

MAKING MPS SAFER AND MORE WELCOMING

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Summary

A Humphrey Fellowship explored school safety in the context of MPS. Key findings were:

People don't agree how to keep schools safe. Studies produce different (sometimes conflicting) results. Practitioners' goals and objectives diverge.

To many MPS stakeholders, entrances are critical. Feedback shows ESPs and principals value visitor procedure and a good entry.

School Resource Officers (SROs) are indispensable to some principals. Law enforcement differs qualitatively from other school safety personnel.

No national standards are shared by school safety practitioners. Some use their own performance measures. Despite several social-emotional learning assessments, SEL isn't widely accepted as a component of school safety.

Urban school districts typically use law enforcement, plus a centralized office that trains and hires security staff. A centralized office (more so than MPS) is common, using personnel to supplement law enforcement.

Recommendations:

Law enforcement is the best personnel option for now. Research, principals' feedback and contact with other districts point to risks to quality if private security replaced SROs. Staff shouldn't complete tasks suited to SROs. With negative feedback and lack of data, the situation should be monitored. Stakeholder concerns should be attended.

Implement new security features cautiously. Research and feedback show students are sensitive to how safety is implemented. Some features have less restrictive options.

Orient more district-level training around safety. Valued by employees, knowledge and training should shift to the district level where economies of scale can be leveraged.

Modernize incident record-keeping. A professional upgrade to maintain EMSS data would increase capacity to understand risk and danger.

Support efforts to establish practitioner standards. A team within the Council of the Great City Schools begun exploring common standards and key performance standards for safety and security. Jason Matlock has a lead role in this team.

Establish district-level oversight of building safety, including student discipline. This may occur via new behavior standards. It should be done in concert with EMSS.

Articulate what defines EMSS and its role(s). Without understanding and approval from the greater MPS community, EMSS is vulnerable to criticism that fails to address presumed goals.

Orient to customer service, starting with site entrances. Principals care about entrances. Schools need adequate resources to maintain them.

Incorporate safety, school climate, and EMSS resources into curricula. Potential for safer schools and better school climate is in teaching and learning.

Use opportunities to improve MPS safety. Chances to turn potential resources into action are rare; MPS should prepare for and take full advantage of them. This includes strategic communication, responding to new research, and grants.

Introduction

This paper results from a Humphrey education fellowship between Minneapolis Public Schools (MPS) and the University of Minnesota's Humphrey School of Public Affairs. The fellowship was implemented within MPS Emergency Management, Safety, and Security (EMSS). For a general audience, this paper reads in (a modified) Chicago style.¹

How can MPS make its schools more safe and welcoming?

Pursuing the answer prompted more questions: what is "safe and welcoming"? what is the current assessment of MPS sites' safety? and what underlying policy problem(s) exists?

Safety is absence of danger; it's understood by what it's not. Safety is identified by what stops danger. It isn't always fun or easy. It sometimes sacrifices convenience, dignity, or even basic human rights.

Welcoming is different. Think warmth, friendliness, pleasure, and courtesy. Welcoming is meant to be fun and easy.

A tension exists in making schools both safe and welcoming. It's a tough balancing act. Many districts tip toward safe, less on welcoming. Depending on your perspective, this tension brings certain ideas or information to light while pulling other facts or values out of sight.

¹ Most noticeably, with footnotes. Departing from standard Chicago style, no line space separates footnotes.

Literature Review

A complex phenomenon, school climate depends on feelings, perceptions, and actual incidents. Different stakeholders contribute to it in different ways. And each stakeholder is important.

What should study of school safety and climate focus on? Should a large scale crisis weigh more heavily than smaller, regular harm like bullying?² Should academic expectations be considered part of school safety?³

Objectives vary in ensuring school safety. “A police officer in every classroom might reduce school violence but have little impact on the expression of anger in other settings.”⁴ The majority of arrests in a study during the 1996-97 school year were for pager possession; yet, a different study analyzing 1,012 student arrests eight years later tallied *no* pager possession charges.⁵ Things change. The Texas School Safety Center recommends schools collect and analyze their own data on their own campuses.⁶ This sidesteps many validity issues (time, methodology, generalization, etc.)

Regardless of evidence, issues of results versus perception remain. Will people acknowledge a program’s effectiveness?⁷ How valid are indirect measures (e.g., improved attitudes, increased knowledge, and students’ self-reported delinquency) in evaluating violence prevention?⁸

Researchers’ conclusions are sampled in Appendix II regarding perceptions about school safety. Conflicting or disparate conclusions prevent schools from accurately identifying best practices.⁹ Concerns, qualifications, and caveats about understanding school violence, school safety, and climate are numerous.

Situational crime prevention (SCP) techniques such as metal detectors and locked doors aren’t oriented toward improving student behavior. SCP relates to target hardening:

² Bullying may be a crisis for schools; it’s given a chapter in *Best Practices in School Crisis Prevention and Intervention, 2nd edition*, Stephen E. Brock, Ph.D., and Shane R. Jimerson, Ph.D., (National Association of School Psychologists: Bethesda, MD, 2012). Other chapters focus on student death, war and terrorism, pandemic infectious diseases, and disasters.

³ Yes, according to the U.S. Dept. of Education and the Office of Safe and Drug Free Schools. Melissa A. Reeves, Linda M. Kanan, and Amy E. Plog, *Comprehensive Planning for Safe Learning Environments* (New York: Routledge, 2010): 6. But neither research studies nor personal communications with school security chiefs mentioned academics with schools safety.

⁴ R. A. Astor, N. Guerra, and R. Van Acker, “How Can We Improve School Safety Research?” *Educational Researcher*, 39 (2010): 72

⁵ Theriot, “School resource officers and the criminalization of student behavior.” *Journal of Criminal Justice* 37 (2009), 280-287.

⁶ Texas School Safety Center (TSSC). “Temporal Differences in Crime Committed During School Hour,” (2013): txssc.txstate.edu/topics/school-violence/articles/temporal-differences-in-crime

⁷ John Brewer, “Perceptions of Middle School Students and Parents on the Effectiveness of the Olweus Bullying Prevention Program,” SUNY-Brockport digital commons, counselor education master’s thesis: http://digitalcommons.brockport.edu/cgi/viewcontent.cgi?article=1149&context=edc_theses (2013)

⁸ William P. Neace and Marco A. Munoz, “Pushing the Boundaries of Education: Evaluating the Impact of Second Step: A Violent Prevention Curriculum with Psychosocial and Non-Cognitive Measures.” *Child & Young Services*, 33, no. 1 (2012) 50

⁹ Incomplete understanding doesn’t prohibit claims about best practices, see Hanover Research’s “Best Practices in School Security.” Using Tillyer, Fischer, and Wilcox’s article to assert metal detectors reduce safety fears (page 12) demonstrates a limited understanding of the research and issues.

[T]he basic premise of some SCP techniques is that one can impact opportunity structures ... For example, one may make a target less “suitable” and thereby increase risk/efforts and reduce rewards, or one may choose to improve guardianship, which would also impact an offender’s decision-making process.¹⁰

A study found property crime rates lower in schools with locked doors and in schools with open campuses for lunch. Similarly, reducing classroom transitions matched reduced property crimes. Violent crime rose with the number of classroom changes. Increasing the overall total of situational crime prevention tactics had no relationship with numbers for property crime or violent crime.¹¹

Feeling Safe

Witnessing and experiencing infractions decrease students’ feelings of safety. The likelihood of reporting feeling less safe in school rises with students who report being victims of serious violence at school.¹² A rise in school violence matches an increase in students feeling less safe.¹³ As the share of a student’s peers who report social disorder in school increases, the average student reports feeling less safe.¹⁴ This may be commonsensical, but it underscores the importance of minimizing incidents and infractions.

To address feelings, feelings, and climate further, this paper will typically use “safety.” This paper will use the word “security” in reference to what literally stops danger.

Researchers analyze students’ race and ethnicity differences in relation to safety perceptions. One study found whites (in contrast to other racial groups) and males (in contrast to females) more likely to report feeling safe at school.¹⁵ A different research group found no significant differences between genders nor racial groups.¹⁶ Analysis of students in the same schools and homerooms found ethnicity-oriented differences between black, Hispanic, white, and

¹⁰ O’Neill and McGloin, “Considering the efficacy of situational crime prevention in schools,” *Journal of Criminal Justice* 35 (2007) 513.

¹¹ O’Neill and McGloin suggest that an open campus allows for distance between offenders and targets and that reducing transition times reduces times when property is unsupervised in classrooms in “Considering the efficacy of situational crime prevention in schools,” *Ibid.*, 519.

¹² Marie Skubak Tillyer, Bonnie S. Fischer, and Pamela Wilcox, “The Effect of School Crime Prevention on Students’ Violent Victimization, Risk Perception, and Fear of Crime: A Multilevel Opportunity Perspective,” *Justice Quarterly* 28, no. 2 (2011): 265.

¹³ Two separate analyses of Waves I and II of the National Longitudinal Study of Adolescent Health found this. Billie Gastic, “Metal Detectors and Feeling Safe at School,” *Education and Urban Society* 43 (2011): 494, and Suzanne E. Perumean-Chaney, and Lindsay M. Sutton, “Students and Perceived School Safety: The Impact of School Security Measures,” *American Journal of Criminal Justice* 38 (2013): 579-588.

¹⁴ Johanna Lacoé, “Unequally Safe: The Race Gap in School Safety,” *Youth Violence and Juvenile Justice* (2014): 13.

¹⁵ Perumean-Chaney and Sutton, “Students and Perceived School Safety: The Impact of School Security Measures,” *American Journal of Criminal Justice* 38 (2013): 583-584.

¹⁶ Ronet Bachman, Antonia Randolph, and Bethany Brow, “Predicting Perceptions of Fear at School and Going to and From School for African American and White Students: The Effects of School Security Measures,” *Youth & Society* 43, no. 2 (2010): 720.

Asian peers.¹⁷ To complicate it further, two of the three studies conclude factors affecting feelings of safety vary by race.¹⁸

More complexities emerge from a finding that different races feel different levels of safety depending on where they are in school. Whites and Asians have a higher probability than blacks and Latinos feeling unsafe in hallways, bathrooms and lockers.¹⁹

Beyond differences between students, factors that affect all students include environmental cues: availability of alcohol or drugs, hate-related graffiti, weapons, gang presence, and the surrounding neighborhood.²⁰

Security measures affect perceptions. Video cameras and bars/locked doors don't affect students' safety perception because security measures communicate safety visually which, in turn, drives perception.²¹ Cameras and locked doors go unnoticed. Similarly, dress codes and closed campuses don't remind students of safety, although open campuses actually relate to safer schools.²² For security features such as ID cards, cameras, and biometric scanners, schools' perception of safety may be strongest while purchasing them.²³ Such features may not actually provide any significant value. While feeling safe may be offered by companies that sell these products, research doesn't show such benefits are actually delivered.

Sharing the same national data, two studies linked metal detectors to increased fear.^{24, 25} But they disagreed over how race affected safety perceptions (if at all).²⁶ A survey of over 2,000 seventh graders in rural Kentucky found that schools with metal detectors tended to have students with lower fears of physical violence.²⁷

Being secure is different from feeling safe. Due to media overreaction,²⁸ Columbine and later school shootings distorted fear about school safety.²⁹ Besides school shootings, school security fears unsupported by data include violence overall, weapons, fights, gangs, and commuting threats.³⁰ Students, teachers, administrators, parents, and others bring their own perspectives on safety and violence.³¹ Perspectives are framed by feelings (and even biases). School climate depends on actions and perspectives of numerous stakeholders:

¹⁷ Johanna Lacoë, "Unequally Safe: The Race Gap in School Safety."

¹⁸ For example, the perception of unfair discipline is linked to perception of safety for Hispanics, but not for all races.

¹⁹ *Ibid.*

²⁰ Perumean-Chaney and Sutton, "Students and Perceived School Safety." 571-572.

²¹ *Ibid.*, 582.

²² O'Neill and McGloin, "Considering the efficacy of situational crime prevention in schools," *Journal of Criminal Justice*, 35. (2007): 511-523.

²³ As argued by Ronnie Casella in "Safety or Social Control?" in *Schools Under Surveillance*, Torin Monahan and Rodolfo D. Torres, ed. (Piscataway, NJ: Rutgers University Press, 2010): 73-87.

²⁴ Billie Gastic, "Metal Detectors and Feeling Safe at School," *Education and Urban Society* 43 (2011): 494.

²⁵ Perumean-Chaney and Sutton, "Students and Perceived School Safety," 582.

²⁶ *Ibid.*, 583.

²⁷ Skubak Tillyer, Fischer, and Wilcox, "The Effect of School Crime Prevention on Students' Violent Victimization, Risk Perception, and Fear of Crime: A Multilevel Opportunity Perspective," 265.

²⁸ Michael Rocque, "Exploring School Rampage shootings: Research, theory, and policy," 310.

²⁹ Matthew T. Theriot, "The Impact of School Resource Officer Interaction on Students' Feelings About School and School Police," *Crime & Delinquency* (2013): DOI: 10.1177/001128713503526.

³⁰ Ron Avi Astor, Heather Ann Meyer, Rami Benbenishty, Roxana Marachi, and Michelle Rosemond, "School Safety Interventions: Best Practices and Programs," *Children & Schools* 17, no. 1 (2005): 18.

³¹ Astor, Guerra, and Van Acker, "How Can We Improve School Safety Research?" 70.

An effective approach includes parents, children, school staff, media, police officers, local business, and community-based organizations ... Research has shown that potentially the most effective programs go beyond a concentration on individual children and attempt to meaningfully change the climate or culture of the entire school.³²

School Resource Officers (SROs)

Law enforcement has long been involved in schools. Full-time officers assigned to police are typically understood as School Resource Officers, or SROs. SROs have worked in MPS since 1966.³³ SROs are experienced police officers; an SRO assignment could be considered a promotion.³⁴

Increased interactions with school resource officers relate to positive attitudes toward SROs. At the same time, increased interaction with SROs is associated with students reporting lower levels of school connectedness. “Such results suggest a complex relationship between students, officers, and students’ feelings and perceptions.”³⁵ Perhaps incidents related to disconnectedness (crime and disorder on school grounds) prompt interactions with SROs; this would reflect well on SROs, showing positive interactions with disorderly students. SROs can be critical players who address needs of teachers and students.³⁶

Lower serious violent crimes rates were tied to SRO presence, and lower violent crime rate to uniformed security personnel (SROs and security guards).³⁷ Analyzing only one year’s data, however, the study’s finding that a change in lower crime rates couldn’t be attributed specifically to the introduction of SROs.³⁸

As a regular part of the school day, SROs are key stakeholders.³⁹ But they’re often excluded from school climate programming. Social emotional learning (SEL), for example, is thought to be for school psychologists to share with principals and teachers.⁴⁰

³² Neace and Munoz, “Pushing the Boundaries of Education,” 61.

³³ Personal communication, Jason Matlock, August 20, 2014. Though, development of SROs as a common feature in American schools developed in the past two decades. See Barbara Raymond. *Assigning Police Officers to Schools*. U.S. Department of Justice, Community-Oriented Policing Services Office. (2010): 1. Through the Community Oriented Policing Services (COPS) program and the Safe and Drug Free Schools and Communities Act, SROs are law enforcement officers who collaborate with schools, engage communities, and train students. See Nathan James and Gail McCallion, “School Resource Officers: Law Enforcement Officers in School,” Congressional Research Service (2013): 2-3.

³⁴ Mylan Masson, Hennepin Technical College’s law enforcement program director, personal communication, June 11, 2014.

³⁵ Theriot, “The Impact of School Resource Officer Interaction on Students’ Feelings About School and School Police,” 14.

³⁶ *Ibid.*, 18

³⁷ Wesley G. Jennings, David N. Khey, Jon Maskaly, and Christopher M. Donne, “Evaluating the Relationship Between Law Enforcement and School Security Measures and Violent Crime in Schools,” *Journal of Police Crisis Negotiations*, 11, no. 2 (2011): 120-121.

³⁸ Nathan James and Gail McCallion, “School Resource Officers: Law Enforcement Officers in School,” 10

³⁹ Theriot, “The Impact of School Resource Officer Interaction on Students’ Feelings About School and School Police,” 18

⁴⁰ Jason E. Harlacher and Kenneth W. Merrell, “Social and Emotional Learning as a Universal Level of Student Support: Evaluating the Follow-up Effect of Strong Kids on Social and Emotional Outcomes,” *Journal of Applied School Psychology* 26, no. 3 (2010): 225.

One study found schools with SROs had a larger share of its arrests for disorderly conduct but, on the other hand, SRO presence matched lower arrest rates for assault and weapons charges.⁴¹

In one survey, SROs told researchers about the wide latitude they had in deciding when to arrest students.⁴² A student's history and an incident's circumstances significantly affected the decision to arrest for almost all responding SROs.⁴³ Whether or not they knew the student and what school personnel wanted were important factors for some SROs, but not others. The majority said their arrest decisions differed in schools compared to the street.⁴⁴

In a different study, researchers spent over one hundred hours watching SROs for six months.⁴⁵ SROs, they found, gave many benefits to principals: legal advice, security advice, legitimacy to security efforts, and help in crafting and implementing discipline policies that might be unpopular or beyond their abilities. Students benefited too:

We were surprised to find that almost all students whom we interviewed liked having an officer present. The stated reasons varied: some believe an SROs presence is a deterrent to crime while others stated that an SRO is helpful in case there is a crisis situation in the school.

They observed SROs were unsuccessful in mentoring. One officer said, "I'm not qualified to mentor ... not to be a counselor or anything: I'm a cop." Another said, "being touchy feely, they don't want that, they want me to just have visibility and do my job." Despite officers' good intentions, they witnessed SROs as inept and inappropriate at moments where they acted in mentoring roles.

Programs, policies, and curricula involving security personnel and SROs are limited only by imagination. School security could even train students to help in emergencies, like in Israel:

[I]n a crisis the EMTs and police have thousands of civilian helpers and allies to help evacuate, secure perimeters, triage, and everyone knows where to go and how to respond ... There is no reason that all high school students ... can't take basic emergency training courses to increase our national and local capacity to handle events... In the same way we

⁴¹ In "School resource officers and the criminalization of student behavior," Theriot theorizes that what may have been a teachable moment with a disruptive student was now an arrest. He also proposes that either SROs deter weapons and assault crimes, or SRO presence makes students feel safer and thus less inclined to protect themselves with weapons.

⁴² Kerrin C. Wolf, "Arrest Decision Making by School Resource Officers," *Youth Violence and Juvenile Justice* 0, no. 0 (2013). "There are several limitations to the survey results ... First and foremost, the survey size is relatively small, and the results are not generalizable." 9. The study used data from 49 SROs responding to a survey of all SROs in Delaware (page four).

⁴³ *Ibid.*, 7-8. At least 80% of SROs rated the following factors with a degree of importance: "nature of the alleged student misbehavior, the impact the behavior had on the victim, and the wishes of the victim's parent/guardian."

⁴⁴ *Ibid.*, 8-9 Individual comments from SROs show some important differences between schools and the streets are: some laws are specifically for schools, schools have alternative disciplinary options (e.g., suspensions) that aren't available elsewhere, and maintaining order within a school has an importance different from maintaining order on the street.

⁴⁵ Aaron Kupchik and Nicole L. Bracy, "To Protect, Serve, and Mentor? Police Officers in Public Schools" in *Schools Under Surveillance* (Piscataway: Rutgers University Press, 2010). 21-37.

educate about CPR or how to use the Heimlich procedure or basic safety classes on riding a bike, or driving a car, we can create short pre-during-post crisis units...⁴⁶

Since Columbine fifteen years ago, SRO use has grown, despite a lack of research on their effectiveness.^{47, 48} No national studies on SROs were identified in 2012.⁴⁹ A 2013 SRO national study's "main conclusion from our research is that more rigorous research on this topic is absolutely essential."⁵⁰ The *Oxford Handbook of Crime Prevention* states:

Given the tens of millions that are spent on school resource officers, it seems criminal that we do not have good evidence on the effects on how infractions are dealt with, whether crime is suppressed, and more generally whether there is a positive or negative effect on attitudes of students toward school.⁵¹

Violence, School Climate, and Safety Programming

As important as school climate is, the concept eludes easy understanding. It comes from experiences of students, parents, and school employees. It reflects relationships, structures, and practices in teaching and learning.⁵²

Reducing violence is important to positive school climate. Greater school connectedness relates to less school violence.⁵³ Also, neighborhood characteristics such as violence and poverty are linked to negative student outcomes.⁵⁴

"School districts should insure that violence prevention programs have a demonstrably positive effect on students' key non-cognitive (e.g., attendance, tardies, suspensions) indicators."⁵⁵ Researchers have explored correlations with victimization, crime rates, and other variables. For example, victimization rates of students in school vary by race.⁵⁶

Acts of aggression inflicted upon one student by another is one of the most salient dimensions of school safety; however, it is one of the most profoundly challenging to grasp:

⁴⁶ R.A. Astor, "Lessons That Should Be Learned From the Virginia Tech Mass Murder," *Teachers College Record* (2007): tcrecord.org/opinion/asp

⁴⁷ Chongmin Na and Denise C. Gottfredson, "Police Officers in Schools: Effects on School Crime and the Processing of Offending Behaviors," *Justice Quarterly* 30, vol 4 (2013): 619-650.

⁴⁸ Theriot, "The Impact of School Resource Officer Interaction on Students' Feelings About School and School Police."

⁴⁹ James P. Stephens, School Resource Officer. In Dunlap, E. (Ed.) *The Comprehensive Handbook of School Safety* (Boca Raton, CRC Press, 2012): 32.

⁵⁰ Na and Gottfredson, "Police Officers in School," 619-650.

⁵¹ Denise C. Gottfredson, Philip J. Cook, and Chongmin Na, "Schools and Prevention" entry in *The Oxford Handbook of Crime Prevention*, ed. David P. Farrington and Brandon C. Welsh. (New York: Oxford University Press, 2012).

⁵² Minnesota Dept. of Education's school climate page: education.state.mn.us/mde/edexc/schsaf/schclimate/index.html

⁵³ Theriot, "The Impact of School Resource Officer Interaction on Students' Feelings About School and School Police."

⁵⁴ But there is no consensus on what this relationship means. Laco, "Unequally Safe: The Race Gap in School Safety."

⁵⁵ Neace and Munoz, "Pushing the Boundaries of Education," 49-50

⁵⁶ Anthony A. Peguero, Edwardo L. Portillos, Jun S. Hong, Juan Carlos Gonzalez, Lindsay L. Kahle. and Zahra Shekarkhar, "Victimization, Urbanicity, and the Relevance of Context: School Routines, Race and Ethnicity, and Adolescent Violence," *Journal of Criminology* 13 (2013): 1-14.

As with the other school-related school policies, little high-quality evidence is available to guide decisions about which discipline management policies produce the most desirable outcomes. The issue is complex, requiring consideration of the trade-offs between in-school and out-of-school crime, the welfare of the youths who perpetrate the school-based offenses versus that of the other youths in the school, and the long-term versus short-term outcomes.⁵⁷

Educational programs abound to improve school climate. For instance, social emotional learning (SEL) programs focus on emotions, empathy, relationships, and decisions⁵⁸--all important to good school climate. But evaluating programs to improve school climate is a challenge because of program evaluation issues (e.g., reliability, validity, and how well results can be generalized⁵⁹) already discussed regarding school safety research.

For example, Gang Resistance Education and Training (G.R.E.A.T.) offers a curriculum taught by law enforcement.⁶⁰ One study found positive results for two of G.R.E.A.T.'s three goals--avoiding gang membership and developing positive relationships with law enforcement, but not reducing violence and criminal activity.⁶¹ So is it a success? A failure? 0.66 of a success? As mentioned above, assessing success (or failure) depends on choices in an array of evaluating dimensions.

Another program--Second Step--was found to affect physical aggression, but not sexual harassment/violence for middle schoolers. Researchers stress that these partial benefits shouldn't be discounted.⁶² Further, they found its success varied by which U.S. state children resided in. PBIS is also a popular program, but lacks a body of rigorous research to confirm its effectiveness.⁶³

Parents, security staff, administrators, teachers, school counselors and psychologists⁶⁴ all contribute to school climate. Through peer mediation, fellow students can serve as third parties to resolve student conflicts. Studies show positive results with peer mediation; yet, effective training is important. Peer mediation can become a way for bully victimization to continue.⁶⁵

⁵⁷ Denise C. Gottfredson; Philip J. Cook, and Chongmin Na, entry for "Schools and Prevention," *The Oxford Handbook of Crime Prevention*, ed. David P. Farrington and Brandon C. Welsh, (New York: Oxford University Press, 2012). DOI: 10.1093/oxfordhb/9780195398823.013.0014

⁵⁸ Casel: casel.org/social-and-emotional-learning

⁵⁹ Joseph S. Whorley, Harry P. Hatry, Kathryn E. Newcomer (ed.), *Handbook of Practical Program Evaluation*, 3rd edition (San Francisco,:Josey-Bass, 2010): 13-16.

⁶⁰ Great-Online: great-online.org

⁶¹ Finn-Aage Esbensen, Dana Peterson, Terrance J. Taylor, and Wayne D. Osgood, "Results from a Multi-Site Evaluation of the G.R.E.A.T. Program," *Justice Quarterly* 29, (2012): 139, 141.

⁶² Espelage, Low, Polanin, and Brown, "The Impact of a Middle School Program to Reduce Aggression, Victimization, and Sexual Violence," *Journal of Adolescent Health* (2013): 185.

⁶³ Gottfredson, Cook, and Na, "Schools and Prevention" in *The Oxford Handbook of Crime Prevention*.

⁶⁴ However, even when they are part of the process, school mental health professionals often lack adequate training in evaluating bully prevention. Lund, Blake, Ewing, and Banks, "School Counselors' and School Psychologists' Bullying Prevention and Intervention Strategies: a Look Into Real-World Practices," *Journal of School Violence* 11 (2012): 260.

⁶⁵ James Alan Fox and Harvey Burstein, *Violence and Security on Campus* (Santa Barbara: Praeger, 2010): 143.

Schools can deliberately improve student behavior. Academic evaluation finds effectiveness with the Good Behavior Game, home-based reinforcement, communally-organized schools, and mentoring (e.g., Big Brothers-Big Sisters).⁶⁶

Bullying

A sense of belonging to a school community and bonds to teachers have a reverse relationship with student fears of victimization.⁶⁷ The way to make students feel safer is to address school climate itself. School climate can be a predictive indicator of bullying.⁶⁸

Many researchers agree that bullying prevention programs work.⁶⁹ The most prominent one is Olweus, a schoolwide program that aims to reduce bullying incidents by improving school climate.⁷⁰ Olweus has a modest record of success.⁷¹

Olweus isn't the only program. Another is KiVa, and it shows promise in nation-wide implementation in Finland.⁷² Time and continued research will tell if KiVa and other bullying prevention programs produce success comparable to Olweus.⁷³

Bullying prevention is neither quick nor easy.⁷⁴ But such programs may benefit not only potential and actual bullying victims, but also increase well-being and school motivation overall.⁷⁵ Bullying matters at the individual⁷⁶ and school-wide level.⁷⁷

⁶⁶ Gottfredson, Cook, and Na, "Schools and Prevention" in *The Oxford Handbook of Crime Prevention*. An effective variation of the Good Behavior Game played out in the cafeteria was found effective, too--see Barry L. McCurdy, Amanda L. Lannie, Ernesto Barnabas, "Reducing disruptive in an urban school cafeteria: An extension of the Good Behavior Game," *Journal of School Psychology* 47 (2009): 39-54.

⁶⁷ Motoko Akiba, "What Predicts Fear of School Violence Among U.S. Adolescents?" *Teachers College Record* 112, no. 1 (2010): 91, 94, and 97.

⁶⁸ Opportunity to bully (which relates to climate), parental involvement, and student self control are also important. Byongook Moon and Leanne Fital Alarid, "School Bullying, Low Self-Control, and Opportunity," *Journal of Interpersonal Violence*, June 13, 2014, doi: 10.1177/0886260514536281

⁶⁹ Astor, Meyer, Benbenishy, Marachi, and Rosemond, "School Safety Interventions," 28.

⁷⁰ Olweus Prevention Bullying Program, About: <http://www.clemson.edu/olweus/about.html>

⁷¹ Blueprints for Healthy Young Development Program labels it "promising." blueprintsprograms.com/allPrograms.php For an overview discussion of implementations and evaluations across the U.S., see Susan P. Limber's "Development, Evaluation, and Future Directors of the Olweus Bullying Prevention Program," *Journal of School Violence* 10 (2011): 80-82. The Olweus program and its pioneering efforts receive thoughtful discussion in Susan M. Swearer Napolitano, Dorothy L. Espalage, Tracy Vaillancourt, and Shelley Heymel, "What Can Be Done About School Bullying? Linking Research to Educational Practice," *Educational Researcher* 39, no. 1 (2010): 42.

⁷² A Finnish program, Kiva means "nice" in Finnish and is an acronym for *Kiusaamista Vastaan* or "against bullying." Christina Salmivalli, Elisa Poskiparta, Annarilla Ahtola, and Anne Haataja, "The Implementation and Effectiveness of the KiVA Antibullying Program in Finland," *European Psychologist* 18, no. 2 (2013): 81, 84-85.

⁷³ However, international success of Olweus makes it harder to isolate its usefulness in the U.S. Additionally, different studies find different groups benefit most. For example, a recent study of found Olweus most helped seventh grade girls and teachers (who identify, manage, and report bullying incidents)--see Nancy M., Bowllan Ed. D., M.S.N., R.N., "Implementation and evaluation of a Comprehensive, School-wide Bullying Prevention in an Urban/Suburban Middle School," *Journal of School Health* 81, no. 4 (2011): 171.

⁷⁴ Sally Black, Ericka Washington, Vernard Trent, Patricia Harner, and Erica Pollock, "Translating the Olweus Bullying Prevention Program into Real-World Practice," *Health Promotion Practice* 11 (2010): 739.

⁷⁵ Christina Salmivalli, Elisa Poskiparta, Annarilla Ahtola, and Anne Haataja, "The Implementation and Effectiveness of the KiVA Antibullying Program in Finland," *European Psychologist* 18, no. 2 (2013): 83.

⁷⁶ Individual variation in bully victimization due to factors such as race and ethnicity continue to be debated among researchers, requiring more research. Seokjin Jeong, Dae-Hoon Kwak, Byongook Moon, and Claudia San Miguel,

Bullying is a sensitive issue. People don't necessarily agree on what defines it. Parents are often unaware their own children are bullied. Some who know remain unconcerned:

These parents attributed the victimization to a "normal part of growing up" or to "something kids do." Such normalization by parents of bullying behaviors may cause further injury for the children, as their victimization may be minimized and not taken seriously.⁷⁸

Not only parents, but educators and researchers struggle to comprehend bullying. Data can be gathered on acts of aggression, but bullying typically involves repeated acts and a power imbalance.⁷⁹ There are problems such as how to get data--both relying on adults' observations or children's memories pose problems.⁸⁰ Despite challenges to gain consensus, definition, and good data, bullying is a serious issue in school climate.

Administering Security

The concept of school security casts a broad net over many aspects of school life. Also, understanding how to manage the tools of security deserves as much consideration as the tools themselves. Cost-benefit analysis works to analyze how schools are safe and welcoming ... at least, you might think so. But naming true costs and benefits is a challenge. Measuring them is, too. A study of city-level government services (including police) noted the difficulty in quantifying and analyzing:

The problem of the measurement of inputs/outputs, that in the private sector is relatively simple, gets complicated in the public sector, because of the difficulty to establish these parameters.⁸¹

Getting data is important, and often physical security audits, surveys of safety perceptions, and objective behavior data are common tools.⁸² Surveys are easy to do online and--with existing forms--to use or adapt.⁸³ Surveys can target students, parents, or another group.

"Predicting School Bullying Victimization: Focusing on Individual and School Environmental/Security Factors," *Journal of Criminology* (2013): 9. <http://dx.doi.org/10.1155/2013/401301>

⁷⁷ Bullying and bullying intervention research is primarily at the group and school-wide level. There is a dearth of research at the individual-level with bullying victims. Emily M. Lund, Jamilia J. Blake, Heidi K. Ewing, and Courtney Banks, "School Counselors' and School Psychologists' Bullying Prevention and Intervention Strategies: a Look Into Real-World Practices," *Journal of School Violence* 11 (2012): 259.

⁷⁸ Jami-Leigh Sawyer, Faye Mishna, Debra Peper, and Judith Wiener, "The Missing Voice: Parents' perspectives on bullying," *Children and Youth Services Review* 33(2011): 1799.

⁷⁹ bullying as defined by Olweus. Patricia H. Hawley, Kathryn N. Stemp, and Jacklyn Ratliff, "Sidestepping the Jingle Fallacy," in *Bullying in North American Schools, 2nd edition*, Dorothy L. Espelage and Susan M. Swearer, ed. (New York: Routledge, 2011): 102.

⁸⁰ James A. Bovaird's "Scales and Surveys" thoroughly examines measurement validity problems around bullying in *Handbook of Bullying in Schools*, Shane R. Jimerson, Susan M. Swearer, and Dorothy L. Espelage, ed. (New York: Routledge, 2010): 277-292.

⁸¹ Beranadino Benito, Francisco Bastida, and Jose A. Garcia, "Explaining differences in efficiency: an application to Spanish municipalities," *Applied Economics* 43 (2010): 516.

A statistical analysis used city police performance measures to evaluate college campus police. Researchers recommended ignoring evaluations designed for standard law enforcement and create evaluations designed for a campus's specialized service, goals, and environments.⁸⁴

A study of cities' use of contract versus in-house services developed a statistical model matching quality with the likelihood that a service would remain in-house.⁸⁵ Services are more likely to remain in-house when residents are more likely to be sensitive to the service's quality. Services with performance contracts that are harder to write are also more likely to remain in-house. Policing is a service requiring "significant flexibility and adaptation; performance is difficult to assess accurately and specialized local knowledge can play an important role..." Researchers surveyed both city managers and MBA students. Both city managers and MBA students identified crime prevention / patrol as the most difficult of all studied municipal services to contract.⁸⁶

They note, "In particular, administrators might want to keep control of services that are both sensitive and difficult to contract."⁸⁷ Comparing city police to school security suggests that districts shouldn't privatize.⁸⁸ Those most sensitive to the quality of service (at the building level, district level, or other scale) are likely to be sensitive such a change.

In deciding between private contractors or police, Minnesota's School Safety Center endorses no best practices. They, however, do recognize the value of a good relationship with local police. For instance, police can assist in abuse and child protection cases in ways that private contractors can't.⁸⁹

Comparisons

Looking across to compare safety, a study of hotel guests and managers focused on differences in perceptions of safety.⁹⁰ "Gap analysis" of consumers and management expectations is a standard customer service technique. The study found what managers think guests expect and what guests really expect were mostly different.

⁸² Melissa A. Reeves, Linda M. Kanan, and Amy Plog, *Comprehensive Planning for Safe Learning Environments* (New York, Routledge 2010), 38-53.

⁸³ *Ibid.*, 61-65. Examples include the Communities that Care Survey, Barometers of School Safety Assessments, and Youth Risk Behavior Surveillance System.

⁸⁴ Joseph Ferrandino, (2012) "The Comparative Technical Efficiency of Florida Campus Police Departments," *Criminal Justice Review* 37 (3), p. 313.

⁸⁵ Jonathan Levin and Steven Tadelis, "Contracting for Government Services: Theory and Evidence From U.S. Cities," *The Journal of Industrial Economics* 58, no. 3 (2010): 507-541.

⁸⁶ note the table in Appendix C. *Ibid.*, 539. Unlike crime prevention/patrol, both MBAs and city managers found building security among easier services to write and manage contracts for. Just as both groups ranked parking lot and garage operation the easiest service, building security involves simple monitoring and customer service. This is like a school entry's front desk which monitors and assists visitors' first contact.

⁸⁷ *Ibid.*, 529. Contrasting cities run by leaders who are responsive to political economy (i.e., mayors) with managers who need not be politically attuned, they find cities with politically-sensitive leadership less likely to contract for services.

⁸⁸ The aforementioned article does not conclude, nor should one infer, a causal relationship between quality and in-house/private contracting, but a striking correlation is evident.

⁸⁹ Minnesota School Safety Center's school safety specialist Gina Wieler, personal communication, July 28, 2014

⁹⁰ Eric S.W. Chan and Doris Lam. "Hotel safety and security systems: Bridging the gap between managers and guests," *International Journal of Hospitality Management* 32 (2013): 202-216.

Respondents indicated that installation or upgrade of closed circuit TV was the most common action taken after the September 11 attacks. But guests ranked around-the-clock security guard as more important than cameras. Since people can go and act when and where cameras can't, the authors note, "safety and security training to ... employees may be a more cost-effective long-term strategy [than cameras]." This relates to schools. Other similarities include low acceptance of metal detectors and significant proportion of managers who said their limited budgets constrained their security systems.

A study of organizations in Montreal with managed security (banks, stores, museums, hospitals, etc.) found a set of emergent variables that influenced how security operated: focus, risk portfolio, utility, and constraints.⁹¹

Place and people are values to the focus variable. A school security operation focused on place may choose to use metal detectors, while a people focus may use staff at the entry to personally evaluate individuals. A focus on people and expectation gaps could create customer service oriented security, greeting visitors and children as they enter while unobtrusively assessing them (and the exterior) for threats and vulnerabilities.

Risk portfolio covers what risks security operations are responsible for. Managing criminal risks is common ground for school security. Including other risks may depend on a particular school district. For example, occupational and health risks (in the school context) could range from fire drills to first aid intervention.

Utility--getting the most service--depends on the local context. Museum guards are trained to talk to visitors, know basics of displayed items, and even help arrange for the public to meet artists. Meanwhile, bodyguards might be expected to make dinner reservations, get a car warm and brought to the door. Expanding training and tasks of school security to address customer service and working with children may boost value.

Reputational risks concern financial organizations with investors or donors, but schools have reputations to protect, too. Security operations can manage those risks. Graffiti, for example, affects attitudes toward schools. Also, involvement in responding after a crisis and offering support demonstrates an active responsibility in maintaining trust in the district.

Catastrophes, terrorism, competitive risks (including damage from school employee insiders), and other risks seem more tangential to schools, but may be within the bounds of any district's security operations. While terrorism is often considered a low-probability, high-severity risk that tends to be neglected until a crisis strikes--or "orphan risk"--for schools, comparable risks may be a shooting, food poisoning, or a tornado.

Financial, legal, and cultural are kinds of constraints. MPS is exceptionally constrained because it works with children (legal restraints to protect the vulnerable) in an urban setting (with cultural constraints stemming from racial diversity and stakeholders of minority extractions). The open, creative nature of schools challenges security operations to avoid perceptions of excessive control.⁹²

⁹¹ Dupont, Benoit. "Private security regimes: Conceptualizing the forces that shape the private delivery of security." *Theoretical Criminology*. (2014) DOI: 10.1177/1362480614527303

⁹² "Organizations that emphasize core values such as ease of access, freedom of expression and creativity can prove challenging for security executives who must implement satisfactory levels of risk management while avoiding any perception of excessive control ... educational institutions ... defer to these cultural constraints. *Ibid.*, 14.

Council of the Great City Schools

Other urban American school districts provide an apt frame of reference to understand MPS. But only to a degree. According to one consultant, school administrators are motivated to deceive the public in reporting crime and addressing security because “a focus on image, power, control, and money ... often takes precedence over reporting crime...”⁹³ School officials underreport crimes for intentional reasons (fear of negative consequences from police, parents, state agencies, etc.), unintentional reasons (lack of good training to distinguish between crime and disciplinary offenses), and circumstances (lack of funded mandates to report crime). Without infrastructure to guarantee reliable, valid information, data should be considered vulnerable to politics and human error.⁹⁴

Budgets

Financial data should be used with caution when comparing districts or measuring quality. Districts may finance themselves and construct their budgets differently. Differences between district budgets may translate into differences in proportion of expenditure spent on safety and security. As discussed in the literature review, cost-benefit and even cost-efficiency analysis is inherently challenging and ripe for misinterpretation and misunderstanding.

The 2013-14 MPS budget shows Emergency Management expenditure per student is low.⁹⁵ It lists \$1,428,512 for Emergency Management and 34,148 students.⁹⁶ If EMSS were a program to serve students, then per capita program expense is \$41.83.

St. Paul Public Schools’ adopted general fund assigned \$2,705,533 to “Safety & Security.”⁹⁷ With 39,615 as their total enrollment, their program expense would be \$68.30. Budget documents show St. Paul’s per-student security expenses are substantially higher than MPS.

Denver schools security is a program with 168 personnel--from the chief, 15 patrol officers, 40 campus security staff, etc.⁹⁸ Denver budgeted \$5,959,171 to its safety and security program for 2013-14.⁹⁹ With 84,424 students,¹⁰⁰ that’s \$70.59 per student.

⁹³ Kenneth S. Trump, *Proactive School Security and Emergency Preparedness Planning* (SAGE Publications: Thousand Oaks, 2011): 8.

⁹⁴ Case in point: “School House Adjustment Program (SHAPE): 2011-12 Outcome and Evaluation Study” prepared for Memphis City Schools Department of School Safety, Security and Emergency Management” by Angelica James-Garner, Ph.D. “SHAPE has clearly been effective... Specifically, in the 2011-12 academic year, there was a 35% reduction in transports from the previous year...” (page seven). The year’s data showing that Memphis City Schools’ minority students were transported to and detained at juvenile court was omitted. Looking at the same page in the 2012-13 report, there was no reduction in 2011-12, there was actually an increase in over 100 transports. Why or how the error occurred is unclear. See www.scsk12.org/uf/shape/files/final%20shape%202011%202012.pdf?mylink=35 (2011-12 report) and www.scsk12.org/uf/shape/files/2014/2012-13%20SHAPE%20Report%202013%2010%2014.pdf?mylink=543 (2012-13)

⁹⁵ MPS 2013-14 fiscal and school budget, p. \$1,428,512 for Emergency Management (22) and (7) 34,148 students (total of individual grades 7-12), http://financeandbudget.mpls.k12.mn.us/uploads/2013-14_budget_bookvs_6.pdf

⁹⁶ total of individual grades (7-12) from the budget, page 7. http://financeandbudget.mpls.k12.mn.us/uploads/2013-14_budget_bookvs_6.pdf

⁹⁷ St. Paul Public Schools’ adopted budget summary, p. 42, Safety & Security categorized under District Wide Support. http://businessoffice.spps.org/uploads/fy14_adopted_budget_book_summary_070213.pdf

⁹⁸ financialservices.dpsk12.org/wp-content/uploads/2013/11/DPS-Adopted-Budget-Book-FY-2013-14.pdf, p. 416

Validity issues emerge. Because MPS schools spend money outside the district EMSS budget, total expenses for safety and security aren't represented by EMSS's budget. Rather, the budget-divided-by-enrollment is an inaccurate indicator.¹⁰¹

Adapting research from law enforcement informs our understanding of school security. Volume of assistance requests, personnel-to-student ratios, and incident rates and levels reveal the need for security staff—they serve as benchmarks to evaluate security.¹⁰² Budget is a common factor in evaluating security, but isn't typically a variable that influences the need for staffing.¹⁰³

Approaches to estimating staffing needs are found in law enforcement research.¹⁰⁴ A per capita approach is based on how many personnel per student are needed; however, this differs by community factors such as service size area, how many sites, role and tasks of personnel, demographic and economic characteristics. Basing staffing levels on the estimated minimum number staff needed to ensure public safety is common but lacks an organizational standard.

Budgets can dictate staffing levels. But as political documents, they can manufacture artificial expectations. Without industry standards for per capita or minimum staffing approaches, a workload-based assessment is suitable. This combines averages (time on calls; nature of calls; distribution of calls by month, week, and hour; etc.) with performance objectives.

Memphis (Shelby County), Tennessee, provides a case study. Using board-approved annual budgets, below is a graph showing projected student enrollment in relation to safety and security allocation.¹⁰⁵

⁹⁹ page 351, Adopted Budget Book: FY 2013-14 - Denver Public Schools

⁹⁹ <http://financialservices.dpsk12.org/wp-content/uploads/2013/11/DPS-Adopted-Budget-Book-FY-2013-14.pdf>

¹⁰⁰ actual student enrollment, planning.dpsk12.org/wp-content/uploads/2014/04/OC_Membership_Report_2013_PDF1.pdf

¹⁰¹ To ensure apples-to-apples comparison, budgets should include or exclude incomparable items such as capital outlay (both new capital--vehicles, cameras, equipment, etc.--and upkeep repair of existing assets), salaries and fringe benefits of people, third party costs (security personnel, equipment maintenance, emergency information systems, etc.), school safety and climate programs, etc. Questions should be asked about how budgeting and finance are done. For example, how is the budget developed? (Is budget planning centralized? Does each site develop its own budget? How are planned expenditures determined and calculated?) What portion of expenses are dedicated to delivery of programs? How do actual revenue and expenditures compare and contrast to planned budgets?

¹⁰² Other noteworthy items include staffing levels mandated by labor agreements, efficiency and productivity, expectations for future calls and/or workload, response time, and how officers are distributed by location.

¹⁰³ Jeremy Wilson and Alexander Weiss, "A Performance-Based Approach to Police Staffing and Allocation," U.S. Department of Community Oriented Policing Services (2012): 11-12.

¹⁰⁴ Further, an organization may base its standard on perceived need without factual basis, resulting in too many and too few personnel at different times, page 25. Above discussion of approaches entirely from Wilson and Weiss, "A Performance-Based Approach to Police Staffing and Allocation."

¹⁰⁵ 2011-12: www.scsk12.org/scs/pages/GEN-FUND-BUDGET-11-12.pdf

¹⁰⁵ 2012-13: www.scsk12.org/PDFs/GEN-FUND-BUDGET-12-13.pdf

¹⁰⁵ 2013-14: www.scsk12.org/uf/finance/files/2013/FY14%20PROPOSED%20v3_WEB.pdf

¹⁰⁵ proposed 2014-15: www.scsk12.org/uf/finance/2014/fy15.pdf

Shelby Co. Schools' budget: safety & security spending remains high

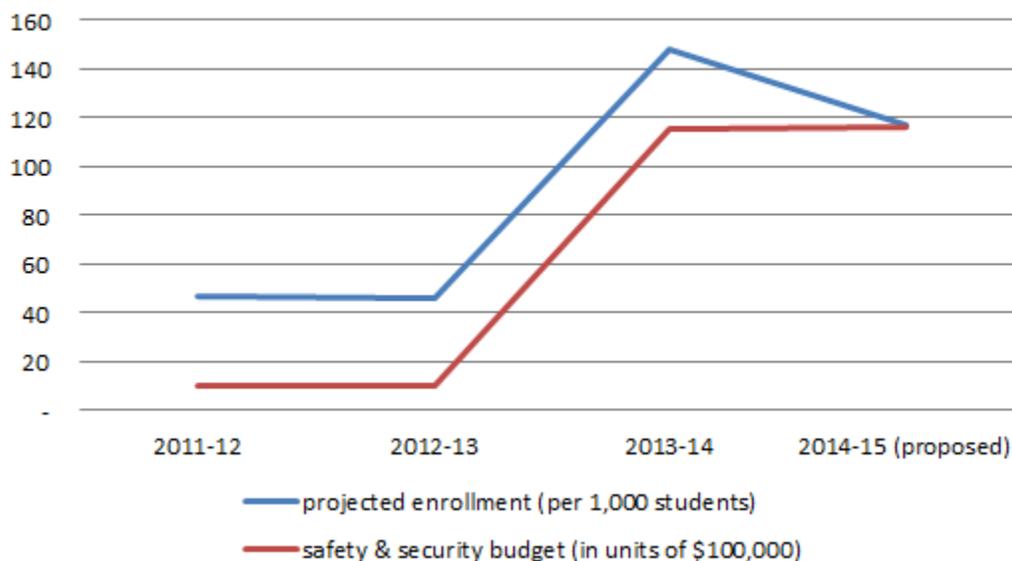


Figure 1: Shelby County Schools' Expenditure on Safety & Security

Despite losing tens of thousands of students,¹⁰⁶ spending didn't follow. It actually went up slightly.¹⁰⁷ Personnel spending doesn't correspond to student ratios. The district projects a loss of 31,000 students, but spending rises. Staffing changes plan only to lose one mobile security officer (from 100 down to 99), one truancy manager, and two clerks.¹⁰⁸

Other inconsistencies appear when comparing pay from peer organizations. Shelby County Schools security chief earns \$160,000. Charlotte-Mecklenberg Schools' police chief makes \$98,000, and Duvall County Public Schools' (Jacksonville, FL) police chief makes \$78,000.¹⁰⁹

Staffing

Use of law enforcement officers varies. For every SRO, MPS has 507 students,¹¹⁰ or one SRO for every 3.5 buildings. In contrast, Milwaukee's ratios are one police officer for every 6,530¹¹¹

¹⁰⁶ Memphis city school district merged with its surrounding county school district. In response, Shelby County's suburban communities broke away, forming their own independent districts.

¹⁰⁷ Actually, it went up lots--\$926,261. That's not reflected on the above graph. See page 172.

<http://www.scsk12.org/uf/finance/2014/fy15.pdf> The larger increase is in an "amended budget." An amended budget results from administrative transfers due to unforeseen financial circumstances. The superintendent has authority to move money between programs, as long as the transfer remains in the same category--e.g., salaries and benefits can be moved from one program to another. (Personal communication from Shelby County Schools CFO Alicia Lindsey).

¹⁰⁸ page 172, <http://www.scsk12.org/uf/finance/2014/fy15.pdf>

¹⁰⁹ April Thompson, "Shelby County School Security Avoids Massive Budget Cuts," reported by the local CBS affiliate: <http://wreg.com/2014/05/19/shelby-county-school-security-avoids-massive-budget-cuts/> It's unlikely that performance metrics justify Memphis paying its school security chief double that of Jacksonville.

¹¹⁰ 16 SROs (excluding sergeant, lieutenant, and agent) to 35,524 students. 2013-14 enrollment taken from year's October count: http://studentaccounting.mpls.k12.mn.us/uploads/period1_enrollment_oct_1_2013_official.pdf

students or 13.33 buildings.¹¹² Relying on school-employed security staff, however, Milwaukee employs one school-employed security guard for every 329 students.¹¹³

Denver uses police, but relies on its large, centralized security office with security staff, investigators, patrol, etc. Their staff-to-student ratio ranges between one to 25 and one to 30.¹¹⁴ Although there are managers, supervisors, and various other staff who lack contact with students or presence in schools, the quality of their performance is regularly evaluated.

Milwaukee has a team of ten staff for quick response to crises. Denver has nine staff who are armed, drive with lights and sirens, and operate like law enforcement in traffic. With a total staff of three, EMSS at MPS doesn't compare to Milwaukee nor Denver.

Comparing MPS to Boston, Boston has fewer law enforcement officers per student (one to 621¹¹⁵), but more per building (one officer to 1.8 buildings). It has its own school police force¹¹⁶ of 80 officers¹¹⁷ for 147 schools.¹¹⁸ They wear uniforms and are expected to be approachable and communicate with students.¹¹⁹ Their success is measured by number of arrests; going down over time is a good trend. School police collaborate with city police¹²⁰ and school administration. For example, tasks dealing with cameras and metal detectors are split between school employees and school police.¹²¹

Programming

Tools and objectives of district safety and security programs are limited only by imagination. Many innovations are technological improvements to conventional crime prevention, such as cameras in buses¹²² and a system to check visitors' drivers' licenses against a sex offender database.¹²³ Less

¹¹¹ Pre-K to 12 enrollment of 78,359 for 2012-13 school year from Wisconsin School District Performance Report: apps2.dpi.wi.gov/sdpr/district-report.action

¹¹² 12 SROs and approximately 160 sites. Personal communication, Eduardo Negron, director of Milwaukee Public Schools Division of School Safety and Security, July 28, 2014.

¹¹³ Personal communication, Eduardo Negron, July 28, 2014.

¹¹⁴ Personal communication, Chief of Safety and Security at Denver Public Schools Michael Eaton, July 25, 2014.

¹¹⁵ 2013-14 K-12 enrollment calculated from 54,300 total enrollment - 2,565 Pre-K. Data from http://profiles.doe.mass.edu/state_report/enrollmentbygrade.aspx

¹¹⁶ Commander Tom Sexton, Boston Police Department, personal communication, July 23, 2014.

¹¹⁷ Unarmed but commissioned--they have right to arrest.

¹¹⁸ Each middle school and high school has one.

¹¹⁹ City police involved in schools are plainclothes and may be able to communicate with students who are reluctant to talk openly to school police in uniform.

¹²⁰ Boston's city police force is divided geographically. Subdivision units have schools within them and officers who work with the nearby schools and school police.

¹²¹ Officers run the metal detectors (which all schools have), but school administrators maintain and oversee the equipment. Administrators control security cameras, but police can access recordings any time.

¹²² Maryland's large Howard County Public School System district. HCPS website, accessed July 28, 2014 at hcps.org/news/releases2013_10oct.shtml#news2013

¹²³ Colorado's suburban Cherry Creek, School District, from their website, "Raptor Visitor Management," accessed July 28, 2014 at: cherrycreekschools.org/SafeSchools/Pages/RaptorVisitorManagement.aspx

traditional are safety assessments¹²⁴ and even a partnership with a local provider to offer medical insurance for students.¹²⁵

Boston innovates by having two police officers and two ministers together knock on the door of an at-risk student. This visit connects with the family, sends a positive message about the student, and shows the school's interest in the student. School police plan to have a police academy instructor to sit down with principals to talk about active shooter situations and what principals' responsibilities are.¹²⁶

Denver sets goals that can be measured (e.g., reduce response time by 25% or increase personnel trained in crisis intervention to 30%). Milwaukee uses goals, too. Theirs are more climate-oriented, such as decrease number of students who didn't go to school because they felt unsafe by 2.5% annually and decrease number of students who report having at least one drink in the past 30 days by 3.5% annually.¹²⁷

Knox County, Tennessee, gives a psychological evaluation and five weeks of training before hiring armed officers for each of its 88 schools.¹²⁸ Knox County Schools also uses "bingo" metal detectors; they don't screen all students.¹²⁹ They use portable, walk-through detectors. On some days, they randomly select a school then drive the metal detectors to the site. After detectors are set up, students arrive. Not all students go through the detector; some are selected (by choice and randomly) to pass through.¹³⁰

Defining Safety

As commonly understood, the purpose of school district security is to protect against crises or short-term events. School climate, on the other hand, is long-term. These differences highlight how different schools are oriented toward school safety: some are oriented toward immediate security, some toward long-term climate.

Notice this difference in the School Safety Handbook Administrators Guide of Illinois's second largest school district.¹³¹ Discussing death on school grounds,¹³² the manual directs,

¹²⁴ And for SROs and equipment. <http://www.in.gov/dhs/securedschoolsafety.htm> and Jeff Wagner, "School Districts Upgrade Security Thanks To Grant Money," accessed July 28, 2014: wistv.com/2014/06/05/school-districts-upgrade-security-thanks-to-grant-money/

¹²⁵ Anchorage School District website, accessed July 28, 2014 asdk12.org/risk_emergency/she/students/

¹²⁶ Boston school police also use a radio system with a dispatcher is connected to Boston's city police. It's useful in emergencies and in pursuits.

¹²⁷ <http://www2.milwaukee.k12.wi.us/sshs/docs/logicModel.pdf> This is measured by the CDC Youth Risk Surveillance System survey. Set in 2011, goals don't account for compounding rates. For example, the goal to reduce the number of students who drink by 3.5% over four years--or 14% in total--simply divides 14% (cumulative total) by four (total years).

¹²⁸ Lydia X. McCoy, "More school security officers to be hired in Knox County," *Knoxville News Sentinel*, accessed July 28, 2014, at knoxnews.com/news/my-kids-my-school/more-school-security-officers-to-be-hired-in

¹²⁹ personal communication, Gus Paidousis, Knox County Schools chief of security, July 28, 2014

¹³⁰ Presumably, the function of metal detectors is as a deterrent. Gus Paidousis, however, stated that only one or two guns were found last year, which disappointed him.

¹³¹ Elgin, a Chicago suburb and a CGCS member.

¹³² Pages 46-48. Page 49 lists nearby local counseling services and page 50 lists hospital psychiatric services. These resources, however, are never referenced in pages 46-48. This disconnect underscores the discrepancy between what factors in school climate and the expected role of school security.

“Dealing with death will be treated as a crisis response in all situations.” Call in substitutes, cancel all non-emergency meetings, and notify staff of mandatory briefings.

Although death at school holds serious, long-term school climate implications, plans don’t extend past two days. Long-term implications are: “Plan for long term assistance--possibly with outside resources,” Director of Special Ed will “have materials and handouts ready,” and Human Resources will evaluate the need for EAP services.

Death on school grounds is defined by policy as a crisis, but little is provided in how to address its long-term consequences. The manual has a generic post-crisis plan template¹³³ yet lacks specifics on school climate, security personnel, or making schools welcoming. In Elgin, long-term climate is ignored as a safety issue.

While crises are like tornados or thunderstorms and pass within hours, school climate is the average “weather conditions” over time.¹³⁴ Each requires a different response. Both are important.

Minneapolis Public Schools

Stakeholder Comments

EMSS conducted events with principals and assistant principals, parents, the Emergency Management Strategies Team, paraprofessionals (ESPs), and the Minneapolis Youth Congress (MYC). Each group brainstormed what makes a safe and welcoming school environment. Over 200 ideas were generated. People were given colored stickers to note what’s important (yellow) and what’s not happening (red). Nine themes encompassed all ideas:

knowledge and training	security measures	visiting the building
specific needs	efficient operations	values and feelings
positive relationships	diversity	physical structure & appearance

Knowledge and training. Repeatedly, the words “knowledge” and “training” came across all groups--“training,” “training for new staff,” “staff training,” etc. This theme straddles a grey zone between site and district domains. Here may be an opportunity for district-level support and resources. Specific comments, however, offer little guidance about what knowledge and training are best.¹³⁵

Security measures. Groups shared ideas about specific crime prevention techniques such as locking all doors, cameras, visible police, SROs, and a ban on weapons. The MYC raised numerous negative concerns, particularly about law enforcement.

Visiting the building. More than any other theme, ideas here were commonly shared by more than one group. Ideas coalesced around a vision for a single entrance with a welcome desk, clear signage in all languages, greetings and mandatory procedures for arrival (including sign-in/check-in) and dismissal for everyone. More than one group voiced ideas about customer service

¹³³ Debriefings, page 33; after action reviews, page 34.

¹³⁴ Paraphrase of Merriam Webster--merriam-webster.com/dictionary/climate

¹³⁵ Five commenters refer to generic “protocol.” Five mention “emergency” or “emergencies.”

and about interacting with visitors elsewhere in the building. This was the most important category by far for principals, ESPs, and EMST members, considering yellow sticker placement. Among Emergency Management Strategies Team (EMST) members, the idea with the most yellow stickers was “staffed welcome desk.”

Physical structure and appearance. Several groups volunteered ideas about clean buildings as well as student and/or multicultural artwork or displays. Signage in multiple languages was an offered idea that relates to this theme (and others).

Efficient operations. Groups often expressed general ideas about consistent procedures, clear communications, and good organization generally. Specific multi-group ideas included multilingual signage, technology (including radios, phones, PA). A variety of ideas in different ways expressed that all individuals should adhere to clear and consistent expectations and routines. For example, the principals group thought “ALL Staff Following the Protocols,” while the EMST said, “Explicit Expectations for Hallway Behavior.”

Specific needs. Different groups named different programs, procedures, and personnel needs. Nevertheless, different groups together expressed the need for extracurricular events and organizations, enforced staff ID badges, and adequate staff supervision at locations such as hallways.

Diversity. Acceptance across differences and divides arose. Ideas that came from different groups--clear signage in multiple languages and artwork and displays that represent different cultures--also related to other themes.

Positive relationships. Ideas about connections and interactions surfaced among groups, including friendly staff, enforcing rules nicely, and staff-to-student interactions.

Values and feelings. Beyond positive relationships, so many ideas emerged about evoking positive emotions to merit its own theme. School climate, atmosphere, trust, and sense of community were all mentioned by several groups.

Principals put fourteen yellow stickers around “Staff Greeting Students & Families at the Door During Arrival/Dismissal”--more yellow stickers than any other of their ideas. “Visitor / Greeting Procedure - Know Who is in the Building” was their second-most important idea with twelve yellow stickers. They gave more ideas related to visiting the building than any other topic. Eight red stickers were placed by “Welcome Desk at main entry,” tying it for the idea most explicitly not happening. But welcome desk was the fourth most important idea out of nearly eighty.

ESPs’ most important ideas were “Single Entry with Greeter/Screening Desk,” with twenty-four yellow stickers, “sign-in procedure” with eight stickers, “Welcoming signage in Different Languages” and “General Communication” with seven yellow stickers each. None of the ESPs’ ideas related directly to physical structure and appearance nor to diversity.

Ideas from the **Minneapolis Youth Congress** related only to half the themes--security measures, physical structure and appearance, efficient operations, specific needs, and positive relationships. Given MYC’s reservations about law enforcement, EMSS should be particularly sensitive to SROs and teenagers.

SRO Survey

SROs are assigned to 16 MPS sites. This summer, Jason Matlock e-mailed principals a link to an online survey. Forty responded. Some responses are shown below.

Table 1: SRO Survey Sample Results

Question	Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied
Overall, how satisfied would you say you are with the SRO program this year?	1	2	6	12	23
Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
I would support canceling the SRO partnership if I had access to additional trained MPS staff.	21	11	3	5	0

The first two questions show most respondents were very satisfied with SROs this year and would strongly disagree with canceling the partnership. Responses show strong support for SROs among principals generally.

When asked, “Do you have any other comments, concerns, or suggestions...,” respondents described SROs as “critical,” “invaluable,” “vital,” “essential,” and “There is no substitute.” When asked, “What specific type of staff would you need to replace the MPD presence in your building...”, some rejected the question’s premise and wrote

- NOT supportive of no SROs!!!
- It would be impossible to replace
- I don’t think they can be replaced
- The role of SRO is irreplaceable for me

On another question, another respondent wrote, “THERE IS NO SUBSTITUTE FOR MPD!!!” Although the survey was prefaced with, “For this year there should be no major changes to the program...,” responses to questions included:

- Eliminating SROs is a poor idea
- SROs look out for all citizens ... Their presence is a vital component in maintaining a safe school climate. Please value our children, teachers, staff, and families
- Please let me keep contract officers!!!

Passionate responses should be balanced by the few dissatisfied voices. For example, “he didn't want to take his orders from me, he wanted to take them from Sergeant Barry...There's gotta be some common ground.”

Another said, “I feel like the officers I have spend a great deal of time in office and on personal phone calls. I think there was a great deal of unproductive time.”

An SRO is no panacea; they should be part of an effective, efficient school operation. Principals as a group hold deep appreciation for law enforcement. The relationship and operations in which some principals are dissatisfied should be pursued for potential improvements.

School-Level Data

During South High School's 2013-14 school year, 235 students committed 485 infractions. A disproportionate number of infractions were committed by a few. Eleven students committed 96 infractions, or five percent who committed infractions caused twenty percent of them.

This five percent committed more than five infractions per individual. If each stopped committing infractions beyond an initial five, 52 infractions--over ten percent of all infractions--would have been prevented. The median total absences for the five percent was 45 days; the benefit of their enrollment at South is problematic for themselves and others.

At Henry, 416 students committed 2,607 infractions. Henry's five percent with the most infractions equaled twenty students with 446 infractions (17%). Each committed more than 15 infractions; if each stopped at fifteen, 163 infractions--over six percent--would've been prevented.

There's no strong correlation between a student's attendance and his or her total number of infractions.¹³⁶ Nor is there a strong relationship between teacher absences and total infractions in a school.¹³⁷

Table 2: Comparison of Two MPS High Schools (2013-14 school year)

	<u>Patrick Henry High School</u>	<u>South High School</u>
Total enrollment: ¹³⁸	1,246	2,001
Total incidents:	2,607	485
Total assaults:		10
Total weapons:	8	5

South has more students than Henry, but fewer incidents. Separating incidents into specific infractions, Henry has more weapons charges but fewer assaults than South. Neither is "safer."

Table 3: Discretionary Spending on Security (2013-14 school year)

	Henry	South
Total annual salaries:	\$443,596	\$198,851
Number of personnel:	12	7
Average salary:	\$36,966	\$28,407
Median salary:	\$41,827	\$27,651
Total enrollment:	1,246	2,001
Average spent per student:	\$356	\$99

¹³⁶ A strong, negative correlation was hypothesized between a student's infraction and days present totals. Two analyses were done using South High School 2013-14 data--one on all students who committed infractions and one on students with at least three infractions. The correlation coefficient for each was -0.1.

¹³⁷ Similarly, using daily totals of school days with both students and staff, data from South High School's 2013-14 school year found a correlation coefficient of 0.07 between daily totals of teacher absences and daily totals of student infraction incidents.

¹³⁸ from mpls.k12.mn.us

Henry spends over twice what South does on personnel to address discipline. There are more personnel--and personnel with much larger salaries--at Henry than South. What's the extra money buy? Not, presumably, a reduction in infractions.

Henry fares better than South regarding "serial offenders." And money spent on personnel may improve overall climate, protect the school from exterior threats, or hold value in other ways (not reliably measured). Without identified goals nor ways to measure progress, values of the schools' expenditures can't be compared.

Looking across the district to compare sites is a way to understand them. Looking through time is another. Comparing yearly data may indicate how well schools do. Below are tables of data for recent years.¹³⁹

Table 4: Incidents at Henry and South Over Time

Henry				
<u>Incidents</u>	<u>2010-11</u>	<u>2011-12</u>	<u>2012-13</u>	<u>2013-14</u>
Assaults	0	16	15 ¹⁴⁰	10
Weapons	10	2	8	8
Enrollment	1,142	1,109	1,088	1,246
Assault rate	0	0.014	0.013	0.008
Weapons rate	0.009	0.002	0.007	0.006
South				
<u>Incidents</u>	<u>2010-11</u>	<u>2011-12</u>	<u>2012-13</u>	<u>2013-14</u>
Assaults	37	13	21	17
Weapons	9	17	9	5
Enrollment	1,959	1,849	1,807	2,001
Assault rate	0.019	0.007	0.011	0.008
Weapons rate	0.005	0.009	0.005	0.002

Like previous tables, there is little useful information. The only year-after-year consistent change is the drop in assaults and assault rate at Henry. Unfortunately, many other incidents categories (not shown above--e.g., alcohol, disruptive - disorderly - insubordination, threat - intimidation, etc.) don't follow this trend.

Blanket policies are ill-suited for MPS, but pervasive care for student well-being is needed. With research connecting student fear to school violence and victimization, district administration is obliged to consider each site.

Data show a small group of students creating a large amount of disorder. This is evidence of a school climate issue. By degrading the quality of education through prevalent disruptors, the district infringes on the right of the disruptors, victims, and bystanders to a good education. That

¹³⁹ some figures are rounded to the nearest thousandth.

¹⁴⁰ different records present different data. A different EMSS Excel file shows Henry had 18 and 16 assaults in 2011-12 and 2012-13 respectively.

many of these infractions are “disruptive, disorderly, insubordination,” the expressed value of respect and value for all MPS employees may be infringed upon by an ailing security system.

Site-based Versus Centralized School District Security

Centralization is the norm for urban school district security functions. Just as sophisticated technology maintains records of student infractions, a program to account for EMSS incidents (intruders, arson, medical emergencies, etc.) is worth using. Although there’s no evidence that centralizing school security would benefit sites, good evidence may be unavailable until record-keeping is standardized and centralized.

In addition to a record-keeping upgrade, other aspects may benefit from centralization. Most famously, the effectiveness of centralized or decentralized security was studied by Elinor Ostrom.¹⁴¹ Different scales work better for different tasks. Training may be a task handled at the district-wide scale; given the feedback about knowledge and training, there is widespread value placed on training in MPS. Centralizing training alleviates burdens on individual sites. Given disparities in expenditures, it’s unclear whether or not equitable training is offered to staff at all sites. Further, centralized training may benefit from economies of scale and more prominence.

Can MPS Create Its Own Police Force?

Law enforcement officers in Minnesota typically work for counties (as sheriff deputies) or cities (in police departments). There are, however, other law enforcement entities such as the Minnesota State Fair police, Three Rivers Park police, University of Minnesota Police, etc. Specific laws authorize these unusual entities.¹⁴²

Nothing explicitly prohibits schools from creating their own police forces. But unlike parks, the Fair, and the “U,” nothing authorizes it, either. According to state law, peace officers must be part of a political subdivision or law enforcement agency.¹⁴³ State law defines “law enforcement agency” as:

¹⁴¹ She found that smaller units are more efficient at direct services such as patrol and face-to-face interaction, while larger units are more efficient (with their economies of scale) in tasks that smaller units may lack adequate resources for, such as crime labs. <http://www.nobelprize.org/mediaplayer/index.php?id=1223>

¹⁴² Minnesota Statute Chapter 137 relates to the University of Minnesota; section 12 allows the regents to hire peace officers; the law specifies they have arrest power throughout the state, but “powers of arrest shall only be exercised in connection with investigations authorized to be made by the regents...” <https://www.revisor.mn.gov/statutes/?id=137.12> Similarly, state fair law allows for state fair peace officers (Minn. Stat. 37.20). Minn. Stat. 473.407 allows the MetCouncil to appoint peace officers and establish a law enforcement agency as defined in Minn. Stat. 626.85. Chapter 389, section nine, paragraph h, empowers parks to designate employees with full police powers within the park. The statute doesn’t mention the Board Officer Training and Standards, but it does require employees to take an oath and submit a bond to the state. For Three Rivers Park District specifically, see [file:///C:/Users/ADMCF001/Downloads/ordinance%20\(1\).pdf](file:///C:/Users/ADMCF001/Downloads/ordinance%20(1).pdf), page 7; but chapter VIII (pp. 36-38) discusses park police in greater detail.

¹⁴³ Minn. Stat. 626.84, 1 (c) (1). Also, they must be licensed by the Board of Peace Officer Standards and Training.

a unit of state or local government that is authorized by law to grant full powers of arrest and to charge a person with the duties of preventing and detecting crime and enforcing the general criminal laws of the state...¹⁴⁴

According to the Minnesota School Safety Center, a school district can't establish its own police force because the Minnesota Board of Peace Officer Standards and Training (POST) may not certify it.¹⁴⁵

MPS may need a law enacted in order for it to have its own police. As "Special School District Number One," MPS is unusual.¹⁴⁶ It has its own chapter in state law.¹⁴⁷ But the district's special nature or unusual relationship with the city¹⁴⁸ wouldn't affect how MPS can establish its own police force.

Recommendations

Between private security, MPS employees, and law enforcement, law enforcement is the best current option.

Research shows caution should be used when contracting for services in which expected performance is difficult to articulate. This is corroborated by Denver Public Schools' security chief. Further, the good relations with local police, as recognized by the Minnesota School Safety Center, aren't facilitated by private contractors.

With qualification, law enforcement may be better than school employees. Although research shows that "criminalization" of student behavior by SROs deserves more research, declining juvenile arrest rates in MPS mitigates some concern. The Minneapolis Youth Congress voiced concerns over law enforcement's current involvement in MPS; but, SROs are prized by many principals. They're different from other personnel. Reduction of SROs may be viewed critically and negatively.

Careful oversight and management of SROs are needed. This may include feedback procedures to demonstrate sensitivity and responsiveness to principals and youth.

¹⁴⁴ Minn. Stat. 626.85, 1 (f).

¹⁴⁵ School Safety Center's school safety specialist Gina Wieler, personal communication, July 28, 2014

¹⁴⁶ Minn. Stat. 123A.55 asserts that all districts--even independent and special ones--are numbered and titled "... School District No. ..." 123A.69

¹⁴⁷ Minn. Stat. 128D01. It strips control of the district from the Minneapolis city home rule charter, converting the "special school district" to a "special independent school district." Home rule charter provisions applying to the district civil service employees are its only remaining controlling provision. Minn. Stat. 128D.04 gives all powers and obligations of independent school districts to MPS, except as provided by special law or charter provision. Conversely, 123A.69 invalidates any law or charter of a special district that's inconsistent with an independent school district, seemingly making any special school district into a de facto independent school district.

¹⁴⁸ Minn. Stat. 128D09 authorizes MPS to contract with the city for services; though, MPS clearly provides some of its own services to itself.

Implement cautiously.

Feeling safe may relate to specific security features, race, and gender. Explicit support from minority groups or youth may facilitate changes in security features. They should be consulted. Consider less intrusive or restrictive options for new features. Example: if deciding to use metal detectors, taking ones to a site selected at random (as is done in Knox Co., Tennessee) may be worth considering. Further, if metal detectors were used, randomly and selectively screening students (again, like Knox Co.) rather than all students may be effective.

Centralize training related to safety and security.

MPS stakeholders value knowledge and training. But what kind of training or for whom is unclear. “Protocols” and “emergencies” are important ideas, but sites’ expenditures may reflect inconsistent knowledge and training of staff. Shifting authority about training to a central, district-wide office may ensure desires for appropriate knowledge and training are met. EMSS should be empowered to require and provide training for any and all school employees and students. Also, follow-up efforts should zero in on specific training needs. Since students are the most important player in school order and school climate, student behavior should be known as a security issues.

Modernize record-keeping of EMSS-related incidents.

MPS lacks a convenient, effective system across the district to record intruders, arson, bomb threats, etc. EMSS carefully maintains informal records for internal use, but upgrading to a professional record-keeping system would serve them better.

Support and elevate efforts to establish standards.

Jason Matlock’s leadership in developing standards within CGCS stands to benefit MPS and other urban American school districts.

EMSS-related practitioner standards for staffing needs and evaluation should be developed. Measurable goals should be set that offer evidence for data-driven decision making. As a hypothetical example: SRO response time to a site is a measure, five minutes is the minimum standard, and a goal of reducing average response time by five minutes in the upcoming year is a goal.

Also, internal standards for evaluation should be established--e.g., costs, infraction/safety, external events, personnel performance, etc. With written policies (to guide performance) and data (to assess inputs and outputs of safety), changes to policies and procedures can be measured. For example, a school with five percent of its students committing twenty percent of the disciplinary infractions could be considered at risk for being unsafe. Feedback from parents, victims, or other groups may be useful in evaluation.

Establish district oversight of site security, including student disciplinary infractions.

District behavior standards may align with this. Safety and security problems with an outsized impact on students are a district-level responsibility.

Facilitate opportunities to implement research-supported features.

Research is rife with flaws and challenges. Still, many programs show reliable results: peer mediation, mentoring, school-wide bullying prevention, the Good Behavior Game, home-based reinforcement, and communally-organized schools. Open campuses and fewer classroom changes are linked statistically to safer students.

Identify EMSS as a department and its concepts explicitly to others.

Given divergent mindsets and uses of school security operations nationally, communicating to the MPS community may help them realize what EMSS is and isn't. This could include focus, utility, and risks portfolio. Further, understanding gaps in expectations between EMSS and stakeholders (then closing those gaps), should add value to EMSS.

Use a customer-service approach, starting with entrances.

A people-centered focus that utilizes customer service responds to feedback. It encompasses both security and positive climate.

Principals' interests are weighted toward site entries. They may perceive a lack of resources to adequately address site entrances. Other urban districts invest resources into entrances. Regarding school climate and physical security, research shows no clear value(s) about school entrances. Providing adequate resources for principals to adequately furnish and control their own entrances would symbolically communicate the importance of security and a customer service approach.

Prepare for (and use) opportunities to create change.

Some districts changed security operations after Newtown or Columbine. MPS should prepare to take advantage of media-saturated events that inflame public fear. This isn't exploitation. It's contributing to public discourse to advance the common good. Failure to do so is negligent omission, liable to relinquish children's well-being to other parties with other priorities-- i.e., well-intentioned citizens (who fear MPS can't keep youth safe), respectable security businesses (selling security features for profit), or close-knit families (who conclude their children's well-being must come at the expense of others').

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Appendix I: Research Problems List

Problems common to research studies about school safety and security include.^{149, 150, 151}

- methodology
- small sample sizes
- changes over time between studies
- geographic variations affecting results
- how well results of a study or benefits of a program affects one population (based on age, geography, ethnicity, etc.) generalize to other or broader populations
- qualitative differences between “feeling safe,” “fear of crime,” and “worrying”
- research groups based on classrooms prevent truly random individual participants
- lack of long-term testing to learn if benefits to treatment groups last over time
- reliance on students to self-report rather than using paid professional observers (which are prohibitively expensive)
- lack of an established evidence base leads to divergent goals and definitions of success
- “what works” may mean what’s most easily portable and implemented, not what evidence demonstrates best results

¹⁴⁹ Perumean-Chaney and Sutton, “Students and Perceived School Safety,” p. 574.

¹⁵⁰ Astor, Guerra, and Van Acker, “How Can We Improve School Safety Research?” p. 70-74.

¹⁵¹ Dorothy Espelage, Sabina Low, Joshua R. Polanin, and Eric C. Brown, “The Impact of a Middle School Program to Reduce Aggression, Victimization, and Sexual Violence,” *Journal of Adolescent Health*, 53, no. 2 (2013), 185.

Appendix II: Factors Associated with Students' Safety Perceptions

A Sample of Analyses

source	increased perception of safe	decreased perception of safe	no effect
Unequally Safe: The Race Gap in School Safety. Johanna Lacoé <i>Youth Violence and Juvenile Justice</i> , 2014.		peers reporting school disorder or racial tension, peers who view school safety agents negatively or school discipline as unfair	violence or economic disadvantage of the surrounding neighborhood
Students and Perceived School Safety: The Impact of School Safety Measures. Suzanne E. Perumean-Chaney & Lindsay M. Sutton. <i>American Journal of Criminal Justice</i> , December 2013.	being White, being male, being older, having a higher GPA	metal detectors, being female, multiple physical security measures, larger class sizes, previous victimization	security guards, video cameras, bars/locked doors, dress code, closed campus
Prediction Perceptions of Fear at School and Going to and From School for African American and White Students: the Effects of School Security Measures. Ronet Bachman, Antonia Randolph, & Bethany L. Brown. <i>Youth & Society</i> , 2010.	commuting in a private car decreased probability of fear while commuting	guards, metal detectors, previous victimization (particularly bullying), locked doors (for African Americans while commuting)	race (while commuting to and from school)
Metal Detectors and Feeling Safe at School. Billie Gastic. <i>Education and Urban Society</i> , 2011.		school violence, metal detectors	gender, race/ethnicity
Students' Perceptions of Unsafe Schools: An Ecological Systems Analysis. Jun Sung Hong & Mary Keegan Eamon, <i>Journal of Children and Family Studies</i> , 2012.	parent-youth discussions of school activities/events	being older, being male, observing other students carrying a weapon, perceiving neighborhood as less safe	race/ethnicity