, Michael P. (Nodate given.) Johns Hopkins University, Applied Physics Laboratory.

This is a PowerPoint presentation on the rate and volume of contamination of a sample building when a contaminant is introduced into the air handling system.

http://www.eere.energy.gov/buildings/building_america/system.shtml

American Institute of Architects. "Building Security Through Design:

"A Primer for Architects, Design Professionals, and Their Clients." 2001.3 pages.

This excerpt summarizes how to define security needs by performing a threat analysis by prioritizing all assets, performing a vulnerability analysis of the site and peripheral area.

<http://www.aia.org/security>

American Society of Heating, Refrigerating and Air-Conditioning Engineers.

"Report of [ASHRAE] Presidential Ad Hoc Committee for Building Health and Safety under Extraordinary Incidents on Risk Management for Health, Safety and Environmental Security under Extraordinary Incidents." January 26, 2003 8 pages

http://xp20.ashrae.org/ABOUT/Task_Force_Rpt_12Jan02.pdf

This report includes an analysis of the risks to buildings, especially to building HV AC systems and utilities. Along with identification of types of hazards, including natural hazards, this report advocates building pressurization, particulate filters and air cleaners, and a secured single point for disconnecting utilities. The report relies heavily on building commissioning, a detailed review of all building systems, in accordance with a new ASHRAE standard on building commissioning, ASHRAE O-P 2002.

"Apartment Management Considerations in the Wake of Recent Building and Bio-terrorism Attacks." National Multi-Housing Council, National Apartment Association.

November 4, 2001. 22 pages. This provides broad guidance on legal issues regarding leases for those who are called up to military service, reemployment rights, and insurance issues. It also provides information on the legal framework by which information on tenants is obtained by Federal law enforcement officers. Applicant

screening is also discussed. Mail handling procedures are addressed and attention is given to requiring evacuation procedures in high-rise (seven stories and up) residential buildings. (Need to register)

<http://www.naahq.org/Government/naaresponsetoterrorthreat.aspx>

ASIS International:" General Security Risk Assessment Guideline." 2003.

This provides guidance on how to approach an analysis and risk assessment of an individual building or organization. 26 pages

<http://www.asisonline.org/guidelines/guidelines.pdf>

Basic Information on Building Protection. Strategies for Protecting Buildings from Airborne Hazards Homeland Defense Building Protection Program. Ten papers with basic information are provided on related topics.

<http://buildingprotection.sbccom.army.mil/basic>

http://buildingprotection.sbccom.army.mil/downloads/reports/airborne_hazards_report.pdf

1. **"Air Filtration: Molecular Filtration."** 2 pages. This paper discusses the effectiveness of a filter of carbon granules to remove molecules from an air stream by physical adsorption and chemical reaction. High Efficiency Particulate Air (HEP A) filters are discussed as an additional protection.

2. **" Airlocks and Entry and Exit Procedures--Military Applications."** This report discusses the three mechanisms by which chemical contaminants are transported through building entry points. They are indirect vapor transport, indirect liquid transport, and direct vapor transport. The report recommends airlocks with specified airflow provisions, and clear entry/exit protocols.

3. **"Detection-based Approaches."** 1 page. This report discusses the option of, but lower protection provided by, detection based air filtration systems when contrasted with continuous external filtration. Response time contributes to the inefficiency.

4. **"Filter Unit Sizing for Pressurization."** 2 pages. This report discusses the need for, and the unreliability of, a leakage analysis to determine the needed size and capacity of a filter system.

5. **"Internal Filtration-Re-circulation Filters Units."** 1 page. Although helpful, internal filtration systems are inferior to external filtration systems.

6. **"Operational Measures for Protecting Building Occupants."** 3 pages. This report focuses on operational options--sheltering in place, evacuation use of protective masks, purging the building.

7. **"Physical Security measures."** 1 page. Physical security measures include a separate air handling unit for building entry, exhaust fans to create slight negative pressure, full height walls around entry, airlock or vestibule.

8. **"Pressurization and Levels or Protection."** 2 pages. The levels of protection provided by positive internal pressure, internally induced infiltration, externally induced infiltration, stack pressures, and overpressure.

9. **"Positive-Pressure Collective Protection."**

10. 5 pages. This report provides information on shelters that are provided with air through a positive pressure system. Photographs of air system devices accompany the single page of text.

11. "Strategies for Protecting Buildings from Airborne Hazards." 2 pages.
12. This report identifies the benefits of active and of passive protection.

Bomb Threat Assessment Guide

The U.S. Department of Education, in partnership with the Bureau of Alcohol, Tobacco and Firearms, will release an interactive CD-ROM training tool to provide information and training related to the ways school administrators, security officers, school resources officers, teachers, and staff can effectively deal with bomb threats.

"Blast Resistant Design of Commercial Buildings."

Ettouney, Mohammed, p .E., Robert Smilowitz, p .E., and Tod Rittenhouse, p .E. February 1996. 12 pages.

<http://www.wai.com/AppliedScience/Blast/blast-struct-design.html>

This paper analyzes the design features of a typical eight-story building constructed to the Uniform Building Code in seismic zone 1. It analyzes the design of floor slabs, columns, facades, atriums, windows, and the prevention of progressive collapse.

"Building Evacuations."

National Fire Protection Association Fact Sheets. No date given. 3 pages.

This paper states that the risk associated with roof evacuations is great and concludes that they should not be part of a reliable evacuation plan. It also rejects the use of chutes as part of an evacuation plan because such a use is not a code-mandated feature. It recommends reliable communication features throughout the building.

<http://www.nfpa.org/Research/NFPAFactSheets/Evacuations/Evacuations.asp>

Centers for Disease Control and Prevention and the U.S. Department of Education Collaborate to Help Schools Prepare for Possible Terrorism

This website provides state and local education, health, emergency management, law enforcement and homeland security agencies with updated information on biological, chemical, and radiological threats; answers questions about school preparedness and response; and describes the roles of partnering agencies in the case of a terrorist threat.

Original airdate: May 16, 2002 <http://www.phppo.cdc.gov/PHTN/schools/>

Department of Defense. "Unified Facilities Criteria: DoD Minimum Antiterrorism Standards for Buildings."

July 31, 2002. 42 pages.

This document categorizes buildings occupied by the Department of Defense and establishes basic standards for building safety, including siting issues, such as setbacks, barriers, and unobstructed space, and building issues, such as building entry security, interior security, and construction standards for exterior walls and window glazing.

http://65.204.17.188/report/doc_ufc.html

"Design Techniques to Strengthen 'Soft' Buildings Against Acts of Terror and Car Bombs."

Yerushalmi, Yaakov, P.E., Uzi More, and Amit Reizes, P.E. MYY, Ltd. Israel. No date given. 8 pages.

www.dtic.mil/ndia/technology/amit.pdf

This paper provides specific techniques for hardening buildings by shielding the blast with light exterior walls, "wet" and "dry" reinforcement of masonry walls, cabling systems and window and glass curtain walls, and by installing light steel doors.

Education Department Seal US Department of Education Safe and Drug-Free Schools Program "The Appropriate and Effective Use of Security Technologies in U.S. Schools."

DOE Seal US Department of Energy Sandia National Laboratories.

Description: National Institute of Justice Research Report. This document provides basic guidelines to law enforcement... 130 pages.

www.ncjrs.org/school/home.html

"Facilities Standards for the Public Building Service."

General Services Administration. Chapter 8, Security Design. November 2000. 30 pages.

This document identifies critical building components and proposes ways to mitigate blast impact

http://hydra.gsa.gov/pbs/p100/1996_pq100.pdf

"Federal Emergency Management Agency. September 2002.

Integrating Human-Caused Hazards into Mitigation Planning 72 pages.

This report is basic and thorough. It describes the basic emergency management process, encourages broad participation, lists services that must be protected (including telecommunications and utilities), establishes parameters for determining mitigation priorities, and a mitigation plan.

<http://www.fema.gov/areyouready/>

FEMA Program Helps Schools Develop Emergency Response

The Federal Emergency Management Agency (FEMA) has introduced a planning process to help schools develop procedures to respond to all types of disasters, including school violence.

http://www.education-world.com/a_issues/issues084

FEMA.Gov U.S. Department of Homeland Security Hazard Mitigation: It's not just for natural disasters any more.

<http://www.fema.gov/fima/antiterrorism>

"Guidance for Protecting Building Environments from Airborne Chemical, Biological, or Radiological Attacks." Department of Health and Human Services, Centers for Disease Control and Protection, National Institute for Occupational Safety and Health. Publication 2002-139. 2002. 28 pages.

This document provides an overview of how to improve building safety in a chemical, biological, or radiological event. The recommendations are divided into four categories: Things Not To Do, Physical Security, Ventilation and Filtration, and Maintenance, Administration, and Testing.

<http://www.cdc.gov/niosh/bldvent/2002-139.html>

"Immediate Actions to Safeguard a Building Against a Chemical or Biological Attack."

Lawrence Berkley National Laboratory .11 pages.

Five immediate actions are provided with a brief summary of each. This is followed by a brief recommendation regarding long-term actions.

<http://securebuildings.lbl.gov.immediate.html>

Job Safety & Health Protection Poster .

Download the Federal Agency Poster

100 Most Frequently Cited OSHA Construction Standards in 1991: A Guide for the Abatement of the Top 25 Associated Physical Hazards Reprinted: March 1995

<http://www.osha.gov/pls/publications/pubindex.list#3165>

"Making Federal Buildings Safe." General Services Administration 3 pages.

http://www.gsa.gov/Portal/content/pubs_content

This is a list of general precautions regarding common sense preparations, precautions for mail, handling, actions for a telephone threat, actions for a chemical/biological threat, actions for a bomb threat, responses to threat of knife, gun, or other weapon.

Miscellaneous State-distributed Information.

1. "Building Access Control Procedures--State Office Buildings." This provides general building security measures that apply to Stet-occupied facilities. It includes requiring visible identification badges, access control cards, and designating entrances.

2. "Best Practices for Site Security in the New Jersey Newspaper Industry." April 2002. These best practices for the newspaper industry include many of the familiar building security items and also include a section on ensuring the continued operation of the computers on which newspaper production depends.

3. "Commercial Building Group--Security Assessment and Best Practices Report." December 14, 2001. This is a report on building safety with an emphasis on retail stores.

"Multi-Hazard Design to Resist Progressive Collapse."

Smilowitz, Robert. Critical Infrastructure, CE World. No date given. 10 pages.

This report provides a summary of the issue of progressive collapse, presents design criteria for new construction, and briefly discusses the difficulties in protecting existing structures that were not designed with the redundancy, continuity, and ductility to resist progressive collapse. The paper also provides an analysis of those conditions where indirect, specific local resistance, and alternate path methods are most appropriate.

<http://www.ceworld.org/ceworld>

National Infrastructure Protection Center Risk Management: An Essential Guide to Protecting Critical Assets November 2002

http://www.securitymanagement.com/library/NIPC_Risk0203.pdf

"National Preparedness: Technologies to Secure Buildings."

Testimony Before Subcommittee on Technology and Procurement Policy, Committee of Government Reform, House of Representatives

United States General Accounting Office. April 25, 2002. 70 pages.

This testimony includes a list, with pictures, of the security devices that are available for building security. This includes screening devices and cameras.

National Terror Alert System. Emergency Preparedness.

Due to recent school concerns about both the conflict with Iraq and the, the DOE this morning released a memorandum to all local school officials. 04/15/2003

<http://www.state.nj.us/njded/news/0320emg.htm>

"Protection of Federal Office Buildings Against Terrorism: Federal Office Buildings and the Threat of Terrorism."

National Academy of Sciences, 2000. 51 pages.

This report identifies four elements of threat evaluation--policies, personnel, building knowledge, and security measures. It then discusses the development of a building security program and the functions of the program. There are brief discussions of a perimeter evaluation and elements of site and building security.

<http://www.nap.edu/openbook/NI0002265/html/3.html>

"RAND Public Safety and Justice. There were two papers prepared by RAND.

1. **"Security and Safety in Los Angeles High-Rise Buildings After 9/11."** Archibald, Rae W., Jamison Jo Medby, Brian Rosen, and Jonathan Scachter. Prepared for Building Owners and Management Association (BOMA) of Greater Los Angeles. 2002. 73 pages. This document provides a basic, comprehensive guide to the steps that must be taken to evaluate risk and mitigate the effects of an attack. The first step is to identify threats, how kind and how likely they are to occur. Next, identify and evaluate existing security measures and categorize building. Consequences, including casualties and economic damage, must be estimated and generalized fear should not be underestimated.

<http://www.rand.org>

2. **"Protecting Occupants of High-Rise Buildings."**

Archibald, Rae W., Jamiison Jo Medby, Brian Rosen, and Jonathan Scachter. August 27, 2002. 3 pages.

This summary provides a brief guide to coordinating local emergency preparedness with an analysis of an individual to prepare for a catastrophic event. The analysis focuses on Chicago, Illinois. --

"Report of the President of the United States on the Status of Federal Critical Infrastructure Protection Activities."

January 2001. 203 pages.

This report identifies eight sectors that would be affected in the event of a terrorist attack and it charges a committee to perform a comprehensive analysis of each sector. The sectors are: banking and finance; energy; information and communications; transportation; water supply; emergency fire services and continuity of government; emergency law enforcement; and public health.

<http://www.ciao.gov/resource/ciprelease.html>

"Security Vulnerability, Part I."

Provided by Rick Santoro, National Retail Association.

This document provides detailed direction on creating a loss event profile, estimating loss event probability or frequency, and determining loss event criticality.

Structural Design -Structural Design for External Terrorist Bomb Attacks.

By Jon A. Schmidt P.E.

Events of the last ten years have greatly heightened the awareness of building owners and designers of the threat of terrorist attacks using explosives. The United States government has funded extensive research into blast analysis and protective design methods and has produced a number of guidelines for its own facilities.

<http://216.239.53.104/search?q=cache:D1As9wBN8qMG:www.structuremag.org/archive/s/mar2003/Blast-full%2520version.pdg+&hl=en&ie=UTF-8>

"Suggested Anti-terrorism Security measures."

BOMA.

This document provides a basic list of actions that the owner of an office building can undertake to improve safety. It is organized by the expense of the undertaking and is divided in to "little or no cost and actions that may bear some cost.

www.boma.org/suggestedanti-terrorismsecuritymeasures.doc

The School Shooter: A THREAT ASSESSMENT PERSPECTIVE

Critical Incident Response Group (CIRG) National Center for the Analysis of Violent Crime (NCAVC) FBI.

www.fbi.gov/publications/school/school2.pdf

"Three Structural Designs to Reduce the Effects of Terrorist Car Bombs on Buildings."

Schueffner, Lori. University of Wisconsin-Madison. This is a basic review of the impact of the truck bomb that destroyed the Murrah building in Oklahoma City. It recommends improving building safety by providing "keep-out" zones around the building, designing structural redundancies, and hardening the exterior facade of the building.

<http://elvis.engr.wisc.edu/UER/uer97/author6/navbar.html>

Unified Facilities Criteria

Department of Defense Minimum Antiterrorism Standards for Buildings
American Society of Civil Engineers Standard (ANSI/ ASCE

Minimum Design Loads for Buildings and Other ...UFC) 4-010-10, Department of Defense Minimum Antiterrorism Standoff Distances...

<http://www.tisp.org/files/pdf/dodstandards.pdf>

(Need to register)

"U.S. Department of State Approach to Physical Security as Related to Blast Mitigation."

United States Department of State. 2003. 8 pages.

This analysis identifies practical and effective means of blast mitigation based on the threat of a vehicular bomb. A tiered security approach is provided that starts at the property line.

"Vulnerability Assessment of Federal Facilities."

United States Department of Justice, United States Marshals Service, Federal Bureau of Investigation, General Services Administration, United States Department of Defense, United States Secret Service, United States Department of State, Social Security Administration. Administrative Office of the United States Courts. July 28, 1995. (84 pages)

This is the seminal document that presented the classification of Federal facilities into five levels according to occupancy load, threat classification, and defensibility.

"Vulnerability Assessments for Terrorist Bombing Threats."

Deel, Charles C. Science Applications International Corporation. 28 March 2002.

This is a copy of a PowerPoint presentation given at a Homeland Defense Training Conference. It provides an overview of the items that must be considered in building security, including threat assessment, vulnerability assessment, and protection initiatives.

"Whole Building Design Guide."

This Guide consists of analyses on the following five related topics. No publication date is provided. These can be obtained on line at

<http://www.wbdg.org/design>

1. Ander, Gregory. "Windows and Glazing." 11 pages.

This analysis balances the need for building security with the desirability of a sustainable building and building environment. Attention is given to the need to reduce the number of windows to improve safety and the need for natural light to enhance worker productivity.

2. Kollaja, Tom. "Glazing Hazard Mitigation." 9 pages.

This document describes glass hazard mitigation in five categories.

3. **"Provide Security for Building Occupants and Assets."** 7 pages.

This document provides a summary of the importance of building security as a result of the Oklahoma City bombing and the attack on the World Trade Center. It recommends a building security analysis with special attention paid to protection from a blast; ballistics; physical intrusion; and chemical, biological, radiological releases.

4. **"Threat/Vulnerability Assessments and Risk Analysis."**

Renfroe, Nancy A. and Joseph L. Smith.

This paper provides an overview of the building analyses that should be performed, including a threat assessment that assesses the full spectrum of threats, including natural, criminal, terrorist, and accidental. A vulnerability assessment and a risk analysis must be completed, and upgrades must be recommended, implemented, and re-evaluated.

5. "Balancing Security/Safety and Sustainability Objectives."

Tran, Bambi.12 pages.

This paper examines balancing building security with sustainability goals. This report recommends building commissioning, which is a systematic review of building systems. It also recommends dedicated ventilation and exhaust systems, reinforced glass that does not compromise natural light, and locating windows with avoidance of detonation points in mind.

HEALTH-RELATED RESOURCES

"Protecting Buildings and Their Occupants from Airborne Hazards (DRAFT)."

United States Army Corps of Engineers. October 2001. 23 pages.

These recommendations begin with a risk analysis that consists of identifying the presence of hazardous materials stored in a building, the security measures that are in place, any architectural and mechanical features that would isolate or control their spread, and methods of controlling access to the materials.

<http://www.state.nd.us/dem/homeland/docs/building-protectin.pdf>

Schools Plan Responses To Bioterrorism.

Education Week: October 31,2001 By Darcia Harris Bowman

It took only one anthrax-related death in faraway Florida to convince Lawrence Township district officials that they needed to buffer their Indianapolis-area schools against biological terrorism.

<http://www.edweek.com/ew/newstory>

(Need to register with Education Week.)

School/Shelter Hazard Vulnerability Reduction Resource Page.

"Why Are School Buildings Important?"

School buildings often serve multiple purposes in a community .For most of the day, they house one of our most precious resources, our children. In addition to their role as learning centers, they may serve as gathering places for community events and fundraisers, meeting places for clubs and religious organizations, storage places for books and other technical equipment, and public shelters in emergencies. When a school building is vulnerable to natural hazards, the welfare of the entire community is at risk.

<http://www.oas.org/en/cdmp/schools/schlrcsc.htm>

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<http://www.harvard.edu/headlice.html>

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New Jersey State Sanitary Code: *Immunizations of Students In Schools* <http://www.state.ni.us/health/cd/chaQ14.htm>

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TECHNICAL SUPPORT FOR PROGRAMS, POLICIES AND OTHER RELATED SERVICES

Campus Public Safety: Weapons of Mass Destruction Terrorism Protective Measures

The Office for Domestic Preparedness, U.S. Department of Homeland Security, has published a series of suggestions to guide and inform public safety planning efforts to prevent, deter or effectively respond to a weapon of mass destruction terrorist attack on college campuses. April 2003

<http://www.ed.gov/offices/OSDFS/emergencyplan/campussafe.html>

Centers for Disease Control and Prevention and the U.S. Department of Education Collaborate to Help Schools Prepare for Possible Terrorism

This website provides state and local education, health, emergency management, law enforcement and homeland security agencies with updated information on biological, chemical, and radiological threats; answers questions about school preparedness and response; and describes the roles of partnering agencies in the case of a terrorist threat. Original airdate: May 16, 2002 <http://www.phppo.cdc.gov/PHTN/schools/>

Characteristics of Safe and Drug-Free Schools and Communities Act SEA and Governors' Programs: 1999-2000, based on information submitted by the States, provides details about the implementation of the Safe and Drug-Free Schools and Communities Act State Grants program for school year 1999-2000. Student-led Crime Prevention: A Real Resource with Powerful Promise will provide principals, and other school administrators as well as teachers, school resource officers, and interested community members with the basis to articulate how students can help make the school safer and the steps for considering and establishing student-led initiatives.

<http://www.ed.gov/offices/OSDFS/9900statereport/>

Crisis Planning Resources from U.S. Department of Education

<http://www.ed.gov/offices/OSDFS/emergencyplan>

As schools and communities across the U.S. prepare and develop plans for responding to potential emergency situations, U.S. Secretary of Education Rod Paige has unveiled this new web resource to help. It is designed to be a one-stop shop that provides school leaders with information they need to plan for any emergency, including natural disasters, violent incidents and terrorist acts. The site will be regularly updated. Secretary Paige and Homeland Security Secretary Tom Ridge unveiled this new resource at Blair High School in Montgomery County, Maryland, which has a model emergency plan in place. For more information about what families and communities can do to be ready for an emergency, please visit www.readv.gov.

The Final Report and Findings of the Safe School Initiative: Implications for the Prevention of School Attacks in the United States, a publication of the U.S. Secret Service and the U.S. Department of Education. (May 2002) 50 pages.

<http://www.ed.gov/offices/PSDFDS/preventingattacksreport.pdf>

National Clearinghouse for Educational Facilities -Disaster Preparedness for Schools

This clearinghouse provides a list of links, books, and articles on building or retrofitting schools to withstand natural disasters and terrorism, developing emergency preparedness plans, and using school buildings to shelter community members during emergencies.

<http://www.edfacilities.org/rl/disaster.cfm>

Practical Information on Crisis Planning: A Guide for Schools and Communities

The U.S. Department of Education has developed a guide to provide schools and communities with basic guidelines and useful ideas on how to develop emergency response and crisis management plans.

<http://www.ed.gov/offices/OSDFS/emergencyplan/crisisplanning.pdf>

Project SERV: School Emergency Response to Violence

Project SERV provides education-related services to school districts where the learning environment has been disrupted due to a violent or traumatic crisis. Funds may be used to assist schools facing an undue financial hardship in providing extraordinary services due to an event that has had a traumatic affect on the learning environment.

<http://www.ed.gov/offices/PSDFS/pserv.html>

Report on State/Territory Implementation of the Gun-Free Schools Act School Year 1999-2000 (July 2002) Archived: Past Gun-Free Schools Act Reports

<http://www.ed.gov/offices/OSDFS/GFSA/index.html>

The Safe School Initiative -A Guide to Managing Threatening Situations and to Creating Safe School Climates and Final Report and Findings of the Safe School Initiative: Implications for the Prevention of School attacks in the United States

The U.S. Department of Education and the U.S. Secret Service collaborated to produce two reports that outline a process for identifying, assessing, and managing students who may pose a threat of targeted violence in schools as well as ideas for creating safe school climates. School personnel, law enforcement officials, and others intend these guides for use with protective responsibilities in our Nation's schools.

<http://www.ed.gov/offices/OSDFS/safeschool>

School Emergency Response and Crisis Management Plan Discretionary Grant Program

The U.S. Department of Education announces a discretionary grant competition to provide school districts with funds to strengthen and improve current school crisis plans.

<http://www.ed.gov/GrantApps/#84.184E>

Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates, a publication of the U.S. Secret Service and the U.S. Department of Education. (May 2002)

<http://www.ed.gov/offices/OSDFS/threatassessmentguide.pdf>

The 3 R's to Dealing with Trauma in Schools: Readiness, Response and Recovery

This or her teleconference, sponsored by the U .S 0 Department of Education and the Harvard School Public Health, explores issues related to trauma, its impact on students, and implications for schools and school personnel. Original airdate: April 23, 2002

<http://www.walcoff.com/revention/>

U.S. Secretary of Education Rod Paige's letter to Chief State School Officers regarding Department of Education activities in response to September 11th.

<http://www.ed.gov/News/Letters/020211.html>

Unsafe School Choice Option Draft Non-Regulatory Guidance (July 2002)

<http://www.ed.gov/offices/OSDFS/unsafeschoolchoice.pdf>

Wide Scope, Questionable Quality: Three Reports from the Study on School Violence and Prevention are now available on the Department's Planning and Evaluation Services web site. These three reports, along with an Executive Summary , provide findings from the Study on School Violence and Prevention. The study was funded by the U.S. Department of Education (and conducted in collaboration with the National Institute of Justice, U.S. Department of Justice) to investigate the extent of problem behavior in schools nationally and several aspects of delinquency prevention efforts in schools, such as the types and quality of prevention efforts, how schools plan and use information about prevention options to improve their own efforts and school management, and sources of funding for school prevention activities. (August 2002)

Wide Scope, Questionable Quality: Drug and Violence Prevention Efforts in American Schools

This report presents findings from surveys of a national sample of elementary, middle, and high schools, including surveys of school principals and prevention activity providers, and, in the middle and high schools, of teachers and students, along with surveys of district Safe and Drug-Free Schools program coordinators.

<http://www.ed.gov/offices/OUS/PES/studies-school-violence/wide-scope.pdf>

American Association of School Administrators (AASA)

1801 North Moore St.

Arlington, VA 22209

Voice: 703/528-0700

E-mail: phouston@aasa.org

Web site: <http://www.aasa.org>

One of elementary and secondary education's longstanding professional organizations. Strives for the development of highly qualified leaders and supporting excellence in educational administration. Initiates and supports laws, policies, research, and practices that will improve education.

American Society for Industrial Security (ASIS)

1625 Prince St.

Alexandria, VA 22314

Voice: 703/522-5800

Fax: 703/243-4954

Web site: <http://www.asisonline.org>

A primary focus of this or her organization is to increase the effectiveness and productivity of security professionals by developing educational programs and materials that focus on the fundamentals as well as the latest advancements in security management. ASIS sponsors a variety of educational courses and seminars, an annual national seminar and exhibit, numerous publications, a trade journal, and a security industry buyer's guide.

Educational Institutions is an ASIS standing committee. The ASIS Web site has a great deal of information, including full text of various documents. SEE ALSO: [Publications](#) and [Conferences/meetings](#).

Campus Safety Association

1121 Spring Lake Drive

Itasca, IL 60143-3201

Voice: 708/775-2026

Members of this or her organization are professionals concerned with safety at educational institutions.

Center for the Prevention of School Violence

20 Enterprise St., Suite 2

Raleigh, NC 27607-7375

Voice: 800/299-6054 or 919/515-9397

Fax: 919/515-9561

E-mail: Available from Web site

Web site: <http://www2.ncsu.edu/cpsv/>

Established in 1993 at North Carolina State University, the Center serves as a primary point of contact for dealing with the problem of school violence. The Center is currently working on several special projects and is a nationally recognized resource for school resource officer (SRO) programs.

Education Resources Information Center (ERIC)

2277 Research Blvd., 7A

Rockville, MD 20850

Voice: 301/519-5157

Toll Free: 800/538-3741

Fax: 301/519-6760

E-mail: acceric@accesseric.org

Web site: <http://www.eric.ed.gov>

Now under the auspices of the National Library of Education and the Office of Educational Research and Improvement, ERIC produces two monthly indexes, Resources in Education (RIE) and the Current Index to Journals in Education (CIJE). These indexes are available in print, on CD-ROM and via the Internet. The ERIC database, which can be searched via the Internet, now features more than 1 million

citations, which include school security, school safety, school violence, legal issues, and the use of technology in these areas.

International Association of Campus Law Enforcement Administrators

638 Prospect Ave.

Hartford, CT 06105-4298

Voice: 860/586-7517

E-mail: info@iaclea.org

Web site: <http://www.iaclea.org>

The membership of this or her association includes campus law enforcement directors and staff, criminal justice faculty members, municipal chiefs of police, companies offering campus law enforcement products and services, and colleges and universities throughout the United States, Canada, and the United Kingdom.

International Association of Professional Security Consultants (IAPSC)

1444 I St., Suite 700

Washington, DC 20005-2210

Voice: 202/712-9043

Fax: 202/216-9646

Web site: <http://www.iapsc.org>

A nonprofit professional association of independent, nonproduct-affiliated, professional security consultants. The IAPSC Web site includes a directory of experts; full text of the current issue of the association newsletter; and information on events and other services. SEE ALSO: [Conferences/meetings](#).

Keep Schools Safe

Contact: Attorney General of each State

Web site: <http://www.keepschoolssafe.org>

A joint initiative of the National Association of Attorneys General and the National School Boards Association, which have joined together to address the escalating problem of youth violence.

The Web site was launched to facilitate sharing of ideas and program information by providing up-to-date information on successful programs and ideas.

National Alliance for Safe Schools (NASS)

Ice Mountain

P.O. Box 290

Slanesville, WV 25444-0290

Voice: 301/935-6063

Fax: 301/935-6069

E-mail: nass@erols.com

Web site: <http://www.safeschools.org>

Founded in 1977 by a group of school security directors to provide technical assistance, training, and research to school districts interested in reducing school-based crime and violence.

NASS products and services include school security assessments; educational programs for troubled youth; training programs for administrators, teachers, and students; various publications; and safe school workshops, which are held at different locations around the country. The NASS Web site includes descriptions of the workshops and a 2-3 month calendar of workshop locations. SEE ALSO: [Publications](#).

National Association of School Resource Officers (NASRO)

P.O. Box 40

Boynton Beach, FL 33425-0040

Voice: 888/316-2776

Web site: <http://www.nasro.org>

A nonprofit organization made up of school-based law enforcement officers and school administrators. The association serves as the largest training organization for school-based police and district personnel in the Nation. NASRO sponsors an annual training conference each summer and regional training throughout the year. SEE ALSO: Conferences/meetings.

National Association of School Safety and Law Enforcement Officers

P.O. Box 118

Catlett, VA 20119-0118

Voice: 540/788-4966

An organization of persons engaged in school security and school police operations.

National Crime Prevention Council

1700 K St., N.W., Second Floor

Washington, DC 20006-3817

Voice: 202/466-6272

Fax: 202/296-1356

Web site: <http://www.ncpc.org> or <http://www.weprevent.org>

An organization dedicated to helping millions of people across the United States prove that building a sense of community and taking commonsense precautions can cut crime and counter fear.

A major thrust of the Council is "stopping school violence" with many useful suggestions and links included on their Web site.

National Criminal Justice Reference Service (NCJRS)

P.O. Box 6000

Rockville, MD 20849-6000

Voice: 800/851-3420 or 301/519-5500

E-mail: askncjrs@ncjrs.org

Web site: <http://www.ncjrs.org>

One of the most extensive sources of information on criminal and juvenile justice in the world. NCJRS is a collection of clearinghouses supporting all bureaus of the U.S. Department of Justice Office of Justice Programs, which includes the Office of Juvenile Justice and Delinquency Prevention.

Among the NCJRS services that are available through its Web site are:

Justice Information Center (JIC) with links to resources on many specific topics including juvenile justice and drugs and crime.

NCJRS Abstracts Database, which provides summaries of criminal justice literature— government reports, journal articles, books, and more—and which is searchable free on the Web.

National School Boards Association

1680 Duke St.

Alexandria, VA 22314

Voice: 703/838-6722

Fax: 703/683-7590

E-mail: info@nsba.org

Web site: <http://www.nsba.org>

A nationwide advocacy outreach organization for public school governance. The Web site provides links to information services of the organization, including its **Council of School Attorneys** and **Keep Schools Safe**, a joint effort with the National Association of Attorneys General.

National School Safety Center (NSSC)

141 Duesenbuerg Drive, Suite 11

Westlake Village, CA 91362

Voice: 805/373-9977

Fax: 805/373-9277

Email: info@nssci.org

Web site: <http://www.nssc1.org>

A nonprofit partnership of the U.S. Department of Justice, the U.S. Department of Education, and Pepperdine University, NSSC was created in 1984 with the charge to promote safe schools-free of crime and violence-and to help ensure quality education for all American students.

NSSC has a number of publications, films/tapes, and posters available for sale.

National School Safety and Security Services (NSSSS)

P.O. Box 110123

Cleveland, OH 44111

Voice: 216/251-3067

E-mail: KENTRUMP@aol.com

Web site: <http://www.schoolsecurity.org>

An independent, Ohio-based, National consulting firm specializing in training and technical assistance on secondary and elementary (K-12) school security, crisis management, gangs, juvenile crime issues, and crisis preparedness.

NSSSS services include presentations and training; security assessments; expert witness and litigation consultation; and related management consulting. The NSSSS Web site includes information on services, links to other useful sites, and a regularly updated list of publications related to NSSSS service areas. SEE ALSO: [Publications](#)

Safe and Drug-Free Schools Program
Office of Elementary and Secondary Education
U.S. Department of Education
600 Independence Ave., N.W.
Washington, DC 20202-6123
Voice: 202/260-3954
Fax: 202/260-7767
Web site: <http://www.ed.gov/offices/OESE/SDFS>

Teacher's Workshop
1250 Overlook Ridge
Bishop, GA 30621
Voice: 800/991-1114
Fax: 706/769-4137
E-mail: rbender@teachersworkshop.com
Web site: <http://www.teachersworkshop.com>

A source of practical staff development opportunities through teleconferencing, a speaker's bureau, video curricula, or special conference events. The Teacher's Workshop Web site includes information on the various categories of opportunities offered. Each category includes topics on school violence and its prevention. SEE ALSO: [Publications](#).

U.S. Department of Education
600 Independence Ave., S.W.
Washington, DC 20202-0498
Voice: 800/USA-LEARN
Web site: <http://www.ed.gov>

The Department's Web site contains a wealth of useful information including guides; publications; resource directories; the full text of some Department publications, such as *Early Warning, Timely Response: A Guide to Safe Schools*, and links to other useful sites.

WEB SITES

NOTE: There are hundreds of Web sites that contain valuable information and resources on the topics of school security, school safety, school violence and

prevention, and so forth, and more are added every week. We could not begin to include them all. In addition to the sites included with their organization above, listed below are a few general sites that contain many links to school security information:

American Red Cross:

www.redcross.org

Federal Emergency Management Agency:

www.fema.gov

Hamilton Fish Institute for School and Community Violence:

www.hamfish.org

International Association of Chiefs of Police (IACP):

www.iacp.org

National Clearinghouse for Educational Facilities (NCEF)

<http://www.edfacilities.org>

National School Safety Center:

www.nssc1.org

U.S. Department of Education:

www.ed.gov

U.S. Secret Service National Threat assessment Center:

www.treas.gov/usss/ntac

APPENDIX G

REFERENCES

REFERENCES

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New Jersey Department of Education (November 2001). *A Guide for the Development of a Districtwide School Safety Plan*. Trenton, NJ.

New Jersey Department of Law and Public Safety, Division of State Police, New Jersey Office of Emergency Management. *School Emergency Operations Plan Guidelines*. Trenton, NJ.

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