

IMPROVING SCHOOL SHOOTING PREVENTION AND RESPONSE TRAINING IN MONTEREY COUNTY

SUMMARY

Educators, parents, and communities entrust schools with the safety and wellbeing of the children they instruct. However, many students and parents are worried about the possibility of shooting incidents taking place at their school.¹ While the number of incidents in the United States rose substantially in 2018,² schools remain one of the safest locations for students, faculty, and staff.³

Article 5 of the California Education Code requires all public schools to maintain a comprehensive safety plan. They also must train all school personnel on that plan. These requirements were recently amended to require the inclusion of planning and training for tactical responses to criminal incidents such as active shooters. California school districts are required to maintain a safety plan that includes prevention, training, and practice standards. This code section states:

“...a safety plan means a plan to develop strategies aimed at the prevention of, and education about, potential incidents involving crime and violence on the school campus.”⁴

The Monterey County Civil Grand Jury (MCCGJ) investigated the status of school shooting prevention and response training programs in Monterey County.

During the investigation, we found that the Monterey County Office of Education (MCOE) plays a crucial role in overseeing the development of a comprehensive countywide plan that includes prevention strategies and actions to be taken in the event of a crisis.

The investigation found that there are gaps in the training provided to school personnel and students. These include:

¹ http://www.pewresearch.org/fact-tank/2018/04/18/a-majority-of-u-s-teens-fear-a-shootins-could-happen-at-their-school-and-most-parents-share-their-concern/ft_18-04-18_teensguns_majorityofusteensworry/

² www.chds.us/ssdb/dataset/

³ https://nces.ed.gov/programs/crimeindicators/ind_01.asp

⁴ http://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?division=1.&chapter=2.5.&part=19.&lawCode=EDC&title=1.&article=5

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- Schools do not use all the training resources available to them to prepare for a critical incident.
- Schools rarely use online training to address the constraints imposed by limited resources.
- Schools do not uniformly assure that all stakeholders within the school setting are trained.
- Schools do not uniformly assure that training includes active shooter response training, prevention-oriented subjects such as suicide and bullying prevention, and threat assessment and mitigation.

We identified several actions that if implemented could improve the school shooting training in Monterey County. Our recommendations include:

- Acquiring full reimbursement for all school safety costs mandated by the State of California as authorized by Part 7 of Division 4 of Title 2 of the Government Code.⁵
- Including high school students in all future School Site Council and School Safety Planning Committee safety planning sessions that pertain to high school-level students, faculty, and staff.
- Having MCOE review and approve all active shooter drills to make certain they are appropriate for all stakeholders (i.e., people who have a stake in the actions, objectives, or policies of a given entity) and age groups for which their use is being considered. (See Appendix A for a listing of stakeholders applicable to this investigation.)
- Taking advantage of free school shooting prevention and response materials developed by relevant government agencies and professional associations.
- Providing school shooting prevention and response materials to students, faculty, and staff joining a school mid-year.

⁵ https://california.public.law/codes/ca_gov't_code_title_2_div_4_part_7

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BACKGROUND

The purpose of this investigation was to assess school shooting prevention and response training. The improvements sought are designed to:

- Help acquire funding for state mandated school safety activities.
- Reduce the likelihood of school shootings.
- Improve interpersonal climate at schools.
- Increase the likelihood students, faculty, and staff will have received training and know what actions to take in the event a shooting incident occurs.

A PEW Research Center report⁶ published in 2018 reported that 57% of teens nationwide said they were worried about the possibility of a shooting occurring at their school. Sixty-three percent of parents of teenagers reported being at least somewhat worried about a shooting happening at their child's school, despite school shootings remaining rare events.⁷

The Naval Postgraduate School (NPS) located in Monterey, California maintains a national database of school shooting incidents from 1970 to the present. According to criteria established by the NPS, 2018 had the highest number with 97 school shooting incidents occurring that year. 2006 was the second highest with 59 school shootings. They define school shooting incidents as any time a firearm was brandished, fired, or a bullet hit school property for any reason. The NPS database⁸ can be downloaded free of charge and contains numerous variables of interest. For example, information contained in the database indicates the two highest K-12 school shooting assailant ages in 2018 were 16 and 17 years old.

The NPS database included four school shooting incidents in Monterey County: one in Seaside (2018), one in Salinas (2010), and two in King City (2008, 2017).

⁶ http://www.pewresearch.org/fact-tank/2018/04/18/a-majority-of-u-s-teens-fear-a-shootins-could-happen-at-their-school-and-most-parents-share-their-concern/ft_18-04-18_teensguns_majorityofusteensworry/

⁷ https://nces.ed.gov/programs/crimeindicators/ind_01.asp

⁸ www.chds.us/ssdb/dataset/

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According to MCOE Board Policy⁹, the County Superintendent of Education is responsible for:

1. Overseeing the development of a comprehensive safety plan that establishes goals and priorities for safe schools, while identifying and addressing the major safety concerns for each unique site within the jurisdiction and responsibility of MCOE. The plan is required to include violence prevention strategies and actions to be taken in the event of a crisis.
2. Receiving, reviewing, and approving comprehensive school safety plans submitted by each school program site.
3. Ensuring that an updated file of all safety-related plans and materials is readily available for inspection by the public.
4. Notifying the California Department of Education if any County schools have not complied with the requirements of California Education Code 32281,¹⁰ no later than October 15th of each year. (All Monterey County schools under MCOE jurisdiction complied in 2018.)

An MCOE document entitled *Overview of Safe Schools and Emergency Operations Planning: Fiscal Year 2018-2019*¹¹ details the organization's activities addressing the implementation of responses related to criminal incidents such as active shooters. The MCOE's Department of General Services and Business Support provides leadership for the development of the school emergency and safety plans.

MCOE has spent the last few years coordinating a county-wide effort to standardize procedures for crisis management and emergency response. The Department of General Services and Business Support within MCOE provides school shooting prevention and response training sessions throughout the year. Often these are open to all school districts in Monterey County.

MCOE and personnel from the Monterey County Sheriff's Office (MCSO) have established a School Safety Workgroup. The workgroup is comprised of the MCOE; MCSO; County Office of Emergency Services; County Emergency Communication

⁹ <https://www.montereycoe.org/Assets/MontereyCOE/Deputy-Superintendent/Board/Files/Policies-and-Regulations/Board-Policies/BP%200450%20Comprehensive%20Safety%20Plan-posted.pdf>

¹⁰ leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC§ionNum=32281

¹¹ <https://www.montereycoe.org/programs-services/general-services/safety-resources/>

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Center; local and regional fire departments; emergency medical service providers; and federal, state, and local law enforcement agencies.

The MCOE has adopted the active shooter training program known as ALICE ®.¹² The Alice Training Institute is a for-profit organization that provides active shooter training for churches, schools, businesses and other organizations. ALICE ® stands for:

- **Alert** others of the danger using plain language.
- **Lockdown** entrances between the shooter and students, faculty and staff using objects to barricade those areas.
- **Inform** members of the emergency response team (i.e., selected security, law enforcement, fire and ambulance, and administrators).
- **Counter** an active shooter directly as a last resort by distracting, hampering, and overpowering the assailant.
- **Evacuate** the facility as a first response if possible.

Additionally, MCOE has established several school safety policy documents falling under the following categories: Administrative Regulations (AR), Superintendent Policies (SP), and Board Policies (BP).¹³

APPROACH

The population of primary interest for this report is public high schools with enrollments greater than 500 students located in Monterey County, California. It does not include private, alternative, or charter schools. Among the reasons for selecting this population were:

- Most K-12 school shootings in 2018 occurred at high schools and involved assailants who were current students at the school where the shooting took place.¹⁴
- Private schools do not fall within the jurisdiction of the MCCGJ.

¹² <https://www.alicetraining.com>

¹³ <https://www.montereycoe.org/county-board/policies-and-regulations/>

¹⁴ Based upon school shooting analyses conducted using the NPS www.chds.us/ssdb/dataset/ database.

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The MCCGJ:

- Interviewed senior personnel from MCOE.
- Met with three public high school principals to pilot test drafts of a school safety questionnaire developed by the MCCGJ.
- Sent surveys (see Appendix B) to 14 Monterey County public high school principals and 11 responses were returned and tallied.
- Conducted numerous internet queries.
- Obtained and reviewed MCOE school safety-related policies.
- Analyzed a copy of the NPS K-12 School Shooting Dataset.¹⁵
- Analyzed the MCCGJ school safety survey data.

DISCUSSION

Importance of High School Students in Safety Planning

Students represent the largest school stakeholder category.¹⁶ They also constitute the largest single school stakeholder group that would be present at most school shootings.

They often know which arguments would be most persuasive with their peers for reporting fellow students contemplating committing a school shooting. They are also the most likely stakeholder category to be informed by potential assailants that they are contemplating carrying out a school shooting.¹⁷

High school students are more likely than people in other stakeholder categories to know when peers are contemplating suicide or other forms of violence. They are also more likely than elementary and middle school students to be both the assailant and victim of school shootings.¹⁸

High school students were neither listed as participants in MCOE's School Safety Workgroup, nor included in California Education Code Section 32281 as one of the

¹⁵ www.chds.us/ssdb/dataset/

¹⁶ See Table 2 comparisons involving general education students verses all other stakeholder categories

¹⁷ <https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf>

¹⁸ Based upon analyses conducted using the NPS www.chds.us/ssdb/dataset/ database.

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categories of people that should be included as members of a school safety planning committee.

Reimbursement for State Mandated School Safety Costs

Amendments to the California Education Code, which became effective January 1, 2019, require all public schools to amend their comprehensive school safety plans to include “tactical responses to criminal incidents” such as active shooters. These changes will broaden the participation of first responders such as law enforcement, fire department and Emergency Medical Technicians in the development and training of the plan. Also, the code stipulates that if the Commission on State Mandates determines that the code contains costs mandated by the State, those costs will be reimbursed by the State.

A senior official at MCOE noted that MCOE and every school district in the county seeks mandated reimbursement.

Information regarding state mandated reimbursement provided by the State Controller’s Office is available.¹⁹

Schools do not need to sacrifice resources directed to support other critical activities to fund the new mandated requirements applicable to the safety plans.

External School Safety Resources

A report issued by the United States Secret Service in 2004 found that prior to most (81%) school shooting attacks, even though other students had information about the attacker’s plans, few of those students reported their concerns to an adult.²⁰ A second report issued by the Secret Service in 2018, lays out the steps for creating a comprehensive targeted violence prevention plan, threat assessment procedures, and a school climate that reduces risk and promotes students seeking help for themselves and their peers.²¹ The Secret Service Threat Assessment unit that developed those

¹⁹ https://www.sco.ca.gov/Files-ARD-Local/mancost_fagsmandates.pdf

²⁰ <https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf> Page 25

²¹ https://www.secretservice.gov/data/protection/ntac/USSS_NTAC_Enhancing_School_Safety_Guide_7.1.1.18.pdf

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programs has acquired valuable insights on what differentiates people who make idle threats from those requiring immediate intervention.

A large number of professional organizations, as well as state and federal government agencies, whose missions relate to either crime, disasters, or education, have produced studies and/or guidance related to preventing or responding to school violence. The MCCGJ Survey (see Appendix B) queried respondents on their use of seven selected school safety resources.

The 11 principals who completed the survey reported the following level of their use of those resources:

- One principal reported using suggestions included in *The Final Report and Findings of the Safe School Initiative: Implications for the Prevention of School Attacks in the United States*, United States Secret Service and US Department of Education, 2004.²²
- One reported using suggestions included in *Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence*, U.S. Secret Service, 2018.²³
- One reported using suggestions included in *Guide for Preventing and Responding to School Violence, 2nd Edition*, International Association of Chiefs of Police, Bureau of Justice Assistance, US Department of Justice, Updated 2009.²⁴
- Two reported using suggestions included in *School Violence Prevention Resources*, Centers for Disease Control.²⁵
- Three reported using suggestions included in *Best Practice Considerations for Schools in Active Shooter and Other Armed Assailant Drills: Guidance from the National Association of School Psychologists*

²² <https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf>

²³

[https://www.secretservice.gov/data/protection/ntac/USSS NTAC Enhancing School Safety Guide 7.11.18.pdf](https://www.secretservice.gov/data/protection/ntac/USSS_NTAC_Enhancing_School_Safety_Guide_7.11.18.pdf)

²⁴ https://www.bja.gov/Publications/IACP_School_Violence.pdf

²⁵ <https://www.cdc.gov/violenceprevention/youthviolence/index.html>

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*and the National Association of School Resource Officers, Updated April 2017.*²⁶

- Six reported using suggestions included in *School Safety Resources, Resources for school safety and violence prevention, useful for safe school planning and implementation.* California Department of Education.²⁷
- Nine reported using suggestions included in ALICE ® School Violence Resources, ALICE ® Training Institute.²⁸

Other school safety resources that principals and MCOE Officials reported using were:

- School Crisis Toolkit, Association of California School Administrators (ACSA)²⁹
- The Big Five, Coalition for Safe Schools and Communities³⁰
- Prevention materials provided by the Sandy Hook Promise³¹ non-profit organization

All school safety materials listed in this section are provided free of charge, except for those provided by the ALICE ® Training Institute. Nine out of the eleven principals who completed the survey recalled already having access to those ALICE ® materials.

On-Line Training and Assessment Modules

All of the high school principals responding to the MCGJ school safety survey reported having a means for providing on-line instruction. Five principals reported having school safety training information currently available on-line for their high school students and other school stakeholders who had not yet received in-person training.

²⁶ <https://nasro.org/cms/wp-content/uploads/2014/12/Best-Practices-Active-Shooter-Drills.pdf>

²⁷ <https://www.cde.ca.gov/ls/ss/vp/safeschlplanning.asp>

²⁸ <https://www.alicetraining.com/our-program/alice-training/k12-education/>

²⁹ <https://www.acsa.org/Advocacy/school-crisis-toolkit>

³⁰ https://www.olphdc.org/files/big_five_parent_packet.pdf

³¹ <https://www.sandyhookpromise.org>

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Three out of the five principals providing on-line school safety instruction reported that they quizzed stakeholders either on-line or using in-class instructors to help ensure recipients actually completed that segment of the training and comprehended the material covered.

On-line training can cover a huge number of people receiving training at the same time; respondents often can complete it whenever it is convenient for them; and it is usually less expensive than using human trainers covering the same material.³² One principal, currently using on-line safety instruction for teachers and staff, noted that he was planning on expanding coverage soon to include students. On-line instruction can serve as either a stop-gap measure or as a primary means for providing instruction.

Appropriateness of Training and Drills

While school shootings are rare events, it is possible to select programs that not only protect students from those rare occurrences, but they also can improve the wellbeing and happiness of a much larger number of school stakeholders. Take, for example, suicide prevention. Some students may engage in acts of school violence as a means of committing suicide³³ (e.g., being killed by law enforcement or security personnel to prevent the assailant from harming additional people at that school). Suicide prevention measures can help improve the quality of life of the people contemplating suicide, as well as their peers, parents, and other school stakeholders who would be adversely affected by their death.

Anti-bullying programs are another example of methods that may reduce the likelihood of school shootings and also improve the interpersonal climate in schools.³⁴ Some school shooting assailants were prior victims of being bullied at school, others were perpetrators, and many fell into both categories at different times and/or with different people involved. School evacuation drills can be helpful in releasing children to their parents or other authorized individuals regardless of whether the situation is due to a school shooting or an earthquake.

³² <https://skyprep.com/2015/08/17/online-training-vs-in-person-training/>

³³ https://www.bja.gov/Publications/IACP_School_Violence.pdf Page 11

³⁴ <https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf> Pages 21, 35 and 36

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Well thought out school shooting prevention and response plans are essential. However, if stakeholder groups are not aware of those plans, they will not have a positive impact should shooting incidents occur. Similarly, if drills are not conducted on a regular basis, training and response protocols may be forgotten or not acted upon.

Not all school shooting training and drills are appropriate for all stakeholder groups. An article in March 2019 issue of *The Atlantic*, *Active-Shooter Drills Are Tragically Misguided*,³⁵ addresses the issue. Table-top exercises and orchestrated role-playing scenarios involving school personnel and first responders appear to have little downside other than to draw upon the limited time available of the participants involved. Other drills can pose more of a risk. For example, trainers at one school described in the aforementioned *Atlantic* article intentionally falsely announced multiple times that an actual shooting incident was taking place at their school. Teachers received text messages warning them that an active shooter was on campus. As reported in *The Atlantic* article: “Many of the students sobbed hysterically, others vomited or fainted, and some sent farewell notes to parents. A later (active shooter) announcement during that same drill prompted a stampede in the cafeteria, as students fled the building and jumped over fences to escape, parents flooded 911 with frantic calls.”

MCCGJ Survey Results – Training and Stakeholder Categories

The MCCGJ survey (see Appendix B) addressed the following five types of school violence prevention and response training.

1. Active Shooter (e.g., ALICE ®),
2. Suicide Prevention,
3. Anti-Bullying (including tolerance, harassment, and conflict resolution),
4. When, how, why, and to whom stakeholders should report issues of violence concern,
5. How to assess and mitigate potential threats of violence when they occur.

Those same five training areas are included in many of the comprehensive school violence guidelines and studies found in the literature, including the International Association of Chiefs of Police and the two U.S. Secret Service reports addressed

³⁵ <https://www.theatlantic.com/magazine/archive/2019/03/active-shooter-drills-erika-christakis/580426/>

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earlier in this document. Those training areas were selected for inclusion in this study by MCCGJ because of their perceived value in reducing the likelihood of and the amount of potential damage from school shootings. Those five areas are also important to the MCOE as reflected in a number of their policies and regulations.

The MCCGJ survey also addressed 18 stakeholder categories. Those categories were reviewed and modified by three principals during the study's survey pilot testing phase. The final set of stakeholders consisted of subcategories of students, faculty, and staff present at the eleven high schools whose principals returned the survey.

As shown in Table 1, the stakeholder category with the highest rate of completion of all five types of training was the School Resource Officers (SROs) with 57%. The category with the lowest percent of completion of all five types of training was coaches with zero percent.

**Table 1: Number and Percent of Stakeholder Category
Having Received All Five Types of Anti-Violence Training**

Stakeholder Category	Number	Percent
Principals	5	45
SRO's	4	57
Probation Officers	1	17
Security Officers	7	16
Administrators	5	20
Substitute Teachers	29	43
Special Needs Teachers	18	32
Gen Ed Teachers	102	19
Paid Teacher Aides	13	17
Athletic Coaches	0	0

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Special Needs Students	61	4
Gen Ed Students	780	6
Guidance Counselors	14	36
School Psychologists	6	50
School Nurses	3	38
Custodial Personnel	3	7
Cafeteria Workers	3	9
Clerical Personnel	7	10

Table 2: Presents the number and percentage of people by stakeholder category who did not complete each of the five training types. These data indicate people in certain stakeholder categories may not have received all the types of training they may need to be adequately prepared to prevent or respond to a critical school shooting incident. For example, the principals indicated 87% of their general education students had not completed active shooter training.

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Table 2- People Who Have Not Received Each Type of Training by Stakeholder Category

Stakeholder	Active Shooter		Suicide Prevention		Anti-Bullying		Pre-Violence Reporting		Assessment and Mitigation	
	#	%	#	%	#	%	#	%	#	%
Principals	1	9	4	36	3	27	2	18	5	45
School Resource Officers	0	0	1	14	1	14	3	43	2	29
Probation Officers	4	67	5	83	5	83	5	83	5	83
Security Officers	8	19	26	60	19	44	12	28	12	28
Administrators	5	20	18	72	7	28	6	24	17	68
Substitute Teachers	32	47	35	51	35	51	32	47	35	51
Special Needs Teachers	9	16	18	32	20	36	9	16	31	55
General Education Teachers	147	28	147	28	321	61	118	22	273	52
Paid Teacher Aides	32	41	35	45	44	56	27	35	33	43
Athletic Coaches	240	85	225	80	162	58	82	29	162	58
Special Needs Students	1280	87	1056	71	907	61	902	61	1056	71
General Education Students	10899	87	9262	59	7475	59	7475	59	11806	94
Guidance Counselors	7	18	5	13	2	5	2	5	13	33
School Psychologists	4	33	0	0	0	0	0	0	2	16
School Nurses	1	13	0	0	2	25	1	13	2	25
Custodial Staff	11	24	28	62	37	82	15	33	29	64
Cafeteria Staff	14	42	30	91	30	91	16	48	19	58
Clerical Staff	15	22	41	59	56	81	39	57	53	77

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Parents, bus drivers, and first responders were not included in the tables because many of the principals considered them outside of their direct sphere of influence. For example, several of the high school principals noted that school bus drivers typically also transported elementary and middle school students and fell under the school district chain of command. However, inclusion of those individuals in training exercises and drills is important. In addition, first responders (e.g., fire, police, and emergency medical personnel) are required to be included in all school safety plans.

Training for New Students and Employees

School safety training for students, faculty, and staff may occur just once or twice a year. Many schools include it as part of their beginning of the year in-service training. For students, faculty, and staff arriving after school safety training has been provided, there may be little if any school shooting-related information provided to them until the next training cycle begins.

According to a study published by the US Department of Health and Human Services³⁶ between one-fifth and one-fourth of US adolescents change schools (apart from those transfers attributed to normal grade promotions) during middle school, high school, or both. Students who transfer mid-year, as opposed to during the summer months, often miss the most orientation information including school shooting prevention and response training.³⁷

It is also common for replacement teachers and staff to join schools mid-year due to issues such as the illness, maternity leave, or death of the person they are replacing. Substitute teachers may work at more than one school. They also often have been given limited information about school shooting plans and procedures applicable to the school(s) in which they will be working as a substitute.

³⁶ [HTTPS://www.ncbi.nlm.nih.gov/pmc/articles/pmc5718622/](https://www.ncbi.nlm.nih.gov/pmc/articles/pmc5718622/)

³⁷ [HTTPS://www.ncbi.nlm.nih.gov/pmc/articles/pmc3967912/](https://www.ncbi.nlm.nih.gov/pmc/articles/pmc3967912/)

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FINDINGS

- F1) Student involvement in the school shooting prevention and response planning process at all Monterey County high schools is important.
- F2) Reimbursement for school safety costs mandated by the state are available but are inconsistently sought to the fullest extent possible by MCOE, schools, and each school district in the county.
- F3) Despite the availability of numerous school safety resources provided at no charge by highly respected and relevant government and professional organizations, few high school principals in Monterey County are utilizing these resources.
- F4) Schools are not fully utilizing on-line school shooting prevention and response training modules as part of their means for providing safety instruction.
- F5) School shooting training exercises and drills need to be well planned and well executed in order to maximize benefits and minimize their adverse impact.
- F6) Most, if not all, of the five school shooting training areas identified by the MCCGJ:
1. Active Shooter (e.g., ALICE ®),
 2. Suicide Prevention,
 3. Anti-Bullying (including tolerance, harassment, and conflict resolution),
 4. When, how, why, and to whom stakeholders should report issues of violence concern, and
 5. How to assess and mitigate potential threats of violence when they occur

are applicable to the following school stakeholders:

- Principals
- School resource officers (when used)
- On campus probation officers (when used)
- Security officers (including campus monitors)
- Substitute teachers
- Special needs teachers
- General education teachers

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- Paid teacher aids (including instructional assistants, behavior techs, academic coaches)
- Athletic coaches
- Special needs students
- General education students
- Guidance counselors
- School psychologists
- School bus drivers
- Cafeteria workers
- School nurses
- Custodial personnel
- Maintenance personnel
- Clerical personnel
- Parents
- Fire, police, and emergency medical first responders and their command personnel

- F7) Most high school stakeholders in Monterey County have not received adequate training in the five types of school violence prevention and response.
- F8) Students, the largest high school stakeholder group, are the most vulnerable, the most likely to perpetrate or be victims of a school shooting, and to know when a peer may be at risk but have one of the lowest training rates.
- F9) Many students, faculty, and staff joining school mid-year may miss receiving critical school shooting-related material until the next time that training is offered.

RECOMMENDATIONS

- R1) By July 31, 2019, the Monterey County Superintendent of Schools should provide a copy of this report to the MCOE Chief Officer of General Services and Business Support and to the principals of the public high schools in the county.
- R2) By August 31, 2019, high school students should be included in all future School Site Council and School Safety Planning Committee safety planning sessions that pertain to high school-level students, faculty, and staff.

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- R3) By January 31, 2020, the Monterey County Superintendent of Schools should develop and implement a plan to address and improve the low training rate of students.
- R4) By August 31, 2019, all local education agencies, schools, and school districts in Monterey County should seek full reimbursement for all school safety costs mandated by the State of California.
- R5) By August 31, 2019, available school shooting prevention and response training resources developed by highly respected and relevant government organizations and professional associations should be utilized to help enhance school safety plans and policies in Monterey County.
- R6) By August 31, 2019, on-line school shooting prevention and response training modules and assessment tools should be utilized when appropriate to help ensure school safety instruction is provided in a timely manner.
- R7) By August 31, 2019, all active shooter training drills should be reviewed by MCOE to make certain they are appropriate for each stakeholder category and age group for which their use is being considered.
- R8) By August 31, 2019, all school stakeholder groups should be included in future school shooting prevention and response training activities applicable to them.
- R9) By August 31, 2019, school shooting training materials should be prepared and used to train new high school students and employees joining the school mid-year as part of their regular “on-boarding” orientation process.

REQUIRED RESPONSES

Pursuant to Penal Code sections 933 and 933.05, the grand jury requests a response to the Findings and Recommendations within 60 days as follows:

- The Monterey County Superintendent of Schools:
Finding: F1-F9 and Recommendations: R1-R9

IMPROVING SCHOOL SHOOTING PREVENTION AND RESPONSE TRAINING IN MONTEREY COUNTY

Disclaimer

This report was issued by the Monterey County Civil Grand Jury with the exception of two jurors whose spouses worked for organizations that were investigated. These jurors were excluded from all parts of the investigation, including interviews, deliberations, and the writing and approval of this report.

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.
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APPENDICES

IMPROVING SCHOOL SHOOTING PREVENTION AND RESPONSE TRAINING IN MONTEREY COUNTY

APPENDIX A

List of Stakeholders for School Shooting Prevention and Response Training

- Principals
- School resource officers (when used)
- On campus probation officers (when used)
- Security officers (including campus monitors)
- Substitute teachers
- Special needs teachers
- General education teachers
- Paid teacher aids (including instructional assistants, behavior techs, academic coaches)
- Athletic coaches
- Special needs students
- General education students
- Guidance counselors
- School psychologists
- School bus drivers
- Cafeteria workers
- School nurses
- Custodial personnel
- Maintenance personnel
- Clerical personnel
- Parents
- Fire, police, and emergency medical first responders and their command personnel

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APPENDIX B

School Shooting Prevention and Response Training Survey

Version 5 Section I

Admonition:

You are hereby directed to not to reveal to any person, except as directed by the Court, any questions you are asked or what responses were given or any other matters concerning the nature or subject of this Grand Jury's inquiry, unless a final report of this Grand Jury proceeding is made public. A violation of this admonition is punishable as contempt of court.

Signature: _____ Date: _____

Contact Information (Please Print):

Name of Principal: _____

Name and Address of School _____

Telephone Number: _____

E-mail Address: _____

On-line Training Availability:

Does your school have access to a means of providing on-line instruction? ____ Yes ____ No

If so, is school safety training information currently available on-line for your high school students and other school stakeholders who have not yet received in-person training? ____ Yes ____ No

If so, are recipients of that on-line school safety training quizzed by either that system or by in-class instructors to help ensure their comprehension of that material? ____ Yes ____ No
____ N/A

School Safety Plan:

In accordance with Education Code 32280-32289 did your school review and update (if needed) its Comprehensive School Safety Plan by March 1, 2018? ____ Yes ____ No

If yes, did it submit a form for:

- A. Small school districts with a district-wide safety plan ____ Yes ____ No
- B. Schools with their own school safety plan ____ yes ____ No

If it did not meet the March 1st deadline, did it submit a safety plan after March 1st and is now current? ____ Yes ____ No

School Safety Training Completed by Principal:

Check (√) which of the following types of school safety training you have personally completed during the last two years:

- A. ½ day ALICE _____
- B. 1 day ALICE _____
- C. 2 day ALICE Certified Trainer Instruction _____

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- D. Another type of (Non-ALICE) Active Shooter _____
 - E. Suicide Prevention _____
 - F. Anti-Bullying (Including tolerance, harassment and conflict resolution) _____
 - G. When, how, why, and to whom issues of violence should be reported _____
 - H. How to assess and mitigate potential threats of violence _____
 - I. Other, please describe _____
-

School Safety Resources:

Check which of the following government and professional organization school violence documents and websites that your school has used to help improve its safety plan:

1. *The Final Report and Findings of the Safe School Initiative: Implications for the Prevention of School Attacks in the United States*, United States Secret Service and US Department of Education, 2004. ____ used ____ not used ____ unsure
2. *Enhancing School Safety Using a Threat Assessment Model: An Operational Guide for Preventing Targeted School Violence*, United States Secret Service, 2018. ____ used ____ not used ____ unsure
3. *Guide for Preventing and Responding to School Violence, 2nd Edition*, International Association of Chiefs of Police, Bureau of Justice Assistance, US Department of Justice, Updated 2009. ____ used ____ not used ____ unsure
4. *Best Practice Considerations for Schools in Active Shooter and Other Armed Assailant Drills: Guidance from the National Association of School Psychologists and the National Association of School Resource Officers*, Updated April 2017. ____ used ____ not used ____ unsure
5. *School Safety Resources, Resources for school safety and violence prevention, useful for safe school planning and implementation*. California Department of Education. ____ used ____ not used ____ unsure
6. *School Violence Prevention Resources*, Centers for Disease Control. ____ used ____ not used ____ unsure
7. *ALICE School Violence Resources*, ALICE Training Institute. ____ used ____ not used ____ unsure
8. Others resources, if any, you have used, Please list:

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Section II

For the questions in this section, if the people you are considering serve in more than one role (e.g., teacher & coach, teacher & administrator, etc.), only include them in the role they worked in the most at your school.

In the event it would be too difficult for you to provide the specific number of people in a given roll category (e.g., Gen Ed teachers) who have completed a specific type of training (e.g., ½ day ALICE), you may provide your best estimated percentage (Est XX%) instead.

1.a How many **School Resource Officers (SROs)** currently work at your school?

During the last two years:

1.b How many of those SROs have completed the ½ day ALICE training? _____

1.c How many of those people have completed the 1 day ALICE training? _____

1.d How many of those SROs have completed the 2 day ALICE certification training? _____

1.e How many of those SROs have completed some other type (not ALICE) of active shooter training? _____

During the last two years, how many of those SROs have completed training addressing each of the following areas:

1.A Suicide prevention _____

1.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

1.C When, how, why, and to whom they should report issues of violence concern _____

1.D How to assess and mitigate potential threats of violence _____

1.E Other, please describe _____

2.a How many **Probation Officers (POs)** currently work at your school? _____

During the last two years:

2.b How many of those POs have completed the ½ day ALICE training? _____

2.c How many of those POs have completed the 1 day ALICE training? _____

2.d How many of those POs have completed the 2 day ALICE certification training? _____

2.e How many of those POs have completed some other type (not ALICE) of active shooter training? _____

During the last two years, how many of those POs have completed training addressing each of the following areas:

2.A Suicide prevention _____

2.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

2.C When, how, why, and to whom they should report issues of violence concern _____

2.D How to assess and mitigate potential threats of violence _____

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2.E Other, please describe _____

3.a How many **Security Officers (SOs)** (including Campus Monitors) currently work at your school? _____

During the last two years:

3.b How many of those SOs have completed the ½ day ALICE training? _____

3.c How many of those SOs have completed the 1 day ALICE training? _____

3.d How many of those SOs have completed the 2 day ALICE certification training? _____

3.e How many of those SOs have completed some other type (not ALICE) of active shooter training? _____

During the last two years, how many of those SOs have completed training addressing each of the following areas:

3.A Suicide prevention _____

3.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

3.C When, how, why, and to whom they should report issues of violence concern _____

3.D How to assess and mitigate potential threats of violence _____

3.E Other, please describe _____

4.a Excluding yourself, how many **Administrators (Admins)** currently work at your school? _____

During the last two years:

4.b How many of those Admins have completed the ½ day ALICE training? _____

4.c How many of those Admins have completed the 1 day ALICE training? _____

4.d How many of those Admins have completed the 2 day ALICE certification training? _____

4.e How many of those Admins have completed some other type of active shooter training? _____

During the last two years, how many of those Admins have completed training addressing each of the following areas:

4.A Suicide prevention _____

4.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

4.C When, how, why, and to whom they should report issues of violence concern _____

4.D How to assess and mitigate potential threats of violence _____

4.E Other, please describe _____

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5.a How many District Approved **Substitute Teachers** worked at your school today (or last school day)? _____

During the last two years:

5.b How many of those Substitute Teachers have completed the ½ day ALICE training? _____

5.c How many of those Substitute Teachers have completed the 1 day ALICE training? _____

5.d How many of those Substitute Teachers have completed the 2 day ALICE certification training? _____

5.e How many of those Substitute Teachers have completed some other type of active shooter training? _____

During the last two years, how many of those Substitute Teachers have completed training addressing each of the following areas:

5.A Suicide prevention _____

5.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

5.C When, how, why, and to whom they should report issues of violence concern _____

5.D How to assess and mitigate potential threats of violence _____

5.E Other, please describe _____

6.a How many **Special Needs Teachers** work at your school? _____

During the last two years:

6.b How many of those Special Needs Teachers have completed the ½ day ALICE training? _____

6.c How many of those Special Needs Teachers have completed the 1 day ALICE training? _____

6.d How many of those Special Needs Teachers have completed the 2 day ALICE certification training? _____

6.e How many of those Special Needs Teachers have completed some other type of active shooter training? _____

During the last two years, how many of those Special Needs Teachers have completed training addressing each of the following areas:

6.A Suicide prevention _____

6.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

6.C When, how, why, and to whom they should report issues of violence concern _____

6.D How to assess and mitigate potential threats of violence _____

6.E Other, please describe _____

7.a How many **General Education (Gen Ed) Teachers** work at your school? _____

During the last two years:

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7.b How many of those Gen Ed Teachers have completed the ½ day ALICE training?

7.c How many of those Gen Ed Teachers have completed the 1 day ALICE training?

7.d How many of those Gen Ed Teachers have completed the 2 day ALICE certification training? _____

7.e How many of those Gen Ed Teachers have completed some other type of active shooter training? _____

During the last two years, how many of those Gen Ed Teachers have completed training addressing each of the following areas:

7.A Suicide prevention _____

7.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

7.C When, how, why, and to whom they should report issues of violence concern _____

7.D How to assess and mitigate potential threats of violence _____

7.E Other, please describe _____

8.a How many **Paid Teacher Aids** (including Instructional Assistants, Behavior Techs, and Academic Coaches) work at your school? _____

During the last two years:

8.b How many of those Paid Teacher Aids have completed the ½ day ALICE training?

8.c How many of those paid Teacher Aids have completed the 1 day ALICE training?

8.d How many of those Paid Teacher Aids have completed the 2 day ALICE certification training? _____

8.e How many of those Paid Teacher Aids have completed some other type of active shooter training? _____

During the last two years, how many of those Paid Teacher Aids have completed training addressing each of the following areas:

8.A Suicide prevention _____

8.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

8.C When, how, why, and to whom they should report issues of violence concern _____

8.D How to assess and mitigate potential threats of violence _____

8.E Other, please describe _____

9.a How many **Volunteer Teacher Aids** work at your school? _____

During the last two years:

9.b How many of those Volunteer Teacher Aids have completed the ½ day ALICE training? _____

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9.c How many of those Volunteer Teacher Aids have completed the 1 day ALICE training? _____

9.d How many of those Volunteer Teacher Aids have completed the 2 day ALICE certification training? _____

9.e How many of those Volunteer Teacher Aids have completed some other type of active shooter training? _____

During the last two years, how many of those Volunteer Teacher Aids have completed training addressing each of the following areas:

9.A Suicide prevention _____

9.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

9.C When, how, why, and to whom they should report issues of violence concern _____

9.D How to assess and mitigate potential threats of violence _____

9.E Other, please describe _____

10.a How many paid walk-on **Athletic Coaches** (not employed more than ½ time by the school in any other capacity) work at your school? _____

During the last two years:

10.b How many of those Coaches have completed the ½ day ALICE training? _____

10.c How many of those Coaches have completed the 1 day ALICE training? _____

10.d How many of those Coaches have completed the 2 day ALICE certification training? _____

10.e How many of those Coaches have completed some other type of active shooter training? _____

During the last two years, how many of those Coaches have completed training addressing each of the following areas:

10.A Suicide prevention _____

10.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

10.C When, how, why, and to whom they should report issues of violence concern _____

10.D How to assess and mitigate potential threats of violence _____

10.E Other, please describe _____

11.a How many **Special Needs Students** attend your school? _____

During the last two years:

11.b How many of those Special Needs Students have completed the ½ day ALICE training? _____

11.c How many of those Special Needs Students have completed the 1 day ALICE training? _____

11.d How many of those Special Needs Students completed the 2 day ALICE certification training? _____

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11.e How many of those Special Needs Students completed some other type of active shooter training? _____

During the last two years, how many of those Special Needs Students have completed training addressing each of the following areas:

11.A Suicide prevention _____

11.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

11.C When, how, why, and to whom they should report issues of violence concern _____

11.D How to assess and mitigate potential threats of violence _____

11.E Other, please describe _____

12.a How many General Education (i.e., not Special Needs) **Students** attend your school? _____

During the last two years:

12.b How many of those Gen Ed Students have completed the ½ day ALICE training? _____

12.c How many of those Gen Ed Students have completed the 1 day ALICE training? _____

12.d How many of those Gen Ed Students have completed the 2 day ALICE certification training? _____

12.e How many of those Gen Ed Students have completed some other type of active shooter training? _____

During the last two years, how many of those Gen Ed Students have completed training addressing each of the following areas:

12.A Suicide prevention _____

12.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

12.C When, how, why, and to whom they should report issues of violence concern _____

12.D How to assess and mitigate potential threats of violence _____

12.E Other, please describe _____

13.a How many **Guidance Counselors** work at your school? _____

During the last two years:

13.b How many of those Guidance Counselors have completed the ½ day ALICE training? _____

13.c How many of those Guidance Counselors have completed the 1 day ALICE training? _____

13.d How many of those Guidance Counselors have completed the 2 day ALICE certification training? _____

13.e How many of those Guidance Counselors completed some other type of active shooter training? _____

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During the last two years, how many of those Guidance Counselors have completed training addressing each of the following areas:

13.A Suicide prevention _____

13.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

13.C When, how, why, and to whom they should report issues of violence concern _____

13.D How to assess and mitigate potential threats of violence _____

13.E Other, please describe _____

14.a How many **School Psychologists** work at your school? _____

During the last two years:

14.b How many of those School Psychologists have completed the ½ day ALICE training? _____

14.c How many of those School Psychologists have completed the 1 day ALICE training? _____

14.d How many of those School Psychologists have completed the 2 day ALICE certification training? _____

14.e How many of those School Psychologists completed some other type of active shooter training? _____

During the last two years, how many of those School Psychologists have completed training addressing each of the following areas:

14.A Suicide prevention _____

14.B Anti-bullying (including tolerance, harassment and conflict resolution) _____

14.C When, how, why, and to whom they should report issues of violence concern _____

14.D How to assess and mitigate potential threats of violence _____

14.E Other, please describe _____

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Additional Categories of School Personnel (insert number of people in each cell):

	School Bus Drivers	Cafeteria Workers	School Nurses	Custodial Personnel	Maintenance Personnel	Clerical Personnel
# at School	15.a:	16.a:	17.a:	18.a:	19.a:	20.a:
# who have completed ½ day ALICE training	15.b:	16.b:	17.b:	18.b:	19.b:	20.b:
# who have completed 1 day ALICE training	15.c:	16.c:	17.c:	18.c:	19.c:	20.c:
# who have completed 2 day ALICE certification training	15.d:	16.d:	17.d:	18.d:	19.d:	20.d:
# who have completed another type of active shooter training	15.e:	16.e:	17.e:	18.e:	19.e:	20.e:
# who have completed suicide prevention training	15.A:	16.A:	17.A:	18.A:	19.A:	20.A:
# who have completed anti-bullying training	15.B:	16.B:	17.B:	18.B:	19.B:	20.B:
# who have completed violence reporting training	15.C:	16.C:	17.C:	18.C:	19.C:	20.C:
# who have competed violence assessment & mitigation training	15.D:	16.D:	17.D:	18.D:	19.D:	20.D:
Other - # & describe	15.E:	16.E:	17.E:	18.E:	19.E:	20.E: