



**Missouri Governor's School Safety Task Force  
Final Report**

**Appendix C**

**Missouri School Safety Program  
Historical Overview**

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## **Missouri School Safety Programs – A Historical Overview Pre-2006-2019**

### **Pre-2006: School Safety Programs & Initiatives in Missouri:**

Prior to 2006, Missouri stakeholder departments of Health and Senior Services (DHSS), Mental Health (DMH), Public Safety (DPS), Social Services (DSS), and Elementary and Secondary Education (DESE) were addressing school safety. However, there was no coordinated program and no state or Homeland Security grant funding designated specifically for safe school efforts. The University of Missouri – Kansas City (UMKC) hosted a Center for Safe Schools, via a school safety grant from the US Department of Education (USDOE) and in cooperation with DESE, but this program was limited in scope, focusing on suicide prevention and anti-bullying, and was not uniformly promoted across the state. Accordingly, the center lacked stakeholder engagement. When the USDOE federal grant funding ended in 2009, the center withered on the vine and ceased to exist by 2010.

Missouri began hosting a School Violence Hotline at DSS, via a US Department of Justice grant. This hotline operated during normal business hours only.

DHSS began partnering with the Missouri School Boards' Association (MSBA) to promote safety and emergency planning tools and templates to all schools. Though extensive, these tools and templates did not align with National Incident Management System/Incident Command System (NIMS/ICS) best practices or expand beyond the scope of school health safety planning.

While other state agencies were supporting agency specific programs and initiatives related to school safety, there was no deliberate or coordinated state-wide approach to school safety.

### **Missouri Homeland Security Program Engagement in School Safety:**

In the years immediately following the September 11<sup>th</sup>, 2001 terrorist attacks, Missouri's Homeland Security Program began receiving significant funding via federal homeland security grants. However, prior to 2006, none of these funds were designated for school safety. In June 2006, the Governor's Homeland Security Advisory Council (HSAC), the Office of Homeland Security (OHS), DESE and other stakeholders organized as a working group specifically to consider school safety.

This K-12 Homeland Security Safe Schools Working Group continues to operate as the Center for Education Safety (CES) Advisory Committee and is composed primarily of education practitioners, first responders, and law enforcement.

One of the first tasks of the K-12 Working Group was to evaluate existing school safety planning and make recommendations to the HSAC. The group voted unanimously to accept the Emergency Resource Information Plan (ERIP), which eventually became known as the MO1Plan, as a web-based school emergency planning program allowing

schools to attach floor plans, photos, and dimensions while providing real-time connectivity to first responders.

In December 2006, the HSAC embraced the working group's recommendation and voted to fund the purchase of a perpetual license for ERIP to provide the tool to all public and non-public K-12, higher education, and registered day care institutions throughout the state. With the perpetual license, law enforcement, fire, and other emergency responders have access to participating school's floor plans and critical information via a web portal when responding to school emergencies.

In October 2006, OHS partnered with MSBA to produce a school violence web-cast accessible to all schools and first responders across the state. This web-cast was funded by homeland security grant funding and included subject matter experts from the fields of educational, mental health, emergency response, and other related areas.

### **Higher Ed School Safety Task Force:**

In 2007, after the Virginia Tech shooting, higher education was also addressed when Governor Matt Blunt directed the HSAC to establish a working group to study school safety higher education institutions and make recommendations for suggested improvements and changes. A report with findings and recommendations was issued in August 2007 (see Resources).

### **School Safety and Security Conference for First Responders and Educators**

With input from the Safe Schools Working Group, OHS partnered with MSBA and DHSS to hold the first annual Coordinated K-12 and Higher Education School Safety and Security Conference in August of 2007. This conference brought together educators, health and mental health professionals, and first responders to collaborate on issues relating to health and safety. The first conference was attended by approximately 400 professionals and included speakers and presenters from across the U.S., as well as two from the United Kingdom. Then Governor Matt Blunt participated in the first conference as part of a panel discussion on school safety in Missouri, and the conference has been held every year since that time with similar success.

### **Missouri Schools Alert Network**

The Missouri Schools Alert Network was announced in 2007 to provide timely communication and alerts to participating schools. Via the network, DPS can instantly contact school officials and key points of contact to relay emergency information through recorded voice message, email, and text messages. All K-12 schools are eligible to participate in this initiative, and almost all Missouri schools have chosen to do so.

The system has been used numerous times to provide critical emergency messaging to school officials. In one instance in December 2016, the alert network helped connect school and law enforcement officials to identify and prioritize rescue efforts for

school buses stranded by a paralyzing ice storm across the St. Louis metro area.

The school alert network is separate from the emergency alert network which supports state and local officials and first responders.

### **Clean Up of Deteriorating and Unsafe Chemicals in School Labs and Classrooms**

OHS supported the UMKC Center for Safe Schools as the lead to work with stakeholders to identify ways to reduce the cost of removing unneeded and deteriorating hazardous chemicals from school labs and other locations in Missouri's schools. Pilot projects were successful as were efforts to educate key school officials on safe storage and timely use of these chemicals to avoid a future situations with aged and unstable chemicals.

### **Bullying Prevention in Schools**

Since 2007, DMH and DSS, in cooperation with DHSS, have taken a leadership role to address the issue of bullying in school. Cooperation with professional school counselor associations, school nurses, and others to identify ways reduce and prevent bullying is ongoing.

### **Pandemic Planning for Schools**

DHSS found the Safe Schools Working Group an ideal mechanism to obtain input and buy-in for pandemic planning efforts for schools. Cooperation between the working group and DHSS helped establish thresholds and triggers to prompt school related responses to pandemic outbreaks. This partnership has also been critical to ensuring DHSS is engaging the broadest school audience to participate in pandemic planning for schools.

### **Active Shooter Training for Schools**

In 2008, the HSAC funded 29 Active Shooter training classes for K-12 schools across the state. There were 905 participants in these first 29 classes, and Active Shooter training programs continue to be a priority. An outside vendor provided initial training, which was well received by educators and law enforcement alike.

CES then engaged the School Resource Officer Association (SRO) to bring together SROs from around the state to develop a train-the-trainer active shooter curriculum for law enforcement agencies. This program was rolled out through a series of regional trainings, providing law enforcement with POST-approved curriculum, presentations and videos, enabling them to conduct active shooter training and drills locally at little or no cost.

### **Establishment of the Missouri Center for Education Safety:**

CES was launched 2010 as Missouri's school safety center. It is supported and operated as part of MSBA in collaboration with DESE and DPS. Original funding for

CES came via homeland security grants and MSBA. Two part time School Safety Coordinators initially staffed the center with office space and administrative support from MSBA. MSBA also provided a senior staff person to coordinate CES activity. Department of Homeland Security grant availability ceased in late 2013, but in three of the last six years, CES has received some legislative funding through a DESE appropriation. MSBA has continued to fund CES operations since its inception, even in the years without state funding support.

CES remains dedicated to enhancing all aspects of emergency planning, preparedness, safety, and security in schools across Missouri, from pre-K to post-secondary levels, with the primary goal of creating safe and secure learning environments so every student can achieve their full potential through a quality education.

The following agencies and organizations have been invited to provide to participate in the Missouri Center for Education Safety Advisory Council, which meets quarterly to provide input and collaborative support for school safety:

Archdiocese of St. Louis	Missouri Fire Marshal's Office
Kansas City Public Schools	Missouri Highway Patrol
Lutheran School Association	Missouri Information Analysis Center
Missouri Association of Counties	Missouri Juvenile Justice Association
Missouri Association of Pupil Transportation	Missouri Kids First
Missouri Association of Rural Education	Missouri Municipal League
Missouri Association of School Administrators	Missouri Office of Homeland Security
Missouri Association of School Business Officials	Missouri Parent Teacher Association
Missouri Association of School Nurses	Missouri Police Chief's Association
Missouri Charter Public School Association	Missouri School Boards Association
Missouri Department of Elementary and Secondary Education	Missouri School Counselor Association
Missouri Department of Health and Senior Services	Missouri School Plant Manager's Association
Missouri Department of Higher Education	Missouri School Resource Officer Association
Missouri Department of Mental Health	Missouri School Safety Association
Missouri Department of Public Safety	Missouri Sheriff's Association
Missouri Department of Social Services	Missouri State Emergency Management Agency
Missouri Emergency Managers Association	Missouri United School Insurance Council
Missouri Employers Mutual	Moberly School District
	South Harrison Co. R-II
	Southern Boone County
	Springfield Public Schools

## **Resources offered by CES**

Resources offered by CES include:

Administrative Support and Technical Assistance for Emergency Operations Planning: Best practice emergency planning templates and emergency management tools, training, and drill/exercise support provided at no cost to all K-12 districts.

Missouri Alert Network: This resource, which is tested monthly, allows state public safety officials to send instant safety or threat related messages via text, recorded phone call, and/or e-mail to a designed point of contact in every Missouri K-12 school.

Behavioral Risk Assessment: Since 2015, CES has licensed an evidence-based behavioral risk assessment program to assist Missouri K-12 schools to identify, prevent and mitigate behavior issues for students and staff. This program provides training to develop school-based and community-focused behavioral risk assessment teams, as well as templates for managing individual cases. This program was funded via the legislature during the 2015-2016 school year and is currently supported through a Bureau of Justice Assistance federal grant, commonly referred to as the STOP grant.

School Safety Related Training Programs: CES has developed a number of safety-related school training programs including: Transportation Safety, Student Radicalization, Active Shooter, Crisis Communications, School Safety Legal Updates, and Sexual Predators in Schools. If a school has a specific training need, and if CES or another state or federal agency doesn't already have a training program to assist the school's unique training need, CES staff will find a solution regardless of school size or complexity of the issue.

Comprehensive School Safety Assessments: This program identifies safety gaps and provides recommendations to help districts prioritize safety initiatives. Safety assessments identify potential risks and suggest actions to make schools safer. While initially conducted by CES staff, school safety assessments are now done by a Missouri-based contractor for a very reasonable fee, using CES validated guidelines.

Weekly News Update: CES publishes a weekly news update to inform schools on best practices, threats, and trends in school safety. Schools and other stakeholders can sign up to receive the update by contacting CES directly.

Special Guides and Resources: CES, working with the National School Safety Alliance (NSSA), has developed drill and exercise templates, Hazards Vulnerability and Risk Assessment Methodologies, Terrorist and Unknown Actor Threat evaluation guidelines, "Counter-Radicalization" Training Programs, and numerous other safety programs and initiatives. Most of these resources are available at no cost to schools.

Ongoing Active Shooter Training: In 2015, CES engaged with the SRO Association to develop a state-certified, train-the-trainer course on active shooter situations. This

cooperative effort resulted in content and templates being used across Missouri to teach these courses in local communities, including suggestions for active shooter drills and exercises to test school emergency plans and validate response protocols for schools and first responders. This training program was funded by state appropriation during the 2015-2016 school year.

Technical Assistance to Schools: CES is available to all schools to assist in safety-related technical assistance needs including identifying and providing best practice templates for school resource officer programs, assistance on behavioral risk assessment team challenges, and other similar programs. CES also provides connectivity to numerous other state and federal agencies and programs and serves as a one-stop shop for school safety in Missouri.

Other Programs: CES also developed a specific Transportation/School Bus Safety/Active Shooter training program, as well as Counter-Racialization, Crisis Communications, Sexual Predator, and other related school safety training programs.

National School Safety Alliance: The leadership of CES for the past five years has participated in the National School Safety Alliance, a grassroots information sharing and collaboration across every state and with federal stakeholders. This group meets monthly via conference call and utilizes the Homeland Security Information Network to share information.

### **U.S. Department of Education Emergency Planning Grant**

In the spring of 2014, CES and DESE collaboratively applied for a US Department of Education Grant to States for School Emergency Management (GSEM). A state level emergency operations collaboration team helped to engage all school districts and private schools in support, and Missouri was awarded the \$500,000 GSEM grant in October 2014 for an 18-month grant performance period.

CES also applied for and received designation from DESE as a 'single feasible source' and entered into a formal MOA with DESE to support school emergency operations planning on DESE's behalf. Two additional full-time CES staff and administrative support from MSBA were hired to support the specialized grant activities for emergency management planning which were outside the scope of activities of the core staff of CES.

In November 2014, CES implemented the grant and developed a comprehensive list of School Safety Coordinators in all 521 public school districts. CES also contacted over 600 private school districts, developing email contact information for 100, and validating mailing addresses for almost all 600.

Grant staff reached out to schools implementing multi-hazard emergency operations plans to assess their needs and identify areas where the state can help meet those needs. A network, which included MSBA/CES, OHS, SEMA, DESE, DPS, DHSS, DMH, was built to collaborate, de-conflict as needed, and increase communication about school safety. This network continues to grow and assist schools with their



emergency planning efforts.

CES has also facilitated numerous consultations and discussions with superintendents, board members, and parents on a variety of school safety related issues with the goal of increasing connectivity, collaboration, and communication.

### **Future of CES:**

MSBA provides the majority of funding for CES. CES is nationally recognized as Missouri's school safety center by both the U.S. Department of Education and the US Department of Justice. In addition to cooperation with federal partners, formal MOAs exist between CES and both DESE and DPS for on-going support to school safety efforts. MOAs with other state organizations have been proposed and are in various stages of review.

CES participates in the National School Safety Alliance, a grassroots, collaborative effort across all states to share information related to school safety. CES leadership started this collaborative effort in 2014, and a former director of CES continues to serve as the administrator of the alliance. The alliance meets monthly via conference call and has provided input for the White House Commission on School Safety and the National Governor's Association's school safety technical assistance program for state governors.

At the annual school safety conference in the fall of 2016, participants voted unanimously to establish a Missouri School Safety Association to engage other partners in support school of safety. CES was designated to provide administrative support to the association.

### **Timeline for School Safety in Missouri**

#### **Pre-2006:**

- University of Missouri – Kansas City hosting a Center for Safe Schools focused on counter-bullying and suicide prevention
- School Violence Hotline housed in DSS.
- DHSS partnering with MSBA to promote a school health safety planning tool and templates.

#### **2006:**

- **June** – The HSAC embraces the idea of the Office of Homeland Security (OHS) working with the DESE, and establishes a K-12 safe schools working group
- **October** - OHS partners with the MSBA to produce a school violence-focused web-cast, within a week's time of the rash of school violence incidents in four different states, including one at Joplin, Missouri.
- **December** - ERIP (now MO1Plan) funded by the HSAC from federal Homeland

Security grant funding to support school emergency planning best practices in all schools.

## 2007:

- **April** – Homeland Security Advisory Council Higher Education Task Force on school safety begins to examine higher ed campus safety.
- **August** – Final Report on higher ed school safety provided to HASC and Governor
- **August** – First coordinated K-12 and Higher Education School Safety Conference. This conference has been held every year since.
- **August** – Missouri Alert Network for schools is announced.

## 2008-2009:

- **Ongoing** - State support for school safety via training on active shooter, counter-bullying, school climate, pandemic planning, and other school safety topics. First annual school safety conference held, as well as other workshops and trainings statewide.

## 2010:

- **Fall** – CES established with joint federal grant and MSBA funding and support. two part-time school safety coordinators hired to staff CES.
- **Ongoing** - School safety training on active shooter, counter-bullying, school climate, pandemic planning, and other school safety topics.

## 2011 – 2013:

- **Ongoing** - School safety training on active shooter, counter-bullying, school climate, pandemic planning, and other school safety topics.

## 2014:

- **May** – The legislature appropriates \$600,000 for school safety efforts. However, the FY2015 funds were withheld by the governor until less than 30 days before the end of the fiscal year, at which time CES could not effectively use them.
- **Ongoing:** National School Safety Alliance (NSSA) established in April.

## 2015:

- **July** – CES received \$600,000 funding from legislative appropriation, via DESE, to support school safety for FY2016.
- **Fall** – Grant program for direct funding for school safety programs and initiatives at the local school district level developed and awarded, using \$400,000 of the legislature appropriated funding. The other \$200,000 was used to fund CES statewide school safety programs.

## 2016:

- **January** – Begin work with SROs to develop active shooter “train-the-trainer” program.
- **January** – License SIGMA “VA Model” behavioral risk assessment teambuilding program for statewide use.
- **September** – Missouri School Safety Association was established with CES designated to provide administrative support.

- The Missouri legislative appropriation for school safety for FY2017 fiscal year was withheld.

**2017:**

- No appropriation was made for school safety by the legislature for FY2018.

**2018:**

- **May:** Missouri legislature appropriates \$300,000 to support school safety initiatives for FY2019. This funding was awarded to CES via DESE for operational support for training and technical support to schools.
- **October:** FY 2018 BJA STOP School Violence Threat Assessment and Technology Reporting Program Grant awarded to the Missouri Department Public Safety in the amount of \$133,334. This grant is being used to move Missouri's School Violence Hot Line to the State's Intelligence Fusion Center with 24/7/365 staffing. Previously it was only staffed Monday – Friday, from 7 AM to 6 PM, in the Department of Social Services, Division of Family Service.
- **October:** FY 2018 BJA STOP School Violence Prevention and Mental Health Training Program grant award to the Missouri Department of Elementary and Secondary Education in the amount of \$750,000. This grant is being used to fund the Missouri Center for Education Safety to expand and promote Behavioral Risk Assessment Team training which CES has licensed to use statewide. This training is based on the 'Virginia Model' identified as a best practice for behavioral risk assessment in both the White House Federal Commission Report on School Safety (December 2018) as well as by the U.S. Secret Service National Threat Assessment Center.

**2019:**

- **April:** Missouri Governor Mike Parson signs executive order creating a Missouri School Safety Task Force. The purpose of the Task Force is to create a strategic plan for school safety for the state of Missouri, with the report due to the Governor by July 31, 2019.
- **May:** Legislature provides \$300,000 for school safety program in DESE appropriation to support CES programs.
- **Ongoing** - Support of school safety via training programs with CES coordinating efforts of DPS, OHS, DESE, DMH, DHSS, and others to support school safety. Annual school safety conference held in June, and regional school safety coordinators' workshops held in spring.