



KANSAS ADJUTANT GENERAL'S DEPARTMENT
INTEGRATED INITIATIVES OFFICE
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KANSAS SAFE & PREPARED SCHOOLS PROPOSAL

Purpose of this Document

To outline an effective and sustainable K-12 school safety program for the state of Kansas.

Background

State of Kansas K-12 school safety efforts have a combined history that spans multiple agencies, individual programs and more than a decade and a half of effort. In 1998, Attorney General Carla Stovall launched the *Kids in Safe Schools Task Force* which examined overall Kansas school safety and provided an approach to developing school safety plans. Other programs and efforts followed; the most recent being the Kansas Highway Patrol's *Active Shooter School Violence Awareness Initiative* which began in 2013. Today, the most widely-known Kansas K-12 school safety program is the *Kansas Center for Safe & Prepared Schools*, which was launched five years ago after a significant gap in uniform school safety preparedness was identified.

All of these efforts have been spurred on by individuals deeply moved by high profile tragedies such as tornado strikes, school shootings, and an overall growing concern about school vulnerabilities. They have involved leadership from the Attorney General's Office, the Kansas Fire Marshal's Office, the Kansas Adjutant General's Department, the Kansas Highway Patrol, the Kansas Department of Health & Environment, the Kansas Department of Education, the Kansas Association of School Boards, the Governor's Office, the Legislature and many other agencies and groups.

Over the years, the resulting reports, programs and initiatives have produced tangible outcomes including valuable increases in preparedness awareness, planning and training. However, all of these state-level school safety efforts have been and continue to be impeded by a core set of challenges. These challenges include:

1. Lack of codified state standards or goals to guide K-12 school safety efforts
2. Lack of clarity regarding Kansas government's role and responsibility in K-12 school safety
3. Lack of clarity regarding which agency "owns" school safety roles and responsibilities
4. Lack of true unity of effort between different agencies' efforts to make Kansas schools safe
5. Lack of dependable base-budget programmed resourcing for K-12 school safety effort

Without a clear understanding of the school safety roles, responsibilities and authorities of all stakeholders, it's impossible to see, no less collectively hit the target. Although

exceptionally well-intentioned and productive, none of these various school safety programs have been able to produce a sustainable approach to Kansas K-12 school safety that specifically targets measurable and unified improvements in school safety. More importantly, none of these programs have been able to reliably inculcate a culture of school safety within Kansas schools and classrooms. This is no singular fault of their own; rather it is a collective failure of the state and all stakeholders to decisively address the lingering challenges mentioned above.

If unaddressed, these challenges will remain, as will the inefficiencies and missed opportunities to substantially increase K-12 school safety in Kansas. And when the state eventually experiences a major school-related tragedy, policymakers will be driven both politically and emotionally to push additional "solutions" that will be expensive, disjointed, unsustainable and ineffective. As the post-9/11 reaction demonstrated, huge amounts of resources are often thrown at tragedies for a period of time. This type of reactionary resource surge briefly appeases the strong emotions following a tragedy, but it is inherently temporary and unsustainable. The resulting programs are often poorly coordinated, ineffective and highly inefficient.

Fortunately, there is a better, more effective and sustainable approach. Instead of pursuing a post-tragedy reactive path, Kansas is well positioned to unify its existing school safety efforts, determine specific joint goals and assist Kansas schools at a fraction of the cost. In other words, Kansas should formalize and unify what it's currently doing and provide targeted assistance to Kansas schools in building locally-effective and sustainable school safety approaches. To do that, three things must happen:

1. *A single state entity needs to be designated as "owning" school safety and preparedness activities.* Currently, there is a lack of clarity as to which state agency "owns" school safety. This isn't an issue of turf or conflict between state agencies. There simply is no clarity on this issue. Kansas needs to formally delineate (for the first time in its history) just exactly which state agency or entity has the lead on school safety preparedness activities.
2. *Appropriate goals, roles, responsibilities and authorities need to be codified in state standards.* Currently, there is zero formalized clarity regarding the goals, roles, responsibilities and authorities for Kansas school safety at the state level. All of these things need to be discussed, decided and then codified in writing. Only then can school safety efforts be unified on specific education/preparedness targets, outcomes measured, and strategies adjusted for future improvements.
3. *Adequate resources must be programmed into the base SGF for unifying Kansas K-12 school safety efforts.* Kansas school safety efforts have operated on ad hoc bundling of resources since their inception. With homeland security and other grants decreasing and other funds shifting, Kansas school safety efforts are not aligned well for future sustainment. In the section below, a resourcing structure is proposed. It represents a minimal approach to providing for a sustainable and effective state-level school safety program.

Document assumptions

1. Having safe Kansas schools is a priority for Kansas families.

2. Every Kansas educational setting is vulnerable to threats and crisis events. On a typical day, 20-25% of the general population is in a school setting.
3. There is no uniform system or approach to emergency response training to/for Kansas schools.
4. Individual schools and their staff have a vital role to play in school safety. Although many school personnel do not view themselves as active participants in crisis events, most threat situations are fundamentally shaped in the first 10 minutes. This timeframe is shorter than many rural first responders are able to arrive on scene.
5. Effective school safety results when the school, law enforcement, emergency management, fire, health and other stakeholders develop an all hazards approach in a collaborative environment.
6. Kansas school safety programs should be sustainable regardless of availability of federal grants or funds.
7. State approaches to school safety should empower individual schools, school districts and staff to develop plans, training and exercises in ways that are locally sustainable and fit their local needs/constraints.
8. Vulnerability assessments, intruderology training, staff education and emergency planning by themselves are necessary, but not sufficient. All of these elements must be effectively combined together to truly increase school safety.
9. School safety strategies should heavily utilize and coordinate "donated" expertise and assistance from Kansas agencies, universities, NGOs and other entities, whenever feasible.
10. Kansas school safety strategies should be adaptable to addressing future/emerging threats (e.g. bio-threats, technological, etc).

Recommendations

- A. Designate the Kansas Department of Education (KSDE) as the state agency responsible for coordinating Kansas school safety and preparedness activities. KSDE will incorporate the existing *Kansas Center for Safe & Prepared Schools* into their agency, receiving assistance from the Kansas Highway Patrol, the Kansas Adjutant General's Department, and other state entities as appropriate. This will allow for tighter integration of school safety within KSDE, as well as better coordination of future federal school safety grants.
- B. Program the staff and funding of the Kansas Center for Safe & Prepared Schools into the state SGF. The proposed amounts listed below equate to a total program cost of approximately 50 cents per student per year. We believe this to be the most efficient way to build and deliver a professional school safety program in Kansas.
- C. Within the first year, the Kansas Center for Safe & Prepared Schools and appropriate partners will make suggestions to the Governor's Office and Legislature regarding specific Kansas goals, roles, responsibilities and authorities for school safety in Kansas; including those of the KHP, Adjutant General's Department and other partners. Most important, all state school safety efforts will be unified and targeted to specific and measurable statewide goals.

Proposed Program Outline

Year	Resourcing	Assessment	Goals
2016	\$200,000 (\$150,000 plus the \$50,000 already programed) for KSDE 2 KSDE FTEs	Minimum scope for viable program. Establishes 2 FTE within the KSDE to manage Kansas Center for Safe & Prepared Schools. FTE position already funded (\$50,000) remains included in the SGF. Base assistance from the Kansas Highway Patrol (active shooter training) and the Kansas Adjutant General's Department (training assistance) is provided for one year without additional resources (as allowed by other constraints). Long-term state K-12 school safety goals & objectives are finalized and proposed. School Advisory Council assists in guiding way ahead.	KSDE assumes lead for state school safety efforts Kansas Center for Safe & Prepared Schools, KHP and Adjutant General's Department efforts are unified Long-term state K-12 school safety goals & objectives are developed and formally proposed
2017	\$250,000 for KSDE 2 KSDE FTEs 1 KHP FTE 1 KS Adj Gen FTE	Kansas Center for Safe & Prepared Schools reaches full scope. State K-12 school safety goals & objectives are codified and base metrics measured. Kansas Highway Patrol and Kansas Adjutant General's Department positions become SGF funded for sustainability and predictability to the overall school safety effort. School Advisory Council assists in guiding way ahead.	Long-term state K-12 school safety goals & objectives are codified by the state Base metrics are measured for future comparison 1st Annual Kansas School Safety report is delivered to the Governor and the Legislature
2018	\$250,000 for KSDE 2 KSDE FTEs 1 KHP FTE 1 KS Adj Gen FTE	State K-12 school safety goals & objectives are measured against base to assess progress. Review of current and emerging threats (and new mitigation measures) are examined in detail. Approaches/strategies are adjusted to maximize improvement. Results are reported to the Legislature. School Advisory Council assists in guiding way ahead.	Metrics are compared to base to assess progress Program strategy is adjusted to maximize progress Kansas Center for Safe & Prepared Schools Certified Program is Initiated 2nd Annual Kansas School Safety report is delivered to the Governor and the Legislature 1st Annual Kansas school safety grade

			report card is published
2019	\$250,000 for KSDE 2 KSDE FTEs 1 KHP FTE 1 KS Adj Gen FTE	State K-12 school safety goals & objectives are measured against base to assess progress. Review of current and emerging threats (and new mitigation measures) are examined in detail. Approaches/strategies are adjusted to maximize improvement. Results are reported to the Legislature. School Advisory Council assists in guiding way ahead.	Metrics are compared to overall trend to assess progress Program strategy is adjusted to maximize progress 3rd Annual Kansas School Safety report is delivered to the Governor and the Legislature 2 nd Annual Kansas school safety grade report card is published
2020	\$250,000 for KSDE 2 KSDE FTEs 1 KHP FTE 1 KS Adj Gen FTE	State K-12 school safety goals & objectives are measured against base to assess progress. Review of current and emerging threats (and new mitigation measures) are examined in detail. Approaches/strategies are adjusted to maximize improvement. Results are reported to the Legislature. School Advisory Council assists in guiding way ahead.	Metrics are compared to base to assess progress Program strategy is adjusted to maximize progress 4th Annual Kansas School Safety report is delivered to the Governor and the Legislature 3 rd Annual Kansas school safety grade report card is published

Elements for Future Consideration:

It's recommended that during the transfer of the Kansas Center for Safe & Prepared Schools from the Kansas Adjutant General's Department to the KSDE, the following elements to be considered for incorporation somewhere into the base program. They, of course, are just a few of the ideas discussed during the development of this paper and can be modified, accepted or disregarded for inclusion as appropriate.

- *Development of a Kansas School Safety/Preparedness Certification Program.* This would provide a peer/public acknowledgement incentive for individual school districts, especially if the certification was tied to grant opportunities. School

certification would be good for a specific period of time, and would be granted upon the completion of core requirements (e.g. Intruderology training, Vulnerability assessment, Emergency Operations Plan development, etc.). Active examples of this type of certification program already exist (e.g. the Olathe District Schools' Crisis Management Gold Shield Program), so development of a prototype system could be fielded within a reasonable amount of time.

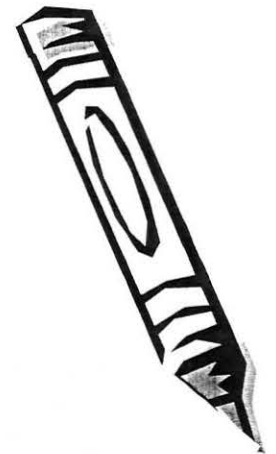
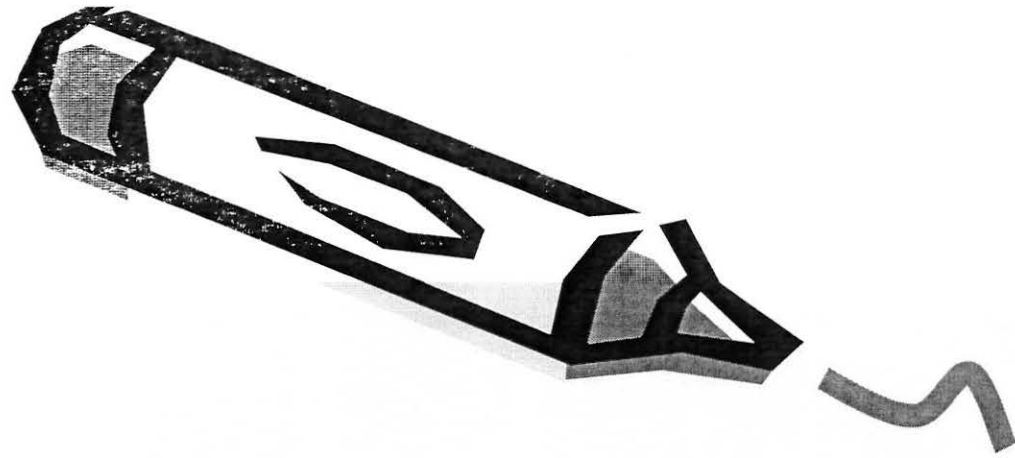
- *Inclusion of state school safety "clearinghouse" role for school preparedness resources and best practices.* To ensure unity of effort, questions from Kansas school staff regarding safety issues should be handled in a consistent and professional fashion. In the past, there was no structure in place to allow this to happen. After high-profile events, some concerned school officials have been persuaded to follow expensive and ineffective approaches to school safety, leaving their budgets reduced and their schools no more prepared than before. Additionally, it's essential that Kansas K-12 schools share best practices in dealing with current and emerging threats. A one-stop-shop for both these activities should reside within the Center.
- *Role of subject matter experts for the Governor's Office and Legislature to guide school safety efforts.* Whether formal (e.g. legislative testimony, official reports, etc.) or informal, the Center should be seen as the place where policymakers can obtain accurate information and useful guidance when crafting school safety policy. Right now, this role is unclear.
- *All-hazards approach to School Emergency Operations Plan (EOP) development.* Although tornadoes and school shootings are attention-grabbing events, the best approach to school safety EOP planning is exactly the same as in emergency management; namely an *all-hazards (unified) approach*. In other words, instead of building plans exclusively around a single type of threat (e.g. active shooter), plans should be built to accommodate a wide range of concerns such as fire, tornadoes, health concerns, active shooter situations, etc. Single scenario planning is counter to sound emergency management training principles.
- *Persistent delivery of in-service and train-the-trainer programs.* For Kansas schools to maximize their ability to sustain and promote school safety measures, they need help in getting base and train-the-trainer programs in place. Ideally, every region in Kansas would develop a cadre of regional professionals, able to assist their fellow schools and school districts in regards to school safety training. This would promote local ownership of school safety efforts.
- *Continued coordination and delivery of an annual state School Safety Conference.* This annual event is exceptionally well attended and provides all stakeholders an opportunity to attend new training, share important lessons and discuss future school safety activities. It is marketed to the entire community, including potential school safety partners in NGOs and private industry.
- *Annual school safety grade for schools.* Similar to other school academic performance measures, safety preparedness is something worthy of measuring. Based on clear and objective measures, an annual grade would provide a strong incentive for key stakeholders and individual schools to improve their school safety readiness. It would promote transparency by highlighting the gap between parent's school safety expectations and the individual school's actual preparedness level.

Appendix A: 1998 Kids in Safe Schools Task Force Report

Appendix B: Kansas Center for Safe & Prepared Schools Summary

Appendix C: Kansas Highway Patrol's Active Shooter School Violence Awareness Initiative

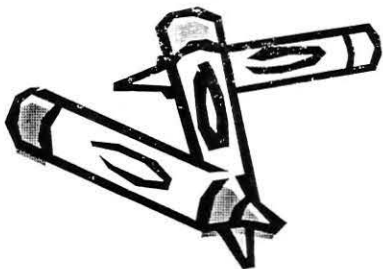
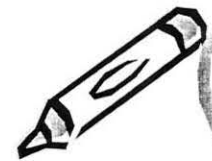
Appendix D: Olathe District Schools Gold Shield Program



School Safety in Kansas

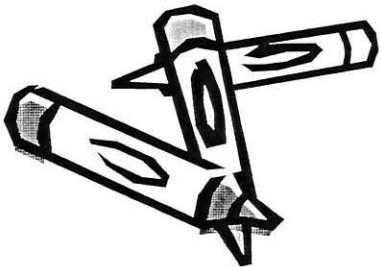
Legislative Testimony

November 5, 2015



Facts:

- On a typical day, 20-25% of a community's population is in a school setting
- Every educational setting is vulnerable to increasing levels of threats and crisis events
- Kansas schools are not uniformly prepared, resource equipped, nor trained to respond to emergency school events.



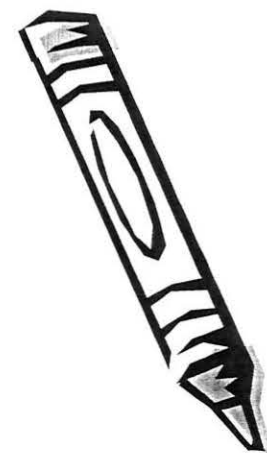
History

1998 - Kids in Safe Schools Task Force

Provided approach to developing school safety plans

2006 - Leadership Summit on Healthy and Prepared Schools was held

- Several school crisis events became front page news stories
 - Sept 2006: Wisconsin principal dies in school shooting
 - Oct 2006: 5th girl dies after Amish school shooting
- Governor's Executive Order was issued



Issuance of... Governor's Executive Order 06-12

- "There is growing awareness of the need determining how effective schools are in providing a healthy and prepared school environment"... "our society and parents expect their children to be provided a healthy & safe environment....where school officials are prepared..... (for) crisis events."

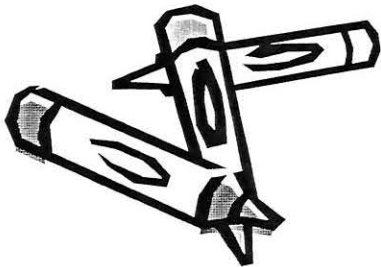
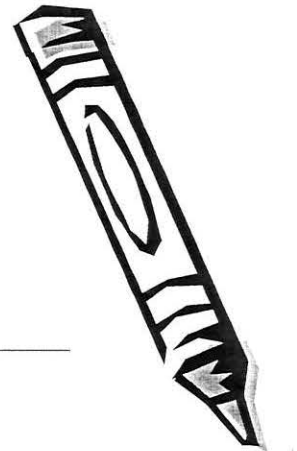


Established a Governor's Commission on
Healthy and Prepared Schools



Commission's Problem Statement

Kansas' schools have a duty of care to provide a safe, healthy and prepared learning environment. . . In today's society there are increasing (issues) that have the potential to disrupt. . . and threaten. Kansas schools are not uniformly prepared, resource equipped or trained to handle these threats. . . The work of this Commission is to . . . better prepare schools in fulfilling their mission.

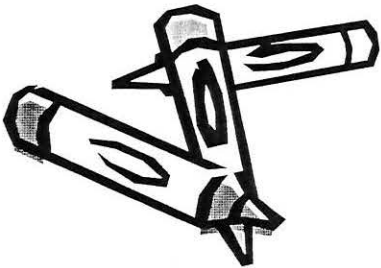


Commission's Recommendations

Oct 30, 2007

1. Create & fund a Kansas Center for Safe & Prepared Schools
2. Provide the Center with a comprehensive mission to partner with others to sustain a safe learning environment
3. Plan and provide training for school officials
4. Promote continued collaboration to support Center's mission
5. Develop & test model school plans
6. Establish preparedness & safety standards
7. Increase & improve drills with community participation
8. Advocate for additional nurses & school resource officers
9. Create an annual Kansas School Preparedness Day

Explore how this collaborative interagency office can be supported by legislative enactment and receive consistent funding.

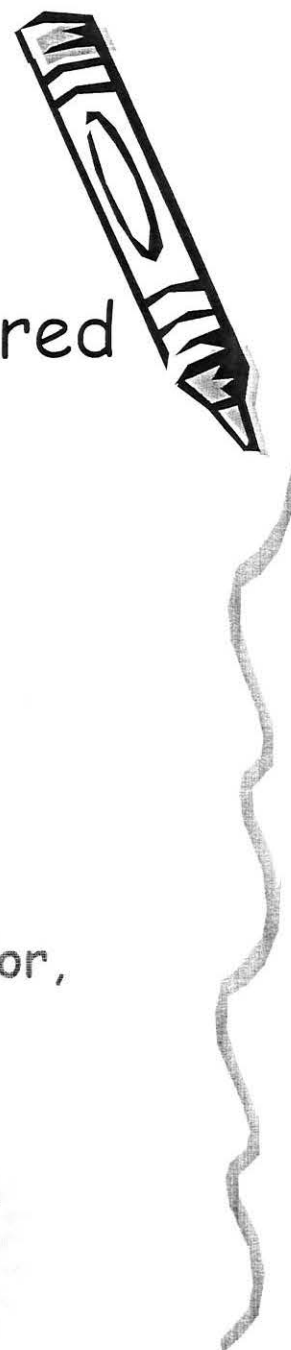
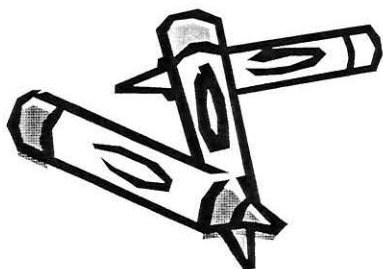


History

2009 - Kansas Center for Safe and Prepared Schools (KC-SPS) was created

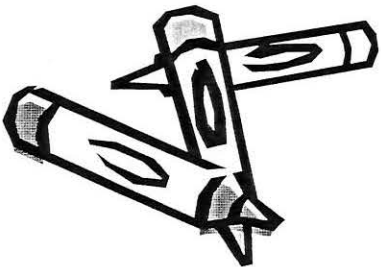
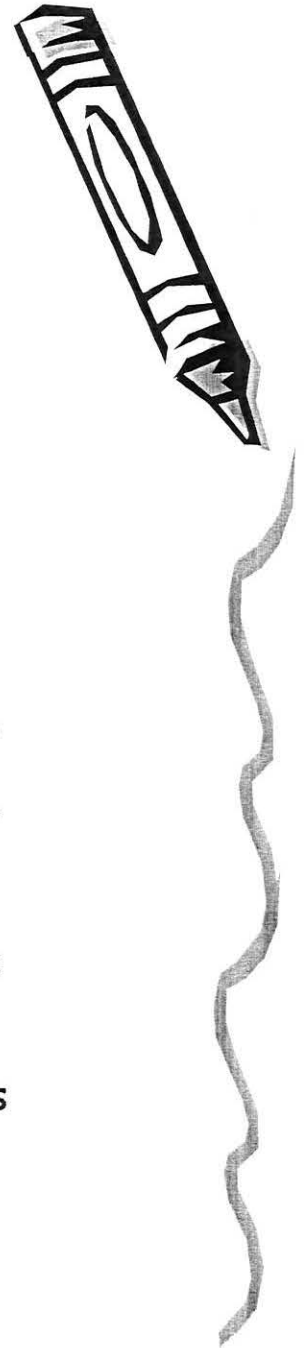
Mission statement

- Provide leadership, training and resources that will sustain and improve the safe and prepared learning environments in Kansas Schools.
- To assist schools in the prevention of, preparation for, response to and recovery from crisis incidents that impact their schools and communities.



KC-SPS Guiding Principles

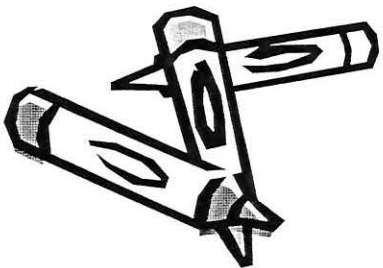
- A school crisis is a community crisis and a community crisis is a school crisis
- School safety & preparedness is not just an educational responsibility
- Clearly state standards, expectations and best practices for school safety and preparedness
- Focus on the positive connection between a safe & prepared school and academic success
- Regardless of current challenges, schools have a duty of care to students, staff and the community
- All schools can implement minimal cost items that improve safety and preparedness
- Advocate for children during times of crisis
- Training, using the all-hazards approach, must be continuous due to staff turnover and changing realities
- Advocate for keeping school law enforcement, school health professionals and mental/emotional health professionals in schools





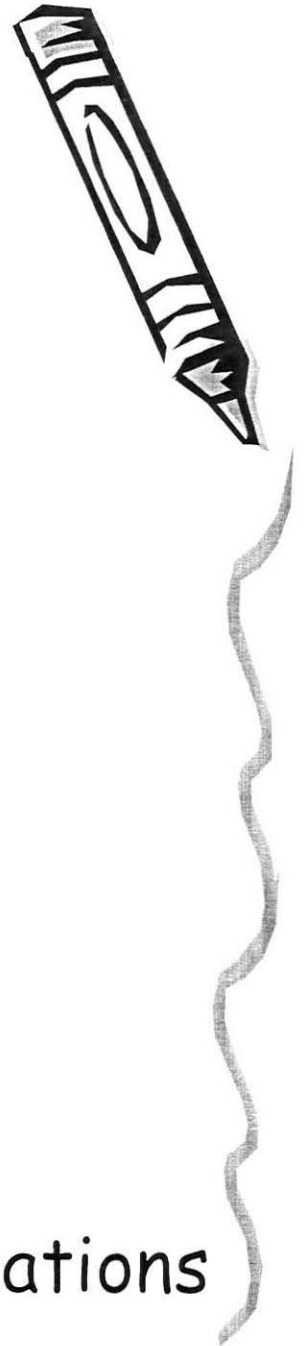
KC-SPS Duties

- Clearinghouse on school safety and preparedness issues
- Create and deploy a school crisis resource center
- Establish training and exercise programs
- Coordinate expectations & standards for school safety/preparedness



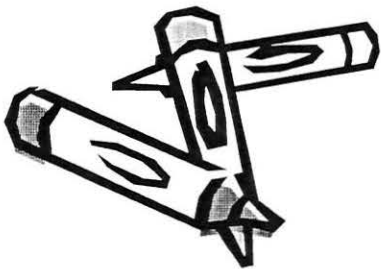
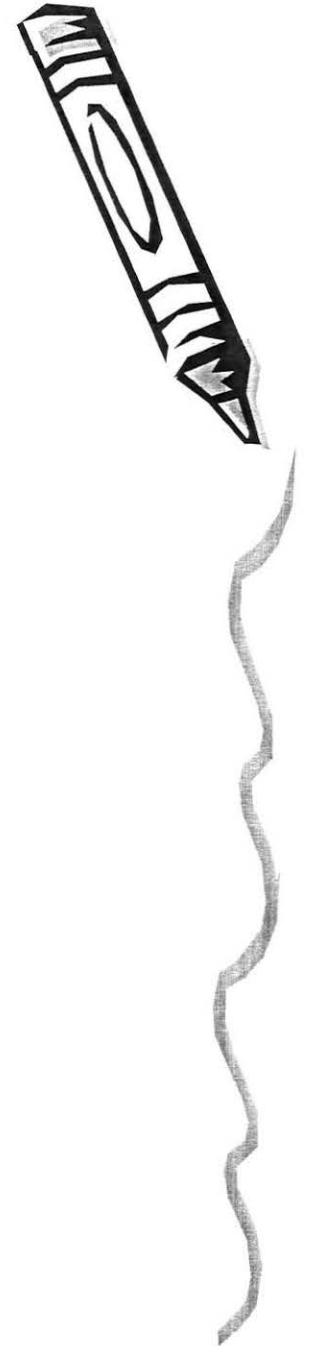
Statewide partnerships formed

- School superintendents and staff
- Local and state law enforcement
- School resource officers
- Emergency managers
- Fire services
- Public health officials
- School nurses
- Parents
- Educational associations & organizations



KC-SPS funding sources (2009-2015)

- U.S. Dept of Homeland Security grants
 - ended May 2015
- U.S. Dept of Education grant (S3)
 - ended May 2015



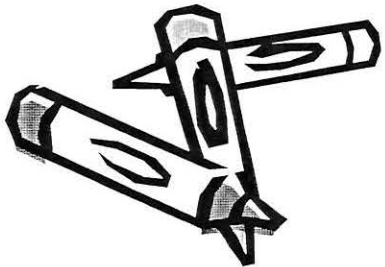
All hazards preparedness approach:

- School preparedness is not just an educational responsibility; it is a whole community responsibility
 - Requires leadership, joining resources and expertise
 - Provides educational and training opportunities to the multi-faced stakeholders in Kansas schools
 - Formalizes a commitment amongst partners to implement community initiatives resulting in safe learning environments statewide
 - Creates processes to validate plans, policies and procedures and to ensure capabilities are tested and ready when a crisis event occurs

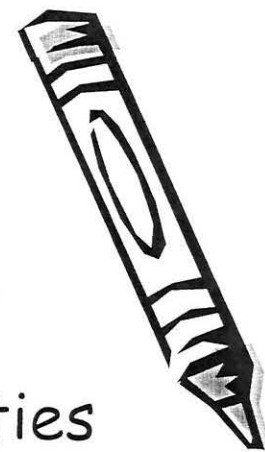


Core set of challenges:

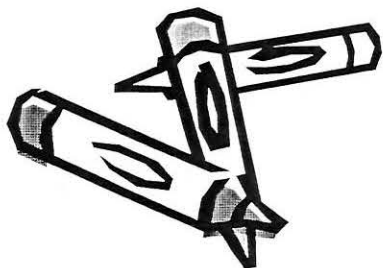
- Lack of codified state standards or goals to guide K-12 school safety efforts
- Lack of clarity regarding Kansas government's role and responsibility in K-12 school safety
- Lack of clarity regarding which agency "owns" school safety roles and responsibilities
- Lack of true unity of effort between different agencies' efforts to make Kansas schools safe
- Lack of dependable base-budget programmed resourcing for K-12 school safety effort



Building an effective and sustainable approach:



1. A single state entity needs to be designated as "owning" school safety and preparedness activities
2. Appropriate goals, roles, responsibilities and authorities need to be codified in state standards
3. Adequate resources must be programmed into the base SGF for unifying Kansas K-12 school safety efforts





Recommendations

- A. Designate the Kansas Department of Education as the state agency responsible for coordinating Kansas school safety and preparedness activities
- B. Program the staff and funding of the Kansas Center for Safe & Prepared Schools into the state SGF
- C. Within the first year, the Kansas Center for Safe & Prepared Schools and appropriate partners will make suggestions regarding specific goals, roles, responsibilities and authorities for school safety

