Issues Forum

School Safety: Challenges and Responses

Speakers:
Kristen Devitt, Director, Office of School Safety, Wisconsin Department of Justice
Joe Balles, Coordinator of School Safety and Security, Madison Metropolitan School District
Jack Larsen, Student, UW-Madison

Wednesday, October 3, 2018
7:00 – 8:30 p.m.

Capitol Lakes Grand Hall
333 West Main Street in downtown Madison

The event is free and open to the public.
Free parking in the ramp across the street.
Bring your ticket into Capitol Lakes to get validated.

Planning Committee: Gail Shea, Mary Anglim, Ellen Hadidian

For more information visit the League’s website at www.lwvdanecounty.org or call 608-232-9447.
Discussion Questions

1. The 2004 study, *Threat Assessment in Schools*, excerpted here, emphasizes the importance of helping students feel safe and respected. Have times changed? Would this approach protect students well enough from current dangers?
2. How can schools and the community balance the concerns for "safety" and positive learning environment/climate without stressing or scaring kids?
3. How can the community can assist in addressing mental health issues with students and schools?

**Action Plans:** some ways that you could learn more about and perhaps improve safety in your schools.

1. Locate the agendas for upcoming meetings of your School Board; attend if you can.
2. Review your local school’s safety plan, the school’s threat assessment protocols, or the school district’s procedures for communications with parents in both routine matters and during crisis situations.
3. Talk to a teenager or teacher in your life about their sense of school safety and what they would recommend.

**LWV Positions**

Note: The League has long supported the duty of government to provide quality, free public education to all children as a civil right, physical and mental health services for low-income children, violence prevention, and the regulation of firearms. The topic of school safety has not been specifically addressed. The following positions have general relevance:

League of Women Voters of the United States. *Impact on Issues 2016-2018*

The League of Women Voters believes that the federal government shares with other levels of government the responsibility to provide an equitable, quality public education for all children pre-K through grade 12. A quality public education is essential for a strong, viable, and sustainable democratic society and is a civil right. . . .

The federal government has the responsibility to monitor and support access to the following:

- High quality teaching and learning, supported by quality current learning materials and well maintained educational facilities
- Access to health care needs (i.e., hearing, vision, dental, immunization, school-based health clinics at the secondary level, etc.) and nutritionally adequate food (i.e., school-based meals under “free and reduced meal programs”)

—Statement of Position on Federal Role in Public Education as announced by the National Board in March 2012.

The League of Women Voters believes that early intervention and prevention measures are effective in helping children reach their full potential. The League supports policies and programs at all levels of the community and government that promote the well-being, encourage the full development and ensure the safety of all children. These include:

- Child abuse/neglect prevention
- Teen pregnancy prevention
• Quality health care, including nutrition and prenatal care
• Early childhood education
• Developmental services, emphasizing children ages 0-3
• Family support services
• Violence prevention.

—Statement of Position on Early Intervention for Children at Risk, as Adopted by the 1994 Convention.

The League of Women Voters supports violence prevention programs in all communities and action to support:
• Public and private development and coordination of programs that emphasize the primary prevention of violence
• The active role of government and social institutions in preventing violent behavior
• The allocation of public monies in government programs to prevent violence.

—Statement of Position on Violence Prevention, as Adopted by the 1994 Convention.

The League of Women Voters believes that the proliferation of handguns and semi-automatic assault weapons in the United States is a major health and safety threat to its citizens. The League supports strong federal measures to limit the accessibility and regulate the ownership of these weapons by private citizens. . . .

—Statement of Position on Gun Control, as Adopted by 1990 Convention and amended by the 1994 and 1998 Conventions.

League of Women Voters of Dane County  https://www.lwvdanecounty.org/our-positions/

School Districts . . .

   1. Individualized, child-centered instruction which gives each student
      1. close personal contact with teachers, and
      2. equality of opportunity, recognizing that equality does not necessarily mean uniformity
   2. Pupil-teacher ratios which take into account the special learning of each child
   3. Consistent, fair and firm enforcement of existing rules by teachers, with administrative and parental support, and faculty supervision of students for the protection of their rights to learn
   4. Equal educational opportunity throughout each district, though not necessarily identical services, with sufficient flexibility in programs to meet student needs
   5. Flexible structures, methods, and programs for students at all levels, recognizing the possibility of higher costs. . . .

5. Public Involvement [adopted 1996]
   1. Open channels of communication among and between administrators, district residents, students, teachers, and parents
2. Open communications within the schools and throughout the district with sufficient information provided in advance of planned school board discussion and action
3. Increasing communication between parents and teachers by using such methods as parent-teacher conferences and parental involvement in school activities
4. Use of citizens to broaden the school board's base of information, to use community expertise, and to open up communications between the board, the administration, and the public.

Background Readings

Wisconsin Legislative Council Act Memo: 2017 Act 143
Office of School Safety and School Safety Grants (excerpted)

2017 Wisconsin Act 143 creates an Office of School Safety, establishes school safety grants, makes changes related to school safety plans, and requires mandatory reporting of threats of school violence.

OFFICE OF SCHOOL SAFETY

Act 143 creates an Office of School Safety within the Department of Justice (DOJ), and creates a 1.0 FTE director position appointed by the Attorney General. The Act tasks the Office of School Safety with: (1) creating model practices for school safety, in conjunction with DPI and after consultation with the Wisconsin School Safety Coordinators Association and the Wisconsin Safe and Healthy Schools Training and Technical Assistance Center; (2) compiling school blueprints and geographic information system (GIS) maps, in coordination with schools and the Department of Administration; and (3) offering training to school staff on school safety, which may be provided by either DOJ or by a contracted party.

The school safety training offered by DOJ may include information regarding trauma informed care and how adverse childhood experiences impact a child’s development and increase needs for counseling and support. DOJ may charge a school for the safety training, if the school receives school safety grant funds for the training.

Act 143 also requires schools to submit specified information to the Office of School Safety. Every school board, governing body of a private school, and operator of a charter school must provide blueprints of each school building and facility to the Office of School Safety, and to local law enforcement agencies, by July 1, 2018. Every school board and governing body of a private school must also file by January 1, 2019, and before each January 1 thereafter, the following with the Office of School Safety:

• A copy of its school safety plan.
• The date of the required annual safety drill or drills held during the previous year.
• Certification that the school board or governing body reviewed a required written evaluation of the drill or drills.
• The date of the most recent school training on school safety and the number of attendees.

The most recent date on which the school board or governing body consulted with a local law enforcement agency to conduct required, on-site safety assessments.

SCHOOL SAFETY GRANTS
Act 143 creates school safety grants and appropriates $100 million in GPR funding for this purpose under a continuing appropriation. The Act requires DOJ to award the grants for expenditures related to improving school safety. DOJ must accept grant applications from public schools, private schools, independent charter schools, and tribal schools. DOJ must also develop a plan for awarding the grants, in consultation with DPI, and must include a description of what types of expenditures are eligible to be funded by grant proceeds. The Act specifies certain eligible expenditures, but does not otherwise limit DOJ authority to determine how grants are awarded or what expenditures are eligible. Eligible expenditures explicitly include: (1) expenditures for compliance with DOJ model practices for school safety; (2) expenditures for DOJ school safety training; (3) expenditures for safety-related upgrades to school buildings, equipment, and facilities; and (4) expenditures necessary to comply with requirements to submit school blueprints to law enforcement and the Office of School Safety.

Act 143 requires grant applications to include: (1) a school safety plan; (2) blueprints of each school building or facility, or a certification that previously submitted blueprints are current; and (3) a proposed plan of expenditure of the grant moneys. The Act also requires DOJ to submit an annual report to the Joint Finance Committee co-chairs regarding awarded grants and expenditures made with the grants.

SCHOOL SAFETY PLANS

Act 143 makes changes related to school safety plans that every public and private school must have in effect. As under prior law, every school must have a school safety plan created with active participation of appropriate parties, which may include local law enforcement officers, fire fighters, school administrators, teachers, pupil services professionals, and mental health professionals, and must review the plan every three years. The Act provides that the parties participating in plan creation may also include DOJ, and requires a school board or governing body to approve a school safety plan at least once every three years.

Content of School Safety Plans

Act 143 requires an individualized safety plan for each school building and facility that is regularly occupied by students, including any real property related to the building or facility that is regularly occupied by students. A plan must also include guidelines and procedures to address school violence and attacks, threats of school violence and attacks, bomb threats, fire, weather-related emergencies, intruders, parent-student reunification, and threats to non-classroom events (e.g., recess, athletic events, and concerts).

The Act also prohibits school boards and governing bodies from including certain items in a school safety plan. A plan cannot: (1) require an employee to contact a school administrator, school official, or other person before calling “911”; (2) prohibit an employee from reporting school violence or a threat directly to a law enforcement agency; or (3) prohibit an employee from reporting a suspicious individual or activity directly to a law enforcement agency.

On-Site Safety Assessments
Act 143 requires public and private schools to conduct an on-site safety assessment, in consultation with a local law enforcement agency, of each school building, site, and facility that is regularly occupied by students. The on-site assessment must be conducted before a school board or governing body creates or updates a school safety plan. The assessment must include playgrounds, athletic facilities or fields, and any other property occupied by students on a regular basis.

School Violence Drills

The Act requires public and private schools to conduct annual drills in the proper response to a school violence event in accordance with the school safety plan for that school building. The person in charge of a particular school building must submit a brief written evaluation of the drill to the school board or governing body within 30 days, and the board or governing body must review the evaluation. A drill regarding a school violence event may be substituted for other required drills relating to fire, tornado or other hazards, or school safety incidents.

MANDATORY REPORTING OF SCHOOL VIOLENCE THREATS

Act 143 requires reporting of school violence threats by certain individuals, including teachers, school administrators, school counselors, other school employees, physicians, and other medical and mental health professionals. Specifically, an identified individual must report if the person believes in good faith, based on a threat made by an individual seen in the course of professional duties regarding violence in or targeted at a school, that there is a serious and imminent threat to the health and safety of a student, school employee, or the public. These individuals must immediately inform a law enforcement agency of the facts and circumstances contributing to the belief that there is a serious and imminent threat.

The Act provides immunity from civil or criminal liability for any person or institution making a report in good faith, as well as immunity for health care providers who do not report based on their good faith belief and professional judgment that a report is not required. Act 143 also creates an exemption from mandatory reporting for members of the clergy if certain conditions are met. The Act mandates that school boards require employees to receive training regarding mandatory reporting of school violence threats. The mandatory reporting created by Act 143 applies to threats of violence against public, private, or tribal elementary or secondary schools. An intentional violation of the reporting requirement is an unclassified misdemeanor, subject to a fine of $1,000 or less, imprisonment of six months or less, or both.

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Three ideas for improving school safety: (Excerpts from the New York Times editorial of Sept. 1, 2018)

Prioritize “school climate.” That term refers to the general level of well-being and comfort students and teachers experience on campus. Is bullying pervasive? Do students feel comfortable confiding in the adults around them? The concept might sound fuzzy and foreign — it rarely comes up in the national conversation about violence prevention — but experts say that a healthy school climate is crucial to reducing the threat of violence.
The Department of Education has developed at least some protocols for doing this: frameworks for how to respond to outbursts, guidelines for how to penalize students without alienating them. But there is no national requirement that schools implement such protocols nor any dedicated funding for doing so.

**Provide more mental health services.** If you put an armed guard into a school, there’s at best a possibility of preventing a shooting there, says Dewey Cornell a professor of education and a clinical psychologist at the University of Virginia. But, he says, “put a counselor or psychologist in a school, and you have the potential to prevent shootings in any building anywhere in the community.”

The average student-to-counselor ratio in the United States is nearly 500 to one. According to the American School Counselor Association, it should be closer to 250 to one. Mr. Cornell and his colleagues say that schools also need far more psychologists and social workers than they currently have. Hiring more of these professionals is the key to helping students who are on a path to violence before they bring a gun to school.

**Implement proven threat-assessment programs.** Law enforcement has long used threat assessment to protect public figures, but after the Columbine massacre in 1999, psychologists began adapting the protocol for schools. In such programs, teams of educators, mental health professionals and law-enforcement officials work together to assess threats within a school and decide how to respond to them on a case-by-case basis.

Since 2013, Virginia has required all of its K-12 public schools to employ threat-assessment teams. The results so far have been encouraging. Fewer than 1 percent of students seen for a threat assessment have carried out their threats; none of the threat to kill, shoot or seriously injure someone were carried out; and, in most cases, students deemed a threat were able to get help without having to leave school. This past July, the Secret Service endorsed this approach to school safety.

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A goal of the Madison Metropolitan School District is to provide a safe, respectful and welcoming learning environment. It is our belief that the safest schools are those that foster a climate of support and respect and that instill a sense of community among its students, families and staff. Building security, incident response, threat assessment and motivation reduction are additional components of this effort.

The district’s foundation for maintaining safe schools is addressed in the following strategies:

- **Engagement of Students and Development of Trusting and Supportive Relationships**
  Students are the key to safe schools. The building of positive relationships between staff and students is critical in order to develop school spirit and cooperation, and to maintain open lines of communication. The district strives to engage all students in positive school activities and to identify and address behavioral issues before they reach a crisis point. All staff members are involved.

- **Building a Sense of Community in Each School**
  The creation of a safe school requires participation of the entire school community. Safe neighborhoods and communities can only be created through the involvement of its members. Families, administrators, teachers and students are the foundation of the school community and all have a role to play in this effort.

- **Staff Training**
  Training is provided to staff on an ongoing basis and on a wide range of topics such as:
  - bullying,
  - protective behaviors,
● classroom management,
● crisis intervention,
● violence risk assessment,
● physical support and gang intervention.

All staff members are required to participate in fire, tornado and "Code Red" drills. MMSD’s School Security Assistants receive advanced training on crisis management, conflict resolution and CPR.

● Reaction to Community Incidents

Student conflicts that occur outside school, in the neighborhood, at the mall, or on public transportation have the potential to continue in schools. To minimize the risk potential, it is critical that staff be attentive to community incidents that involve students.

These incidents are identified and resolved before they affect MMSD schools and jeopardize the safety of students. Schools accomplish this by maintaining open lines of communication with students, families and neighborhood agencies. Threat analysis, mediation, counseling or referral to law enforcement may be utilized.

● Collaboration and Communication with Police, Courts and Social Service Agencies

Schools are part of the larger community and strive to work and collaborate with other agencies to the extent allowed by law. The goal is to establish good working relationships and to exchange critical information to maintain student and school safety. The district encourages ongoing dialogue with outside agencies, as well as collaborative efforts to address community issues that may impact students.

● A Problem Solving Approach to Identify Patterns or Clusters of Incidents

School responses to safety concerns must be effective and long-term. It is critical to use data to identify clusters of incidents, patterns of behavior and root causes of problems. All schools are responsible for developing information-gathering systems that enable the tracking and identification of incidents that impact students or staff safety.

● Incident Management

When a significant safety incident occurs, the District Administrative Team provides support to the principal with the management of the event. The team consists of the Grade Level Superintendent, the Safety/Security Coordinator, the Public Information Officer, and the Building Services Director. The team assists to stabilize the incident, provides logistic and communications support and coordinates all emergency and security operations with the police, fire departments and other emergency personnel.

The district utilizes established federal NIMS/ICS protocols for incident management.

● MMSD’s Violence Risk Assessment and other Analytical Tools to Support Students in Crisis

Staff are trained to utilize MMSD’s Violence Risk Assessment (VRA). This is an effective tool for gathering information related to threats or student behaviors that pose a risk to others. The analysis may indicate the need for additional support for the student or for the implementation of safety plans which may involve consultation with law enforcement.

The VRA is conducted by the principal in conjunction with a support team of psychologists, school social workers and other key staff members.

● Employment of Educational Resource Officers

The district contracts with the Madison Police Department for the placement of an Educational Resource Officer (ERO) in each of the four comprehensive high schools. The specific duties, roles and responsibilities of the officers are addressed in a formal contract negotiated with the police department every two years.

The district and the police department are committed to providing a balanced approach to the ERO’s responsibilities which reflect their educational role, as well as their law enforcement role. The officers provide a consistent police presence in the schools which enables them to develop positive relationships with students and staff and to work pro-actively to prevent incidents. The officers' work is
by and large of a preventative nature and in support of the schools' overall efforts to maintain a safe environment.

● **Employment of School Security Assistants**
  The district employs a staff of 27 uniformed School Security Assistants (SSAs) whose primary function is to provide for the safety in each of the high schools and five designated middle schools. Working under the day to day leadership of the school principals, the SSAs provide direct support to students and staff. The SSAs are CPR certified and receive extensive training on student engagement, conflict resolution and crisis management.

● **MMSD Emergency Procedures in All Schools**
  Emergency plans and procedures are standardized throughout the district. These plans contain specific procedures to follow in the event of an emergency. All staff are trained on the procedures and are required to participate in school-wide drills to familiarize themselves with the nature of emergency response.

● **Traffic Safety**
  The district recognizes the importance of student safety to and from school. To this end, the district participates in a joint effort with the Madison Police Department, City of Madison Traffic Engineering and PTO's to address vehicle traffic and pedestrian issues.
  The School/Traffic Safety Committee meets regularly to address specific concerns and to review significant traffic accidents involving students or staff. Recommendations for improvement may involve the designation of safe routes for students, changes to school parking lots, alteration of school bus or parent drop-off and pick-up points, use of additional police resources or street redesigns.

● **Technology**
  The district utilizes various communications systems such as radios and repeater systems, classroom telephones, public address systems and video surveillance cameras. The use of the cameras is guided by Board of Education policy. In special circumstances and with approval of the school principal, metal detectors may be utilized.

● **Gang Prevention**
  The district recognizes the existence of gangs in the community and that gang-involved youth attend our schools. Therefore, to minimize the extent of gang activity, the district has specific rules that prohibit anti-social behavior and the use of gang symbols in school. The district is committed to the academic achievement of all students, regardless of gang affiliation. However, gang recruitment or attempts to intimidate students is not tolerated.
  Schools may use the most appropriate response to address gang behavior, these include: Counseling, working with families, enforcement of MMSD's Code of Conduct, referral to other agencies, or enforcement action by law enforcement.

● **Student Code of Conduct and Consistent Application of Rules**
  The district has a comprehensive code of conduct that addresses a wide range of student infractions. By applying the specific code that best suits the violation, the schools are guided to the most appropriate and consistent school responses with the goals of improving student behavior and maintaining a safe environment that is conducive to teaching and learning.

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**How to design a school in the era of mass shootings**
By Eric Levenson, CNN    Updated 11:53 AM ET, Wed August 15, 2018
[This article has been substantially edited for reasons of space.]
For school designers and architects, the current debate about how to make schools safer focuses too much on add-on measures.

Metal detectors? More resource officers? Armed teachers? Bulletproof backpacks? These security steps, whether effective or not, don’t address the fundamental way that a school works or how people move through it. They also must be balanced with the need to create an environment where kids feel inspired and energized to learn.

...CNN spoke to designers, architects and security experts to answer a sobering question: How do you design a school in the age of the mass shooting?

Their answers, which follow a theory known as Crime Prevention Through Environmental Design, illuminate the delicate balance between security and education.

**Perimeter landscaping that makes visitors visible**

One main idea of designing safety is to create several layers of security, or concentric rings of access, starting with the perimeter and then working inward into the school.

The outermost layer of security is the landscape leading up to the entrance.

That means the area around the entrance might have a pathway through a low shrubbery or a garden, so that there are no places to hide.

Visitor parking lots and bus dropoffs are located in separate areas further from the school entrance.

**A single entrance point**

... After the shooting at Santa Fe High School in May, Texas Lt. Gov. Dan Patrick blamed the shooting on "too many entrances and too many exits" at the school.

The comment was mocked by some as "door control," but he was making a real point: Many new schools are now built with a single, primary entrance that all students, teachers and visitors must come through.

The idea is to have a better way to control who visits the schools and, in the case of an emergency, to create an additional barrier to anyone seeking to do harm.

Architects are designing schools where visitors encounter a single entrance point in a vestibule or antechamber. The visitors then must talk to an administrator or secretary to present their ID and reason for being there, and only then are they allowed to pass through another set of doors to get into the school.

The vestibules help with what’s called “visitor management.”

**Reinforced doors**

...During the Sandy Hook shooting, the gunman used an assault weapon to shoot through the vestibule glass and enter the building.

With that in mind, some schools are strengthening the glass and reinforcing the doors of their entrances to make the school a "harder" target for any intruder.

That has become a robust market for some businesses. Total Security Solutions is a company that designs, plans and produces bullet resistant barriers for schools -- but in a way that keeps the doors from looking too intimidating.

Reinforcing every single door in the school isn’t tenable or cost effective... [said Rick Reid of Total Security Solutions]. Total Security Solutions mainly works to reinforce the vestibule at the single entrance point of the school.

Other designers add a security film to the glass in the vestibule entrance with the idea of slowing down an intruder... so intruders can’t simply shatter the glass and walk right into the school.

The vestibules and hardened doors can also host metal detectors. However, their use remains a fraught issue among designers and security experts who say metal detectors may not be helpful in stopping an intruder and create unintended consequences, such as logjams. More importantly, they say, metal detectors send the wrong message to students.

**Wider, open hallways**
New schools are being designed with wide, open hallways that provide clear lines of sight. This gives teachers, administrators and school resource officers the ability to stand at one spot and see what's going on all around. Having open hallways without nooks and crannies also gives surveillance cameras a fuller view of the school.

In modern schools, these hallways function as throughways as well as collaborative working spaces. . . . These open hallways also can be sealed off electronically in the case of an emergency, adding one more layer of security. In a lockdown, students would go to their classrooms and lock that door, too, creating yet another barrier.

The overall idea is to create a collaborative learning environment that can function as another zone of security to allow time for police to arrive. The doors that separate a wing of the school from the main building can be electronically closed in a lockdown situation.

"That hardened approach, where everybody's in enclosed little silos, is not what we're attempting to do," [said Bill Payne, CEO of architecture and design firm Fanning Howey]. "We're more interested in keeping the perpetrator or attacker at bay so the first responders can arrive in time."

https://www2.ed.gov/admins/lead/safety/threatassessmentguide.pdf

Targeted school violence is arguably only the tip of the iceberg of pain, loneliness, desperation, and despair that many students in this nation's schools deal with on a daily basis. . . .

The threat assessment process by itself is unlikely to have a lasting effect on the problem of targeted school violence unless that process is implemented in the larger context of strategies to ensure that schools offer their students safe and secure learning environments. The principal objective of school violence-reduction strategies should be to create cultures and climates of safety, respect, and emotional support within educational institutions.

Fostering a Culture of Respect

In educational settings that support climates of safety, adults and students respect each other. A safe school environment offers positive personal role models in 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 managed and mediated constructively. . . .

A culture of safety creates "shame-free zones" in which daily teasing and bullying is not accepted as a normal part of the adolescent culture. . . .

Creating Connections Between 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 feels 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 in which students feel able to talk to teachers, deans, secretaries, coaches, custodians, counselors, nurses, school safety officers, bus drivers, principals, and other staff support communication between students and adults about concerns and problems.

Schools that emphasize personal contact and connection between school officials and students will take steps to identify and work with students who have few perceptible connections to the school.

For Further Study


Wisconsin Safe and Healthy Schools Center https://www.wishschools.org/ The Wisconsin Safe & Healthy Schools Center is a collaborative project between the Department of Public Instruction (DPI) and the CESA Statewide Network (CSN).

International Institute for Restorative Practices https://www.iirp.edu/


Verona Area School District letter to parents about school safety and Protocol for admitting Visitors