

1st Annual School Safety Summit
WHITE PAPER
A Plan to Fund School Safety: Setting the Stage

BACKGROUND:

The Washington state legislature has recognized that school safety planning is of *paramount importance* to assure students, parents, guardians, school employees, and school administrators that our schools provide the safest possible learning environment.

In 2016, [SB 6620](#) requires the Office of Superintendent of Public Instruction and the School Safety Advisory Committee to hold annual school safety summits. The mandate states that the annual summit focus on *establishing* and *monitoring* the progress of a statewide plan for funding cost-effective methods for school safety that meet local needs. As per SB 6620, future Safety Summit focus areas include *planning* and *implementation of* school safety planning efforts, *training* of school safety professionals, and *integrating* mental health and security measures.

Summit legislative participants were to be appointed no later than August 1, 2016. They were to include:

- (a) The majority and minority leaders of the Senate with two members from each of the relevant caucuses of the senate.
- (b) The speaker of the House of Representatives with two members from each of the two largest caucuses of the House of Representatives.
- (c) One representative from the Governor's office.

Although several participated, not all were identified.

The first annual School Safety Summit was held in October 2016 and January 2017. It was held in two sessions due to time constraints and weather conditions. Summit agendas, notes and shared materials can be found on the School Safety Center [School Safety Advisory Committee](#) web page.

(<http://www.k12.wa.us/SafetyCenter/AdvisoryMeetings.aspx>)

In response to the mandate of SB 6620 to establish and monitor the progress of a statewide plan for funding cost-effective methods for school safety, initial statewide school safety funding plan recommendations include providing funds for:

- a statewide school safety needs assessment and environmental scan
 - including an evaluation of existing district and school plans,
- coordination and planning of a statewide Safety Corps,
- time and training for district and school level planning,

- training and implementation resources,
- development of a reporting and data gathering process.

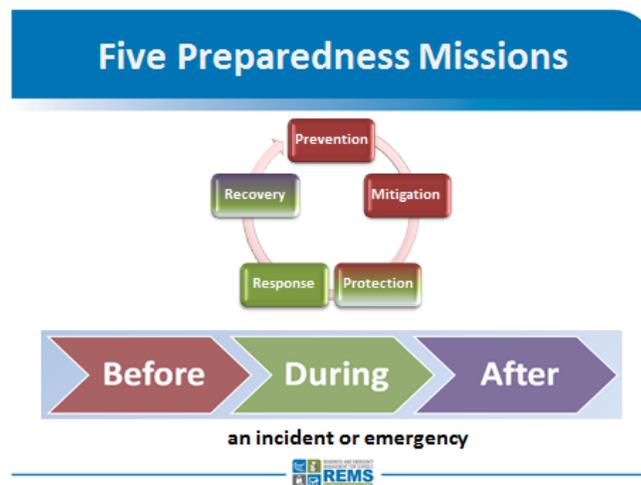
Although neither mandated by legislation or planned as a component of the current Safety Summit process, it is worthy of note that the WA State Auditor's Office is considering a school safety audit, the results of which will also consider some or all of these same issues. Details of that audit are yet to be determined.

1. SUMMIT THEME: SETTING THE STAGE

Feeling safe at school is the foundation of a positive learning environment. The Washington state legislature has recognized that school safety planning is of *paramount importance* to assure students, parents, guardians, school employees, and school administrators that our schools provide the safest possible learning environment.

[RCW 28A.320.125](#) requires all public school districts and public schools to have current school safety plans and procedures in place. School safety is neither a single nor a static issue. Rather it is multi-faceted and ever changing. ***The Guide for Developing High-Quality School Emergency Operations Plans*** is a collaborative safety planning document developed jointly by the US Department of Education (USDOE), Department of Homeland Security (DHS), Department of Justice (DOJ) and Department of Health and Human Services (HHS).

As reflected in the Guide, school safety planning process address the five safety preparedness areas of **prevention, mitigation, protection, response and recovery**. It must be understood that it is not possible to **prevent** every threat or hazard from occurring; however, it is possible to plan to **mitigate** damage and loss, and to recognize that, in some cases, **recovery** may well be the longest and most difficult area to plan for. (<http://rems.ed.gov/K12IntroAndPurpose.aspx>)



In addition to those five preparedness areas, district and school safety planning considers all **four primary areas of threats and hazards**: natural, technological, biological and adversarial/man-made.

Examples are reflected in the grid below:

Natural Hazards	Technological Hazards	Biological Hazards	Adversarial, Incidental, Human-caused Threats
Earthquakes Tornadoes Lightning Severe wind Hurricanes Floods Drought Wildfires Extreme temperatures Landslides or mudslides Tsunamis Volcanos/Lahar Winter precipitation	Explosions or accidental release of toxins from industrial plants Accidental release of hazardous materials from within the school, such as gas leaks or laboratory spills Hazardous materials releases from major highways or railroads Radiological releases from nuclear power stations Dam failure Power failure Water failure	Infectious diseases, such as pandemic influenza, extensively drug-resistant tuberculosis, <i>Staphylococcus aureus</i> , and meningitis Contaminated food outbreaks, including Salmonella, botulism, and <i>E. coli</i> Toxic materials present in school laboratories/ HVAC	Fire Active shooters Criminal threats or actions Gang violence Bomb threats Domestic violence and abuse Trafficking / CSEC Cyber attacks Suicide Harassment, Intimidation, or Bullying Threats based on gender identity Terrorism

As noted, the work of planning, training, coordination and collaboration, implementation and annually updating district and school safety plans is not funded. With this a background, the first annual safety summit agenda was developed to introduce participants to several of the current safety-related initiatives, and to examine more closely the current state of school safety in Washington. The information will be used to begin to address the mandates of SB 6620.

2. SETTING THE STAGE: Introduction to Selected Safety-related Initiatives, Activities, Programs

As noted above, [RCW 28A.320.125](#) requires all public school districts and public schools to have current school safety plans and procedures in place. This work of planning, training, coordination and collaboration, implementation and plan updating, **is not funded**. However, some initiatives and aspects of school safety have been funded. Funding sources have varied over time, as have the duration of those sources. Representatives from several partner organizations, agencies and OSPI departments were asked to do brief, introductory presentations on their programs.

To set the stage, there was a brief introduction to the OSPI federal Grant to Schools for Emergency Management (GSEM) project. The Washington project, known as the WA School Emergency Management (WASEM) project, assists districts throughout the state as they develop high quality emergency operations/safety plans. Although the grant title refers to “schools”, the funding is specifically directed to assisting district emergency planning efforts. Attempting to model a safety corps concept, WASEM efforts have been working at the state level through the 9 ESDs to reach our 295 school districts and ultimately schools. Using grant dollars, [The School Safety Center](#) web site was

reorganized as a toolkit for district and school safety planning. This was an 18 month federal grant of just over \$550K; a no cost extension of work ends March, 2017.

Criminal Justice Training Commission (CJTC) has been a long-standing partner in school safety efforts across Washington. The CJTC provided an update on trainings offered around the state for School Resource Officers (SROs) and School Security Officers (SSOs). The discussion also included an explanation of the difference between the two, and their potentially very different impacts on district and school budget planning. There was also discussion on the training which each category of personnel may or may not receive. CJTC received annual funding of \$100K to provide the SRO trainings. It was also noted that the very limited (\$96K) funding for the OSPI WA School Safety Center currently passes through CJTC back to OSPI, adding an unnecessary, additional layer of work for both agencies.

In setting the stage, OSPI Integrated Student Support (ISS) presented the concept of Multi-tier System of Supports (MTSS). Although MTSS is not generally thought of when talking school safety, school safety efforts do – or should – be viewed through the lens of MTSS. The Summit discussion brought MTSS into focus as a **framework** for school safety planning and implementation. The discussion considered school safety planning and implementation, needs and initiatives, from prevention through recovery, in all three MTSS Tiers. The newly funded ISS Program Supervisor position was created in 2016 through WA state legislation.

One of the primary areas of threat and hazard for school safety planning is **natural hazards**. OSPI Facilities and Operations gave an overview of the current Pre-Disaster Mitigation (PDM) project. This project is designed to help identify the natural hazards risks to our students, teachers, and school facilities. As noted in its title, the preparedness function is **mitigation**. PDM efforts have developed a hazard mitigation plan for Washington State K12 facilities. The PDM tool is available to help with assessing school building safety and disaster mitigation planning. The PDM project is a multi-year Federal Emergency Management Agency (FEMA) effort with funding from 2012-2017.

Still in the area of natural hazards, and living, as we do, along a very active fault line, **earthquake preparedness** is of significant importance to school safety. Considering the preparedness area of **protection**, FEMA has funded the statewide October Great WA ShakeOut event for the last several years throughout the state. OSPI works closely with the WA Emergency Management Division (EMD). OSPI partners very closely with the WA Emergency Management Division (EMD). However, it is significant to

note that 1) 2017 is the last year of FEMA/EMD Great ShakeOut funding, and 2) EMD has pointed to the OSPI School Safety Center page as its school safety-related web resource for the last few years..

Addressing **Adversarial/Human-caused Threats**, WA districts and schools are mandated to adopt the model state Harassment, Intimidation and Bullying (HIB) board policy and set of procedures. Among the district requirements is the identification of a designated HIB Compliance Officer, a function with a list of specific duties. There is, however, no funding support to districts for this function. One of the duties of the HIB Compliance officer is to provide for annual staff training on HIB policy and procedures. However, there is no requirement for either HIB Compliance Officers or district and school staff to be trained on best practice in HIB **prevention or intervention**. Nor is there time or funding to provide HIB training. There is a very small state proviso allocation (\$23K) for HIB efforts on any tier of a multi-tiered system.

As another **Adversarial/Human-caused Threat** example, Project AWARE Program is a 5 year federal grant, currently in its 3rd year. The project addresses youth mental health issues, and specifically targets awareness of and addressing such issues. The importance of the Project AWARE provided trainings and their relationship to school safety was discussed. Although there are only 3 school districts identified for targeted participation in the project, Battle Ground, Shelton and Marysville, trainings have been provided throughout the state on Youth Mental Health First Aid. Project AWARE is funded through a federal grant and, thus, has funding through the next two federal fiscal years.

The Youth Suicide Prevention, Intervention and Postvention Program at OSPI provided an overview, including the intent of the trainings that will be provided to districts and providers. There were suggestions on programs and other agencies that also have trainings in place that could provide resources. The topic generated a lot of excellent discussion for the need and awareness around youth suicide. Unfortunately, schools are experiencing suicide and one in particular shared their story/experience on how they handled the support and recovery.

Washington Schools Risk Management Pool (WSRMP) and Clear Risk Solutions, the primary insurance risk pools in the state of Washington, presented the need for school safety and the issues around insuring schools from a liability perspective. Districts and schools (Are expected to) work collaboratively with a variety of organizations and agencies when developing and implementing Emergency Operation Plan (EOP)/safety plans. Within this context, there was discussion regarding the importance of **common understandings** and **universal language/definition of terms** across all districts, schools and other

agencies when they pertain to safety and security plans. For an understanding of many of the cross-disciplinary terms of art, the Safety Center provides a [Glossary of Terms and Acronyms](#).

The [Washington Association of Sheriffs and Police Chiefs \(WASPC\)](#) gave an update on the Rapid Responder, the school mapping project and its funding. There was discussion around the system, its effectiveness and implementation. There was also conversation around RCW language regarding the required mapping work. RCW language needs to address both funding issues and issues which districts are experiencing. Prepared Response, the back end of the mapping system, has had a 14 year contract through the state. The mapping system was not funded during the 2016 legislative system; it did receive limited funds to start the new fiscal year through the governor's budget. WASPC would like to fund a new RFP to allow other vendors to bid on continuing the work and better addressing the requirements. Subsequent conversations have proposed that the existing "mapping system" be fully funded for the current biennium, and that a separate work/study group be established for the biennium to study current and future recommendations for funding and implementation of evolving safety-related technologies.

The role of the ESDs within a statewide school safety system was discussed in depth. (See **Attachment 1** – Planning Crosswalk) ESDs serve the districts on their service areas, are closer to them, geographically, and are able to adapt to their specific needs. There was discussion around the structure of an ESD based safety and security consortium. It was noted that, along with mandating the annual safety summits, SB 6620 also provides that "educational service districts *may implement* a regional school safety and security program"; however, no funding was provided. With conversation around ESD consortia and a statewide safety corps, several questions were posed. Among them:

- Is school safety considered part of basic education?
- What is the structure for statewide district and school safety planning efforts?
- How many RCWs are there that relate to School Safety? (And what do they all cost?)
- What are the critical questions?
- Can we answer those questions?
- Is there progress monitoring to address the questions?
- What would we grade ourselves regarding safety?
 - We need a Report Card or a Score Card.
 - What was 2014's SB 5197 all about?

The general conclusions were that

- district and school safety efforts are not adequately funded, and

- districts and schools need help in their safety planning and implementation efforts. This may be especially true of the smaller districts.

The initial recommendations fully fund a statewide safety corps which would include the 9 ESD regional Safety Center Program. There is work to be done before that can happen.

3. SETTING THE STAGE: COST/FUNDING WORK

The SB 6620 annual summits focus on costs of school safety: *establishing* and *monitoring* the progress of a statewide plan for funding cost-effective methods for school safety that meet local needs, and to include *planning* and *implementation of* school safety planning efforts, *training* of school safety professionals, and *integrating* mental health and security measures.

Prior to the passage of SB 6620, the question was posed to the School Safety Advisory Committee, “Based on current mandates, what does school safety cost?” And “Are these costs reflected in a prototypical school funding model?” In response to the second, and to set the stage for a better understanding of overall school funding, the OSPI Apportionment Office provided background information on the WA prototypical school funding process. (See TJ’s PPT)

New Dawn Security was the recipient of the WASEM Grant Request for Proposals contract. The contract grew out of earlier SSAC work on the **costs of school safety mandates**. The New Dawn Security contract calls for a study of and report on the cost of school safety in Washington State. This work is unique to WA, and will be shared with the USDOE. The scope of this work considers mandates covering the variety of areas of threats and risks, and all the different involved at the district/school building level. New Dawn Security explained its four steps for developing categories of risk in developing a formula to arrive at a per-student cost of safety. The categories are estimates as each district would have its individual factors to consider.

Another section of SB 6620 called for the **Washington State Institute for Public Policy (WSIPP)** to evaluate how Washington and other states have addressed the funding of school safety and security programs. Led by WSIPP, there was some discussion regarding the report and some suggestion as to who might be included. A report to the legislature is due by December 2017. As noted, the work is funded through SB 6620.

In addition, there was a brief history of School Safety Center funding and funding source since 2001-02. Within the context of this history, several recurrent themes were identified:

- There has been no change the limited funding of the WA School Safety Center since 2001-02. Although issues have changed and the scope of the work has become more complex, Safety Center funding has remained at \$96,000 annually. It is of interest to note that, while this amount initially came directly to OSPI for the Safety Center, in 2011, budget proviso language moved funding to the Criminal Justice Training Commission, to be contracted back to OSPI.
- The increasing complexity to school safety/safety issues has grown to include a full range of natural, technological, biological and adversarial threats and hazards. They include such issues as active and rampage shooters, bomb threats, Bakken oil trains, and greater awareness of the Cascadia Subduction zone and the need for district-level continuity of operations planning (COOPs).
- The establishment of a statewide Safety Corps. The concept of a safety corps parallels that of the statewide nursing corps: OSPI as a central point of contact and coordination, working with and through the 9 ESD to reach all 295 school districts and 2,300+ school buildings. This would be done in coordination and collaboration with other state agencies and organizations, local and regional law and fire jurisdictions, etc., to ensure common understandings and coordinated efforts. (See **Attachment II** – Draft Safety Corps Funding package)
- There is a history of trendy, short-term pieces of legislation with little to no funding and no consistency or follow-through. Within the context of school safety, many of the pieces of legislation over time have been what has been called “knee-jerk” reactions to state, national or world events.
- The legislative frequently acknowledges the School Safety Advisory Committee (SSAC) and assigns tasks – such as the currently required annual safety summits. This does not acknowledge, however, that the SSAC is a committee made up of volunteer members from several organizations and agencies, and who participate from all over the state.
- There seems to be an expectations that some processes and things are just ‘there’ – like training, cameras, SROs, data collection, etc.
- Finally, although there has been greater complexity of issues and more mandates, there has been no consistent funding for district and school safety planning, implementation, training, purchases, or data collection.

4. SETTING THE STAGE: Summary / Recommendations:

[SB 6620](#) mandates an annual School Safety Summit to:

- i. establish a statewide plan for funding school safety,
- ii. monitor the progress of a statewide,
- iii. plan and implement school safety planning efforts,
- iv. train school safety professionals, and
- v. integrate mental health and security measures.

With this as backdrop, the first annual School Safety Summit determined that there is an immediate overarching need to fund planning and coordination of efforts involving and including OSPI, the 9 ESDs, our 295 LEAs and over 2,300 Schools. The planning and coordination also includes non-K12 partners, and collaborators, and private schools across the state.

Recognizing several related initiatives and studies related to district and school safety and safety funding, and in response to the mandates of SB 6620, establishing a **statewide school safety funding plan** would require **foundational** funding for:

- **Integration of the work of entities and initiatives included within this document:**
 - The **WSIPP** study of school safety and security funding in other states;
 - The **WASEM/SSAC** study of school safety costs;
 - Feedback from the final federal **GSEM** self-assessment of safety planning across districts in Washington, and
 - The **SAO** audit of district/school safety plans.
- **A statewide needs assessment** and environmental scan around school safety:
 - This would identifying strengths, weaknesses, opportunities and threats locally, regionally and statewide.
 - Also included: an evaluation of sample district and school EOP/safety plans.
- **Coordination and planning** for a statewide Safety Corps:
 - As per the attached document, this would set the stage for consistent coordination and planning among OSPI, the ESDs, districts, schools and partnering agencies across the state.
- **Time and training** for district and school level planning:
 - Even as the activities above are taking place, districts and schools still require both time and funding to develop and update required EOP/safety plans.
 - Included within this is the need for trainers across the state.

- **Training and implementation** resources:
 - TBD (Example: Bullying prevention curricula/materials; school safety supplies.)
- **A data gathering reporting** process:
 - Within the context of school safety, what data do we want to collect?
 - How will that data be collected?
 - Would this include an evaluation of district and school plans?
 - If so, how would that take place? What would be required?

In addition to any and all current safety-related funding, it is estimated that this work would require **foundational funding** for a period of 18 - 24 months, minimum, and would include:

1. Staffing: OSPI, ESDs: (\$275,625 - .3 FTE x \$75K x 10 + Benefits)
2. Administrative Support: (\$150,000 - .25 FTE x \$50K x 10 + Benefits)
3. Stipends / Hourly expenses for district and organizational representatives: (\$50,000)
4. Travel expenses: (\$15,000 - \$250 x 10 x 6)
Including food and lodging, as necessary;
5. Office materials & supplies; postage and printing: (\$5,000);
6. Evolving safety-related technology work group (\$100,000)
7. Other – TBD.
- 8. TOTAL: \$595,000**

The **2nd Annual Safety Summit** in the fall of 2017 would begin this work. Summit participants note that there is no legislated reporting requirement for this work, nor a specified process for submitting reports of plans. However, participants plan to submit progress reports or updates to Legislature in approximately January of each year. With the foundational work in place, subsequent Safety Summits will look at costs associated with specific issues in more detail.