



OREGON  
DEPARTMENT OF  
EDUCATION

# Emergency Plans and Drills Guidance: Functional Annexes and Emergency Drills

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*Guidance developed for Oregon schools under the Oregon Department of Education's School Safety and Emergency Management Program in partnership with the Oregon Department of Emergency Management, the Oregon State Fire Marshal and the Regional Disaster Preparedness Organization.*





## Functional Annexes and Emergency Drills

The Functional Annexes portion of an Emergency Operations Plan (EOP) includes the most important parts of a high quality EOP. Functional Annexes outline standardized processes and protocols that are applicable across a variety of emergency situations. They are the building blocks for responding to specific threats or hazards that a school might face. If a school experiences an earthquake, that school would want protocols for how to shelter in place during the earthquake and then a protocol for how to evacuate the building in an organized fashion. Likewise, if police were looking for a suspect in the neighborhood of a school, that school would want a protocol for getting everyone inside and locking all external doors. That school would also want to have a communications plan that will keep families informed on what is happening, how the school is responding and if there is any change to release times.

In this fifth of six guidance sections, functional annexes, drills, and their purposes will be explained. This guide is a reference for both new school leaders and for those who want to improve their existing school EOP. While other components of an EOP are necessary, this guide is only going to focus on what the functional annexes are and what should be included in the functional annexes section of a school EOP.

This guide will cover the following:

- What are the functional annexes?
- The Standard Response Protocol.
- Required drills and their frequency.
- Other functional annexes—not threat or hazard specific.

## Emergency Plans and Drills Guidance: Functional Annexes

### What are the Functional Annexes?

If one were to boil down an EOP to the most basic level, the functional annexes would remain. The functional annexes will explain the primary actions taken in response to a threat or hazard. These are a plan's standardized basic responses and they will all be covered in a high quality EOP under "Functional Annexes". For schools, the functional annexes will align with the many drills that schools will routinely conduct. The following basic drills are required in Oregon:

- **Evacuation:** evacuate from one place to another—typically from inside a building to an outside location. This response is used for fire evacuation drills and responses to other incidents that make building occupation dangerous.
- **Lockdown:** get behind a locked door, shut off the lights and remain out of sight of a threat inside the building.
- **Secure:** get everyone inside and lock outside doors to block an external threat. This response was previously called "Lock-out" and was changed to "Secure" to better differentiate it from a Lockdown.
- **Shelter-in-place:** stay inside in response to an environmental hazard such as an earthquake, high winds or air pollution.

The following responses are recommended to the point of being essential for every school or district. These responses are included under "Functional Annexes" because they are standard responses that can be applied to a variety of threats and hazards.

- **Hold:** keep students and staff in classrooms or areas to prevent traffic from disrupting an internal incident such as spill in the hallway or a medical emergency.
- **Reunification:** reunite students with families following a major incident that requires a relocation to an alternate location away from school grounds.
- **Communication:** relay information about response and related activities both within the school and with families and the community.

All of these will be explained in more detail in the follow-on sections. Each of these responses can be used for any type of emergency a school may face. They can be run individually, simultaneously or consecutively to provide an effective response to complex situations. A good example for conducting response drills consecutively in Oregon is when a school responds to an earthquake. During an earthquake, students and staff should be instructed to shelter-in-place using the drop, cover and hold on procedure. Once the shaking stops, the school should be evacuated so that the building can be inspected for damage and to ensure safe occupation. Another example is what might happen when a school conducts a Secure drill in response to police activity in the neighborhood but later, some unknown or unidentified person enters the building sending the school into a Lockdown. The Lockdown may be held while police search the building and then later shifted to a hold while the incident is resolved. Both examples may then require an early release which would require a communications plan to notify families of what happened, how the school responded and what families need to do.

### The Standard Response Protocol (SRP)

The Standard Response Protocol (SRP) developed by the [I Love U Guys Foundation](#) is a free to use system that includes procedures for all the responses to safety threats that are required in Oregon. The

## Emergency Plans and Drills Guidance: Functional Annexes

SRP is the recommended system for schools in Oregon by the SSEM program because it is free to use, clearly addresses response procedures, and is tailored to the K-12 environment. The only thing schools need to pay for is the printing cost for the posters that should be placed in classrooms and other congregate areas for reference.

This guide will not reprint every section of the SRP. For a full explanation of the SRP and its components, school EOP planners are directed to download and read the [Standard Response Protocol K-12 Operational Guidance](#). That document will give a detailed explanation of the five standard responses as well as information on communication and organization using Incident Command System (ICS) fundamentals. Download and read the ODE guidance document, [ICS for Schools](#), for K-12 implementation of ICS fundamentals.

This guide will give a brief explanation of the five response types in the SRP, how they are announced and what they are used for.



### “Hold, in your room or area!”

A Hold is called to control movement in common access areas. Situations that may require a hold include a medical emergency that requires first responders, a spill in the hallway that requires a cleanup, or a maintenance issue that needs to be resolved without interruption. This response is one that is **not required in Oregon**. However, it is a useful control measure that can help mitigate and reduce interruption for situations that require it.

**Remember! The purpose of the hold drill is to control movement in the building.** Additional considerations for the Hold drill:

- Announce a Hold drill: “Hold in your room or area. Clear the halls.”
- Students who are not in a classroom will need to proceed to an area where they can be supervised and remain safe.
- Adults and staff are trained to close and lock the classroom door, account for students and adults and then conduct business as usual.
- A hold is a great tool in a school’s toolbox. Be prepared to use it any time an unusual incident requires minimal interruption or when a search is needed for any reason.
- School- and district-specific instructions should identify locations where students should go if they are in common areas.



### “Secure! Get inside. Lock outside doors.”

A Secure is called when there is a threat or other hazard outside that requires students to come inside behind locked doors for safety. Situations that may require a Secure include a dangerous animal on the playground, police activity in the vicinity or when a suspicious person is spotted nearby. A Secure is used when the threat is OUTSIDE the building. This is done to keep the threat outside and the students safe on the inside. It also provides a time barrier against external threats. This is a drill that is **required in Oregon** for safety threats. Oregon statute refers to this as a “Lockout” but the procedure is exactly the same: get students inside and lock the outside doors.

**Remember! The purpose of the secure drill is to get students safely inside and keep the threat outside.** Additional considerations for the Secure drill:

## Emergency Plans and Drills Guidance: Functional Annexes

- Announce a Secure drill: “Secure! Get inside. Lock outside doors.”
- Notification is essential during a Secure drill (and all others). Particularly for times when students and staff are outside the main building. Have a plan to notify people outside and get them back inside.
- Normal school activities can still take place inside during a Secure drill.
- School- and district-specific instructions should identify communication points between emergency responders and school leaders so that informed decisions can be made on when to enact Secure protocols and when to lift them.



### “Lockdown! Locks, lights, out of sight.”

A Lockdown is called when a threat has made its way inside a building. This is the drill that is commonly referred to as an active shooter drill because it is designed to protect students against this specific threat. A locked door is the best barrier against a shooter roaming the halls or against any person who makes their way into the school with unknown or potentially dangerous implications. A locked door both discourages and slows down an attacker, giving valuable time to law enforcement responding to the incident. This is a drill that is **required in Oregon** for safety threats.

**Remember! The purpose of a lockdown drill is to introduce both a physical and a time barrier between students and the threat inside the building while waiting for law enforcement’s arrival.**

Additional Lockdown considerations:

- Announce a Lockdown: “Lockdown! Locks, lights, out of sight!”
- Do not attempt to secure outer doors during a Lockdown. Everyone’s first job is to get out of sight. If you are walking around locking the outer doors you will be making yourself vulnerable.
- Be prepared to stay locked down for an extended period of time. It may take law enforcement a while to clear the entire building.
- If you are in a spot where you are unable to get behind a locked door and out of sight, self-evacuate away from the threat if the location is known.
- Include local law enforcement in your Lockdown drills. It’s best if they already know the layout of your building. Work with your staff on the all-clear procedures.
- School- and district-specific instructions should include:
  - Site-specific safe hiding locations for students and staff outside a lockable classroom door.
  - Coordinating details between the school and law enforcement which should address building access, shared floor plans and the location where the school incident command will be located and where law enforcement can view school cameras during a lockdown.



### “Evacuate! (State the location).”

“Evacuate to the gym.” “Evacuate to the north side practice field.” An evacuation location should be specified in cases where the usual evacuation assembly areas are unsafe or when an alternate building will provide a safer assembly point. Because of this, it would be a good practice to routinely call out the evacuation location so that students and staff get used to listening for that direction. An Evacuate drill is called when the inside of the building is too dangerous to occupy. This is typically considered the fire drill. However, an Evacuate can be used for any incident that makes the

## Emergency Plans and Drills Guidance: Functional Annexes

inside of the building unsafe. A gas leak, a collapsed wall, flooding or a tsunami could all require an evacuation. This is a drill that is **required in Oregon**.

**Remember! The purpose of the Evacuate drill is to expeditiously move students from one unsafe area to another.** Additional Evacuate considerations:

- Announce an Evacuate drill: “Evacuate! *To a location.*”
- Have evacuation routes identified and posted in all rooms. Know your primary and alternate routes.
- Keep fire exits clear of obstruction and inspect routinely.
- Have a plan to take account of all students and adults. An Evacuate drill is not complete until everyone is accounted for.
- Ensure your assembly areas are clear of the fire lanes.
- Consider how your school would release students following a real-world evacuation. Would you need to relocate, or could the buses pick up students without interfering with emergency traffic?
- Include your local fire department in your Evacuate drills. They might notice some things you didn’t think of.
- School- and district-specific instructions should identify primary and alternate assembly areas following an evacuation. Fire evacuation maps should be posted in all congregate areas with primary and alternate evacuation routes marked.



### **“Shelter! (State the hazard and safety strategy).”**

“Shelter! Earthquake! Drop, cover and hold on.” A shelter drill is used for environmental hazards such as an earthquake, tornado, extreme weather, or even a nearby chemical spill.

This is the one response that is hazard specific. All Oregon schools need a plan to respond to earthquakes. School leaders should also know what additional local hazards may require a sheltering action. A threat and hazard assessment, along with a risk assessment of those threats and hazards, will help identify which hazards should require an organized and practiced response. School EOP planners should reference [Assessments and Their Utility for Schools](#) for additional information on threat and hazard assessments. An earthquake will have students and staff drop to the floor, cover their head and hold on until the shaking stops. Extreme weather may have students simply come indoors to stay warm and dry. But a tornado will require students and staff to find a structural, interior wall to huddle next to. And an outdoor air quality hazard, including a chemical spill or high particulate matter from wildfire smoke, will require students to shelter indoors with the windows closed and outside ventilation shut off. Schools should educate their staff on the condition of the building so they are knowledgeable about any unusual hazards that could affect response procedures. Educate staff on conditions such as earthquake resilience, interior shelter locations during high winds, and flood or tsunami prone areas. Know your local and regional hazards and have a shelter plan specific to those hazards that require it.

**Remember! The purpose of a shelter drill is to set the conditions so that students remain safe during an unexpected environmental hazard.** Know what hazards are in your area and have a plan for each one. A response to an earthquake is one hazard that all Oregon schools are required to have a plan and drill for. Schools in a tsunami hazard zone are required to plan and drill for tsunamis as well. Additional considerations for the Shelter drill:



## Emergency Plans and Drills Guidance: Functional Annexes

- Announce a Shelter drill: “Shelter! *[Announce the hazard and safety strategy]*.” For example, during an earthquake: “Shelter! Earthquake. Drop, cover and hold on.”
- Know your regional hazards and have a Shelter plan that addresses each one. For example, you will only shelter in place temporarily for an earthquake. But if you are sheltering against high winds or heavy smoke, you will need to come up with a plan to seal the inside against outside contaminants.
- Make sure an evacuation follows a Shelter drill for an earthquake. Have plans in place to reunify students with parents and guardians should your building be unsafe for occupancy.
- School and district -specific instructions should include local hazards that would require a shelter-in-place and should identify:
  - Safe locations inside the building to shelter against high winds.
  - Procedures for shutting off outdoor air exchange and sealing the building against toxic and poor outdoor air quality.

### Required Drills and Their Frequency

[Oregon Revised Statute 336.071](#) and [Oregon Administrative Rule 581-022-2225](#) require schools to instruct and drill students on emergency procedures and maintain a comprehensive safety program that includes plans for responding to emergencies. The following drills or emergency procedures are required in Oregon schools:

- Fire: this would include the Evacuate drill described above. [Oregon Fire Code](#) (sections 403-405) requires these drills monthly. The [Oregon State Fire Marshal](#) has additional resources and training material on Oregon Fire Code. The first fire evacuation drill must be conducted within 10 days of the start of the school year.
- Earthquake: required twice per year. For schools located in tsunami zones, earthquake and [tsunami drills](#) are required three times a year.
- Lockdown: included in safety threats that must be drilled at least twice in a year.
- Lockout: referred to as Secure in this guidance. Included in safety threats that must be drilled at least twice in a year.
- Shelter-in-place—referred to as Shelter in this guidance and is a broad response category that should be tailored to the specific hazard it is responding to. Included in safety threats that must be drilled at least twice in a year.

Schools are required to spend 30 minutes per month instructing students and conducting drills on the procedures listed above. Fire evacuation drills are required monthly. Earthquake drills are required in all schools twice per year. Drills relating to a tsunami are required three times per year in schools located in a tsunami hazard zone. All schools must also conduct two drills per year on safety threat actions that include the Lockdown drill, the Secure drill, the Evacuate drill and the Shelter drill.

Thirty minutes of instruction on these drills may seem onerous at first. But if a school is conducting one or two drills in a month, and spending a few minutes after each drill to talk about the actions taken—either as a school or by classes—then those 30 minutes get filled up quickly. Having a well-prepared school requires that the people in it know how to respond to any threat or hazard. Routine practice and discussion on the required drills will instill the knowledge and confidence in students and staff that they can handle any situation. Avoid scheduling drills at the same time or day of the month. Drills that are conducted at routine times and dates will not provide the necessary experience to students and staff

## Emergency Plans and Drills Guidance: Functional Annexes

who will need to know how to respond to emergencies under different conditions and during different times of the day. Emergencies usually happen at inopportune times!

### Other Functional Annexes—not threat or hazard specific

Two other plans should be included in a school or district’s functional annexes section of their EOP. These include a relocation and reunification plan and a communications plan.

#### Reunification Plan

When a school becomes unsafe to occupy then the reunification of students with their families will require an off-site location. [The Standard Reunification Method](#) developed by the I Love U Guys Foundation is the recommended process for conducting an off-site reunification. This guide will not detail how a reunification is conducted but will provide a couple of points for planning considerations. School EOP planners should download and review the Standard Reunification Method Operational Guidance for their school and district’s reunification planning.

Reunification planning and preparation should be the primary responsibility of the school district and not individual schools. This is because a district’s staff will have greater flexibility and capability to respond, direct traffic both internally and externally, and manage the process. Also, during a major regional disaster, multiple schools could be affected which will require a greater level of coordination and control.

Site selection is another reason district leadership should take responsibility for reunification planning. Districts should identify at least two viable sites that can be used to reunify one or more schools should the need arise. Just like evacuation planning that requires primary and alternate routes, reunification planning should include at least one primary reunification site and an alternate one. If one site is compromised or otherwise impacted by the same disaster that requires a reunification then the alternate site would be selected. This is also useful when sharing emergency planning information with families. If only one site is selected and all families know about it, families could try to rush to that site and potentially congest the area before the site is secure and students arrive. This would disrupt the reunification and confuse the process before it even starts. If two or more sites are selected and are all viable, then families will have to wait to hear from district staff on which site to go to. In fact, instructions to that effect should be included in the family packets given out at the beginning of the year: “when an off-site reunification is needed, please wait for instructions from the district that will direct you on where to go to pick up your student.”

#### Communications Plan

A communications plan serves a vital part of both routine and emergency operations at a school or district. A communications plan is a functional annex that ensures a consistent, reliable information flow between school officials, staff, students, emergency responders, parents, and the broader community. A well-developed communications plan minimizes confusion, supports coordinated response efforts, develops trust with the school community and enables a faster, safer emergency response. Additionally, it provides consistent and accurate information to prevent misinformation and ensures the community understands the current situation and any necessary actions.



## Emergency Plans and Drills Guidance: Functional Annexes

Emergency response requires coordinated effort, which requires good communication. Conducting the required drills by themselves will only get you so far. Even a standard response will require communication with students and staff inside the building to let them know what response is needed. And unique situations may require special instructions (e.g., where to evacuate to because the practice field is on fire and that is where you normally assemble).

Oregon school districts are required to have a plan to communicate with staff and families when an unscheduled drill takes place ([ORS 339.324](#)). When a school or district initiates a safety threat action (lockdown, secure/lockout, shelter-in-place or evacuation) the school or district shall provide an electronic communication in culturally appropriate languages to parents and guardians of students attending the school at which the action occurred. This should happen as expediently as possible and not later than 24 hours after the initiation of the safety threat action. The communication must include:

1. A general description of the issue that caused the safety threat action to be taken;
2. The duration of time that the safety threat action was taken, from when the action was initiated until it concluded;
3. Actions taken by the school or district to resolve the situation that caused the safety threat action and actions taken to protect student safety; and
4. An explanation of how the situation was resolved.

The above requirement is just one component of a communications plan. It is important to let families and the school community know what is going on or what happened. Doing so expediently and honestly will help to dispel rumors and will garner trust between community members and the school because they will know that the school or district is not only taking action, but it is sharing the details. Schools and districts can download a sample [Communications Plan \(annex\)](#) that will help with planning an all-hazards communications plan. Schools and districts can also reference the [Emergency Communications Plan guidance](#) that specifically covers Oregon requirements for electronic communications following a response to a safety threat, and it provides example messaging.

## Emergency Plans and Drills Guidance: Functional Annexes

### Summary

Functional annexes include the plans that cover a school or district's basic responses. If all necessary functional annexes are adequately planned out, they can be used to respond to any disaster by using them individually, concurrently or simultaneously. The functional annexes are the building blocks for responding to any situation. Oregon law only requires plans and drills on fire evacuation, lockdown procedures, lockout procedures (secure), sheltering in place, earthquakes and tsunamis (only in tsunami hazard zones). However, a well-prepared school and district should incorporate and practice:

- The Standard Response Protocol, which includes Evacuation, Lockdown, Secure (same procedures as a lockout), Shelter (for environmental hazards) and Hold plans, along with instructions and drills.
- The Standard Reunification Method with primary and alternate sites identified ahead of time.
- A communications plan that addresses internal and external communications so that students and staff know how to respond and so that guardians and the school community members know what is going on and what they should do.

**Links to additional information on functional annexes can be found in the Resources and Guides section at the end of this document.**

# Emergency Plans and Drills Guidance: Functional Annexes

## Resources and Guides

### Organizational Resources

- Oregon Department of Education’s School Safety and Emergency Management Program (SSEM):
  - <https://www.oregon.gov/ode/schools-and-districts/grants/Pages/School-Safety-and-Emergency-Management.aspx>
  - One-page training and drill guide: <https://www.oregon.gov/ode/schools-and-districts/grants/Documents/Office%20of%20School%20Facilities/SSEM/Training/Recommended%20Emergency%20Drill%20Calendar.pdf>
- Readiness and Emergency Management for Schools (REMS) Guide for Developing High-Quality School Emergency Operations Plans—including the six-step planning process (downloadable document):
  - School-level: [https://rems.ed.gov/docs/School\\_Guide\\_508C.pdf](https://rems.ed.gov/docs/School_Guide_508C.pdf)
  - District-level: [https://rems.ed.gov/docs/District\\_Guide\\_508C.pdf](https://rems.ed.gov/docs/District_Guide_508C.pdf)

### Oregon Statutes, Rules and Fire Code References

- ORS 336.071 Emergency Procedures; preparing for and recovering from emergency events:
  - [https://www.oregonlegislature.gov/bills\\_laws/ors/ors336.html](https://www.oregonlegislature.gov/bills_laws/ors/ors336.html)
- OAR 581-022-2225 Emergency Plans and Safety Programs:
  - <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=145271>
- Oregon Fire Code, Section 403 Emergency Preparedness Requirements and Section 405 Emergency Evacuation Drills:
  - <https://codes.iccsafe.org/content/ORFC2022P1/chapter-4-emergency-planning-and-preparedness>
- Oregon State Fire Marshal: Fire Code and Training Homepage:
  - <https://www.oregon.gov/osfm/safety/Pages/default.aspx>
- ORS 339.324 Requiring districts to have a plan to notify school community of unscheduled responses to safety threats:
  - [https://www.oregonlegislature.gov/bills\\_laws/ors/ors339.html](https://www.oregonlegislature.gov/bills_laws/ors/ors339.html)

### General Functional Annex and Standard Response Protocol Resources

- I Love U Guys Foundation Standard Response Protocol:
  - <https://iloveuguyss.org/The-Standard-Response-Protocol.html>
- I Love U Guys Foundation Standard Reunification Method:
  - <https://iloveuguyss.org/The-Standard-Reunification-Method.html>
- REMS Functional Annexes Resource Page:
  - <https://rems.ed.gov/K12FuncAnnex.aspx>

## Emergency Plans and Drills Guidance: Functional Annexes

### Specific Functional Annex Resources

- REMS Evacuate Sample:
  - [https://rems.ed.gov/docs/EvacuationSampleAnnex\\_508C.pdf](https://rems.ed.gov/docs/EvacuationSampleAnnex_508C.pdf)
- REMS Lockdown Sample:
  - [https://rems.ed.gov/docs/LockdownSampleAnnex\\_508c.pdf](https://rems.ed.gov/docs/LockdownSampleAnnex_508c.pdf)
- Oregon Department of Emergency Management Tsunami Hazard Zone Drill Guidebook:
  - [https://www.oregon.gov/oem/Documents/Tsunami\\_Evacuation\\_Drill\\_Guidebook.pdf](https://www.oregon.gov/oem/Documents/Tsunami_Evacuation_Drill_Guidebook.pdf)

### Other Resources

- A U.S. Secret Service Analysis of Targeted School Violence:
  - [https://www.secretservice.gov/sites/default/files/2020-04/Protecting\\_Americas\\_Schools.pdf](https://www.secretservice.gov/sites/default/files/2020-04/Protecting_Americas_Schools.pdf)
  - <https://www.schoolsafety.gov/foundational-elements-school-safety>

### State Contacts

- Oregon Department of Emergency Management Local and Tribal Emergency Managers List:
  - [https://www.oregon.gov/oem/Documents/locals\\_list.pdf](https://www.oregon.gov/oem/Documents/locals_list.pdf)
- Oregon State Fire Marshal's Directory of Deputy State Fire Marshals:
  - <https://www.oregon.gov/osfm/fire-service-partners/pages/deputy-state-fire-marshals.aspx>
- Oregon Health Authority, Local Public Health Authority Directory:
  - <https://www.oregon.gov/oha/ph/providerpartnerresources/localhealthdepartmentresources/pages/lhd.aspx>