

FINAL RECOMMENDATIONS OF THE SCHOOL SAFETY TASK FORCE

NOVEMBER 2018

INTRODUCTION

A safe school environment is paramount to the health and well-being of Michigan's students and school personnel. Families trust that when their children are in school, they are safe, and measures are taken each day to ensure their continued safety, so they can focus on growing and learning. The possibility of a significant violent act occurring in our schools is reason enough to prepare for such an event in advance.

It was this desire that moved Governor Rick Snyder to create the School Safety Task Force in April 2018, with the charge of identifying structural and policy recommendations for collaboration, planning, and assessment of school infrastructure and safety policies.

"School safety is a complex and emotional issue that requires the leaders of this great nation to balance long-standing customs with emerging threats that impact all Americans," said Gov. Rick Snyder. "The topic deserves thoughtful and comprehensive action in Michigan and nationwide to properly address each aspect and create an educational environment that fosters the emotional well-being of our children and helps prevent violent behavior."

Michigan has been on the forefront of school safety efforts since 1999, when Michigan schools were first directed to develop school safety plans through Public Act 102 of 1999. Even so, the task force found there is more that can be done to enhance and expand upon various initiatives that have occurred in subsequent years to ensure stable learning environments for Michigan students.

While some identified actions can begin immediately, many of the recommended actions detailed in this report will require either funding or legislative changes, or a combination of both, to carry out the recommendation.

This report is proudly presented on behalf of the School Safety Task Force, whose members are detailed below, and the many subject matter experts who participated in the various sub-committees responsible for developing these recommendations.

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Director, Michigan State Police

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Representing Teachers

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Nominee of the Speaker of the House

Mr. Brian Gard, Rockford

Nominee of the Senate Majority Leader

Ms. Patricia Kovacs, St. Clair Shores

Nominee of the Senate Minority Leader

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Representing School Administrators

Chief Paul Lauria, Mount Pleasant

Representing Law Enforcement

Ms. Elizabeth Newell, Williamston

Representing Mental Health Professionals

Mr. Nolan Wright, Saline

Representing Students

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RECOMMENDATION 1:

Schools should complete a physical security assessment by October 2019 using a state approved assessment tool and every three years thereafter unless major construction is completed. If so, a physical security assessment should be completed immediately after the construction is finished.

The security assessment identifies the school's capabilities and gaps such as Security-Emergency Management, Security Force, Entry Control, Fencing and Gates, Parking and Barriers, Building Envelope, and Closed-Circuit Video-Video Surveillance Systems (CCV-VSS). In 2014, the Department of Homeland Security (DHS) K-12 School Security Assessment was included with the State of Michigan, All-hazards Emergency Operations Planning Guidance. This was a proactive way that allowed school personnel to evaluate current security practices and identify ways to mitigate against safety threats. In 2018, the DHS updated the assessment. The MSP Emergency Management and Homeland Security Division is currently taking the assessment questions and creating an application that allows schools to conduct the assessment in a more user-friendly way and potentially send the results to a common platform for emergency management officials and emergency responders. Each selected answer will automatically generate an option for consideration that school personnel may wish to implement to harden their facility.

RECOMMENDATION 2:

All schools should implement minimum security requirements for interior rooms. These include, but are not limited to:

1. A designated area that is out of view of any intruder from the room door/inside windows during an active violence or threatening situation
2. A visual indicator consistent between buildings of where the area is located should be used
3. Solid core door
4. Ability to secure the door from the inside of the class without going in to the hallway
5. Outward opening doors
6. Physical protection on windows to prevent intrusion/breakthrough (grating, wire, film, etc.)
7. A way to deploy a covering to obscure observation from the exterior (blinds, shades, etc.)
8. Anti-intrusion/barricade device for doors that open inward to prevent intrusion from the exterior, including control method for the device, from an active threat
 - Any device used shall comply with building and life safety codes
9. Access to two-way public address system
10. Access to phones (hard line preferable)
11. Labeling on exterior windows with the room name/number that matches the interior door name/number to the room
 - Numbers should be a minimum of eight inches in height and contrast in color from the background (reflective is preferred)

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The above recommendations are not in order of importance. Schools must have measures in place to keep students and staff safe from those trying to get inside with the intent of conducting violent acts. Interior rooms in schools need to have minimum safety requirements which should be a part of the school emergency operations planning, training, and exercising.

RECOMMENDATION 3:

All schools should implement minimum exterior security requirements. These include but are not limited to:

1. Single point of entry during operational hours including weekends and special events
 - A safe vestibule style of entry in place at the main entrance
2. Signage should be in place designating visitor entrances
 - External doors should be numbered on both sides of the doors beginning at the main entrance and moving in a clockwise direction around the building
 - Numbers should be: located on or near the top of the door; visible to emergency responders; a minimum of eight inches in height, contrasting in color from the background of the door (reflective is preferred)
3. Impact rated vehicle barriers at all entrances and at all areas of mass gathering before and after school (bus loading and unloading zones)
4. Lighting – clear and overlapping patterns of light coverage on all entrances, pedestrian walk ways, and parking areas
5. Locking doors for all exterior entrances with high security mechanical or electronic locks
6. Landscaping to minimize areas of concealment in and around facilities that is consistent with Crime Prevention Through Environmental Design (CPTED)
7. Establish a clear zone around barriers and fences and restrict landscaping from obstructing views from the building
8. Designation of student, employee, and visitor parking areas and ensure there is appropriate signage
9. All receptacles/containers should be placed a minimum of 25-feet from school entrances
10. Any new buildings or construction should use materials that have inherent durability (e.g. cast in place reinforced concrete and steel construction)
11. All external, openable windows should be able to be secured from the interior and locked
12. Generators, heating, ventilation, air conditioning units, air intakes, and utility connections should be secured, preferably behind fencing
13. All students, staff, and visitors should have visible identification while on the campus

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14. Doors should have non-removable hinges and high security locks
15. Emergency exit doors should utilize an automatic door closer and exit hardware that are compliant with applicable life safety codes
16. Doors should be of heavy construction (e.g. metal and/or heavy glass)
17. Roof access should be limited and secured
18. An intrusion detection system should be in place on external doors and windows
19. Mass notification speakers and visible alarm notification should be on the interior and exterior of the building so notifications can be heard from any location

Physical security at schools and changes that promote efficient and effective response by emergency responders is essential. The above recommendations are not in order of importance. It is essential that entrances to school buildings are secured during school hours as well as on weekends and evenings during school functions.

RECOMMENDATION 4:

Develop and deliver training on the state All-hazards Emergency Operations Planning (EOP) Guidance. This includes making available a web-based training system, a review of tools, and providing technical assistance (local/state/federal) on filling out the EOP template and a standardized drill/exercise completion form.

Although EOP guidance and template was sent by the Michigan State Police to all school principals, superintendents, law enforcement chiefs and sheriffs, and local emergency management coordinators in 2014, the familiarity with these documents is not as robust as it should be. Rolling out comprehensive training on the EOP documents, as well as the use of a web-based training system, will make school safety training more user-friendly and institutionalized.

RECOMMENDATION 5:

The All-hazards Emergency Operations Planning (EOP) Guidance “Quick Action Guides for classrooms” should be condensed and easier to use and implement. More useful action guides should be developed for use by office/administrative/district/crisis response team personnel.

A review of the 2014 EOP was conducted in 2018 and the EOP Guidance and EOP template was again sent to school superintendents, principals, local and state emergency management coordinators, Emergency Medical Services, fire, and law enforcement agencies to provide feedback. The feedback identified the need for condensed action guides for classrooms with more robust action guides for office/administration/crisis response team personnel.

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RECOMMENDATION 6:

Schools should be required to update and make available for review their All-hazards Emergency Operations Plan (EOP) to the local Emergency Management Coordinator (as identified under PA390 of 1976 as amended) within 30 days after the first day of school. Any school not in compliance should not be eligible for school grants and/or other available discretionary funding.

There are schools that still do not have an EOP in place or do have one in place, but it is not adequate. Without a procedure to audit which schools have complete/updated plans, the trend of not completing and/or updating EOPs will continue. Schools can use their own format to create their EOP as long as it meets the intent and encompasses key components of the state EOP.

RECOMMENDATION 7:

Amend MCL 29.19 to reflect emergency drill language that eliminates unclear timing references for fire drills, reflects consistent industry language in drill practices, and provides reporting mandates to law enforcement and emergency management officials.

More than 30 states have emergency drill mandates that require fire drills to be conducted at least once a month. While Michigan currently has mandates for fire drills under MCL 29.19, the language lends to confusion over the number of drills that need to be conducted during spring and fall seasons. While Michigan's severe weather, lockdown and reverse evacuation drills are some of the nation's most robust, education administrators and public safety officials have long criticized the complexity of language in our current statute regarding the number of required seasonal fire drills. This amendment would maintain the current number of required fire drills, leaving discretion to schools (with general prohibitions) on when to conduct them. In addition, a completed drill schedule should be available for review by law enforcement and emergency management officials. At present, schools are only mandated to report to local emergency management officials that drills are scheduled, not completed.

“One major problem we have today is that many schools, both public and private, don’t have comprehensive school safety plans. And of those that do, we as a state aren’t sure what those plans look like, if they meet basic safety standards, or are made aware of any incidents that occur. To help us solve this problem, we need to update and strengthen school safety plans to be more comprehensive with new tools and best practices for assessing, preparing for, responding to, and reporting violence and emergency threats, as well as update Michigan’s All Hazards Emergency Operations Planning Guidance for Schools.”

- Gov. Rick Snyder

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RECOMMENDATION 8:

A secure website for school officials, emergency responders, and emergency management coordinators should be created to house all school safety related items (EOP templates, EOP guidance, reference documents, etc.). The website should be integrated into existing password protected websites schools currently utilize.

There are currently numerous resources but no central repository that is easily accessible.

RECOMMENDATION 9:

Behavioral health considerations should be integrated throughout the All-hazards Emergency Operations Planning (EOP) Template and Guidance for schools.

Suggested behavioral health content has been submitted for inclusion within the current edition of the EOP Guidance for schools.

RECOMMENDATION 10:

Legislation shall consider standard definitions for the terms “lockdown,” “secure mode,” “shelter in place,” “reverse evacuation,” and “room clear” to be used throughout the state. All schools should operate in secure mode during instructional time.

There has been confusion between school districts and even in school buildings with some school safety terminology. Color codes were a frequent way to let school personnel know an incident was occurring. Common language is being used more often to avoid confusion, especially for substitute teachers or volunteers who likely were not trained on what the codes meant. Use of common language ensures that responders and school officials have a standard operating procedure to ensure an effective and safe response.

- A lockdown is appropriate when there is an existing threat in or at the campus or facility site or is expected to arrive at those locations soon.
- Secure mode should be used when it is determined that a lockdown is not necessary but heightened security is needed due to a potential external threat. All schools should be in secure mode during instructional mode. This allows instruction to continue in a normal manner; however, access to the building, movement throughout the building, and student activities outside are limited and monitored.
- Shelter in place should be used when conditions are safer inside the building than outside (e.g. severe weather, hazardous materials incident nearby, etc.).
- Reverse evacuation should be used when students and staff need to move rapidly but in a systemic fashion from an outdoor area to an indoor area where they can be protected from a threat.
- Room clear should be used when students need to be evacuated from a specific place in the school to a safer location in the school to protect them from harm or to enable school employees and/first responders to address an incident.

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RECOMMENDATION 11:

The Department of Licensing and Regulatory Affairs, specifically the state Fire Marshal and Bureau of Construction, will provide additional guidance to assist schools with preparing for modern day threats while remaining in compliance with building and life safety codes.

To put in place security measures, some schools have implemented tactics that may violate fire, building, or safety codes. There are several examples of this that should be thoroughly discussed, and guidance should be written and distributed.

Additionally, there have been discussions and concerns raised on suspects using fire alarms to draw students and staff into hallways or open areas during active violence incidents. The use of Positive Fire Alarm Sequence to delay evacuation during alarms while the cause of the alarm is determined, as well as the removal of fire alarm pull stations (as long as the removal is in compliance with all applicable codes), should be further discussed.

RECOMMENDATION 12:

The OK2SAY program should be identified and adopted by schools for students to report information about suspicious behaviors, bullying, suicide threats, anxiety, drugs, etc.

- Proven and effective since program deployment in 2014
- Five reporting mechanisms
- Early warning system to prevent harm or tragedies before they occur
- Provides an easy single statewide point of contact
- Source for mental health and human services information and referrals
- More than 4,600 tips received in 2017
- Reporting available 24/7/365 to highly trained technicians
- More than 2 million students, parents, and residents have participated in OK2SAY presentations
- 90% of school officials and law enforcement indicated the information provided by OK2SAY was useful
- 70% of respondents were unaware that a problem existed prior to OK2SAY reporting the tip

Currently the OK2SAY program does not have any dedicated funding source for outreach and awareness. Dedicated funding will allow for sustained presentations and appropriate advertising and promotion of the OK2SAY program across the state utilizing multiple social media platforms. Advertising should utilize direct marketing, broadcast media, print, media, support media, and product placement. As advertising, program promotion, and awareness grows, so will Michigan's student safety.

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RECOMMENDATION 13:

Encourage school districts/charter schools/private schools to incorporate OK2SAY presentations, provide emergency contact information to the OK2SAY program, and complete outcome reports.

OK2SAY training needs to be incorporated for all school employees, volunteer staff, students, and parents. It is recommended that this training be similar to the now required concussion protocol training. The training could be delivered through a video viewed at the beginning of each school year and made available throughout the year as needed.

A requirement needs to be added within a school's All-hazards Emergency Operations Plan to conduct at least one OK2SAY presentation every three years. Schools would also be required to provide the OK2SAY program administrators with a minimum of two after-hours contact numbers for school administrators. Schools and law enforcement officials would be required to complete outcome reports within 72-hours of receipt from the OK2SAY program.

RECOMMENDATION 14:

The technology associated with tip referrals within the OK2SAY system should be updated.

The database currently used by the MSP for the OK2SAY program lacks the ability to properly utilize artificial intelligence to link disparate tips to a singular case. This has been proven time and time again nationwide as a cause for law enforcement missing critical information surrounding behavior traits associated with school attacks.

RECOMMENDATION 15:

The sunset provision attached to Public Act 183 of 2013, which established the OK2SAY program, should be eliminated.

The original repeal date of Public Act 183 was October 1, 2017. Public Act 100 of 2017 established a new repeal date of October 7, 2021. House Bill 5850 and Senate Bill 957 of 2018 would eliminate the repeal date completely and establish OK2SAY as a permanent program. Without the elimination of the sunset provision, student safety will be in jeopardy during future legislative sessions.

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RECOMMENDATION 16:

The definition and determination of what is confidential reporting versus anonymous reporting should be made and publicized. Confidential reporting appears to be the primary method which should be used when defining Michigan's OK2SAY program and any associated executive orders or legislation. (Executive Order 2018-5 uses "anonymous")

Almost all contact with OK2SAY technicians involves two-way communication with the student reporting the incident electronically. Once the technician informs the student that disclosing their identity is prohibited by law without a court order, the students begin to open-up a dialogue that has proven itself invaluable to the program's success and has prevented serious outcomes on numerous occasions. Anonymous reporting allows for false reporting as reported by states with anonymous student safety tip lines. As false reporting increases, program integrity and effectiveness has the potential to decrease.

RECOMMENDATION 17:

Define roles of individuals involved in school safety and security into three separate tiers.

Tier One:

The first tier consists of those who are School Resource Officers (SRO). These individuals are fully empowered, Michigan Commission on Law Enforcement Standards (MCOLES) licensed law enforcement officers employed by law enforcement agencies. SROs are assigned to work in and around the public/charter/private school or school district educational buildings and facilities and function as the primary liaison between law enforcement and the school community.

Tier Two:

The second tier consists of any employee, or contractor, of the public/charter/private school or school district who specializes in school safety and security. These individuals are not MCOLES-licensed law enforcement officers but are utilized by the school to function specifically as school safety and/or security personnel. This tier also includes former or retired law enforcement officers who left their agency in good standing. These individuals may or may not be armed with firearms, TASERS, pepper spray, handcuffs, impact weapons, and other weapons and/or equipment usually associated with security personnel.

Tier Three:

The third tier consists of school staff who have primary responsibilities other than school safety, yet are assigned secondary duties to help maintain a safe learning environment. These individuals are employed by the public/charter/private school or school district primarily for the educational/operational function of the facility (e.g., principals, teachers, counselors, maintenance personnel, etc.), but also have specified safety tasks and responsibilities.

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RECOMMENDATION 18:

Require specific training for those involved in school safety and security.

Tier One: School Resource Officer

The primary role of the School Resource Officer (SRO) is to be an effective asset to the school environment by acclimating to the school culture and developing rapport with the student population and school staff. The SRO needs to successfully navigate the sensitive, and sometimes political, nature of a school district and administration, while also possessing the knowledge, skills, and abilities to be an effective liaison between the school community and law enforcement.

The SRO might also have to make an arrest during a criminal incident or respond to a school emergency. Based on the unique role and wide range of responsibilities of a SRO, it is recommended that all SROs receive position-specific training in addition to the training they received to be a law enforcement officer.

Tier Two: School Safety/Security Personnel

The primary roles and responsibilities of the school safety officer, school security officer, and those who specialize in school safety and security are determined by the respective school district. However, those who specialize in school safety and security must be trained to their specific duties and responsibilities as they relate to school safety during normal school operations, as well as during a crisis.

The following general training topics were deemed germane to school safety and security personnel, are consistent with the NASRO training offerings for non-sworn personnel, and are supported by research:

Legal Authority/Limitations of Non-MCOLES Licensed Security Personnel; Communications Skills; De-Escalation Tactics and Techniques; Physical Controls for a K-12 Educational Institution; Cultural Competence; Mandatory Reporting Protocols; Target Hardening; Crisis Intervention & Prevention (CPI); Familiarity with Law Enforcement Response to School Emergencies; Mental Health Services.

Tier Three: School Staff

The primary roles and responsibilities of the school staff performing safety and security duties are determined by the respective school district. These staff members must be adequately trained to assume specific duties as they relate to school safety during normal school operations, as well as during a crisis. This training, and any response to an emergency, should be based on a multi-jurisdictional approach to school safety.

The following general training topics were deemed germane for the school staff, are consistent with the NASRO training offerings for non-sworn personnel, and are supported by the research:

Legal Authority/Limitations of Non-MCOLES Licensed School Personnel; Communication Skills, De-Escalation Tactics and Techniques; Cultural Competence; Mental Health Services; Emergency Operations Plan and Emergency Response Procedures; Incident Command System; Target Hardening; Familiarity with Law Enforcement Response to School Emergencies.

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RECOMMENDATION 19:

Require ongoing training and continuing education for all three tiers of personnel involved in school safety and security.

A requirement for continuing education must be in place personnel keep pace with changing legislation, professional best practices, and the latest research. Periodic refreshers help maintain efficiency in those areas deemed most important.

For example, School Resource Officers (SRO) must receive legal updates, so they fully understand the limits and scope of their authority in the school environment. Relevant legislation and court decisions continue to change, and SROs must be aware. In addition, the position of SRO may differ from one school district to another and officers must have a complete understanding of their individual responsibilities.

Ongoing advanced training and periodic refresher training, especially in Michigan-specific content, is recommended to maintain a minimum level of competency to be a SRO, school security officer, or school safety officer in Michigan. Those who carry a weapon in the school environment must have appropriate firearms training, including decision making in high stress situations.

“School Resource Officers are an important part of a school safety plan for many schools. These officers range from active-duty police officers stationed within a school to retired law enforcement officials. All these options are important and viable additions to school staffing. However, today in Michigan, we do not have an accurate report of how many schools have School Resource Officers working in them, a description of the responsibilities of these officers, nor an idea of the specific type of training they have received to serve in our schools.”

- Gov. Rick Snyder

RECOMMENDATION 20:

The Michigan Department of Education (MDE) should review and update administrative rules so school safety training, planning, and exercising can be approved for professional development credits for renewing or possessing an educator certificate, district provided professional development, and state continuing education credit-hours.

The Department of Education (MDE) approves Education-Related Professional Development credits for training that meets the definition of Administrative Rule 390.1101. Education-related professional development is defined as an educational opportunity intended to improve a teacher’s practice and capacity to perform the work within the profession of education. A May 10, 2018 MDE memo to local and intermediate school district superintendents, public school academy directors and local education agency principals allowed for the approval of professional development credits for school safety training only for the 2017-2018 and 2018-2019 academic years. A review and update to the administrative rules should be done to allow the approval of professional development credits for school safety training and not limit the academic years.

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RECOMMENDATION 21:

Ensure Michigan Commission on Law Enforcement Standards (MCOLES) provides additional guidance regarding sources of training.

Sources of Training

Preliminary research and input from subject-matter-experts (SMEs) revealed several sources of training. The most common existing source of School Resource Officer (SRO) training noted is the National Association of School Resource Officers (NASRO).

At the national level, NASRO offers a 24-hour advanced training program that focuses on working effectively with the school community, legal updates, interviewing skills, social media, incident command, and Crime Prevention Through Environmental Design (CPTED).

Training in adolescent mental health is of particular importance, based on relevant research findings. Mental health training for SROs must go beyond the general nature of mental disorders or developmental disabilities and focus on the concepts most relevant to the adolescent brain. SROs must be trained to recognize specific behavioral cues, understand a range of potential services, and treat troubled youths with dignity and respect. The idea is not to turn SROs into clinicians or diagnosticians but to equip them with the necessary skills to respond appropriately in the school environment.

The following information and/or training resources are recommended for all three tiers of school safety personnel:

- Michigan Commission on Law Enforcement Standards (MCOLES);
- Training vendors that adhere to MCOLES training recommendations;
- Teaching, Educating, and Mentoring (T.E.A.M.) School Liaison Program;
- National Association of School Resource Officers (NASRO);
- Training vendors equivalent to the NASRO level of training;
- Michigan Department of Education;
- United States Department of Education (DOE);
- Indiana School Safety Recommendations;
- Minnesota Division of Homeland Security;
- Ohio School Safety Plans;
- Texas Senate Select Committee on Violence in Schools;
- Michigan Crisis Intervention System—Western Michigan University;
- National Center for Missing and Exploited Children;
- National Crime Prevention Coalition;
- National Mental Health First Aid Program (youth training);

“Twenty-nine states have standardized training programs for school resource officers. Michigan is not one of them. There aren’t any existing state standards for School Resource Officers like there are for police officers in Michigan.”

- Gov. Rick Snyder

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- National Organization for School Safety;
- National School Safety Center;
- National Crisis Intervention Team (CIT) program;
- Office of Community Oriented Policing Services (COPS);
- School Discipline Consensus Report;
- Congressional Research Service, School Resource Officers: Law Enforcement Officers in Schools.

RECOMMENDATION 22:

All intermediate school districts should establish a civilian school safety specialist position, with minimum training at the MCOLES Tier 2 or 3 level, as a liaison between state agency school safety offices, the MSP EMHSD, emergency management and homeland security district coordinators, local emergency management coordinators, the state Fire Marshal office, and public/private/charter school districts and building school safety points of conduct.

A school safety specialist works with school administrators, local and state emergency management coordinators, and emergency responders to implement prevention programs, communicate with parents and the community, enforce rules at school events, and handle all safety-related issues. According to the United Federation of Teachers, the recently established field of school safety focuses on creating and implementing emergency plans, visitor screening procedures, and other security measures. Some states, such as Indiana, now require every school system to have a school safety specialist to coordinate school safety plans and act as the primary resource for all safety and security concerns in school and at school events.

This position is one component of a larger school safety network that should be integrated into the existing processes.

RECOMMENDATION 23:

Establish regional safe school steering committees that are guided by the Michigan State Police Office of School Safety.

To foster communication, collaboration, and coordination of school safety initiatives, Regional Steering Committees guided by the State of Michigan Safe School Commission should be created with local representation from at least each of the following:

- Michigan Commission on Law Enforcement Standards
- Michigan State Police
- Local Emergency Management Coordinators
- Intermediate School District
- School Safety Specialist
- School administrators
- Local health agencies
- Community Mental Health
- Michigan Department of Health and Human Services
- Michigan Department of Education

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The School Safety Specialist will then conduct similar meetings in their respective areas of responsibility. These meetings should include, but are not limited to:

- School Resource Officers
- School administrators
- Community partners
- EMS
- MSP Emergency Management District Coordinators
- State and local law enforcement
- Fire
- Local emergency management coordinators

RECOMMENDATION 24:

Develop a school safety recognition program to reward schools fostering and maintaining safe learning environments.

Develop a recognition program that utilizes a self-evaluation tool for schools to assess strengths and challenges within their school safety environment. This tool will allow schools to identify points of pride, plan for areas of improvement, and provide the necessary information for schools to be recognized for improving their school safety environment without compromising student/staff safety.

- Create a document that includes best practice components from the All-hazards Emergency Operation Plan (EOP) guidance. Examples of activities to be included on the checklist would be:
 - o Meet with local Emergency Manager on an annual basis to review/modify the EOP
 - o Documented annual training for all staff on the contents of the school's EOP
 - o Completing an annual Hazard Risk Analysis
 - o Memorandums of Agreement/Understanding have been completed with partner agencies on resources
 - o Ok2Say tip line is posted on the schools and districts website, presentations from the AG's office
 - o Conduct exercises following the EOP
 - o Physical securing of the building
- Require schools applying for the recognition program to have completed three topic areas of the Michigan Department of Education's Healthy School Action Tools (HSAT).
 - o [Core Assessment](http://www.mihealthtools.org/hsat/documents/School_Core_Print_Version.pdf) – The Core Assessment of the HSAT asks comprehensive questions around various topics and is a required module when conducting the HSAT. (http://www.mihealthtools.org/hsat/documents/School_Core_Print_Version.pdf)

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- o [Safe School Environment Assessment](#) – The safe school assessment measures the extent to which the school environment is safe physically, socially, and emotionally for all students and staff. A safe school environment includes having building-wide strategies to promote positive school climate (including bullying prevention), preparedness for emergency response, disciplinary best practices, and safe facilities, among other factors. (http://www.mihealthtools.org/hsat/documents/Safe_School_Print_Version.pdf)
- o [Social and Emotional Health Assessment](#) – The Social and Emotional Health Assessment measures the extent to which the social and emotional health of every student and staff member is promoted. Social and emotional health promotion includes mental health services, suicide prevention, identifying and following up with students deemed at-risk. (http://www.mihealthtools.org/hsat/documents/SocEmot_Health_Print_Version.pdf)
- Determine logistics around who (agency) will collect the responses and determine if a letter of recognition to the Superintendent/School Board is appropriate.

RECOMMENDATION 25:

Update and expand the online [Alternatives to Suspensions and Expulsions toolkit](#) and increase promotion and use of the tool. (https://www.michigan.gov/mde/0,4615,7-140-74638_72831---,00.html)

The online toolkit for Alternatives to Suspensions and Expulsions provides information for administrators and families as well as resources for restorative practices. This toolkit is designed to accompany the Model Code of Student Conduct and provides guidance on enacting culture change in K-12 schools and addressing behavioral concerns using non-exclusionary methods. The current toolkit is designed to provide schools with research-based social and emotional learning strategies and options designed to promote positive behavior and modify negative behavior while holding students accountable and minimizing exclusion time. This toolkit will serve as the base for the work around alternatives to current student disciplinary actions, primarily suspensions, and expulsions.

- Through the Toolkit, schools will be encouraged to:
 - o Implement or expand evidence-based alternative and supplemental strategies for social and emotional learning such as Positive Behavioral Interventions and Supports (PBIS), Michigan Model for Health™ and restorative practices.
 - o Integrate social and emotional learning and other evidence-based pro-social development practices into their culture, supporting and sustaining them as vital elements of the school operations.
 - o Collect and effectively utilize data—including discipline and academic performance records, truancy data, student and

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- o stakeholder surveys, and other relevant measurements—for ongoing formative evaluation of disciplinary processes and their effectiveness.
- o Use a Michigan Department of Education (MDE) approved training module on data analysis specific to school health and safety data.
- o Use discretion afforded under zero tolerance laws and other regulations to reserve suspension and expulsion for only the most serious offenses such as those infractions required by law and deemed absolutely necessary.
- Additional sections to the Toolkit will be created to include information and examples regarding additional alternative practices to suspension and expulsion, including:
 - o administrator/student conferences
 - o administrator and teacher-parent/guardian conferences
 - o referrals and conferences involving various support staff or agencies
 - o daily/weekly progress reports
 - o behavioral contracts & intervention plans
 - o behavior intervention teacher training
 - o counseling and psychological services
 - o restoration for all affected parties
 - o before- and/or after-school detention
- Upon completion, a memo from MDE will be drafted and pushed out to all school administrators reminding them of the toolkit and emphasizing the importance of utilizing alternatives to suspension and expulsion to minimize or eliminated time lost in the educational setting.

RECOMMENDATION 26:

The Michigan Department of Education (MDE), in partnership with the Michigan Department of Health and Human Services (MDHHS), should expand its strategic plan for statewide implementation of a Multi-Tiered System of Supports to include the use of an Interconnected Systems Framework (ISF) bringing together Positive Behavioral Interventions and Supports (PBIS) and School Mental Health (SMH) systems to improve academic and behavioral health outcomes for all children and youth.

Currently, Positive Behavior Interventions and Supports (PBIS) and School Mental Health (SMH) efforts each have their own limitations. Working to align these initiatives through MDE's MTSS framework will benefit students academically and behaviorally. As indicated in *Advancing Education Effectiveness: Interconnecting School Mental Health and School-wide Positive Behavior Support*:

"ISF blends education and mental health systems and resources toward depth and quality in prevention and intervention within a multi-tiered framework, allowing for greater efficiency and effectiveness. In addition to promoting improved processes for increasing the likelihood of positive outcomes, the ISF addresses critical gaps in current systems.

MICHIGAN SCHOOL SAFETY RECOMMENDATIONS

For the PBIS system, the ISF addresses the common concern of unaddressed behavioral and emotional needs for students with more complex mental health needs. Without the implementation structure, SMH efforts are highly variable, and often reflect a “co-located” arrangement of community mental health providers providing some services to some students, with school staff not knowledgeable of these efforts. The ISF addresses limitations of both PBIS and SMH by systematically bringing these systems together, adding depth and quality to the multi-tiered system of prevention, intervention and support, and creating the synergies that increase the probability of achieving valued school and student outcomes.”

“One of the greatest areas of need is the ability for schools to assess key behaviors of students with the potential to pose a threat to themselves and others. According to recent studies of the FBI and Secret Service on examinations of school shooters from across the country, most perpetrators showed signs and problematic behavior that suggested they needed help. To that end, both the FBI and Secret Service recommend that every school adopt a behavioral assessment team to help identify such students and intervene early.”

- Gov. Rick Snyder

Additionally, Pathways to Potential Success Coaches should assist in developing and implementing a Multi-Tiered System of Supports and school safety plans. Success Coaches should be involved in teams and plans aimed at identifying or assessing potential student needs within the schools. The role of the Success Coach is to provide parents and students with available state and community resources to meet their most basic needs. When a team identifies a student in need, a Success Coach can follow up to assist students and families in accessing a wide array of resources ranging from basic needs (cash, food, household supplies, utilities) to physical and behavioral health care.

RECOMMENDATION 27:

Expand funding and availability of onsite behavioral health services for K-12 students with mild to moderate mental health issues.

The Michigan Department of Education (MDE) and Michigan Department of Health and Human Services (MDHHS) should work collaboratively to ensure that students have access to trained mental health providers. This can be achieved through the expansion of mental health clinicians in schools through Child and Adolescent Health Centers and other evidence-based school mental health programs.

To increase availability of onsite behavioral health services for K-12 students with mild to moderate mental health issues in schools, the MDE and the MDHHS, along with the School Community Health Alliance of Michigan and the Maternal Child Health Council recommend support for the following three strategies:

MICHIGAN SCHOOL SAFETY RECOMMENDATIONS

- Expand Mental Health Services through Child & Adolescent Health Centers (CAHCs)
- Provide seed money to school districts that lack existing mental health services to build local capacity and ensure federal match is leveraged
- Leverage existing funding schools use to support mental health services

RECOMMENDATION 28:

Districts and schools should train all school staff (teachers, administrators, support staff, custodial staff, paraprofessionals, lunch aides, bus drivers, etc.) on the signs and symptoms of common mental health concerns among children and youth.

Ensuring that the adults in school settings are equipped to recognize the behaviors of a student who is experiencing a mental health difficulty, and how to appropriately respond to that student, is a crucial component of prevention within school safety planning. Too often warning signs displayed by students who are troubled have been missed by well-intentioned but uninformed school staff. It is the hope that as adults within the education system continue to increase their awareness of these contributing factors, then schools will be more readily prepared to respond in related situations. Having consistent policy and practice across all staff in the building will help to ensure interventions and supports for the student are enacted as needed.

RECOMMENDATION 29:

Districts and schools should establish and maintain a comprehensive screening and assessment system to ensure the early identification of learners with behavioral health needs.

Student assessments are utilized to identify the skills and needs of each learner. Universal screening is the systematic assessment of all students on academic and/or social-emotional indicators to identify learners who are at-risk and may require support that varies in terms of level, intensity, and duration. For schools implementing a Multi-Tiered System of Supports (MTSS), a gated screening procedure is used that involves the testing of all students on one measure/scale and only testing students in additional areas as they are flagged as at risk during the first “gate.”

Within Positive Behavioral Interventions and Supports (PBIS), a screener is used to help identify students who are at risk for externalizing and internalizing problem behaviors as the first gate. In addition, at the middle and secondary levels, historical records are combined with Early Warning Indicators (EWI) of school dropout (attendance, behavior, and course performance) to efficiently put together risk profiles for all students. Students are flagged with an EWI if they meet certain risk thresholds. Once a student is flagged as being at risk, additional evidence-based screening and assessment tools may be used to provide more in-depth information about an individual student's need. Individual PBIS plans involve a simple assessment to identify the function a problem behavior serves and a support plan comprised of individualized, assessment-based intervention strategies.

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This section documents the research behind each recommendation included in this report. Five subcommittees with expertise in law enforcement, emergency management, public health, and education were formed to address the specific charges to the task force. The subcommittees met on a weekly basis, and verbal and written feedback from expert focus groups was collected and synthesized over the course of six months to inform the 29 recommendations. Additionally, the subcommittees analyzed top-performing states, relied upon existing written sources, and interviewed subject-matter experts regarding promising practices for school safety. Documented below is the specific background research items used by the subcommittees.

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For additional information about resources and training opportunities for educators offered by the State of Michigan, please visit www.michigan.gov/schoolmentalhealth or www.michigan.gov/traumatotoxicstress

For additional information about effective procedures to assess threats including establishing district-wide policies and procedures, creating interdisciplinary assessment teams, and educating the school community, please visit the National Association of School Psychologists (NASP), www.nasponline.org

SUMMARY OF PREVIOUS EMPIRICAL FINDINGS ON U.S. SCHOOL SHOOTINGS, 1998 – 2018

Prepared by Brent Klein, Michigan State University, September 12, 2018.

Search Engine Criteria:

- Web of Science
- Topic: School Shoot*
- Time: 1998 – 2018
- English Language Only
- Articles & Books Only
- Empirical Studies Only
- 1,294 articles reviewed
- Of those, 26 of the more systematic and rigorous studies selected for this brief

PURPOSE:

To summarize key findings from twenty years of empirical research on the characteristics of school shootings in the United States. This brief is divided into five substantive sections, including an overview of school violence in the U.S., temporal trends in school shootings, geographic context of school shootings, school shooting characteristics, and promising practices for prevention. Sources can be found in the references section.

No single, agreed-upon definition of school shootings exists in the literature. Empirical research on the subject is similarly limited and largely unscientific. Presented here are the key results from the few rigorous scientific studies of school shootings occurring on grade K-12 school grounds in the U.S. Studies demonstrating systematic data collection and analysis are given priority and summarized in this brief.

Given the shortcomings of prior research, caution must be observed when interpreting these findings. The extant research is best characterized as “exploratory,” thus making it impossible to reach concrete inferences about the causes of school shootings. Even within the more rigorous empirical literature there is significant variability across studies and data-sets. The following, therefore, is only intended to synthesize the main findings from past research to provide the task force with a framework for making evidence-based decisions.

OVERVIEW OF SCHOOL VIOLENCE IN THE U.S.

- Historically, violence in American schools is rare and school shootings in particular are even rarer events.
- CDC estimates that average yearly school homicides – including fatal shootings, stabbings, beatings, and strangulations – occur at less than

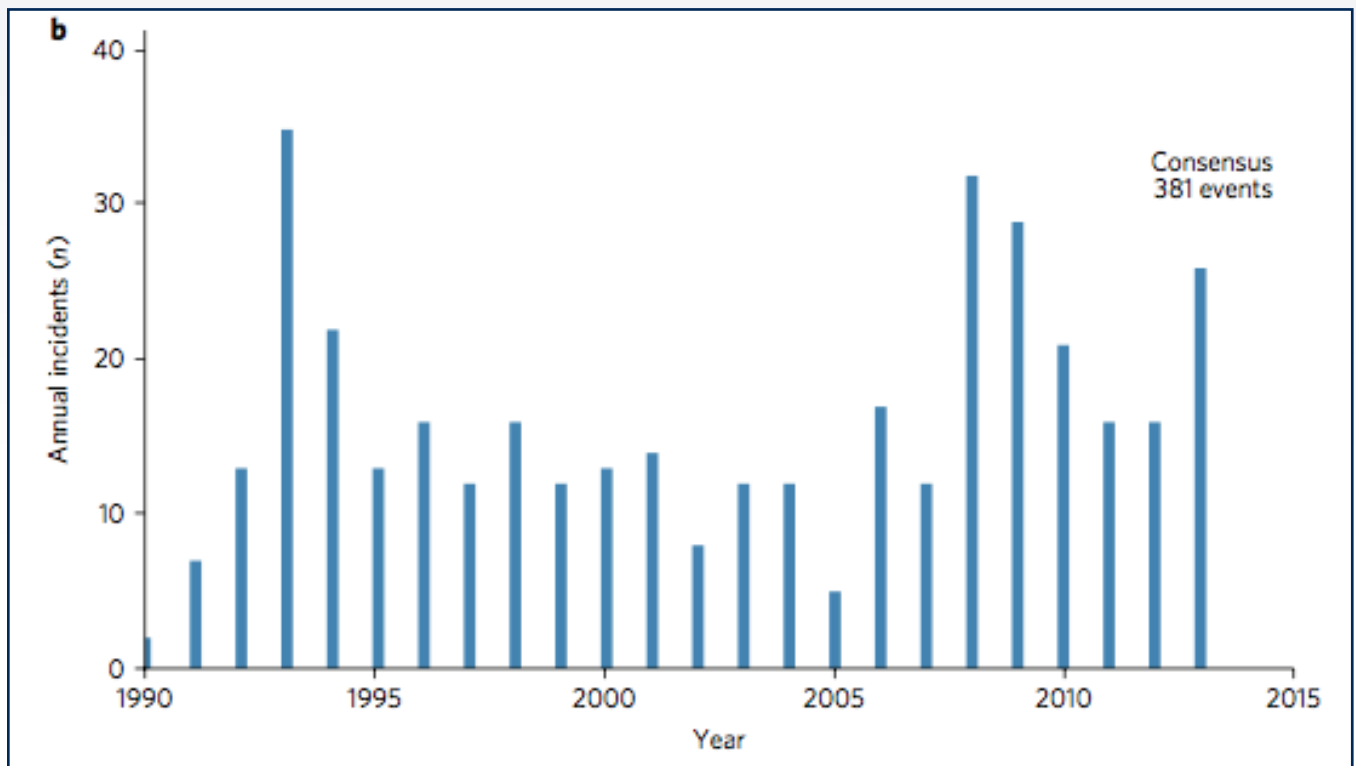
SUMMARY OF PREVIOUS EMPIRICAL FINDINGS ON U.S. SCHOOL SHOOTINGS, 1998 – 2018

one per 100,000 students, the majority of which are fatal shootings.^{1,2}

- Most school associated homicides involve only one victim, but there is some evidence that multiple victim school homicides have increased over time.^{1,2} These estimates, however, do not isolate school shooting incidents.
- Accounting only for fatal and not-fatal school shootings specifically (not overall homicides), the evidence indicates these events have not become deadlier over time since 1990.³

ANNUAL NUMBER OF SCHOOL SHOOTINGS, 1990-2015

Source: Pah et al. (2017)



SUMMARY OF PREVIOUS EMPIRICAL FINDINGS ON U.S. SCHOOL SHOOTINGS, 1998 – 2018

GEOGRAPHIC CONTEXT OF SCHOOL SHOOTINGS

- U.S. Context (average):³
 - 67% Urban
 - 26% Suburban
 - 7% Rural
- Multiple casualty and/or rampage school shootings (and homicides) often occur in rural or suburban communities.^{4,5,6,7}
- School shootings in urban areas, which constitute the majority of events,^{2,3,6} may occur within hotspots of neighborhood gun violence.⁸
- Some evidence shows that shootings occurring in urban vs. suburban/rural areas involve unique processes.^{4,5}

SCHOOL SHOOTING INCIDENT CHARACTERISTICS

- Targeted shootings – i.e., the shooter intends to harm a specific person – are the most common.^{3,6,10}
- Suicide, rampage, gang, random, accidental, and other (not defined in the literature) shooting types are less common.³
- Most shooters are young, non-White males.^{2,5,6,9,10}
- However, rampage and multiple casualty shooters tend to be White males.^{7,11,12,13}
- Rampage/mass shooters often communicate plans before attacks.^{17,18} It is unclear if all shooters do the same, but some evidence indicates they do.²
- The risk of a school shooting occurring increases within the weeks following a similar event in the U.S.^{14,15}
- The risk of school homicides, including shootings, is highest at the beginning of each semester.¹⁶
- Most school homicides, including shootings, occur at the start of the school day, lunch period, and after school.²
- No single profile of a shooter exists¹⁹ and the current research is not sufficiently developed to identify scientific risk factors and predictive behavioral patterns of shootings.

SUMMARY OF PREVIOUS EMPIRICAL FINDINGS ON U.S. SCHOOL SHOOTINGS, 1998 – 2018

SOME PROMISING PRACTICES FOR SCHOOL VIOLENCE PREVENTION

- **Promising:** Threat assessment that is dynamic, step-by-step, and emphasizes contextual processes.^{19,20,21,25}
- **Promising:** School policies that foster social cohesion, collaborative (compared to competition) learning, mutual student-faculty respect, bystander accountability, and community support.^{17,18,22,23}
- **Promising:** School-based self-control, empathy, and conflict-resolution training for at-risk youth.²⁴
- **Mixed evidence:** The impact of SROs (some positive evidence) and target hardening on school violence reduction; however, few empirical evaluations to date have been conducted.^{25,26}

Note: Rarer forms of violence, like school shootings, involve more complex underlying causes. Thus, dynamic and multifaceted prevention strategies that take into account the specific characteristics and needs of the student, school, and community are needed.

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