

SAFER SCHOOLS – WHAT CAN WE DO?



GRAND JURY 2017-2018

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SUMMARY

Breaking News --- Another school shooting has just occurred!

These words strike terror in the hearts of all parents as they pray that it has not occurred in their community. The frequency of violent events on school campuses across the nation is alarming. What are Orange County public school districts doing to minimize the threat of violence on campuses?

Although Orange County public school districts are focused on minimizing the possibility of campus violence, there exists a considerable disparity between schools' readiness in some districts compared to others. Whether it is fencing, visitor protocols, communication devices, or the use of identification badges, the main differentiating factor is each district's access to funding sources for security measures. Schools in districts that have not passed school bond measures or have been unable to obtain grants have increasingly had to turn to local communities, including parents, for material support. Schools struggle to find both time and money to address competing priorities of improving academic achievement while preparing for the very real threat of school violence.

The president of National School Safety and Security Services, a school safety consulting firm based in Cleveland, commented that "The biggest challenge for school districts right now is not only managing safety, but managing parental and community perceptions around safety." (Orange County Register, March 26, 2018).

REASON FOR THE STUDY

School safety is a responsibility we all share. It is difficult, if not impossible, to prevent all violent events on campus, but schools are expected to provide a reasonably safe environment for both students and employees. School administrators have a critical responsibility to prepare for such events in order to protect the students and staff within the Orange County school system.

No one has all the answers, but through conversations and working together, solutions continue to evolve and improve. The primary purposes of this study are:

- To assess how well Orange County public schools are controlling access to campuses during school hours.
- To provide school districts, boards, principals, and parents with information to improve preparation for violent school events.
- To stimulate county-wide discussion identifying underutilized resources and to share problem-solving strategies.
- To develop recommendations which can help school districts ensure schools implement their safe school programs.

METHOD OF STUDY

Information gathering focused on four principal sources:

1. Review of applicable law regarding school safety to determine what is required of Orange County school districts.
2. Interviews with representatives from all twenty-seven school districts in Orange County.
3. A questionnaire submitted to a sampling of elementary, middle, and high schools in Orange County. (Appendix E)
4. Investigation of various school security measures used across the country.

Parties to the study included the office of the Orange County Superintendent of Schools and twenty-seven public school districts in the county, encompassing nearly 600 schools, 20,000 teachers, and an enrollment of just over a half million students (Appendix B).

The focus of the study was the traditional Orange County K-12 public school. “Non-traditional” public schools, i.e., alternative and special education programs, schools within the juvenile justice system, and charter schools were not reviewed.

Areas of focus for the study included the following:

- Grounds and building exteriors – fencing, gates, exterior doors, signage, windows
- Building access – points of entry, entry and exit procedures
- Keys and identification – master key/entry card control systems, staff and student photo ID badges
- Visitor procedures – signs, procedures, sign-in process, deliveries
- Communications systems – two-way radios, phone apps, classroom intercoms
- Monitoring and surveillance – visible presence of law enforcement, camera systems
- School/district culture – parent and student involvement, reporting, staff and student training.

BACKGROUND AND FACTS

Legal Requirements

California Education Code Sections 32280 - 89 require that all California K-12 public schools have school safety plans. Section 32281 makes each school district and county office of education responsible for the overall development of all comprehensive school safety plans. Section 32288 requires each school district or county office of education to notify the State Department of Education of any schools that have not complied with Section 32281.

Although state law requires all public schools in California to have safety plans in case of an emergency and to update them annually, the state does not track schools' individual safety plans. Each school district has leeway as to how such plans are funded and implemented.

There is no state law requiring a safety plan specific to active shooters, but the law does require public schools to follow a multi-step process to develop an overall safety plan. Each year, every public school's School Site Council (typically made up of the school's principal, teachers, and parents) consults with law enforcement representatives for support in writing and developing a safety plan. The Council is required to hold a public meeting at the school to discuss the plan before it is adopted. Following the public meeting, schools submit their plans to the district or county office for approval, no later than March 1 every year.

Historical Perspective

Since the 1999 shooting in Columbine, Colorado, more than 150,000 students attending at least 170 schools have experienced campus violence in the United States. Appendix C contains a list of incidents resulting in fatalities which have occurred since 1998 in elementary, middle, and high schools across the country.

The following three scenarios, as reported in various newspapers, describe actual school shooting events in California that have occurred within the past several months. Each illustrates a different security issue.

North Park Elementary shooting (4/10/17), San Bernardino, CA

A teacher and an eight-year-old boy were shot and killed at San Bernardino's North Park Elementary, when the teacher's estranged husband opened fire inside a special needs classroom. On-site cameras recorded the gunman's failed attempt to enter the school through a locked secondary door. He then went through the main entrance and was permitted entry after he told administrators that he had to drop something off to his wife. He was allowed entry as it was not uncommon for someone to visit a school campus to meet with their spouse, and no one noticed his concealed gun. Staffers had no knowledge of the couple's ongoing domestic conflict and the shooter did not exhibit any signs of agitation. There was nothing to indicate they should not allow him back to his wife's classroom. As a result, on April 13, 2017, the Superintendent of the San Bernardino City Unified School District announced that fingerprinted volunteers would be the only non-staff members allowed into North Park Elementary, and that the school district would review a possible larger application of that rule in the future.

Rancho Tehama Elementary School shooting (11/14/17), Corning, CA

At Rancho Tehama Elementary School, a small rural school in Northern California, a student was shot but nobody died. A gunman shot several people in the community, firing from his

vehicle. It could have been a worst-case scenario for a school shooting: a yard full of playing children with a rampaging gunman just minutes away. The school secretary, upon hearing gunshots from off campus, instituted lockdown procedures without waiting for law enforcement, and staff quickly corralled students into their classrooms. The shooter's vehicle rammed an exterior gate, breaking through a school fence. He exited his vehicle and shot at the buildings and the office but was unable to gain entry. About six minutes after he had crashed through the school's gate, the shooter drove away in frustration.

Salvador Castro Middle School (2/1/18), Los Angeles, CA

Students were wounded by gunfire and a 12-year-old girl was taken into custody after an accidental shooting in a classroom at Salvador Castro Middle School. The weapon was discharged when the backpack in which it was hidden fell from a table. The girl was charged with negligent discharge of a firearm. It was reported that the girl thought the weapon was a toy.

School Safety and Security Measures

What are the top safety priorities for school administrators, teachers, and the community? The U.S. Department of Homeland Security distributes a K-12 School Security Checklist to guide school safety assessments. The checklist cites access control of the building as the number one priority, followed by the building exterior and interior, classroom security, and school culture. Other priorities include the communications system, reporting, security equipment, personnel, and cyber security. Many of these security topics were discussed with Orange County school administrators, but limited funding may prevent implementation of some of the more costly measures.

Controlling School Access

Access control to school campuses and buildings is a top concern for Orange County school officials. Administrators struggle with maintaining a balance between having a welcoming school campus and having a facility which is secure from unwanted intruders. The federal government issues guidelines on school security, but most of the implementation is individually developed by the local school district. The government may recommend that schools control access to their buildings or property, but methods and procedures for doing so vary across Orange County.

The following ideas for improving school access control were shared by Orange County school personnel in interviews and questionnaires:

- Establish one main entrance with identifying signage. Maintain visible signage on campus and on all school doors and gates directing visitors to the main entrance. Some schools post notices advising that individuals who do not follow visitation procedures may be charged with trespassing.
- Create and use strict visitor sign-in, sign-out, and escort procedures.
- Train all school staff, including support personnel, to greet and challenge strangers. Staff should be trained to report strangers to the office if they do not feel safe in approaching someone they believe to be an intruder.
- Educate parents about access control protocol and the importance of following the rules.
- Secure or monitor custodial entrances and delivery doors before, during, and after school hours.
- At high schools and other larger facilities, use surveillance cameras to monitor and record entrance points. While most schools do not have adequate funding to staff full-time monitoring of surveillance cameras, the cameras can serve as a deterrent and, at a minimum, can provide a record of who was in the area.

A school's safety and security plan may have multiple layers to prevent or delay unwanted visitor access to the school: for example, an outer perimeter fence; a security or school resource officer on patrol; and an intercom with a remote door release to the office entrance. Those are

three layers of access control before someone gains access to meet with a receptionist in the school. No one should be able to breach all of those layers without being challenged.

Fencing

Many school campuses in Orange County have been constructed to achieve an open and inviting campus atmosphere with multiple buildings, multiple entrances and big windows.

Unfortunately, these design configurations are not conducive to security and lockdown.

Campuses constructed in the 1950s and 1960s are now trying to incorporate the principles and practices of crime prevention through environmental design. The use of fencing to bolster school security has become a key issue in discussions of school safety. In a sampling of schools in Orange County, approximately 50% of the questionnaire respondents indicated that their open campuses and lack of secure fencing is their principal concern.

Traditionally, the fencing at a school's property line provides the school's first line of defense against violence or intrusion. The National School Safety Center highlights control of campus access as a central dimension of strategic school preparation (Hanover Research, 2013). While proponents argue that campus fencing not only provides adequate protection but can be aesthetically pleasing, opponents contend that fencing can contribute to an unpleasant environment for children and may not be fully effective in deterring security breaches.

The design principles of access to school grounds rely on physical barriers such as fencing or landscaping and the strategic placement of limited access points such as gates, entrances, or exits. Limited access points allow school personnel to better monitor the comings and goings of individuals during school hours. For example, the main entry to a school can directly funnel into administration offices, helping to control visitor access.

Table 1 - Fencing Types, Advantages and Disadvantages

Material	Advantages	Disadvantages
Chain-link	<ul style="list-style-type: none"> • Least expensive • Easily installed • Maintain visibility 	<ul style="list-style-type: none"> • Easily breached • Targets for vandalism
Welded wire fabric	<ul style="list-style-type: none"> • Difficult to cut • Does not unravel • Less expensive than expanded metal 	<ul style="list-style-type: none"> • More expensive than chain-link • Less secure than expanded metal
Expanded metal	<ul style="list-style-type: none"> • Difficult to cut • Does not unravel 	<ul style="list-style-type: none"> • More expensive than chain-link and welded wire
Ornamental: Wrought iron, Steel, or Aluminum	<ul style="list-style-type: none"> • Not easily breached or vandalized • Maintain visibility 	<ul style="list-style-type: none"> • Durability and maintenance costs vary greatly

Source: Hanover Research

Fences are useful to control campus access, but they may create additional issues as well. Tall, continuous fencing can block student pathways, forcing students to take a longer route to school where they may be exposed to traffic, crime, or environmental hazards. In an emergency, continuous fencing could restrict rapid egress from the campus. However, strategically placed auto-locking gates can be unlocked and monitored to allow entrance at specific times while allowing exit at any time.

The aesthetics of fencing can be a sticking point between parents and school administrators and planners. Schools districts all over the country struggle with maintaining a balance between creating a user-friendly, welcoming school climate and providing a facility that is secure from unwanted intruders. At least one Orange County school has implemented secure fencing where visitors are seen on camera and must use the intercom to communicate with the office before being admitted.

Figure 1 - Secure Entrance to a School Campus with Camera and Intercom



Source: Used by permission of an Orange County School District

School Visitor Policies and Procedures

All Orange County school districts want to ensure that visitors have an inviting and professional welcome to their schools. Parents, guardians and community members are encouraged to visit the schools and participate in the educational program. Visitor management protocols are in place in all Orange County public schools. Some districts are using an electronic visitor management system that scans government-issued identification and checks it against a national database. While many schools require visitors to sign in at the front desk using such an electronic system, approximately 80% of the schools still use pen and paper to track visitors. In addition, many schools do not require visitors to return through the office to sign out or surrender the visitor badge. Such a sign out procedure not only ensures that all visitors actually leave the campus, but in an emergency such as a fire or earthquake can be used to verify the safety of the visitor.

Procedures vary among districts and campuses as to their protocols for the school visitor and volunteer. Elements may include: use of a single entrance leading to the main office; requirement for picture identification; issuance of a visitor or volunteer badge; use of escorts or other monitoring during the visit; and return and destruction of the badge. An example of a visitor management process, similar to one in place at an Orange County school district, is available in Appendix A.

Staff and Student Identification Badges

Identification badges are another management tool for campus access and control, both for faculty/staff and for students.

Many Orange County schools issue badges to teachers but do not mandate that they be worn. The use of visible staff badges on campus affirms that the individual belongs there and shows an outsider to be out of place. Badges allow staff, first responders, substitute teachers, and visitors to identify at a glance those who belong on campus and also provide an increased feeling of security.

At the middle and high school levels, student badges allow staff and students to easily distinguish the student from the non-student. Since most schools already issue student identification cards for library check-out, for admittance to sporting events, etc., schools may want to consider upgrading the ID cards to badges to be worn on campus.

Emergency Communications

When an emergency situation occurs, every second counts. Poor communication between schools and first responders can impact not only response times, but also the strategic preparation of officers or firefighters before arrival. Landlines, school intercom systems, and cell phones can aid in the response to a crisis, but they can also be unreliable, complex, or

entirely inaccessible when needed most. The district should have an infrastructure in place to create consistent, effective and coordinated communications across each school.

Reaching out to first responders as quickly as possible is paramount, but if the employee on the phone is not witnessing and managing the safety situation, they may not have the most pertinent, current information. Or worse, they may get key facts wrong. Safety and situational parameters can change quickly, making it challenging to relay accurate incident details to first responders, such as which door to enter as the situation unfolds.

Some schools have installed a “panic button” in the office, which, when pressed, immediately notifies local law enforcement of an emergency situation. Some classroom phones also have an emergency button which is connected to the office or to law enforcement

A challenge many districts face is the use of a variety of devices to communicate, including cell phones, intercoms, and two-way radios from multiple vendors. Schools may have poor cell coverage, making cell phones useless at times. Two-way radios may not be fully charged, leaving coaches and playground supervisors without operable communication.

With new hires and changes in personnel, districts recognize the need not only to shift to more reliable technology but also to have employees regularly trained on new communication devices, especially for emergency situations. Training is needed to get school personnel more comfortable with district-wide protocols for crisis situations, including communicating with first responders.

Windows

One often-overlooked area of access control is windows. Few security measures can fully stop a determined intruder, but if security window film is properly installed, it can delay a perpetrator long enough to foil their plans or give those inside precious time to find a way to remain safe. There are many types of window films. Some feature multiple layers of laminate, offering protection from shattering glass, while others are simply tinted or reflective to prevent outside views into the classroom.

Locks, Keys and Smart Cards

It is imperative that classroom doors can be locked from the inside without exiting the room. Some older schools in Orange County have not yet installed upgraded locks for all classrooms, multi-purpose rooms, cafeterias, and offices. These older locks require exiting the room and using a key to lock the door. Many Orange County districts reported the use of “Lock Bloks” on their campus doors. Mounted on the inside of a classroom door, these devices allow outside access to the room only when set to the OPEN position, but can be easily shifted to a CLOSED position from inside the room, immediately locking the door to persons outside (Figure 2).

Figure 2 - Lock Blok



Source: www.doorblok.com/lockblok.html

It is an unfortunate fact that keys are often lost or stolen. Depending upon the number of doors that a particular key may open, it may be financially prohibitive to re-key a school or district if a “master key” is the one missing. There are products on the market that allow electronic access to rooms or buildings. This type of system allows the district to schedule access permissions to specific locks and prohibit access to other locks through the software. The system also allows lost or stolen electronic keys to be immediately disabled.

“Smart cards” are increasingly common in school environments. Teacher ID badges can be formatted as smart cards for building entry, and access by a card can be cancelled within seconds if the card is lost or stolen.

Cameras

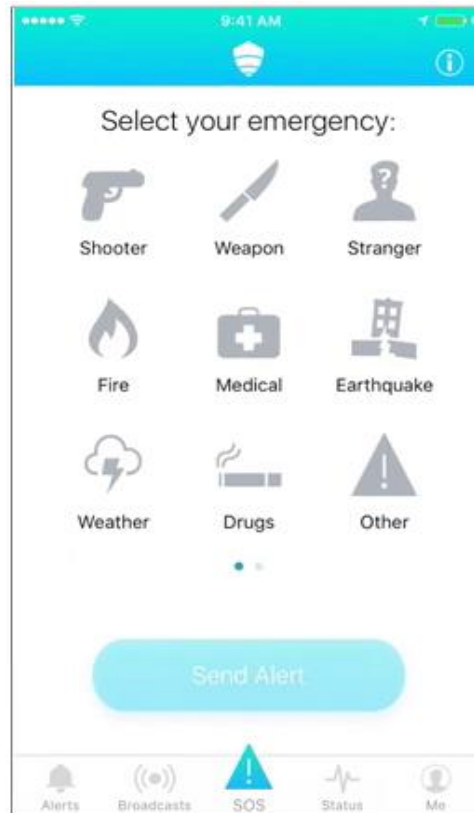
Cameras used for surveillance can reinforce security options for schools with limited personnel. A video surveillance system may be a good budget choice for schools when connected to a monitored video screen in the school’s main office, but video feed that is not constantly monitored or analyzed has limited value. Primarily, cameras provide evidence after an incident has occurred, but cannot prevent one from occurring. Some schools, however, have reported a reduction in vandalism after cameras were installed.

Wi-Fi Devices

Mobile phones have become a critical tool for today’s campuses in keeping students safe. Technology now exists that can send alerts directly to a phone that is connected to the school’s Wi-Fi network. When an emergency occurs, this technology can act as a two-way communication tool: first, by letting a mobile user know of an incident in progress and giving directions, such as “stay where you are,” and second, by allowing the mobile user to let the school know that they are safe and accounted for during the incident.

There also are available cell phone applications which allow even more specific responses to emergency situations. One such app, currently in use in at least one Orange County school district, is Titan HST, an emergency two-way communication application (Figure 3).

Figure 3 –
Titan HST Application Sample Screen Shot



Source: www.titanhst.com

Unfortunately, this type of application may be prohibitively expensive for some school districts. It should be noted that the district using this system has its own private server, which minimizes the chances of hacking.

Metal Detectors

After police officials revealed that the shooter at the San Bernardino event had concealed his gun and entered the school through routine means, members of the public wondered what could have helped school staff determine that he had a weapon. Like most schools, North Park Elementary did not have metal detectors. Orange County schools do not have metal detectors like those seen

in airports or professional sporting events, but some high schools do use wand-type detectors at selected events such as sports games or dances.

Many groups say the use of metal detectors can have a negative effect on the school environment. For schools that have a relatively low incidence of crime, the cost of purchasing, maintaining, and staffing the devices may not be a priority compared to other needs.

Information Management System

In order to define threats and risks, it is critical that there be a process of information sharing within and among the school districts. At present, breaches in campus access control are not shared or historically recorded in Orange County school districts. Up-to-date risk information should be a major component of each district’s decision-making process regarding security issues.

Audit Tools

A “school security assessment” is a critical on-site review to observe security currently in place, identify security deficiencies, determine what is needed, and make recommendations to eliminate or control risks. A security assessment is used as:

1. A risk management tool for reducing crime and violence threats, risks and potential liability.
2. A school-community relations tool to demonstrate a district’s commitment to security prior to a crisis.
3. Documentation of school district needs in advance of a funding campaign, or as part of a grant proposal.

The use of an audit tool by Orange County administrators could provide a snapshot of a school’s safety areas needing improvement as well as be a resource tool for the development of the required school safety plan.

The following are four examples of audit tools:

1. *Campus Safety and Security Audit Toolkit* prepared by The Texas School Safety Center School Climate and Culture
2. *The Homeland Security K-12 School Security Practice*
3. *Active Shooter Threat Assessment Checklist: K-12 Education Facilities* prepared by Campus Safety Magazine
4. *Guide for Preventing and Responding to School Violence*, 2nd Edition, International Association of Chiefs of Police and Bureau of Justice Assistance, U.S. Department of Justice (2009).

Conclusions

The Grand Jury found that school safety is a priority in all Orange County school districts. However, in some cases, district administrators and school site staff do not share a common prioritization of the need for specific school safety measures. School districts need to ensure that district administrators, principals, teachers, and School Site Councils work together to implement selected priorities for the individual campuses. Although funding will always be a concern, many safety measures discussed in this report can be accomplished at little or no cost. Higher-priced items can be prioritized as funds allow.

FINDINGS

- F.1. School safety and security are priorities in every school district in the Orange County public school system.
- F.2. The implementation of security measures for schools, in many cases, is limited by funding.
- F.3. Many Orange County school campuses were constructed to reflect an “open and inviting” atmosphere but are now faced with physical and philosophical security issues that challenge this thinking.
- F.4. While every Orange County school district reported the use of a campus visitor sign-in process, there is a lack of procedural consistency among school campuses.
- F.5. Many districts or school campuses do not require all teachers, staff, and volunteers to wear ID badges while on campus, making identification of authorized personnel difficult for substitute teachers, student teachers, visitors, volunteers, and first responders.
- F.6. Currently, student ID badges, which could easily distinguish students from non-students of similar age, are not required to be worn by Orange County middle and high school students.
- F.7. Campus personnel and volunteers, while on duty outside the classroom, have an inconsistent usage or availability of communication devices for emergency situations.
- F.8. There is no documentation or reporting protocol within the districts of individual campus security incidents, making it difficult to track, analyze, and summarize such incidents.
- F.9. While every Orange County school develops a school safety plan, few schools have used an individual school security assessment to identify deficiencies or to develop the required plan.

RECOMMENDATIONS

- R.1. School districts should explore all possible funding resources that may be available in order to implement desired security measures. (F.2.)
- R.2. School districts should re-evaluate the lack of secure fencing on all school campuses and present a report to their respective boards by December 31, 2018, outlining their plans to make campuses more secure. (F.2., F.3.)
- R.3. School districts should implement procedures to ensure that all campuses maintain a complete, daily log (electronic or manual) of every visitor and volunteer entering and exiting the campus, excluding program events such as awards ceremonies or stage or musical productions. (F.4.)
- R.4. School districts should implement procedures to ensure that photo identification is required of all campus visitors and volunteers before a visitor's badge is issued. (F.4, F.5.)
- R.5. School districts should implement procedures to ensure that all faculty and staff are required to wear visible photo ID badges while on campus. (F.5.)
- R.6. All school districts with middle or high school campuses should consider using student ID cards in a format to be worn as student ID badges while on campus. (F.6.)
- R.7. School districts should evaluate available communication devices and ensure that custodial and supervisory personnel, as well as safety resource officers, playground supervisors and coaches, have two-way radios or equivalent communication devices with them at all times, enabling instant two-way communication with the office. (F.7.)
- R.8. School districts should consider requiring that all campus incidents of unauthorized access be recorded, tracked, and reported to the district office on a quarterly basis. All districts should share these reports with the Orange County Department of Education. (F.8.)
- R.9. School districts should evaluate requiring each school to perform a school security assessment to evaluate their current school safety plan. (F.9)

RESPONSES

The following excerpts from the California Penal Code provide the requirements for public agencies to respond to the findings and recommendations of this Grand Jury report:

§933(c)

No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body and every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of supervisors, on the findings and recommendations pertaining to matters under the control of that county officer or agency head or any agency or agencies which that officer or agency head supervises or controls. In any city and county, the mayor shall also comment on the findings and recommendations. All of these comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury. A copy of all responses to grand jury reports shall be placed on file with the clerk of the public agency and the office of the county clerk, or the mayor when applicable, and shall remain on file in those offices. . . .

§933.05

(a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:

(1) The respondent agrees with the finding.

(2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.

(b) For purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:

(1) The recommendation has been implemented, with a summary regarding the implemented action.

(2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.

(3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.

(4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

(c) However, if a finding or recommendation of the Grand Jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

Responses Required:

Comments to the Presiding Judge of the Superior Court in compliance with Penal Code §933(c) are required from:

- The Orange County Superintendent of Schools - Responses to each of the nine principal findings and recommendations.
- The governing body of each of the districts below – Responses to the indicated principal findings and recommendations.

Safer Schools – What Can We Do?

Anaheim Elementary School District

F.1. – F.5., F.7 – F.9.

R.1. – R.5., R.7 – R.9.

Anaheim Union High School District

F.1. – F.9.

R.1. – R.9.

Brea Olinda School District

F.1. – F.9.

R.1. – R.9.

Buena Park School District

F.1. – F.9.

R.1. – R.9.

Capistrano Unified School District

F.1. – F.9.

R.1. – R.9.

Centralia School District

F.1. – F.5., F.7 – F.9.

R.1. – R.5., R.7 – R.9.

Cypress School District

F.1. – F.5., F.7 – F.9.

R.1. – R.5., R.7 – R.9.

Fountain Valley School District

F.1. – F.9.

R.1. – R.9.

Fullerton Joint Union High School District

F.1. – F.9.

R.1. – R.9.

Fullerton School District

F.1. – F.9.

R.1. – R.9.

Garden Grove Unified School District

F.1. – F.9.

R.1. – R.9.

Huntington Beach City School District

F.1. – F.9.

R.1. – R.9.

Huntington Beach Union High School District

F.1. – F.9.

R.1. – R.9.

Irvine Unified School District

F.1. – F.9.

R.1. – R.9.

La Habra City School District

F.1. – F.9.

R.1. – R.9.

Laguna Beach Unified School District

F.1. – F.9.

R.1. – R.9.

Los Alamitos Unified School District

F.1. – F.9.

R.1. – R.9.

Magnolia School District

F.1. – F.5., F.7 – F.9.

R.1. – R.5., R.7 – R.9.

Newport-Mesa Unified School District

F.1. – F.9.

R.1. – R.9.

Ocean View School District

F.1. – F.9.

R.1. – R.9.

Orange Unified School District

F.1. – F.9.

R.1. – R.9.

Placentia-Yorba Linda Unified School District

F.1. – F.9.

R.1. – R.9.

Saddleback Valley Unified School District

F.1. – F.9.

R.1. – R.9.

Santa Ana Unified School District

F.1. – F.9.

R.1. – R.9.

Savanna School District

F.1. – F.5., F.7 – F.9.

R.1. – R.5., R.7 – R.9.

Tustin Unified School District

F.1. – F.9.

R.1. – R.9.

Westminster School District

F.1. – F.9.

R.1. – R.9.

REFERENCES

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APPENDICES

Appendix A: Example of Campus Visitor/Volunteer Management Process

General Procedures – Visitors

A visitor is an individual, not a school volunteer, and may include a parent, close relative, or guardian who visits a school for a public or private event involving a student. The definition of visitor also includes other individuals who are under the supervision of a school employee. Visitors will **not** be allowed unless their visit has been pre-arranged with the principal and/or main office.

1. Any person who is not a student or staff shall register at the main office immediately upon entering any school building or grounds when school is in session. **No visitor is permitted to enter the school via any other entrance.** Exceptions to this rule can be made by the Principal during supervised times for special school events (i.e., award ceremonies, musical performances, jog-a-thons, promotion ceremonies, etc.)
2. All visitors must state the purpose of their visit and who has invited them.
3. All visitors may use the kiosk system to scan identification which in turn will issue a badge with the visitor's destination. If a kiosk system is not available, the visitor will produce formal photo identification, (state-issued ID), sign in to the visitor log, and be issued a badge with the current date and the visitor's destination.
 - The staff member will keep the individual's identification card in plain view.
 - The identification card will immediately be returned to the visitor when the badge is handed to them.
 - At no time will a visitor's identification card be kept by the attendant.
4. If the visitor does not have acceptable identification, the Principal will be called to assess the situation.
5. The office will provide an identification badge or sticker for all visitors. **The badge or sticker must be visible and is to be worn at all times by the visitor throughout their visit.**
6. Visitors will be escorted to their destination or their campus contact person will be asked to come to the main office to receive the visitor. The contact will then be responsible for them while they are on site.
7. The visitor must not be allowed to move about the site unsupervised. The Principal on select occasions may employ other procedures to ensure visitors are monitored when traveling to their point of destination.
8. On departing the school, visitors must leave via the main office.
9. A member of the staff must escort the visitor to the main office or call the main office and alert them that the visitor is on their way.
10. Office staff will process the visitor out of the system.
11. Once the visitor has been signed out of the system, the badge must be torn thoroughly so it cannot be reused.

General Procedures – Volunteers (non-instructional)

A volunteer is an adult (18 years of age or older) serving in an unpaid position who has direct volunteer contact with children. Volunteer (non-instructional) contact is defined as routine interaction with one or more children while under the supervision of a district certificated employee. Volunteers are required to obtain clearances.

Volunteers will **not** be allowed unless their services have been pre-arranged and approved with the principal.

1. Any person who is not a student or staff shall register at the main office immediately upon entering any school building or grounds when school is in session. **No volunteer is permitted to enter the school via any other entrance.** Exceptions to this rule can be made by the Principal during supervised times.
2. All volunteers may use the kiosk system to scan identification which in turn will issue a badge with the volunteer's destination. If a kiosk system is not available, the volunteer will produce photo identification, sign in to the volunteer log, and be issued a badge with the current date and the volunteer's destination.
3. If the volunteer does not have identification available, the Principal will be called to assess the situation.
4. The volunteer will be permitted on campus to perform scheduled activities. The identification badge or sticker must be visible and is to be worn at all times by the volunteer throughout their visit.
5. On departing the school, volunteers must leave via the main office and:
 - Check-out via the kiosk system or sign out of the volunteer log.
 - Once the volunteer has been signed out of the system, the badge/sticker must be torn thoroughly so it cannot be reused.

Appendix B: Orange County Public School Statistics

No	District	Cities Served	Total Approx. Enrollment	Elementary Schools	K-8 Elementary / Middle Schools	Middle/ Intermediate Schools	Middle/ High 7-12 Schools	High (Incl. Continuation) Schools	Charter Schools
1	Anaheim Elementary School District	Anaheim	18,000	24	--	--	--	--	--
2	Anaheim Union High School District	Anaheim Cypress Buena Park La Palma Stanton	31,000	--	--	8	--	11	--
3	Brea Olinda School District	Brea	6,000	6	--	1	--	2	--
4	Buena Park School District	Buena Park La Palma Anaheim La Mirada Fullerton	54,000	6	--	1	--	--	--
5	Capistrano Unified School District	San Clemente Dana Point San Juan Capistrano Laguna Niguel Aliso Viejo Mission Viejo Rancho Santa Margarita	49,000	33	2	10	--	6	5
6	Centralia School District	Buena Park La Palma Anaheim	4,500	8	--	--	--	--	--
7	Cypress School District	Cypress Buena Park	4,000	6	--	--	--	--	--

Safer Schools – What Can We Do?

No	District	Cities Served	Total Approx. Enrollment	Elementary Schools	K-8 Elementary / Middle Schools	Middle/ Intermediate Schools	Middle/ High 7-12 Schools	High (Incl. Continuation) Schools	Charter Schools
8	Fountain Valley School District	Fountain Valley Huntington Beach	6,300	7	3	--	--	--	--
9	Fullerton Joint Union High School District	Fullerton Buena Park La Habra	13,900	--	--	--	--	8	--
10	Fullerton School District	Fullerton	13,700	15	2	3	--	--	--
11	Garden Grove Unified School District	Garden Grove Fountain Valley Stanton Westminster Santa Ana	45,000	44	--	10	--	8	--
12	Huntington Beach City School District	Huntington Beach	7,200	7	--	2	--	--	--
13	Huntington Beach Union High School District	Huntington Beach Fountain Valley Westminster	16,000	--	--	--	--	8	--
14	Irvine Unified School District	Irvine	34,000	23	3	6	--	6	--
15	La Habra City School District	La Habra	5,000	7	--	2	--	--	--
16	Laguna Beach Unified School District	Laguna Beach	3,000	2	--	1	--	1	--

Safer Schools – What Can We Do?

No	District	Cities Served	Total Approx. Enrollment	Elementary Schools	K-8 Elementary / Middle Schools	Middle/ Intermediate Schools	Middle/ High 7-12 Schools	High (Incl. Continuation) Schools	Charter Schools
17	Los Alamitos Unified School District	Los Alamitos Seal Beach Cypress	10,000	6	--	2	--	2	--
18	Magnolia School District	Anaheim, Stanton	6,400	9	--	--	--	--	--
19	Newport-Mesa Unified School District	Newport Beach Costa Mesa Corona del Mar	22,000	22	--	2	2	2	--
20	Ocean View School District	Huntington Beach Fountain Valley Westminster	8,700	13	--	4	--	--	--
21	Orange Unified School District	Anaheim Garden Grove Orange Santa Ana Villa Park	30,000	27	--	6	--	5	--
22	Placentia-Yorba Linda Unified School District	Placentia Yorba Linda Anaheim Brea Fullerton	26,000	22	--	6	--	5	--
23	Saddleback Valley Unified School District	Lake Forest Laguna Hills Mission Viejo Rancho Santa Margarita Foothill Ranch Trabuco Canyon	29,000	26	--	4	--	5	--

Safer Schools – What Can We Do?

No	District	Cities Served	Total Approx. Enrollment	Elementary Schools	K-8 Elementary / Middle Schools	Middle/ Intermediate Schools	Middle/ High 7-12 Schools	High (Incl. Continuation) Schools	Charter Schools
24	Santa Ana Unified School District	Santa Ana	58,000	36	--	9	--	9	6
25	Savanna School District	Anaheim Buena Park Cypress Stanton	2,400	4	--	--	--	--	--
26	Tustin Unified School District	Tustin Irvine Santa Ana	25,000	18		6	--	4	--
27	Westminster School District	Westminster Garden Grove Huntington Beach Midway City	9,400	13	--	3	--	--	--
28	Orange County Dept. of Education	Orange County	6,500	n/a	n/a	n/a	n/a	n/a	12

Appendix C: List of incidents of elementary, middle and high school violence with fatalities, from 1998 to the present. The list does not include suicides or gang-related incidents.

Date	Location	Description
2/14/18	Marjory Stoneman Douglas High School – Parkland, Florida	A 19 year-old opened fire with an AR-15 assault rifle killing 17 people, students and faculty.
1/23/18	Marshall County High School – Benton, Kentucky	A 15 year-old student opened fire with a handgun just before classes started killing two and injuring eighteen. All 20 of the victims were between 14 and 18 years-old.
12/7/17	Aztec High School – Aztec, New Mexico	A shooter shoots and kills two high-school students. The shooter, a former student at the high school dies.
9/3/17	Freeman High School – Spokane, Washington	One student is killed and three are injured in a shooting. The suspect is a sophomore at the school.
4/10/17	North Park Elementary School – San Bernardino, California	An eight year-old and his teacher are killed when the teacher’s estranged husband walks into her special needs classroom armed with a large-caliber revolver and opens fire.
9/28/16	Townville Elementary School – Greenville, South Carolina	A 14 year-old male opens fire on the playground, wounding two children and a teacher. One of the wounded children, dies three days later.
10/24/14	Marysville Pilchuck High School – Marysville, Washington	A freshman shoots five people in the school cafeteria, killing one. The freshman dies of a self-inflicted gunshot wound at the scene. The total fatalities are five.
6/10/14	Reynolds High School – Troutdale, Oregon	A 15 year-old, shoots and kills a 14-year-old in the school gym. He later takes his own life.
12/13/13	Arapahoe High School – Centennial, Colorado	An 18 year-old opens fire critically injuring one student and then killing himself. A 17 year-old dies on December 21, eight days after being shot.
10/21/13	Sparks Middle School – Sparks, Nevada	A 12 year-old student takes his parent’s handgun to school and shoots three, injuring two 12 year-old male students and killing a teacher.
12/14/12	Sandy Hook Elementary School – Newton, Connecticut	A 20 year-old guns down 20 children, ages 6 and 7, and six adults, school staff and faculty, before turning the gun on himself.
2/27/12	Chardon High School – Chardon Ohio	A 16 year-old student 16, is killed and four others wounded when a 17 year-old opens fire in the school. On February 28, a 16 year-old dies from his wounds and a 17 year-old is declared brain dead in 2013.
1/5/11	Millard South High School – Omaha Nebraska	A 17 year-old opens fire on a Principal and Vice Principal. The gunman then kills himself about a mile from the school. The Vice Principal dies at the hospital.

Safer Schools – What Can We Do?

Date	Location	Description
2/5/10	Discovery Middle School – Madison, Alabama	A 14 year-old dies after being shot in the head in a school hallway. A fellow ninth-grader later pleads guilty and is sentenced to 30 years in prison.
10/16/09	Carolina Forest High School – Conway, South Carolina	A 16 year-old student is shot and killed by a police officer after allegedly pulling a knife and stabbing the officer.
9/23/09	John Tyler High School – Tyler, Texas	A 16 year-old is taken into custody for stabbing and killing a high school teacher. The shooter is later found unfit to stand trial.
9/15/09	Coral Gables Senior High School – Coral Gables, Florida	A 17 year-old fatally stabs a 17 year-old sophomore during a fight. The attacker is later sentenced to 40 years in prison.
8/21/08	Central High School – Knoxville, Tennessee	A 15 year-old shoots and kills another 15 year-old in 2011. The shooter receives 30 years in prison in a plea agreement.
7/3/07	Henry Foss High School – Tacoma Washington	An 18 year-old student fatally shoots a 17 year-old student. The shooter is sentenced in 2009 to more than 23 years in prison for second-degree murder.
10/2/06	Georgetown Amish School - Nickel Mines, Pennsylvania	A 32 year-old goes to a small Amish school and takes 11 girls hostage. Five girls were killed and six others wounded. The shooter then kills himself.
9/29/06	Weston High School – Cazenovia, Wisconsin	A 15 year-old goes to school armed with a shotgun and a handgun. After a struggle with the school janitor, the 15 year-old shoots and kills the school principal.
9/27/06	Platte Canyon High School – Bailey, Colorado	A 54 year-old takes six female students hostage. When SWAT teams enter the school, he shoots a 16 year-old girl. The shooter then kills himself. The 16 year old later dies at the hospital.
11/8/05	Campbell County Comprehensive High School – Jacksboro, Tennessee	A 15 year-old opens fire on a principal and two assistant principals, killing one of them and critically wounding another.
3/21/05	Red Lake High School – Red Lake, Minnesota	A 16 year-old kills his grandfather and another adult, five students, a teacher and a security officer. He then kills himself.
2/3/04	Southwood Middle School – Palmetto Bay, Florida	A 14 year-old stabs to death a 14 year-old. In 2013, an appeals court tosses the attacker’s life sentence and remands the case.
9/24/03	Rocori High School – Cold Spring, Minnesota	A 15 year-old shoots and kills a 17 year-old and critically injures another student. The second student dies in October. In 2005, the shooter is sentenced to consecutive terms of life in prison for first-degree murder and 12 years for second-degree murder.
4/24/03	Red Lion Area Junior High School – Red Lion, Pennsylvania	A 14 year-old brings a revolver to school and kills his principal and then himself.

Safer Schools – What Can We Do?

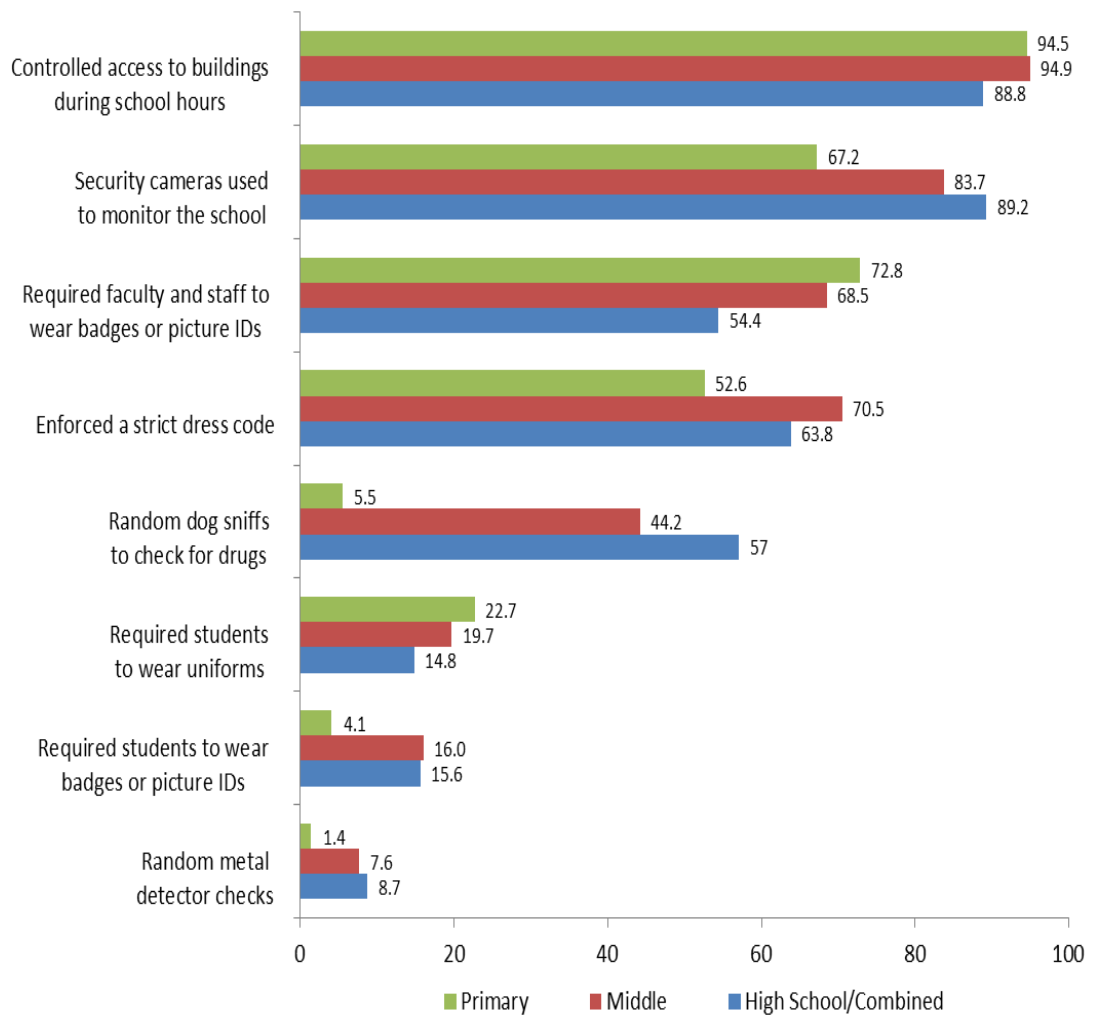
Date	Location	Description
12/5/01	Springfield High School – Springfield Massachusetts	At a high school for troubled teens, a 17 year-old stabs to death a counselor at the school. In 2003, the attacker is sentenced to life in prison.
3/5/01	Santana High School – Santee, California	A 15 year-old kills two classmates, a 14 year-old and a 17-year old, and injures 13. The attacker is sentenced in 2002 to at least 50 years in prison.
5/26/00	Lake Worth Community Middle School – Lake Worth, Florida	A 13 year-old, after being sent home for misbehaving, returns to school and shoots and kills his teacher. The shooter is sentenced to 28 years in prison.
2/29/00	Buell Elementary School – Mount Morris Township, Michigan	An unnamed six year-old boy shoots and kills a six year-old playmate at school. He is removed from his mother’s custody and put up for adoption.
11/19/99	Deming Middle School – Deming, New Mexico	A 12 year-old shoots and kills a 13 year-old classmate. He is sentenced to two years in juvenile detention.
4/20/99	Columbine High School – Littleton, Colorado	An 18 year-old and a 17 year-old kill 12 fellow students and one teacher before committing suicide in the school library.
5/21/98	Thurston High School – Springfield, Oregon	After killing his parents the previous day, a 15 year-old returns to Thurston High armed with a rifle. He kills two students in the school cafeteria, 16 and 17 years-old
4/24/98	James Parker Middle School – Edinboro, Pennsylvania	A 14 year old shoots and kills a science teacher at a school dance. He is sentenced to serve between 30 and 60 years.
3/24/98	Westside Middle School – Jonesboro, Arkansas	A 11 year-old and a 13 year-old ambush fellow students and their teachers, killing five. The 13 year-old is incarcerated in a youth facility and released on his 21 st birthday, August 11, 2005. The 11 year-old is released on his 21 st birthday May 25, 2007.

Source: US School Violence Fast Facts:

<http://www.cnn.com/2013/09/19/us/u-s-school-violence-fast-facts/index.html>

Appendix D: Nationwide Public School Safety and Security Measures

In the 2013–14 school year, 93 percent of public schools in the United States reported that they controlled access to school buildings by locking or monitoring doors during school hours. Other safety and security measures reported by public schools included the use of security cameras to monitor the school (75 percent), a requirement that faculty and staff wear badges or picture IDs (68 percent), and the enforcement of a strict dress code (58 percent).



Source: United States Department of Education, National Center for Education Statistics (2017). *Indicators of School Crime and Safety: 2016* (NCES 2017-064)

Appendix E: School Access Questionnaire



**2017 - 2018 Orange County Grand Jury
School Access Questionnaire (for Schools)**

District _____
 School _____
 Grade Levels _____ Enrollment _____
 Date _____
 Respondent Name _____
 Respondent Title _____

Admonition: This correspondence and your response to it are completely confidential. This means that the contents of this letter/survey and your responses are not to be released to the public or shared with anyone not directly involved in responding to this letter/survey without prior authorization of the Orange County Superior Court or unless you received the express consent of the Orange County Grand Jury.

No.	Question	Answer
1	Does the <u>school</u> have a written <u>school</u> policy regarding visitor/ outsider access to your school campus during school hours?	<input type="checkbox"/> Yes <input type="checkbox"/> No - District Policy Only <input type="checkbox"/> Unsure
2	Is this policy (school or district) available on the <u>school</u> website?	<input type="checkbox"/> Yes (please provide URL/link in Comments) <input type="checkbox"/> No - on district website only <input type="checkbox"/> No - not available on either website
3	Who is responsible for campus access policy review and approval? (Check all that apply)	<input type="checkbox"/> Principal <input type="checkbox"/> Additional School Administrators <input type="checkbox"/> District Admin/Staff <input type="checkbox"/> District Superintendent <input type="checkbox"/> School Board <input type="checkbox"/> Crisis Team Leaders
4	With respect to outsider access to your campus, how is the district involved? (Check all that apply)	<input type="checkbox"/> Policy development <input type="checkbox"/> Policy review/approval <input type="checkbox"/> Training

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No.	Question	Answer
5	<p>A <u>printed</u> copy of the campus access policy is regularly given to:</p> <p>(Check all that apply)</p>	<p><input type="checkbox"/> District Admin <input type="checkbox"/> School Admin <input type="checkbox"/> Teachers <input type="checkbox"/> Substitute Teachers <input type="checkbox"/> Support Staff <input type="checkbox"/> Maintenance <input type="checkbox"/> Parents <input type="checkbox"/> Students <input type="checkbox"/> Volunteers</p>
6	<p>The campus access policy (on-line or printed) is available in the indicated languages:</p> <p>(Check all that apply)</p>	<p><input type="checkbox"/> English <input type="checkbox"/> Spanish <input type="checkbox"/> Vietnamese <input type="checkbox"/> Korean <input type="checkbox"/> Other (list at right)</p>
7	<p>Who receives specific training regarding outsider access to your campus?</p> <p>(Check all that apply)</p>	<p><input type="checkbox"/> School Administrators <input type="checkbox"/> Teachers <input type="checkbox"/> Substitute Teachers <input type="checkbox"/> Support Staff (including maintenance) <input type="checkbox"/> Students <input type="checkbox"/> Parents <input type="checkbox"/> School Volunteers <input type="checkbox"/> Others (please specify)</p>
8	<p>How often is training regarding outsider access restriction provided?</p>	<p><input type="checkbox"/> Annually <input type="checkbox"/> Semi-Annually <input type="checkbox"/> Other (please explain) <input type="checkbox"/> None</p>
9	<p>Your campus conducts active drills for outsider incursions.</p>	<p><input type="checkbox"/> No <input type="checkbox"/> Yes - campus personnel only <input type="checkbox"/> Yes - campus personnel and students <input type="checkbox"/> Yes - campus personnel, law enforcement <input type="checkbox"/> Yes - campus personnel, law enforcement, and students</p>
10	<p>Is there a system in place to alert classrooms/auditoriums/ cafeterias to unauthorized visitors? (If yes, please describe the system in Comments.)</p>	<p><input type="checkbox"/> Yes, all of these <input type="checkbox"/> Yes, classrooms only <input type="checkbox"/> Yes, some of these (please list) <input type="checkbox"/> No, none of these</p>

Safer Schools – What Can We Do?

No.	Question	Answer
11	Are classroom doors able to be locked from the inside (without exiting the room)?	<input type="checkbox"/> Yes <input type="checkbox"/> No
12	Are office/auditorium/ cafeteria doors able to be locked from the inside?	<input type="checkbox"/> Yes, all of these <input type="checkbox"/> Yes, some of these (please list) <input type="checkbox"/> No, none of these
13	Is there video surveillance of the campus/hallways?	<input type="checkbox"/> Yes - exterior only <input type="checkbox"/> Yes - hallways only <input type="checkbox"/> Yes - exterior and hallways <input type="checkbox"/> Other (please describe) <input type="checkbox"/> No
14	High Schools Only - How does the staff distinguish between students and visitors of the same approximate age?	
15	Visitors are required to show picture ID and sign in at the office.	<input type="checkbox"/> Yes <input type="checkbox"/> No
16	If a visitor does access the campus without checking in, how is that visitor found/tracked?	
17	Who is required to wear a visible temporary visitor's badge?	<input type="checkbox"/> Parents/Guardians/Family of students <input type="checkbox"/> School Volunteers <input type="checkbox"/> Vendors/Contractors <input type="checkbox"/> Deliveries <input type="checkbox"/> Employees' Family Members <input type="checkbox"/> Other (please describe)
18	Temporary (stick-on) visitor badges include the following information:	<input type="checkbox"/> Name <input type="checkbox"/> Date <input type="checkbox"/> Campus destination <input type="checkbox"/> Other (please describe)
19	Visitors are required to sign out and surrender temporary visitor's badge when leaving the campus.	<input type="checkbox"/> Yes, always <input type="checkbox"/> Yes, sometimes <input type="checkbox"/> No

Safer Schools – What Can We Do?

No.	Question	Answer
20	Our campus utilizes Raptor or other identity verification system for visitors.	<input type="checkbox"/> Yes - Raptor <input type="checkbox"/> Yes - Other system (please describe) <input type="checkbox"/> No
21	If your campus utilizes an identity verification system, who is required to access it before being allowed on campus?	<input type="checkbox"/> Parents/Guardians <input type="checkbox"/> Volunteers <input type="checkbox"/> Vendors/Contractors <input type="checkbox"/> Employees' Family Members <input type="checkbox"/> Other (please describe) <input type="checkbox"/> N/A
22	Who does the school <u>regularly</u> allow onto the campus (with sign-in), other than students and employees?	<input type="checkbox"/> Parents/Guardians <input type="checkbox"/> Volunteers <input type="checkbox"/> Vendors/Contractors <input type="checkbox"/> Deliveries <input type="checkbox"/> Employees' Family Members <input type="checkbox"/> Other (please describe)
23	Who is <u>required</u> to wear photo ID badge while on campus?	<input type="checkbox"/> School Administration <input type="checkbox"/> Teachers <input type="checkbox"/> Substitute Teachers <input type="checkbox"/> Regular Volunteers <input type="checkbox"/> School Staff and Maintenance <input type="checkbox"/> Students <input type="checkbox"/> Other (please describe) <input type="checkbox"/> None
24	Is there a policy in place to alert the office to employees' or student families' active restraining orders?	<input type="checkbox"/> Yes - Employees <input type="checkbox"/> Yes - Student Families <input type="checkbox"/> No
25	What is your biggest concern regarding your ability to secure the school campus from outsider intrusion?	
26	Please add any additional comments you wish.	