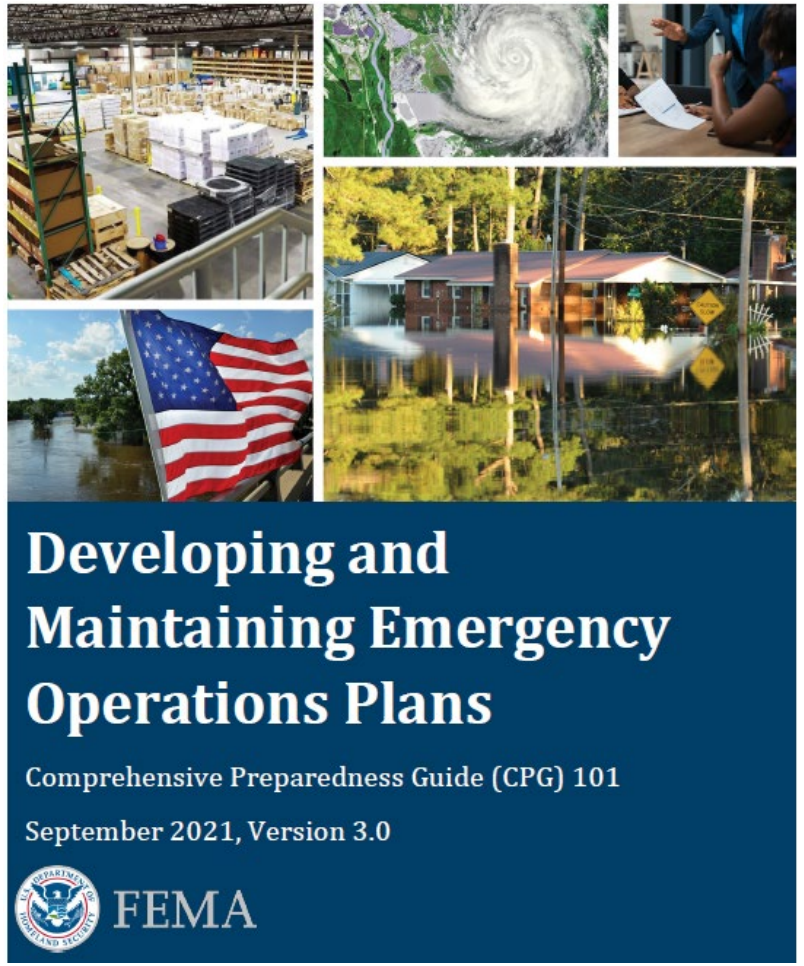
EMERGENCY AND SAFETY PLANNING FOR HOUSES OF WORSHIP & FAITH COMMUNITIES

OCTOBER 10, 2023
CONWAY FIRE TRAINING ROOM, CONWAY, NH

Emergency Planning for All Incidents

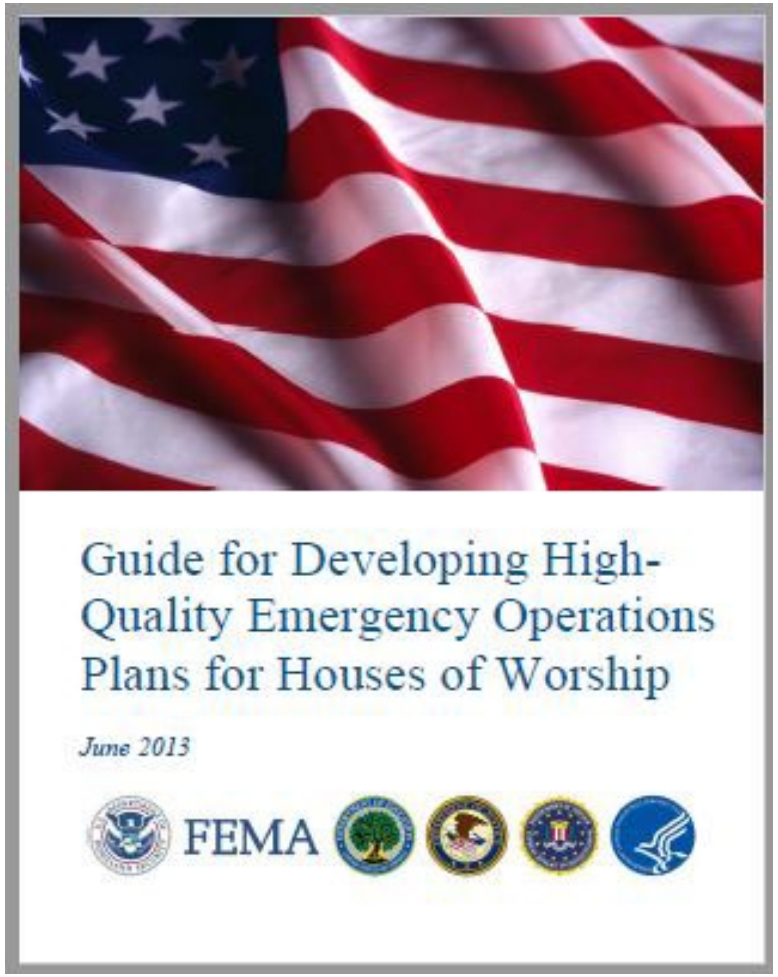
- FEMA 2018-2022 Strategic Plan
  - Build a Culture of Preparedness
  - Ready the Nation for Catastrophic Disasters
  - Reduce the Complexity of FEMA
- CPG 101 v 3.0
  - Alignment to 2021 Doctrine
  - More Inclusiveness
  - Updated 6-Step Planning Process



https://www.fema.gov/emergency-managers/national-preparedness/plan#cpg

Faith Based Emergency Planning Principles

- Planning considers all threats and hazards
- Planning considers all setting and all times
- Planning provides for the access and functional needs of the whole house of worship community
- A model EOP is created by following a collaborative process



https://www.fema.gov/sites/default/files/2020-07/developing-eops-for-houses-of-worship.pdf

General Planning Fundamentals

- All emergency plans must be community-based, representing the whole population and its collective needs
  - Understand the unique needs of your community
  - Access and Functional Needs
  - Children
  - Pets and Animals
  - Historical Artifacts and Buildings

https://www.cityofwestminster.us/EmergencyManagement

General Planning Fundamentals

- Planning needs to include input from all stakeholders
  - Emergency Management Director (EMD) & First Responders
- Plans must consider all threats and hazards
- Plans need to be flexible and scalable to address both the minor and the catastrophic

The 6-Step Planning Process

For more information, please see Developing and Maintaining Emergency Operations Plans (Comprehensive Preparedness Guide [CPG] 101), Version 3.0

https://www.fema.gov/emergency-managers/national-preparedness/plan#cpg

Essential Courses of Action

- Reporting
- Notification
- Evacuation
- Shelter in Place
- Emergency Responder Coordination
- Access Control
- Accountability
- Communications Management
- Short-Term Recovery
- Long-Term Recovery

Courses of action address the what/ who/when/where/why/how for each solution.

Goals and Objectives

Example: Goals and Objectives for an Evacuation Function

For an evacuation function, three possible goals and associated objectives include:

Function Goal Example 1 (Before): Ensure all persons know their evacuation route.

- *Objective 1.1:* Assess, identify, and communicate the location of assembly points to be used during an evacuation.

Function Goal Example 2 (During): Evacuate the house of worship immediately.

- *Objective 2.1:* All persons will evacuate the house of worship using assigned routes.

Function Goal Example 3 (After): Confirm that all persons have left the building.

- *Objective 3.1:* Safely sweep the building.

Effective Notification Message

Immediate	• Rapid implementation
Receivable	• At or away from work station • By persons who may have impairments
Understandable	• Clear and concise • To persons who may not speak English
Credible	• Delivered from trusted sender

Drafting and Reviewing the Plan

Best writing practices

- Use simple language
- Use short, active voice sentences
- Give enough detail to convey easily understood, actionable guidance
- Focus on mission guidance

Plan review criteria

- Adequacy
- Feasibility
- Acceptability
- Completeness
- Compliancy

Tools to Help Planning and Execution

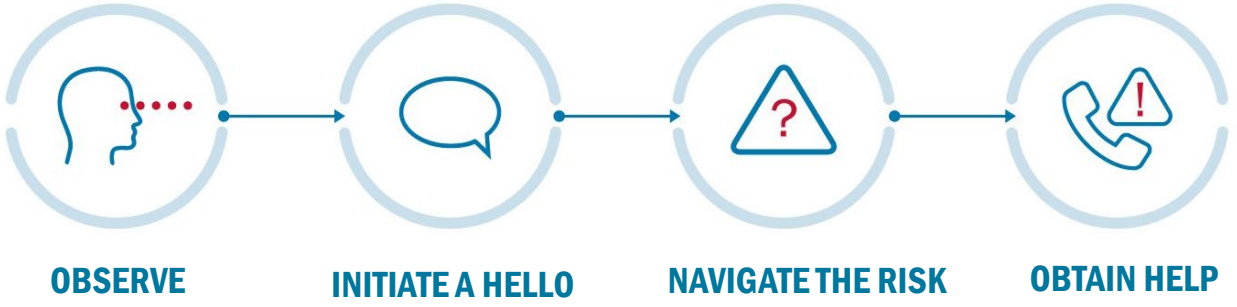
- The Power of Hello
- De-Escalation Series
- HOW FB Self-Assessments
- Additional Resources

Employee Vigilance through the Power of Hello

Promotes employee vigilance

Alert personnel can spot suspicious activity and report it

Used effectively, the right words can be a powerful tool



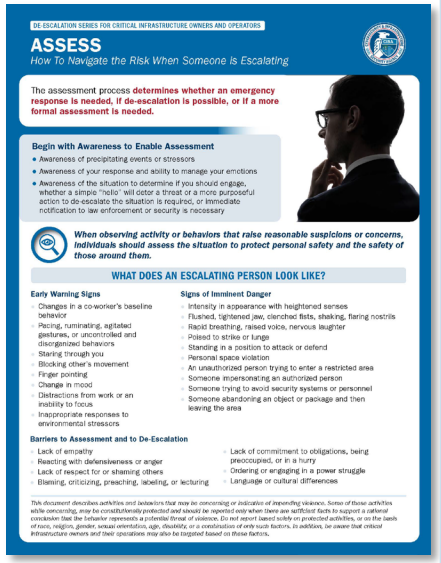
The OHNO approach – **Observe, Initiate a Hello, Navigate the Risk, and Obtain Help** – helps employees observe and evaluate suspicious behaviors, empowers them to mitigate potential risk, and obtain help when necessary.

https://www.cisa.gov/publication/power-hello-resources

The De-Escalation Series

Recognize

the warning signs for someone on a pathway to violence, identify stressors, changes in baseline behavior, and observable behavioral indicators.



Assess

the situation to protect personal safety and the safety of those around you. Identify what an escalating person may look like and warning signs.

De-Escalation

individuals are encouraged to use purposeful actions, verbal techniques, and body language to calm a potentially dangerous situation. Safety is the highest priority, know your limits and obtain help immediately if needed.

Report

concerning behavior or an escalating incident through organizational reporting to enable assessment and management of an evolving threat, and 9-1-1 for immediate threats.

https://www.cisa.gov/publication/de-escalation-series

FBO-HOW Security Self-Assessment

- An easy to use, interactive, security-focused self-assessment tool that assists stakeholders in understanding potential risks and identifying corresponding risk mitigation solutions.

- Outputs include:
  - Executive report for use in justifications (Word)
  - Action Item lists (Word & Excel)
  - Options for consideration
  - References
    - Best Practices & Standards
    - Faith Based Resources

QUESTION	VERY LOW	LOW	MEDIUM	HIGH	VERY HIGH
45. Does the house of worship have a camera system?	The house of worship has no camera system in place.	The house of worship has cameras, but coverage of sensitive areas is minimal.	Cameras are in place and effective in most areas. Some entrances and sensitive areas may lack coverage.	Cameras cover most of the house of worship, including entrances and sensitive areas.	Camera coverage is complete and covers all areas of the house of worship, including entrances and sensitive areas.
	◯ Very Low	◯ Low	◯ Medium	◯ High	◯ Very High

— Background | Reference

- **Background:** A camera system survey is conducted to determine if the design and use of the CCV/VSS is appropriate given the house of worship security needs, the intended purpose of the camera system, and for the given circumstances. Areas where CCV may be needed include but are not limited to areas where broken windows, graffiti, or other signs of vandalism or attempted entrance may exist.
- **Reference:** (1) Garcia, Mary Lynn, The Design and Evaluation of Physical Protection Systems, 2nd edition, Burlington, MA: Elsevier, 2008 (2) DHS, CCTV Technology Handbook, July 2013, accessed January 22, 2020, https://www.dhs.gov/sites/default/files/publications/CCTV-Tech-HBK_0713-508.pdf.

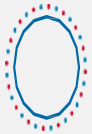
https://www.cisa.gov/houses-of-worship

FBO-HOW Security Self-Assessment

The assessment, when completed, will provide an easy-to-follow road map for implementing suggested voluntary options for consideration. These options are based on current best practices designed to improve facility security and preparedness:

The focus areas of the assessment include the following:

Security and Safety/Emergency Management



Perimeter Security/ Delineation

Parking and Barriers

Access Control/ Entry Control

Closed-circuit Video (CCV)/ Video Surveillance Systems (VSS)

PROTECTING PLACES OF WORSHIP:
SIX STEPS TO ENHANCE SECURITY AGAINST TARGETED VIOLENCE

OVERVIEW

This document outlines actions that faith-based organizations and community leaders can take to increase security. These six steps can help protect places of worship against potential threats of targeted violence in a cost-effective manner that maintains an open and welcoming environment.

PLAN AHEAD

Following these six steps will help places of worship better understand potential risks, prepare a response plan, and pursue additional resources for security.

IF AN INCIDENT OCCURS

Immediately call 9-1-1. Set the emergency action plan in motion. Every employee and volunteer who has an emergency task should know how and when to perform it; this may include life-saving procedures. The Federal Emergency Management Agency (FEMA) You Are the Help Until Help Arrives curriculum and the Department of Defense STOP THE BLEED® program teach life-saving first aid techniques that should be incorporated into planning efforts. After the emergency, report the incident to your local Federal Bureau of Investigation (FBI) field office, community groups, and relevant faith-based security organizations.

STEP ❶ Understand the Risk

- Review the Department of Homeland Security (DHS) National Terrorism Advisory System Bulletin to understand and monitor national trends and developments.
- Connect with local law enforcement, the local FBI field office, DHS Intelligence Officers within the DHS Fusion Centers, and other places of worship in the area to better understand localized threats.
- Perform a security self-assessment of the facility to determine potential vulnerabilities or contact the local Cybersecurity and Infrastructure Security Agency (CISA) Protective Security Advisor or local law enforcement to conduct the assessment.

STEP ❷ Understand Your Space

- Evaluate your facility through a layered security approach that considers the outer, middle, and inner perimeters of the building and grounds.

STEP ❸ Develop and Practice a Plan

- Create a security and emergency action plan to document[1] the steps that personnel and volunteers will take to respond if an incident occurs.
- Practice the plan to build muscle memory of the actions that will be taken if an incident occurs.

STEP ❹ Inform and Educate Greeters

- Identify suspicious behaviors and possibly prevent a potential attack through de-escalation techniques.
- Recognize signs of terrorism-related suspicious activity and how to Report Suspicious Activity to local law enforcement or a person of authority. Many states also have designated a unique "tip line" to collect reports of terrorism-related suspicious activity.

STEP ❺ Pursue Grants

- Apply for grants that can provide new resources for security.

STEP ❻ Report Hate Crimes and Other Incidents

- Report hate crimes or any other criminal incidents to local law enforcement and the FBI.

[1] Example template that may be used for active shooter-specific scenarios.

RESOURCES

Protecting Places of Worship

CISA Faith Based Community Resources: cisa.gov/topics/physical-security/protecting-houses-worship

FBI Active Shooter Safety Resources: fbi.gov/about/partnerships/office-of-partner-engagement/active-shooter-resources

CISA De-Escalation Series: cisa.gov/resources-tools/resources/de-escalation-series

CISA Critical Infrastructure Exercises: cisa.gov/resources-tools/services/stakeholder-exercises

DHS Prevention Resource Finder: dhs.gov/prevention

Department of Justice (DOJ) Hate Crimes Prevention and Enforcement: justice.gov/hatecrimes

DOJ Protecting Places of Worship Program: justice.gov/file/1376571/download

Grants

DHS Targeted Violence and Terrorism Prevention Grant Program: dhs.gov/tvtpgrants

DOJ Grants to Combat Hate Crimes: ojp.gov/doc/fy23-hate-crime-funding.pdf

FEMA Nonprofit Security Grant Program: fema.gov/grants/preparedness/nonprofit-security

Office of Management and Budget (OMB): grants.gov

Stay Informed

DHS National Terrorism Advisory System: dhs.gov/national-terrorism-advisory-system

DHS TRIPwire (Technical Resource for Incident Prevention): tripwire.dhs.gov

Office of the Director of National Intelligence (ODNI)
Threats Against Houses of Worship Highlight the Importance of Religious Community Outreach: dni.gov/files/NCTC/documents/jcat/firstresponderstoolbox/129S_-_First_Responders_Toolbox_-_Threats_Against_Houses_of_Worship_Highlight_the_Importance_of_Religious_Community_Outreach.pdf

ODNI US Violent Extremist Mobilization Indicators (2021 Edition): dni.gov/files/NCTC/documents/news_documents/Mobilization_Indicators_Booklet_2021.pdf

Suspicious Activities and Incidents

Report Hate Crimes to FBI: tips.fbi.gov
1-800-CALL-FBI

DHS "If You See Something, Say Something®" Campaign: dhs.gov/see-something-say-something

Contacts

CISA Protective Security Advisors (PSAs):
To locate the PSA in your area, contact central@cisa.dhs.gov or visit cisa.gov/resources-tools/programs/protective-security-advisor-psa-program
For additional CISA Regional Support, visit cisa.gov/about/regions

DHS Intelligence Officers (IOs):
To locate the IO in your area, contact DHS.INTEL.ORI.OMT@hq.dhs.gov

FBI Field Offices: fbi.gov/contact-us/field-offices

To access the digital version of this guidance, follow the QR code below:

PROTECTING HOUSES OF WORSHIP:
Perimeter Security Considerations

This resource is a companion piece to CISA's and the Federal Bureau of Investigation's (FBI) co-branded Protecting Places of Worship: Six Steps to Enhance Security Fact Sheet, which highlighted the following steps:

1. **Understand the Risk**
2. **Understand Your Space**
3. **Develop and Practice a Plan**
4. **Inform and Educate Greeters**
5. **Pursue Grants**
6. **Report Hate Crimes and Other Incidents**

This infographic outlines low- to no-cost solutions to help implement these suggested practices and highlights ways to identify funding for security improvements. To learn more about layered security and other recommended mitigations, visit CISA's Mitigating Attacks on Houses of Worship Security Guide.

INNER PERIMETER

Corresponds to Six Steps: 1 2 3 4

Area that includes the main building interior and the interiors of any outbuildings.

Access Control: Ensure doors work properly and lock from the inside. Consider limiting entry points and locking doors during events. If financially feasible, implement card swipe access control. Train staff to respond with appropriate measures—ranging from de-escalation to calling 9-1-1, as appropriate—when they observe behaviors of concern.

First Aid/AED: Provide STOP THE BLEED®, CPR, and emergency first aid training for all staff and appropriate members/volunteers. Place life-saving equipment in clearly marked locations and conduct regular inventory/testing. Install fire alarms and smoke detectors, and test them with local first responders annually as part of an Emergency Action Plan (EAP).

Create a Security Team: Establish a working group to create and implement a holistic plan to mitigate risks, train volunteers, and put the congregation's security plan into practice.

Maintain Situational Awareness: Train reception staff and volunteers in identifying suspicious activity or behaviors at the point of entry and/or greeting. Maintain situational awareness of unknown persons or those whose behavior has previously indicated the potential for violence.

Shelter-in-Place Room: Designate optimal shelter-in-place locations (thick/fortified walls, solid doors with locks, minimal interior windows, and first aid emergency kits). Ensure staff and congregants can identify locations through training and signage.

MIDDLE PERIMETER

Corresponds to Six Steps: 2 3 4 6

Fluid area that includes anything on property but outside the main building.

Awareness: Station security team members beyond the building's front doors to maintain situational awareness and identify behaviors of concern while greeting visitors. If possible, perform periodic exterior building sweeps to identify any discrepancies. Train security team members on reporting/notification procedures for rapid law enforcement response.

Doors: Install electronic doorbells to help identify visitors and/or detect intruders before they reach the inner perimeter. Use solid, thick doors to help limit/block access when congregants are inside, along with appropriate locking hardware. Ensure careful key control among current and former members.

Windows: Lock and install alarms on windows, ensuring they can be unlocked for emergency escape. Where feasible, use blast-resistant glass film. Install pull chain or center pull deployable window shades for quick and reliable closing if perceived threat detected.

Emergency Communication: Implement a public notification system that is audible throughout the campus. Provide security team and other key members with handheld radios, and ensure all are familiar with their use. Create threat reporting and response notification procedures, and ensure all congregants are well-versed in how to respond to alerts.

Landscaping: Consider preventive landscaping features, such as large planters, to direct traffic or discourage unauthorized vehicle access. Ensure landscaping does not obscure or obstruct other security measures.

OUTER PERIMETER

Corresponds to Six Steps: 2 4

Area that includes surface parking and outline of primary and outbuildings at the property border, dumpsters, and organization-owned vehicles.

Closed-Circuit Television (CCTV): If financially feasible, consider installing a surveillance system, including cameras offering a clear view of the facility perimeter and individuals approaching the entrance from outside. Consider installing monitor inside lobby and in adminstrative offices. Ensure remote access for select security team members and law enforcement.

Landscape: Remove obscuring brush to increase visibility for staff, congregants, and potential first responders.

Lighting: Consider strategically placing photo-cell (for dusk to dawn) and motion-activated lighting throughout the outer perimeter. Ensure proper maintenance for full functionality.

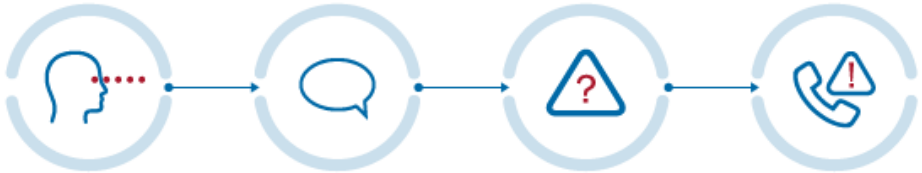
Traffic Management: Use active and/or passive vehicle barriers. Position proper signage for parking and pathways. Engage trained and properly identified greeters, volunteers, and/or law enforcement to manage traffic. Consider using traffic cones, jersey barriers, and/or other bollards.

PROTECTING HOUSES OF WORSHIP: **Perimeter Security Considerations**

This product describes activities and behaviors that may be suspicious or indicate criminal activity. These activities may be constitutionally protected and should be reported only when there are concrete facts to support a rational conclusion that the behavior is suspicious. Do not report based solely on protected activities, race, religion, gender, sexual orientation, or a combination of such factors.

POWER OF HELLO

Alert employees can spot suspicious activity and report it. The power is in the employee, citizen, patron, or any person who can observe and report. The OHNO approach—Observe, Initiate a Hello, Navigate the Risk, and Obtain Help—helps employees observe and evaluate suspicious behaviors, and empowers them to mitigate potential risk, and obtain help when necessary.



OBSERVE — INITIATE A HELLO — NAVIGATE THE RISK — OBTAIN HELP

ALL PERIMETER LAYERS

Reporting:
Ensure all personnel are empowered to call 9-1-1 in the event of an imminent incident. Visit See Something, Say Something® for more tips on reporting suspicious behavior.

Awareness:
Know your neighbors to share localized threat information. Engage with your local fusion center, Federal Bureau of Investigation (FBI) field office, and local law enforcement to maintain awareness of known threats.

Crime Prevention Through Environmental Design (CPTED):
When considering renovations or new additions, follow CPTED principles to reduce or eliminate vulnerabilities layer by layer. Review the Site and Urban Design for Security: Guidance Against Potential Terrorist Attacks - FEMA 430 (Appendix A) for more information.

RISK

Facilities face a varying amount of risk due to their unique physical layout and activity footprint. As the facility security team begins to determine vulnerabilities, consider how risk is defined:

Risk = Threat x Vulnerability x Consequence

Risk: The potential for an adverse outcome assessed as a function of hazard/threats, assets and their vulnerabilities, and consequences.

Example: Active shooter (threat) enters facility premises via a broken fence (vulnerability) and attacks staff and congregants, causing loss of life (consequence).

Layered Security Approach:
Frame your facility's security effort through a lens of **outer, middle, and inner perimeters.**

Coordination: Follow a cohesive and thorough security approach, addressing all layers of the perimeter and integrating suspicious behavior security training and skills.

Planning Considerations 3

Resources to enhance security before an incident and how personnel/volunteers should respond during and following an incident.

Houses of Worship:
cisa.gov/topics/physical-security/protecting-houses-worship

Active Shooter Emergency Action Plan Product Suite:
cisa.gov/resources-tools/resources/active-shooter-emergency-action-plan-product-suite

Active Shooter Preparedness: cisa.gov/topics/physical-security/active-shooter-preparedness

FEMA Guide for Developing Emergency Plans for Houses of Worship:
fema.gov/node/guide-developing-high-quality-emergency-operations-plans-houses-worship

Power of Hello: cisa.gov/topics/physical-security/non-confrontational-techniques/power-hello

De-Escalation Series: cisa.gov/resources-tools/resources/de-escalation-series

Conduct Vulnerability Assessments 1

Resources to guide personnel at houses of worship through a security-focused self-assessment to understand potential vulnerabilities and identify options for consideration in mitigating those vulnerabilities.

Houses of Worship Security Self-Assessment:
cisa.gov/houses-worship-security-self-assessment

School Security Assessment Tool (SSAT):
cisa.gov/school-security-assessment-tool

Local Resources 1 2 3 4 5 6

CISA Protective Security Advisors (PSAs) are trained subject matter experts who assist with infrastructure protection and vulnerability mitigation.

CISA PSAs: cisa.gov/resources-tools/programs/protective-security-advisor-psa-program

State and Major Urban Area Fusion Centers:
dhs.gov/fusion-centers

FBI-led Joint Terrorism Task Forces:
fbi.gov/investigate/terrorism/joint-terrorism-task-forces

Visit cisa.gov/about/regions or email central@cisa.dhs.gov to contact your local CISA PSA and explore more best practices for house of worship risk assessment and mitigation.

Training and Exercises 3

Provide annual training for staff and congregants, including children's care personnel and individuals with access and functional needs.

CISA Tabletop Exercise Package (CTEP) for Faith-Based Organizations:
cisa.gov/resources-tools/resources/physical-security-scenarios

STOP THE BLEED®: stopthebleed.org/

Office for Bombing Prevention (OBP) Training Program: cisa.gov/resources-tools/programs/office-bombing-prevention-obp-training-program

Grant Information 5

Grants can be used by state, local, tribal, and territorial jurisdictions for training, exercises, planning, personnel, and equipment to prepare for many threats and hazards.

DHS Grants: dhs.gov/dhs-grants

Nonprofit Security Grant Program:
fema.gov/grants/preparedness/nonprofit-security

School Safety Grants Finder Tool:
schoolsafety.gov/grants-finder-tool

Targeted Violence and Terrorism Prevention Grant Program: dhs.gov/tvtpgrants

To access the digital version of this guidance, follow the QR code below:

Resource List

1. FEMA Comprehensive Planning Guidance-101 v. 3.0 (Basis for Emergency Planning and heavily referenced during HoW Emergency Planning Seminars). https://www.fema.gov/emergency-managers/national-preparedness/plan#cpg
2. FEMA Guide Developing High Quality Emergency Operation Plans for Houses of Worship (used during HoW Emergency Planning Seminars): https://www.fema.gov/sites/default/files/2020-07/developing-eops-for-houses-of-worship.pdf
3. CISA Resources for Faith-Based Organizations: https://www.cisa.gov/faith-based-organizations-houses-worship
4. FEMA Faith-Based Community Preparedness: https://www.fema.gov/emergency-managers/individuals-communities/faith-preparedness
5. FEMA Continuity Resource Toolkit: www.fema.gov/continuity-resource-toolkit
6. US DHS Active Shooter (AS) Emergency Action Plan Templates
    a. AS EAP Video Link: https://www.cisa.gov/active-shooter-emergency-action-plan-video
    b. Active Shooter Emergency Action Plan Guide (the guide used during past workshops): https://www.cisa.gov/publication/active-shooter-emergency-action-plan-guide
    c. AS EAP Template: https://www.cisa.gov/publication/active-shooter-emergency-action-plan-guide
7. NH Dept. of Health and Human Services COVID-19 Resource page: https://www.nh.gov/covid19/index.htm
8. NH Dept. of Health and Human Services Resource Guides for Alcohol and Drug Prevention and Treatment Services: https://www.dhhs.nh.gov/dcbcs/bdas/guide.htm

https://prd.blogs.nh.gov/dos/hsem/?page_id=5994

For more information:
https://www.cisa.gov/faith-based-organizations-houses-worship

Questions?
Email: jason.climer@cisa.dhs.gov
Phone: (202) 897-7666