

# FINAL: BLUE RIBBON PANEL ON SCHOOL SAFETY: REPORT

## I. Executive Summary

In the weeks following the February 14, 2018 mass shooting at Marjory Stoneman Douglas High School in Parkland, Florida, Los Angeles City Attorney Mike Feuer assembled a Blue Ribbon Panel on School Safety.<sup>1</sup> This Panel was charged with examining, evaluating, and recommending ways to enhance the significant efforts by the Los Angeles Unified School District (LAUSD) to keep students safe from violence, particularly gun violence.

This Panel includes experts and leaders from a wide array of fields: education, gun violence prevention, mental health, public safety, business, the faith community, government, and architecture. Over the span of two months, this Panel convened eight town hall meetings—in every Board district of LAUSD—to hear presentations from stakeholders at LAUSD, outside experts, and the public on issues that affect student safety. The Panel discussed access to firearms, student mental health on and off-campus, the reporting and investigation of threats, safety in the neighborhoods surrounding schools, school security procedures, and the design of safe schools, among other issues. In the course of developing recommendations, the Panel received 415 public comments with suggestions to improve school safety. Ultimately, this Panel has developed a set of recommendations calling on the entire community to build upon the many measures already in place at LAUSD—and in the broader Los Angeles community—designed to keep students safe.

This Report begins with an analysis of key school safety issues derived from expert presentations at Panel hearings, academic literature, public testimony and other sources as well as a review of the extensive efforts LAUSD has undertaken to keep students safe. The Report continues with an in-depth discussion of each of the Panel’s recommendations. The final section of the Report discusses resources that might help pay for Panel recommendations that would require additional funding.

### *Selected Recommendations*

This Report presents 33 recommendations to improve the safety of students at LAUSD. The vast majority of these recommendations reflect the consensus of the full Panel; dissent to any of the recommendations is reflected later in the Report. Below are 10 of the Panel’s most significant recommendations:

1. *Establish a New LAUSD School Safety Director.* LAUSD should create the high-level position of School Safety Director to oversee the development, integration, implementation, and evaluation of the various District initiatives related to school safety.
2. *Expedite Compliance with Minimum District Safe Infrastructure Guidelines.* The District should expeditiously ensure that all schools—not just newly constructed or remodeled schools—meet the following key LAUSD design guidelines related to school safety:
  - Ensure a single point of entry for every campus;
  - Install interior-locking devices in all classrooms; and

- Ensure every classroom has a working two-way intercom and public announcement system.
3. *Stress Safe Gun Storage by Parents.* LAUSD should require parents to attest that any firearms at home are safely stored. In addition, the District, local law enforcement agencies, health agencies, and nonprofits like Women against Gun Violence and Moms Demand Action should collaborate to inform adults of their duty to safely store firearms, including relaying this responsibility in the Student Handbook.
  4. *Dramatically Expand School-Based Mental Health Resources.* LAUSD should increase the number of Psychiatric Social Workers assigned to schools, with the ultimate goal of maintaining a full-time PSW on staff at every school.
  5. *Ensure an Adult Connection for Every Student.* LAUSD should take measures to ensure that every student has a meaningful connection with an adult on campus.
  6. *Create a Unified Law Enforcement Approach to Neighborhood School Safety.* The Los Angeles County Sheriff’s Department, Los Angeles Police Department (LAPD), Los Angeles School Police Department (LASPD), other local police agencies and prosecutors should collaborate to share data about neighborhood crime around school sites to identify particularly at-risk schools and develop joint law enforcement strategies.
  7. *Update and Consolidate Systems for Reporting Threats of Violence.* LASPD and LAUSD should consolidate their threat reporting efforts in one campaign with multiple mechanisms for reporting and monitoring threats.
  8. *Build Comprehensive Safe Passage to School Program.* LAUSD and stakeholders throughout the Los Angeles community should collaborate to dramatically enhance safe passages programs and bring these programs to scale throughout the District.
  9. *Develop Age-Appropriate Active Gunfire Response Trainings for Students.* LASPD should work with LAUSD to develop age-appropriate, trauma-informed active gunfire response trainings or discussions for students.
  10. *Increase Cross-Jurisdictional Mental Health Collaboration.* LAUSD and stakeholders throughout Los Angeles should expand on existing partnerships to provide mental health services for students—for example, by advocating together for increased state funding and streamlining municipal grant applications.

### ***A Word about Resources***

This Panel is aware that it will take significant investment from multiple stakeholders throughout Los Angeles to realize these recommendations. LAUSD is the second largest school district in the nation, enrolling more than 640,000 K-12 students in approximately 1100 schools spread out over 720 square miles.<sup>2</sup> California ranks among the lowest in the United States in per-pupil spending,<sup>3</sup> and thus LAUSD struggles with severe resource constraints. However, this Panel—through the coordination of the Los Angeles City Attorney’s Office—has already begun building partnerships to direct existing resources toward realizing these school safety recommendations. This Panel will continue to pursue resources to implement the recommendations contained in this Report.

With respect to funding, the Panel recommends that:

- The business community should collaborate to develop a large-scale adopt-a-school program;
- The philanthropic community—segments of which already are coordinating efforts to fund district priorities—should provide funding for school safety projects;
- LAUSD and its public partners should pursue federal and state grants to support school safety efforts;
- LAUSD should pursue supplemental state funding to enhance school safety;
- LAUSD should pursue an allocation of already-approved state bonds for capital improvements to enhance school safety;
- LAUSD should advocate to include school safety provisions in a potential 2020 state school bond measure; and
- LAUSD should include key Panel recommendations on school safety in its planning for a local parcel tax or other locally-approved funding.

## **II. Background on School Safety in the United States and within LAUSD**

School shootings have become an all-too-frequent occurrence in modern America. From the 2012 shooting at Sandy Hook Elementary School that claimed the lives of 20 first-graders to the present, the Gun Violence Archive has counted 251 shootings at K-12 schools in the United States.<sup>4</sup> In that time, over 350 people have been shot; 120 have died.<sup>5</sup>

To make recommendations that could meaningfully improve school safety, this Panel had to understand why school shootings have been able to occur so frequently in the United States. The Panel quickly learned that there is no single “profile” of a school attacker, and relying on demographics alone to predict potential school shooters would likely be both over-inclusive and under-inclusive.<sup>6</sup> Instead, research shows commonalities among school shootings that can inform responsive and preventative measures to increase school safety. Informed by national case studies as well as presentations from experts, the Panel learned that mass shootings are related to a variety of interconnected factors—not only at the school site, but also in surrounding communities. Thus, this Panel broadened its approach to understand how all of these factors affect student safety.

This section highlights six research-based observations regarding school safety. This section additionally discusses the measures currently taken at LAUSD and in the Los Angeles community to address each school safety concern.

***Observation #1: Many school attackers struggle with stressors to their mental or emotional health—stemming from peer victimization, personal loss, and trauma—and cope with these stressors through violence.***

Researchers have identified a common theme among case studies of school attacks: In most cases, the perpetrators grappled with stressors to their mental or emotional health and displayed symptoms suggesting they could not cope with these stressors. According to the Secret Service’s and Department of Education’s *Safe Schools Initiative Final Report*, nearly three-quarters of school shooters (71%) felt persecuted or bullied at school.<sup>7</sup> This victimization by peers led perpetrators to feel isolated and marginalized at school prior to the attack. Further

aggravating the sense of peer victimization, nearly all school shooters (98%) experienced or perceived some sort of major personal loss or failure—ranging from loss of social status to loss of a relationship—prior to their attack.<sup>8</sup> In part as a result of these feelings of victimization and personal loss, 81% of school shooters held a specific grievance against someone at the time of the attack, and revenge was a motive for 61% of school shootings.<sup>9</sup>

While many students struggle with stressors to their mental and emotional health, the vast majority do not resort to violence at school. The small number of students who respond to such stressors with violence lack the capacity to cope in healthy ways.<sup>10</sup> School attackers have commonly exhibited “poor control of anger, lack of empathy, and a combined sense of persecution, righteous indignation, and superiority” that made them particularly unable to cope with peer victimization or personal loss.<sup>11</sup> This inability to cope was often apparent prior to a school attack: 78% of school shooters had a history of suicide attempts or suicidal ideation, and 83% of school shooters had shown signs that they were not coping well, such as depression.<sup>12</sup>

Though the majority of students who struggle with mental and emotional health issues do not attack their schools, the majority of school attackers have struggled with mental and emotional health issues. Thus, it is important to understand how stressors can affect youth behavior and development.

### *Effects of Toxic Stress on the Brain*

Many children have undergone deeply upsetting experiences that can threaten healthy brain and behavioral development. In surveys by the Centers for Disease Control and Prevention, over 20% of adults responded that they had at least one Adverse Childhood Experience (ACE)—experiences indicative of childhood abuse or household dysfunction.<sup>13</sup> National studies have estimated that each year over 10 million children witness physical aggression between their parents and that more than 90% of children witness violence in their community at some point in their childhood.<sup>14</sup> More than one fifth of children live in families with incomes below the federal poverty threshold.<sup>15</sup>

Any of these experiences can cause children to experience “toxic stress,” which changes their brains on a cellular level.<sup>16</sup> When a child experiences “toxic stress,” the child’s stress response stays permanently on high alert—even after the original event has passed and later when there is no apparent threat at all.<sup>17</sup> This causes children’s stress systems to become over-activated at the direct expense of the parts of the brain related to impulse control, reasoning, and learning.<sup>18</sup> In these situations, children’s stress response systems transitions from adaptive, or life-saving, to maladaptive, or health-damaging.<sup>19</sup> Children exposed to toxic stress are thus more likely to experience symptoms of anxiety, depression, and even post-traumatic stress disorder (PTSD).<sup>20</sup> Additionally, these children are more likely to exhibit negative behaviors in adolescence—including dropping out of school, drug use, attempted suicide<sup>21</sup>—as well as aggressive or violent behavior.<sup>22</sup>

### *Prevalence of Mental and Emotional Health Stressors at School*

Millions of students come to school each day suffering from mental health issues.<sup>23</sup> National studies estimate that up to one in five children in the United States show signs or symptoms of a mental health disorder each year.<sup>24</sup> Over 30% of urban youth show signs or symptoms of PTSD.<sup>25</sup>

While many of these mental health issues originate off-campus, they can be aggravated by dynamics at school. Bullying in schools can contribute to students feeling unsafe and developing mental health issues—and in some cases may lead to violent attempts to respond. One recent national survey has found that approximately 28% of middle school and high school students reported being bullied during the school year.<sup>26</sup> Victims of bullying experience higher than average rates of mental health issues such as anxiety or depression, physical health problems, and social development difficulties such as withdrawal or tendencies toward violence.<sup>27</sup>

Schools can play a vital role in curbing negative dynamics on-campus as well as providing children with access to mental health services. By promoting a positive school climate that engages students in learning and inspires them to feel invested in each other, schools can significantly reduce instances of bullying.<sup>28</sup> Additionally, schools often provide the only source of mental health services that children can access: 75% of children who receive mental services access this care in a school setting.<sup>29</sup> For this reason, the School Social Work Association of America recommends one psychiatric social worker for every 250 students.<sup>30</sup>

Still, nearly 80% of the children who need mental health services do not receive them.<sup>31</sup> It is estimated that in U.S. public schools, there is on average one school mental health professional for every 482 students.<sup>32</sup> Experts have advised that students' mental health and wellbeing will not be improved unless schools incorporate more school-based mental health personnel.<sup>33</sup>

### *LAUSD's Resources for Students' Mental and Emotional Health*

Stakeholders at LAUSD report that there is a high need for mental and emotional health services at LAUSD.<sup>34</sup> A recent screening of 8000 LAUSD students found that 26% are at high risk for traumatic stress.<sup>35</sup> Additionally, of the 48,000 LAUSD students surveyed in 2017, 19% reported that they had been bullied in the past year.<sup>36</sup>

Currently, LAUSD provides four main programs that address student mental and emotional health at its 1100 K-12 schools. First, LAUSD Student Health and Human Services (SHHS) School Mental Health retains psychiatric social workers (PSWs), trained in evidence-based and trauma-informed practices. Individual schools can hire these PSWs part-time or full-time, depending on individual schools' funding priorities given severe budget constraints.<sup>37</sup> For the 2018-19 school year, 245 schools have hired 174 school-based PSWs.<sup>38</sup> Second, in partnership with the Los Angeles County Department of Mental Health, 66 PSWs from LAUSD School Mental Health provide services at wellness centers and stand-alone mental health clinics across the District.<sup>39</sup> Third, 53 PSWs provide special education services where students can receive weekly consultations.<sup>40</sup> Fourth, LAUSD School Mental Health trains individual schools to convene threat-assessment teams for students who present an immediate harm to themselves

or others.<sup>41</sup> LAUSD School Mental Health also presides over a district-wide team comprising representatives from multiple city and state agencies—including LASPD, DCFS, and the Los Angeles City Attorney’s Office—to conduct an in-depth threat assessment for two severe suicidal/homicidal cases each month.<sup>42</sup> In the aggregate, 410 PSWs and administrators at School Mental Health provide services for 640,000 K-12 students at 1100 schools—this amounts to approximately 1 PSW for every 1600 students.<sup>43</sup>

While PSWs are the primary source of mental health services for LAUSD, other personnel also provide services related to mental health. Pupil Services and Attendance Counselors (PSAs) work with students with poor attendance records to address the underlying causes of students’ truancy, often mental or emotional health issues.<sup>44</sup> Student Support Services also provides academic support tutors districtwide as well as PSAs for specific at-risk populations, such as foster youth.<sup>45</sup> Restorative Justice Advisers help school personnel engage in best practices for conflict resolution.<sup>46</sup> Finally, school nurses address a range of student physical and mental health needs.<sup>47</sup> Overall, counting all LAUSD personnel who provide services relating to student mental health—including PSWs—LAUSD maintains 1 such professional for every 500 students.<sup>48</sup> Also helping these professionals provide student mental health services are over 300 undergraduate and graduate students from at least eight universities.<sup>49</sup>

In addition to its student-focused mental health services, LAUSD has undertaken efforts to improve school climate by fostering positive relationship building. LAUSD is currently on track to implement restorative justice initiatives in all K-12 schools by 2020.<sup>50</sup> Restorative justice practices provide relationship-building alternatives to traditional discipline.<sup>51</sup> Since transitioning to restorative justice initiatives, LAUSD’s suspension rate has dropped from 8% to .55%.<sup>52</sup> In addition to restorative justice trainings, SHHS trains all LAUSD personnel twice annually to incorporate social emotional learning to reduce bullying.<sup>53</sup> However, LAUSD does not require all classrooms to dedicate time to social emotional learning, and thus many classrooms do not.<sup>54</sup> Overall, some teachers have felt that they have received inadequate training in new classroom management and discipline methods.<sup>55</sup>

***Observation #2: Easy access to firearms, especially in the home, gives school attackers the capacity to commit lethal violence.***

Even if troubled individuals had thoughts or vague plans to commit violence at school, they could not carry out a school shooting without a firearm. In the vast majority of active shooter case studies, the shooter used a weapon that had been lawfully obtained by its owner.<sup>56</sup> Nearly 70% of student shooters—who as minors cannot purchase a gun—gained access to a lawfully purchased weapon from their home or the home of a relative.<sup>57</sup> Parents may think that children cannot gain access to firearms stored in the home, but studies have shown that parents’ beliefs are mistaken. 87% of children knew where their parents’ firearms were kept, and 60% had handled their parents’ firearms.<sup>58</sup> Easy access to a weapon in the home allows troubled students to act on their violent thoughts. Thus in order to prevent troubled students from gaining access from a weapon, it is important—and, in Los Angeles, legally-required—for adults to store their weapons responsibly.

*Gun Storage Laws in Los Angeles and California*

California law generally prohibits any person from selling, loaning, or giving a firearm to a minor or a handgun to someone below the age of twenty-one.<sup>59</sup> Anyone who furnishes a firearm to a minor or handgun to someone under twenty-one can be punished by imprisonment of up to one year in county jail or subject to a fine of up to \$1000.<sup>60</sup>

State and local law also criminalizes unsafe storage of firearms where minors may be present. Under California law, adults can be liable for criminal storage of a firearm when they keep a loaded firearm on their property in a location where they should reasonably know a minor could access the firearm without permission.<sup>61</sup> If a minor does, in fact, gain access to that improperly stored firearm, the adult can be punished by up to three years imprisonment or a \$10,000 fine, depending on the damage the minor causes.<sup>62</sup> Even if a minor does not gain access to the firearm, an adult can be liable under state law for negligent storage of a firearm.<sup>63</sup> The Los Angeles Municipal Code additionally imposes misdemeanor liability on any adult who does not keep a handgun (loaded or unloaded) stored in a locked container or disabled by an approved trigger lock.<sup>64</sup> Not only can adults be criminally prosecuted under state or local law, but adults can be civilly liable under state law up to \$60,000 if they provide a firearm to a minor or negligently store a firearm and the minor causes damage.<sup>65</sup> However, unsafe storage violations are not firearm prohibiting offenses; thus, an adult convicted of unsafely storing a firearm where minors are present may still lawfully possess a firearm in California.<sup>66</sup>

#### *Efforts to Educate LAUSD Parents about Gun Storage Duties and Enforce Gun Storage Laws*

Approximately 20% of adults in California possess a firearm.<sup>67</sup> While gun stores are required to post fliers that set forth safe storage requirements, there are no dedicated resources for educating adults about safe storage of firearms.<sup>68</sup> Currently, LAUSD does not provide information in its student handbook or online about parents' legal duties to safely store firearms.<sup>69</sup> Because of this, some nonprofit organizations have taken initiative to educate parents about safe firearm storage. Women against Gun Violence (WAGV) offers the TALK Project, a presentation on the risks and benefits of owning a gun in a home with children as well as parents' legal obligations to store firearms safely.<sup>70</sup> WAGV has received permission from LAUSD to send one-page informational fliers to parents, but school officials have been reluctant to allow TALK Project trainings, citing their possibly upsetting nature or the political issues that might be associated with them.<sup>71</sup> Moms Demand Action (MDA) similarly offers the Be SMART campaign, emphasizing five steps for responsible gun ownership in homes with minors.<sup>72</sup> However, like WAGV, MDA has encountered pushback from schools that object to sending home information on safe storage because this information could be controversial.<sup>73</sup>

In addition to educating adults on safe gun storage laws, law enforcement officials have increasingly held adults accountable for allowing children to gain access to unsafely stored firearms.<sup>74</sup> Since 2013, the Los Angeles City Attorney's Office has collaborated with LAPD and LASPD to criminally prosecute adults who have unlawfully stored firearms in residences where minors are present.<sup>75</sup> Of the dozen criminal gun storage cases the Los Angeles City Attorney's Office has prosecuted since 2017, approximately two-thirds were referred to the Los Angeles City Attorney's Office after a student had made a threat of school violence.<sup>76</sup>

***Observation #3: In many cases, a third-party knew about a school attacker’s plan to some degree, yet felt discouraged from reporting the threat to adults who could investigate.***

The majority of school attacks were premeditated.<sup>77</sup> In 81% of school shootings, at least one person, usually a peer, had information that the shooter was considering or planning the school attack—ranging from knowing the shooter’s exact plans to simply knowing that something “bad” was about to happen.<sup>78</sup> Because the vast majority of attackers share their plans with at least one peer, these peers are a crucial source of information to prevent violence. When threats to school have been successfully thwarted, “[t]he most common method [for averting a school attack] was other students coming forward to inform school or police officials.”<sup>79</sup>

Yet, many students do not come forward with information about potential threats because they adhere to “codes of silence,” unspoken agreements among students not to “snitch” or “tattle” on each other to adults.<sup>80</sup> Schools can break down codes of silence by creating a culture where students feel comfortable coming forward with information on school threats.<sup>81</sup> Students are more likely to break through codes of silence when a school builds a democratic authority structure—where students feel respected and trust adults to fairly intervene—and when students feel a sense of personal belonging at the school.<sup>82</sup>

*Channels for Reporting Threats to LAUSD*

Tips about potential threats to school safety come to LASPD from members of the public and through partner law enforcement agencies.<sup>83</sup> To field threats from the public, LASPD advertises three 24-hour hotlines: the LASPD Weapons Hotline and two general crimes hotlines run by private organizations that refer tips to law enforcement.<sup>84</sup> Of the three listed hotlines, only the LASPD Weapons Hotline is focused entirely on school safety. These numbers are not featured on LAUSD’s webpages or LAPD’s webpage for “Non-Emergency Crime Reporting & Hotlines.”<sup>85</sup> Because these numbers are not widely advertised, many parents, students, and other members of the LAUSD community are unaware of these channels for reporting threats.<sup>86</sup> However, LAUSD and LASPD have begun a “See Something, Say Something” campaign to destigmatize threat reporting and publicize these hotlines.<sup>87</sup>

LASPD also receives information about threats to schools through the Joint Regional Intelligence Center (JRIC), a partnership between federal, state, and local law enforcement agencies covering Los Angeles, San Bernardino, Riverside, San Luis Obispo, Santa Barbara, and Ventura counties.<sup>88</sup> JRIC maintains a single tracking log for all school threats received by law enforcement.<sup>89</sup> Every morning, LASPD checks this tracking log to evaluate threats before school starts.<sup>90</sup> Partnering with JRIC allows LASPD to collaborate with partner law enforcement agencies to ensure that all threats have been investigated.<sup>91</sup>

*Procedures for Investigating Threats to LAUSD*

When LASPD receives information about a potential violent threat involving a school or other LAUSD property, LASPD evaluates the specificity and context of the information to weigh the severity, credibility, and viability of the threat.<sup>92</sup> LASPD’s detectives investigate credible threats in real time and have full authority to serve search or arrest warrants.<sup>93</sup> LASPD refers

viable criminal cases to the Los Angeles District Attorney as well as City Attorneys within LAUSD's boundaries to evaluate for potential criminal prosecution.<sup>94</sup> However, because under California law criminal threats must be made with a high level of specificity against an individual or group of individuals—rather than a location—and in unconditional, immediate, and unequivocal terms, not all mass threats against schools themselves that LASPD has referred to prosecutors have resulted in criminal charges being filed.<sup>95</sup>

***Observation #4: On-campus security procedures can contribute to school safety, but can also detract from school climate.***

Preventative measures—involving mental health, access to firearms, and threat reporting—will not thwart every school shooting. As school shootings became more prevalent and publicized in the 1980s and 1990s, schools began to adopt security measures that “hardened” school campuses. Such measures included retaining armed police officers on campus, incorporating metal detector searches, and other similar measures.<sup>96</sup> Empirical research on the effectiveness of such measures has largely yielded mixed results: Some examinations have shown no correlation between such security measures and school safety while others have shown slightly positive or negative relationships between these measures and school safety.<sup>97</sup> Anecdotes have similarly highlighted both the strengths and weaknesses of school security measures.<sup>98</sup> However, security measures have affected perceptions of safety, generally making administrators (and parents) feel that their schools are safer while students are more likely to perceive their schools as less safe and more prone to disorder.<sup>99</sup>

*Los Angeles School Police Presence at LAUSD*

The Los Angeles School Police Department is the largest independent school police department in the United States.<sup>100</sup> LASPD has 542 personnel serving LAUSD schools: 390 sworn officers and 110 school safety officers (SSOs), who are civilian non-armed LASPD employees.<sup>101</sup> At least one sworn LASPD officer is present at every LAUSD high school, and most middle schools have a sworn LASPD officer or SSO present.<sup>102</sup> Elementary schools are supported by patrolling officers who are responsible for an average of fifteen square miles per officer.<sup>103</sup>

LASPD conceives its role as both security-based and supportive.<sup>104</sup> To ensure school security, LASPD partners with the LAUSD Division of District Operations to promulgate safety bulletins and help schools develop integrated safe school plans.<sup>105</sup> LASPD also provides trainings for school personnel, though not for students, on responding to incidents involving active gunfire.<sup>106</sup> When a school initiates a lockdown, LASPD coordinates with the school's Incident Commander and local police agencies to direct the response and course of action.<sup>107</sup> In its supportive role, LASPD offers student mentorship programs, such as the Police Academy Magnet Program for students interested in police work as well as the Explorers Program for students interested in government studies.<sup>108</sup> LASPD also partners with LAUSD's School Health and Human Services Department to help execute threat assessments and implement restorative justice initiatives.<sup>109</sup>

*Random Metal Detector Search Policy at LAUSD*

LAUSD requires all middle and high schools to conduct daily random searches of students and lockers with hand-held metal detector wands in order to detect and seize weapons brought to school unlawfully.<sup>110</sup> Schools with over 1000 students enrolled must have four metal detector wands used daily while schools with less than 1000 students need only have two used daily.<sup>111</sup>

Administrators, rather than LASPD officers, are tasked with carrying out these searches.<sup>112</sup> LAUSD requires administrators to use an unbiased pattern for randomly selecting students and student lockers; administrators are prohibited from profiling students for searches based on gender, race, ethnicity, or other traits.<sup>113</sup> Metal detector searches can also be carried out based on reasonable suspicion—for example, if administrators receive a tip about a specific student.<sup>114</sup> Schools must keep a daily logbook of the metal detector searches they conduct.<sup>115</sup>

When a student has been selected for a random metal detector search, two administrators (one male and one female) must accompany the student to a discreet search location out of view of other students.<sup>116</sup> Selected students must bring all of their personal effects with them to the search location.<sup>117</sup> Students' effects will be physically searched to the degree necessary to verify that there are no weapons.<sup>118</sup> The searching administrators will ask students to remove all metal objects from their person and use the metal detector wand to scan the student.<sup>119</sup> Should administrators find any contraband, they must seize it, and the student could be subject to disciplinary proceedings.<sup>120</sup>

LAUSD's internal audits of their random metal detector search policy have not shown the policy to be effective in recovering weapons. A 2014 audit of middle and high schools found that 38% of schools did not have the required number of metal detector wands to carry out these daily searches, meaning they were conducting fewer searches than required by LAUSD.<sup>121</sup> LAUSD's data also showed that of the 385 knives and firearms confiscated at LAUSD schools in 2016-17, a metal detector wand was involved in only five confiscations.<sup>122</sup> Instead of recovering weapons, 61% of items recovered through random searches were school supplies.<sup>123</sup> Most often, weapons were recovered not through random searches, but when students came forward to present information to adults on campus.<sup>124</sup> Though the random search policy has not recovered many weapons, LAUSD maintains that the policy has deterred students from bringing weapons to school.<sup>125</sup>

LAUSD's random search policy has been divisive. At every meeting of this Blue Ribbon Panel, students, teachers, administrators, and parents called for an end to LAUSD's random search policy; as of the publication of this Report, over 150 members of the public have called for an end to this policy as well.<sup>126</sup> Students have testified that LAUSD's handheld metal detector searches were dehumanizing and caused personal anxiety, breaking down trust between students and adults on campus.<sup>127</sup> Based on these experiences, some students testified that they would be less likely to share information with adults, reinforcing codes of silence.<sup>128</sup> LAUSD's surveys on the policy show only 43% of students feel that random searches make them safer at school; however, 78% of parents say that random searches make them feel that their children are safer at school.<sup>129</sup> Additionally, at least one study of LAUSD's search policy has suggested that searches are not entirely random, noting that LAUSD logs show that some administrators have

searched students with particular criteria in mind.<sup>130</sup> Some students told this Panel that they believe students of color have been disproportionately searched.<sup>131</sup>

In response to concerns about its random metal detector search policy, LAUSD will start a pilot program in the fall of 2018 at a limited number of schools.<sup>132</sup> The pilot will reduce the frequency of random searches from daily to ten days per month.<sup>133</sup> The District will monitor: 1) The number of weapons recovered by random searches, 2) The number of weapons recovered through reasonable suspicion searches, 3) The number of weapons recovered by means other than administrative searches, and 4) Climate and culture shifts on pilot campuses.<sup>134</sup> During this pilot program, LAUSD will also meet with community stakeholders to discuss alternatives to the random metal detector search policy.<sup>135</sup>

***Observation #5: School design and infrastructure can prepare schools and protect students in an emergency.***

In addition to implementing security procedures, schools can make infrastructure and design decisions that allow schools to prepare for and respond to emergency situations. The Department of Justice has recommended multiple infrastructural changes that can increase school safety. By streamlining points of entry and implementing entry-control procedures, schools can exercise greater control over who is present on campus.<sup>136</sup> Additionally, when schools effectively use surveillance systems to monitor common areas—parking lots, points of entry, hallways, and outdoor spaces—such systems can deter crimes as well as preserve evidence if school administrators need to investigate an incident.<sup>137</sup>

Schools can also use strategic design to increase safety at schools in ways that are aesthetically pleasing. For example, schools can incorporate glass walls and open space to maximize natural surveillance, so that students cannot engage in bullying or illicit activity unnoticed.<sup>138</sup> Additionally, access to schools can be controlled naturally with a minimized need for fencing if school buildings are moved to the perimeter and community offices like parent centers are situated near the entrance or welcome area of a school.<sup>139</sup>

*School Infrastructure and Design at LAUSD*

In 2013, LAUSD issued updated school design guidelines and standards that would apply to 131 new schools and every school modernization project.<sup>140</sup> The updated guidelines require that these schools restrict access points to campus and have systems in place for controlling who can enter a school.<sup>141</sup> These schools must designate one main entry to campus, usually near the school's administrative office.<sup>142</sup> Aside from this main entry point, the exposed perimeter of the school must be surrounded by fencing from eight to sixteen feet tall.<sup>143</sup> Main entries must also be able to lock-down in case of emergencies: LAUSD provides that double doors at building exteriors shall have a removable center jamb for easier locking.<sup>144</sup> LAUSD also requires classrooms to have doors that can be locked internally as well as working two-way intercom and public address (PA) systems.<sup>145</sup>

These updated guidelines do not apply retroactively to schools constructed before 2013, so LAUSD has not brought all K-12 schools up to these standards.<sup>146</sup> As a result, over 200

campuses do not maintain a single point of entry; schools that are co-located with charter schools on the same campus are particularly vulnerable.<sup>147</sup> Additionally, not all classroom doors have internal locking capabilities, though the District aims for all classroom doors to feature these capabilities as resources become available.<sup>148</sup>

While LAUSD does not require schools to incorporate closed circuit television (CCTV) surveillance systems, the District provides that these systems may be used in “approved, designated areas of schools and school grounds where there is no expectation of privacy,” such as corridors, entrance areas, and parking lots.<sup>149</sup> CCTV systems are currently in place at 300-400 schools.<sup>150</sup> These CCTV systems have helped LAUSD deter and investigate crime at schools.<sup>151</sup>

***Observation #6: Even when students are safe at school, they encounter threats in surrounding neighborhoods, especially on their way to and from school.***

Students face threats to their safety not only on campus, but in neighborhoods surrounding schools as well. Multiple studies demonstrate a statistical link between the presence of schools—particularly high schools—and higher levels of neighborhood crime, including assaults, larcenies, and narcotics offenses.<sup>152</sup> Scholars have posited that offenders may gravitate to neighborhoods surrounding schools because these areas present vulnerable student targets with a relative absence of supervision (given low teacher-to-student ratios and little parental presence).<sup>153</sup> When students face threats in neighborhoods surrounding their school—especially threats on their passage to-and-from school—they may be more likely to bring a weapon to school for self-defense.<sup>154</sup> Thus, increasing safety in neighborhoods surrounding schools can reduce the number of weapons brought on campus as well.

#### *Coordination between Agencies to Increase Safety in Areas Surrounding LAUSD Schools*

Multiple municipal agencies and nonprofits work throughout LAUSD to improve the safety in neighborhoods surrounding schools. The Los Angeles City Attorney’s Office Neighborhood School Safety Program (NSSP) works with individual school sites to coordinate city resources and improve the area in a one-block radius surrounding schools.<sup>155</sup> NSSP begins its work by touring the school and surrounding neighborhood with the principal. Based on this tour, NSSP works with the principal to develop a tailored plan to improve the area around the school.<sup>156</sup> NSSP will then coordinate with other city departments—such as the Los Angeles Department of Water and Power (LADWP), Los Angeles Department of Transportation (LADOT), and LAPD—to introduce these improvements.<sup>157</sup> NSSP has coordinated new area lighting for over 100 schools, helped plan traffic safety improvements for 50 schools, cleaned up waste from homeless encampments around schools, and in some cases coordinated vertical prosecution to address persistent crime.<sup>158</sup> Of the 200 schools with which NSSP has worked, most partnerships came about through referrals from principals, city council members, and law enforcement.<sup>159</sup>

While NSSP focuses on school safety in the one-block radius surrounding schools, other programs seek to make students safer on their routes to and from school. Safe passages programs aim to provide students with security on their way to and from school by positioning adults along common routes to school to provide safety and guidance.<sup>160</sup> These adults may be professional

security personnel or parent volunteers who perform a “neighborhood watch” function.<sup>161</sup> Areas with more criminal activity require safe passages programs with professionals who are prepared to intervene and deescalate confrontations.<sup>162</sup> Safe passages programs in such areas have particularly benefited from incorporating representatives from Los Angeles’s Gang Reduction & Youth Development (GRYD) into their patrols.<sup>163</sup> GRYD representatives can both deescalate conflicts involving gang members and connect gang members to local resources.<sup>164</sup> Safe passage programs, however, do not exist at most schools.

Students in Los Angeles not only confront threats of violence on their route to and from school, but they also face threats generated by local traffic. Currently, the City of Los Angeles ranks second in the nation for pedestrian fatalities, and people under 18 account for 20% of fatal pedestrian incidents; traffic fatalities are the leading cause of death for children 5-14 in Los Angeles.<sup>165</sup> The Safe Routes to School program is a partnership between LAUSD and LADOT that brings street improvements and traffic safety education to school communities.<sup>166</sup> As part of this partnership, LADOT has examined traffic data on neighborhoods surrounding the 800 LAUSD schools in Los Angeles to determine which neighborhoods feature the highest pedestrian and bike collisions, highest density of students living in the neighborhood, and highest low-income student population measured by enrollment in the free meals program.<sup>167</sup> Currently, Safe Routes to School is prioritizing the top 50 schools with the greatest need for traffic safety improvements: LADOT has already installed \$23 million of street improvements in nine schools and is completing engineering plans for the other 41 schools.<sup>168</sup>

While many different agencies are working on projects to improve safety in neighborhoods surrounding schools, they are not all working in conjunction with each other or using the same data to guide their efforts.<sup>169</sup> In particular, crime data for neighborhoods surrounding schools is not shared among agencies with an eye toward preventing violence; rather, this data is primarily shared to react to threats of violence.<sup>170</sup>

### **III. Blue Ribbon Panel Recommendations**

With these observations in mind, this Panel has made a number of recommendations—not only for LAUSD, but for a range of community stakeholders—that will enhance student safety throughout LAUSD.

Most of the recommendations below reflect the consensus of the Panel. In several instances, there was some disagreement among Panelists, with a recommendation that reflects the support of the Panel majority. This Reports notes when a recommendation did not garner full consensus among Panelists. This Panel’s recommendations, organized by subject area, are set forth below.

***Overarching Recommendation: LAUSD should establish the high-level position of School Safety Director to oversee the development, integration, implementation, and evaluation of the various District initiatives related to school safety.***

The District needs a single, accountable leader to oversee, coordinate, and effectively integrate its many important school safety efforts.

Throughout its hearings, the Panel has observed that multiple departments within LAUSD make decisions and undertake projects that affect student safety. LAUSD's Department of Student Health and Human Services coordinates a variety of programs, services, and trainings to meet students' mental and emotional health needs. LASPD investigates threats to schools and enforces state and local law on campuses. LAUSD's Division of District Operations implements security measures on campus. LAUSD's Facilities Services Division ensures that school buildings are fortified to prevent and respond to emergencies. Additionally, multiple local agencies and community nonprofits work with LAUSD to provide additional mental health services, administer safe passages programs, and serve many other functions.

This Panel commends these efforts, as well as the imminent creation of a Safe Schools Task Force, which will gather stakeholders—including parents, students, teachers, administrators, staff, and law enforcement—to make further recommendations for improving school safety.<sup>171</sup>

However, this Panel has observed that while all these LAUSD departments and community partners are working individually to ensure school safety, they often operate in silos—missing opportunities to develop common goals and strategies and lacking an integrated approach for implementing and comprehensively evaluating these goals and strategies.

Accordingly, this Panel recommends that LAUSD establish a Director of School Safety to lead the District to adopt and implement a broad, interdisciplinary approach to school safety. This Director of School Safety would set district-wide goals for campus safety; collaborate with various LAUSD departments to ensure that these departments work together to implement these goals; and evaluate outcomes and individual schools' safety programs throughout the District. Additionally, this Director would coordinate partnerships with nonprofits, government agencies, and local businesses to implement a broad range of programs to increase student safety. By maintaining one office dedicated to school safety, LAUSD can ensure that student safety remains a high priority and that District departments and individual schools work together toward a positive vision of student safety.

### ***Recommendations Regarding Access to Firearms***

Unlike the federal commission formed to examine school safety in the wake of the Parkland shooting,<sup>172</sup> this Panel acknowledges that many acts of mass violence at schools could not have been carried out without access to firearms. The Panel notes that California, in general, and Los Angeles, in particular, benefit from gun violence prevention laws that do not exist in much of the United States. Still, firearm possession is prevalent throughout Los Angeles, a serious issue given that most school attackers gained access to firearms from the home of a parent or relative. With this context in mind, the Panel recommends the following:

- **LAUSD, local law enforcement agencies, health agencies, and nonprofits like Women against Gun Violence and Moms Demand Action should collaborate to publicize adults' duties under state and local law to safely store their firearms:** Studies have shown that most children are able to gain access firearms in the home without their parents' knowledge. This Panel recommends that multiple agencies and

organizations undertake wide-scale efforts to educate adults on their legal duties to safely store firearms:

- At the beginning of the school year, LAUSD should require parents to sign and return standardized documents (similar to required immunization forms) confirming that if there is a firearm in the home, it is safely stored according to state and local law. Not all members of the Panel concur with this recommendation, with at least one Panelist dissenting.
  - LAUSD should educate parents on their duties to safely store firearms by including information on safe storage laws in the LAUSD Student Handbook and on LAUSD's website. Additionally, LAUSD should work with educational nonprofits like Women against Gun Violence and Moms Demand Action to provide safe storage trainings for parents.
  - Local law enforcement agencies and prosecutors should work together to publicize safe storage laws as well as the prosecution of those who violate safe storage laws.
  - Municipal and county health agencies should work with hospitals and pediatricians to discuss safe firearm storage as a children's health issue and educate parents on their safe storage duties.
  - LAUSD, LAPD, the Los Angeles City Attorney's Office, and nonprofit organizations should coordinate a PSA campaign in venues like movie theatres to further publicize safe storage laws.
- **Local law enforcement agencies should make sure that high-risk persons in neighborhoods surrounding schools do not have access to firearms:** LAPD and LASPD should collaborate to ensure that people who are prohibited from owning firearms and live in neighborhoods surrounding schools do not have access to firearms. LAPD and LASPD can use firearm tracing data and social network analysis to monitor high-risk individuals and ensure that they do not pose a threat to schools. Not all members of the Panel concur with this recommendation, with at least one Panelist dissenting.
  - **Local prosecutors should provide education and training to LAUSD and LASPD personnel on the use of gun violence restraining orders (GVROs) to address violent threats to schools:** California allows courts to temporarily dispossess individuals of their firearms if these individuals pose an immediate threat to others.<sup>173</sup> Local prosecutors like the Los Angeles City Attorney's Office should provide trainings to LAUSD employees and LASPD personnel to help them identify situations where GVROs could be used to remove firearms from individuals threatening schools. The Los Angeles City Attorney's Office and other prosecutorial agencies should also provide aid to LAUSD or LASPD when they are seeking a GVRO against a threatening individual.
  - **State law should make failure to safely store a firearm a basis for prohibiting a person from owning a firearm in California:** California prohibits individuals convicted of a limited number of crimes from owning a firearm or ammunition. Violations of safe storage laws are not currently disqualifying crimes, though the Los Angeles City Attorney's Office has required dispossession of firearms as a condition of probation when

prosecuting safe storage violations. LAUSD, the City of Los Angeles, or both, should sponsor state legislation to add safe storage violations to the list of disqualifying acts, so that adults who fail to safely store firearms in homes with children cannot possess firearms for at least a defined period of time. Not all members of the Panel concur with this recommendation, with at least one Panelist dissenting.

### ***Recommendations Regarding Student Mental Health***

Mental health is not only crucial to nearly every facet of a student's life—it is crucial to student safety: Children traumatized by exposure to violence may be more prone than others to commit violence themselves; there is a correlation between suicidal ideation and violence to others; and isolated children may be more inclined than others to engage in aggressive or violent behavior.

As a result, this Panel recommends that LAUSD adopt several changes to elevate the importance of student mental health as well as engage multiple stakeholders in this effort. In addition to recommending several concrete changes, this Panel's broad-based recommendation with regard to mental health is that LAUSD schools subscribe to one unifying philosophy with shared goals, baseline standards, and accountability measures. This Panel suggests the public health model as the unifying philosophy for these programs. With this context in mind, the Panel recommends the following:

- **LAUSD should increase the number of Psychiatric Social Workers assigned to schools with the ultimate goal of maintaining a full-time PSW on staff at every school:** LAUSD's ratio of students to Psychiatric Social Workers far exceeds the nationally recommended ratio of 250 students for every PSW. Ideally, the District would require every school to employ at least one PSW. Realizing that this goal would require substantial new resources, the Panel suggests that LAUSD start by increasing the number of graduate students who work with schools as PSWs—though this will require additional credentialed personnel to provide supervision, such personnel can supervise multiple students. However, this provides only a temporary solution until more full-time professional PSWs can be hired at schools. The resources section of this Report addresses potential funding sources to employ full-time PSWs.
- **Los Angeles County, the cities within LAUSD, and LAUSD should deepen their collaboration on student mental health initiatives:** Already, the County and LAUSD partner to provide students with mental health services at several wellness centers throughout the district. This Panel recommends increased collaboration—especially between the County and LAUSD—on mental health initiatives. For example, the Panel has heard that LAUSD may be missing municipal funding opportunities because of the burden of multiple different paperwork and application systems for Los Angeles County and the nineteen cities within LAUSD. To solve this problem, municipal counsel should develop a joint Memorandum of Understanding between Los Angeles County, the cities within LAUSD, and LAUSD to create one application for municipal grants to fund mental health programs at LAUSD. To take another example, the County and LAUSD could pursue state legislation to fund mental health programs to benefit LAUSD students.

- **LAUSD should require that every school employee, including LASPD officers stationed at schools, receive regular training on trauma-informed care:** The Panel observed from public testimony that not all employees at LAUSD receive regular or consistent training on trauma-informed care, mental health, social emotional learning, and restorative justice best practices. Given the significant number of students who have experienced trauma as well as the science showing the potentially severe impact of that trauma on developing minds, the Panel recommends that LAUSD provides special trainings on these topics multiple times per year for every LAUSD teacher, administrator, employee, and staff member as well as every LASPD officer assigned to a school.
- **LAUSD should require all schools to incorporate social-emotional learning as well as pro-social programs into their curricula for every grade pre-K through 12:** Reviewing LAUSD’s internal audits, the Panel observed that social-emotional learning and pro-social curricula are not consistently integrated into every grade level and school. While the Division of Instruction has begun training kindergarten through third grade teachers on these instruction methods, the Panel recommends that social-emotional and pro-social education programs—that have been shown to be effective or are considered best practices—be incorporated in the curricula of every school throughout LAUSD at every grade level.
- **LAUSD should take measures to ensure that every student has a meaningful connection with an adult on campus:** The Panel learned that the Denver School District implements a practice where at least once per year at each school, all adult employees of the school meet to review the student roster to ensure that each student has a connection of trust with at least one adult on campus, whether a teacher, coach, or other employee. When a Denver school identifies a student without any such connections, the school employees move to rectify that so no student becomes isolated on campus. This Panel recommends that LAUSD consider adopting measures with similar goals, either using in person meetings or online surveys to identify which adults have meaningful connections with students on campus.
- **LAUSD should reinstate peer counseling programs and require all schools to involve students in programming that promotes positive relationship building and mentoring:** This Panel heard that LAUSD previously had a successful peer counseling program that empowered students to build positive relationships, reach out to peers at risk of becoming isolated on campus, and deescalate potentially violent interactions. This Panel recommends that LAUSD work with the Associated Student Body Presidents to implement student-led peer counseling programs at every LAUSD school, referring to the previous successful version of this program.
- **LAUSD should provide online mental health and parenting modules for parents and guardians:** The Panel observed that while LAUSD provides in-person parenting trainings, these trainings may be inaccessible to some parents, especially those with multiple job commitments. This Panel recommends that LAUSD develop online parenting and mental health modules so that parents who cannot attend in-person trainings can still learn best practices to help their children. Additionally, LAUSD should develop print-outs of these modules for students in homes without internet access.

- **LAUSD should use data from its School Experience Surveys to identify school sites in most need of resources and work with individual schools to develop mental health action plans based on this data:** Expert presenters to the Blue Ribbon Panel stated that LAUSD did not have data on student mental health that was tailored to individual school sites; rather, data collected through LAUSD’s School Experience Survey is aggregated to show district-wide trends.<sup>174</sup> This Panel recommends that LAUSD use the school experience surveys not only to display aggregated data, but to isolate data by individual school sites as well. In addition to collecting individualized data at the district level, this Panel recommends giving individualized school data to each school principal and requiring school principals to include mental health action agendas as part of their safe school plans submitted to the District.

While each of the programs recommended above would help to improve student mental health and well-being on campus, these programs will not be effective if they are not executed uniformly. Though at a district level, SHHS promulgates its variety of programs as part of an overarching public health model, this overarching philosophy does not guide all 1100 K-12 schools. Without a unifying set of principles to guide mental, behavioral, and emotional health programs throughout LAUSD schools, the previously discussed recommendations will be realized unevenly. Thus, this Panel strongly recommends the following:

- **LAUSD should promote the public health model as the unifying philosophy for mental and emotional health programs in its 1100 schools:** The Panel recommends that LAUSD promulgate the public health model as an overarching philosophy for all mental health, trauma-informed, pro-social, school climate, and restorative justice initiatives in the 1100 K-12 schools in the District. The public health model emphasizes programming at three levels: 1. Universal school-wide programming to encourage a positive school climate, 2. Targeted programming for at risk populations, and 3. Intensive individualized counseling for students who are struggling. By reorienting all mental health programs under this unified model, LAUSD will ensure that the variety of services at schools throughout the District work in tandem toward consistent goals. A similar process should take place at each school site, identifying the programs, partnerships, and initiatives that the school has adopted at each of the three levels.
- **LAUSD should assess school programs affecting student mental health and wellness to ensure that they comport with a unified public health model:** Once LAUSD has adopted a unifying public health model throughout the District, SHHS will need to ensure that school programs—relating to school counseling services and best practices, trauma-informed care, social emotional learning, and restorative justice initiatives—work to advance this public health model rather than operate in isolation. To ensure that various school programs affecting mental health all work toward consistent goals, SHHS should develop baseline standards of values, principles, and results-based accountability measures for all school programs affecting student mental health and school climate. SHHS should regularly evaluate individual school programming, curricula, and trainings to ensure they comport with these baselines.

## ***Recommendations Regarding Reporting and Investigating Threats***

Because most school attackers reveal their plans to a third-party, it is crucial to encourage these parties to come forward with this information. Law enforcement authorities must also have the capability to fully investigate threats and monitor threatening individuals. With this context in mind, the Panel recommends the following:

- **LASPD and LAUSD should consolidate their threat reporting efforts in one campaign with multiple mechanisms for reporting:** Currently, LASPD advertises three hotlines to report threats against schools. This Panel observed that Colorado’s Integrated Safe2Tell campaign has been particularly successful because it is a singular, visible platform for reporting school threats. This Panel recommends that LASPD and LAUSD consolidate threat reporting into one singular campaign with a visible brand. This singular campaign should allow for different mechanisms of reporting—a hotline, physical drop boxes, texting, and phone app—but should have a single name, slogan, and brand so that students associate reporting threats with this brand. The Panel also recommends that this threat reporting system field threats not only related to gun violence, but also related to suicidal ideation and bullying.

Already, LASPD and LAUSD have taken steps to implement this recommendation from the Panel. LAUSD has submitted a federal grant application—currently pending—to fund the creation this integrated threat reporting platform.

- **LASPD and LAUSD should enhance efforts like “See Something, Say Something” to encourage students to report threats to school safety:** In the wake of recent school shootings, LAUSD and LASPD have been engaging in a “See Something, Say Something” campaign to reduce the stigma around reporting threats and encourage students to report threats to adult authorities. This Panel recommends that LAUSD and LASPD sustain the “See Something, Say Something” campaign with regular programming to change the narrative of reporting threats from “snitching” to “saving lives.”
- **LASPD should collaborate with local law enforcement agencies to continue to monitor for a period of time individuals who have threatened an LAUSD school yet have since left the district:** Even when individuals who have threatened schools have been expelled from LAUSD, these individuals can still harbor violent plans and pose a threat to their former school. This Panel recommends that LASPD work with other local law enforcement agencies through JRIC to monitor these individuals for a period of time after they have left LAUSD to ensure that these individuals will not return to attack their former schools.
- **State legislation should establish criminal liability for making a threat to the school community even if no particular person is named:** Under California law, criminal threats of violence are defined as threats directed at a specific individual or group of individuals. Law enforcement agencies have very little legal recourse against individuals who has made generalized threats directed at a location, such as a school. LAUSD, the

City of Los Angeles, or both, should sponsor state legislation to impose criminal liability on individuals who make credible threats to a school, even if no specific individuals are named.

- **State legislation should require that school employees report threats involving a firearm to law enforcement:** The Panel notes that institutional failure to report firearms threats has resulted in school violence. LAUSD, the City of Los Angeles, or both should sponsor a state legislative effort to require teachers and administrators who learn of violent threats to report these threats to law enforcement agencies.

### ***Recommendations Regarding School Security Procedures***

This Panel recognizes that even with the measures previously discussed, there remains a risk that weapons could be brought to school campuses and used for violence. Because of this risk, the Panel acknowledges certain security measures on campuses are necessary to ensure student safety. However, this Panel cautions that such security measures must be effective, respect students' rights and dignity, and not function counterproductively to school safety goals. With this context in mind, the Panel recommends the following:

- **LASPD should continue to engage in regular, visible, relationship-building activities in schools where officers are stationed:** The Panel learned about the LASPD's extensive efforts to engage in mentoring programs and restorative justice initiatives, in collaboration with SHHS, on campuses throughout the District. But, the Panel also heard testimony from students who would like to have a more positive relationship with officers on campus. This Panel recommends that school-based LASPD officers emphasize ongoing relationship-building efforts and consider additional activities such as greeting students as they arrive for school and hosting regular coffee chats with parents.
- **LAUSD should suspend its random handheld metal detector search policy while LAUSD undertakes a comprehensive, large-scale audit of the policy:** This is the recommendation that proved most controversial among Panelists, with at least two members dissenting.

In hearings throughout the District and in public comments, this Panel has heard vigorous debate about LAUSD's policy of randomly searching students for weapons with handheld metal detectors. This Panel has heard that LAUSD's random search policy was not random, but rather disproportionately affected students of color; that the policy reduced the likelihood that students would feel comfortable reporting threats to adults; that this policy was not used in any other major school district comparable to LAUSD; and that the policy was not an effective method of seizing weapons brought to campus. Indeed, the Panel noted that most weapons found on campus were discovered from means other than random metal detector searches, and that other major school districts do not execute such a policy. This Panel also heard from LAUSD representatives who emphasized that the policy was important to deter students from bringing weapons to campus, even if the policy did not detect weapons at a high rate; additionally, the Panel observed that a majority of parents favor the random search policy.

LAUSD will implement a pilot program this fall at a limited number of schools that reduces the frequency of random metal detector searches from daily to 10 days per month while the District measures the success and popularity of the program at these schools.

The majority of this Panel believes that this pilot program does not go far enough. LAUSD's random metal detector search policy seriously risks eroding student trust—and thus their willingness to report real threats to adults—at all schools throughout the District. Yet, no comprehensive evidence justifies this risk; rather, LAUSD's internal audits have shown the policy to be largely ineffective at recovering weapons. Because LAUSD has repeatedly emphasized the importance of this policy to school safety, this Panel does not recommend immediately ending the policy—as some have asked—but rather recommends suspending the policy and strongly considering alternative measures.

Given the intense debate over this issue and lack of comprehensive evidence of this policy's effectiveness, the Panel recommends that LAUSD undertake a large-scale audit of the policy. This audit should assess: 1. The policy's effectiveness in recovering weapons as compared to other methods for recovering weapons at LAUSD, 2. The policy's deterrent effect as measured through anonymous surveys, 3. The true randomness of this policy as it is implemented, 4. The policy's effect on student trust as measured through anonymous surveys of not only students, but also teachers and administrators, 5. The favorability of this policy among students, parents, teachers, and administrators, and 6. The use or non-use of random metal detector searches in districts comparable to LAUSD. After this audit is completed, the District should hold town hall meetings to share the data and discuss the future of the random search policy with the community. Considering the negative consequences of the policy and the lack of evidence of its countervailing benefits, the majority of this Panel recommends that LAUSD suspend the random search policy until the conclusion of the audit process.

- **LASPD should work with LAUSD to develop age-appropriate, trauma-informed active gunfire response trainings or discussions for students:** Currently, LAUSD and LASPD do not hold active gunfire response trainings or drills for students because such drills may traumatize some students. This Panel heard testimony from students who asked to be trained for active gunfire situations as well as from an expert from the Parkland, Florida School District who spoke about offering active gunfire response trainings with trauma-informed debriefings afterward. This Panel recommends that LASPD and LAUSD collaborate to research and develop age-appropriate trainings or discussions for students on active gunfire situations. Any training or discussion should include a trauma-informed debriefing discussion afterward.

### ***Recommendations Regarding School Infrastructure and Design***

This Panel recognizes that a school's design can increase student safety by playing two crucial roles: 1. creating a positive school culture that engages rather than alienates students, and 2. securing students in an emergency. During its hearings, this Panel learned from LAUSD representatives that the District has comprehensive design guidelines to ensure student safety at

newly built or modernized schools, but that not all of these guidelines have been met in most other schools. With this context in mind, the Panel recommends the following:

- **LAUSD should require all schools to comply with the following measures from the recently updated *LAUSD Facilities Security and Safety Provisions: Design Guidelines and Standards Requirements*:** Currently, LAUSD’s updated school design guidelines only apply to schools built or modernized after 2013. However, many of these requirements are crucial to ensuring student safety on campus. Thus, this Panel recommends that the following requirements from the 2013 LAUSD design guidelines apply to all K-12 schools. LAUSD should then work to ensure that individual schools meet these requirements.
  - Ensure one single point of entry for every campus: Ensuring a single point of entry to campus is crucial for preventing threatening persons from entering campus. Yet, the Panel has also heard that this practice is not in place at all schools, especially schools that are co-located with charter schools. This Panel recommends that LAUSD undertake efforts to ensure their single point of entry requirement is being met at all schools, including co-located schools.
  - Ensure that all campuses maintain a check-in procedure for visitors at a single point of entry: In addition to requiring that schools maintain a single point of entry to campus, all schools should implement a visitor sign-in policy. This Panel has heard that not every school has a visitor sign-in policy—especially where schools that are co-located with charter schools. This Panel recommends that LAUSD ensure that every school has a single point of entry, and that the visitor sign-in policy is being met, particularly at co-located schools. On campuses with multiple schools, this Panel recommends that the co-located schools closely coordinate to execute their visitor check-in procedures—maintaining a single, uniform procedure and sharing costs for implementing this procedure.
  - Install interior locking devices in all LAUSD classrooms: Currently, not all LAUSD classrooms could be locked from the inside. This means that to lock a classroom door in an emergency, a teacher might have to expose himself or herself to danger. This Panel recommends that LAUSD take immediate action to install indoor locking devices in all LAUSD classrooms.
  - Ensure that every classroom has a working two-way intercom and phone system: Not every classroom has a working two-way intercom and phone system to communicate with school administration. This Panel recommends that LAUSD work to ensure that all classrooms have a working two-way intercom and phone system and establish a special phone number or work order system for teachers to report dysfunctional systems.
  - Ensure that every school has a working public address (PA) system: Not every school has a working PA system. This Panel recommends that LAUSD ensure that every school has a working PA system that reaches all classrooms and public spaces on campus.

- **LAUSD should install closed-circuit television (CCTV) systems in unattended areas such as parking lots:** Representatives from LAUSD told this Panel that CCTV systems had been installed in 300-400 schools. LAUSD has found CCTV to be most helpful in deterring crime and preserving evidence to investigate incidents after they occur. Thus, this Panel recommends installing CCTV in unattended areas such as parking lots and outside entrances where deterrence is necessary or where evidence of who enters and leaves a school building could be helpful. However, this Panel cautions against installing CCTV within school buildings where the systems can detract from school culture. Instead this Panel recommends equally effective deterrence measures like passive surveillance—creating open spaces where activity is in the open for all, including adults, to see.
- **LAUSD should explore incorporating new fire alarm devices into schools:** This Panel notes that multiple school shooters have pulled fire alarms in order to lure students out of secure locations. Thus, this Panel recommends that LAUSD explore new fire alarm systems that eliminate manual pull stations.
- **When LAUSD designs a new school or remodels an existing school, LAUSD should use design to promote a sense of openness and inclusiveness:** This Panel recognizes that it is important to balance infrastructure that promotes security with design that fosters a collaborative school culture. Design should be used to promote engagement with school, positive community building, and social and emotional growth. Pursuant to this goal, LAUSD should incorporate the following design strategies into its construction and maintenance of schools:

  - All schools should use entrances as an opportunity to welcome the community: While a single point of entry is important to maintain school security, this entrance should also be welcoming and promote community at the school. This Panel recommends that each school entrance maintain a greeter rather than a buzzer system for visitors. This Panel also recommends that parent centers be situated near entrances to create a welcoming environment.
  - All schools should ensure that students have community spaces as well as spaces for private conversation: This Panel heard testimony that not all schools had space for private student counseling. Noting the importance of space for students to collaborate outside of class as well as have private discussions, this Panel recommends that all schools designate community areas with rooms for student collaboration, restorative justice, counseling, and private or confidential conversations.
  - All schools should maximize community space and reduce the need for fencing or portables: When LAUSD is building new schools, it can adopt design measures that accomplish security goals in aesthetically pleasing ways. For example, schools can reorient buildings near the perimeter of schools to reduce the need for fencing. This Panel recommends that schools are designed to maximize community areas, feature green space, and reduce the need for fencing and portables.
  - All schools should be maintained to look well-kept and welcoming: When schools are not maintained, this symbol of neglect can make them targets for vandalism or

other threats. This Panel recommends that LAUSD undertake efforts to keep schools looking well-kept—for example, repainting beige school buildings with brighter colors like light blue—and to reduce isolated or unsupervised spaces.

- **LAUSD should collaborate with municipal departments to reorient schools as centers of their communities:** When schools are centers of their community, the community takes pride in maintaining schools and making them safer. This Panel commends LAUSD’s efforts to develop a comprehensive community school framework. This Panel further recommends that LAUSD work with municipal departments such as the Los Angeles Department of Parks and Recreation to keep libraries and athletic fields open during evenings and coordinate community programming in evenings or on weekends. The Panel recognizes that doing so may also require after-hours security.

### *Recommendations Regarding School Neighborhood Safety*

This Panel understands that school safety is directly affected by conditions in the surrounding neighborhood. For example, some students may bring weapons to school not to harm others, but to protect themselves on their route to and from school. With this context in mind, the Panel recommends the following:

- **The Los Angeles County Sheriff’s Department, LAPD, LASPD, and local prosecutors should collaborate to share data about neighborhood crime around school sites to identify particularly at-risk schools and develop joint law enforcement strategies:** The Panel observed that while local law enforcement agencies share data and collaborate extensively to respond to threats involving schools, they do not consistently share data and collaborate with a focus on preventing violence in and around school sites. This Panel has recommended that local law enforcement agencies regularly share and jointly evaluate crime data for neighborhoods surrounding schools to identify school neighborhoods with high levels of criminal activity. Law enforcement agencies should then use this data to coordinate crime prevention and suppression strategies as well as work with local prosecutors to focus enforcement action.

Already, stakeholders from LASPD, LAPD, and the Los Angeles City Attorney’s Office have met to discuss how to better share data and prioritize law enforcement in neighborhoods surrounding schools. These agencies now have a federal grant application pending to support these efforts.

- **Safe passages programs should be brought to scale throughout LAUSD:** The Panel heard that students often bring weapons to school because they fear for their safety on the way to and from school. LAUSD, the County, and the nineteen cities within LAUSD should coordinate with nonprofits and local law enforcement to bring a comprehensive safe passage program to scale. Where appropriate, the District should involve local gang reduction units like GRYD. Additionally, cities and the County should collaborate with other stakeholders to designate certain community buildings—like fire stations, community centers, or places of worship—along routes to school as safe havens where students can seek shelter when they feel threatened.

- **The Los Angeles City Attorney’s Office should work with other jurisdictions to dramatically expand the Neighborhood School Safety Program and bring it to scale throughout LAUSD:** The Neighborhood School Safety Program—administered out of the Los Angeles City Attorney’s Office—has meaningfully improved safety in the areas surrounding 200 schools. The Panel recommends this program be brought to scale throughout LAUSD, including in cities outside Los Angeles.
- **Los Angeles County and the cities within LAUSD should implement legislative changes to designate schools as “sensitive sites” that will be prioritized for municipal services:** The Panel heard from presenters that there may be delays in municipal services reaching schools. This Panel recommends municipal and county legislative changes that would designate schools as sensitive sites to be prioritized for municipal services such as removing unattended property or hazardous waste.
- **Los Angeles County, the cities within LAUSD, and LADOT should collaborate to educate parents and community members about the dangers of vehicular traffic near schools:** Pedestrian traffic fatalities are the leading cause of death for children five through fourteen in Los Angeles. This Panel recommends that Los Angeles County and the cities within LAUSD collaborate with LADOT on its traffic safety education campaign for LAUSD parents. LAUSD, the City of Los Angeles, or both, should also seek state or local legislative changes that would enhance penalties for causing vehicular injuries in a school zone.

#### IV. Resources to implementing these recommendations

Some of the Panel’s recommendations would require few or no new resources to implement. Others would require significant funding at a time the District is confronting a fiscal crisis and facing competing demands for scarce dollars. There are, however, multiple potential funding sources for these proposals. Panelists are committed to working with the District to pursue the resources necessary to realize the Panel’s recommendations.

- **The business community—including leading business associations, local businesses and Business Improvement Districts (BIDs)—should collaborate to develop a large-scale adopt-a-school program:** The Panel recommends the Los Angeles business community work closely with LAUSD to coordinate a reinvigorated “adopt-a-school” program, where local businesses support safety, academic and beautification priorities at specific schools in their communities as well as provide internships and apprenticeship opportunities for students. As part of this large-scale adopt a school program, businesses should seek to partner with other community based organizations such as the Los Angeles Urban League and faith-based organizations.
- **The philanthropic community—segments of which already are coordinating efforts to fund discrete District priorities—should provide funding for school safety projects:** Significant philanthropic efforts are underway to assist the District with a wide range of objectives. The District should include an initiative to advance school safety within its philanthropic program.

- **LAUSD and its public partners should pursue government grants to support efforts to enhance school safety:** Federal and state grants could enhance LAUSD’s safety efforts. For example, as this report was being drafted, the federal government issued solicitations for nationwide grant programs to address local school safety issues. As a result of collaborations established through the Panel’s work with the District, the District is submitting an application to update its threat reporting system, and the Los Angeles City Attorney’s Office, LAPD, and the District are submitting an application to develop a coordinated approach that prioritizes school neighborhood safety.

In addition, the Los Angeles City Attorney’s Office recently received state grant funding to pursue a pilot project with the Children’s Institute and LAPD to address childhood trauma induced by gun violence, including therapy for neighborhood children and training on trauma-informed care at project-area schools for teachers, parents and administrators.

- **LAUSD should pursue supplemental state funding to enhance school safety:** Other states—including Florida, where Parkland is located—have allocated significant funding specifically to advance school safety. Either on its own or in combination with other school districts, LAUSD should pursue assistance from the California Legislature for the following:
  - **An appropriation for *non-recurring costs* associated with Panel recommendations such as:**
    - Developing and implementing active gunfire response trainings;
    - Incorporating social-emotional learning in the K-12 curriculum;
    - Providing online modules for parents on student mental health and parenting;
    - Developing and implementing training for school employees on student mental health issues;
    - Training parents and school personnel on trauma-informed care; and
    - Educating parents on safe firearm storage.
  - **An appropriation from non-Prop 98 funds for certain Panel recommendations with recurring costs—such as increasing the number of PSWs:** With fierce competition for limited Prop 98 dollars, the District could explore partnerships with other levels of government to fund important Panel recommendations—on mental health, in particular. For example, the District could deepen its collaboration with the County to seek funding for mental health personnel such as PSWs to be deployed to school sites.
  - **A legislative clarification that Local Control Funding Formula (LCFF) funds may be used for school safety purposes at school sites with significant populations of English-language learners and low income students:** LCFF funds could be an important resource to supplement the District’s school safety efforts.
- **LAUSD should pursue an allocation of already-approved state bonds for capital improvements to enhance school safety:** State School Bond Modernization Funds could be devoted to capital improvements that advance school safety—including those

recommended in this Report—such as expediting the district-wide creation of single points of entry to schools; wiring for two-way intercoms; and interior-locking classroom doors. Indeed, as of this writing, AB 3205 (O’Donnell) would require any district seeking modernization funds to install interior-locking doors in all classrooms.<sup>175</sup> As the District continues to plan and submit proposals for these funds, it should prioritize projects geared toward satisfying its 2013 school safety standards.

- **LAUSD should advocate for school safety provisions (such as those recommended in the Panel’s School Design and Infrastructure proposals) to be included in a potential 2020 school bond measure:** State leaders currently are considering a school bond measure for the 2020 state ballot. LAUSD should weigh in with strong support for including school safety priorities in that bond measure, enabling the District to draw down such funds in the future.
- **Municipal agencies should collaborate with LAUSD to find local sources of funding to implement school safety initiatives:** In addition to state funding opportunities, there are potential sources of funding available at the local level. By working as partners, municipal agencies can combine resources and draw on existing sources of funds to accomplish shared goals. For example, the Los Angeles City Attorney’s Office Neighborhood School Safety Program, in conjunction with LADWP, has installed lights in 130 schools at no cost to schools, instead using LADWP’s existing funds for the project.<sup>176</sup>
- **LAUSD should include the Panel’s key recommendations on school safety measures in any proposal for a parcel tax or other voter-approved funding:** The District has begun important discussions about the possibility of seeking voter approval for a parcel tax or similar approach that would provide LAUSD with ongoing supplement resources. The Panel strongly recommends the District include funding for sustainable school safety proposals contained in this Report in any such ballot measure.

## V. Conclusion

The Parkland school shooting underscores that nothing is more important than keeping our children safe from harm. No student should go to school fearing for his or her life. This Blue Ribbon Panel has sought to involve stakeholders throughout the Los Angeles community in meaningful discussions about how we all can prioritize and promote student safety. After speaking with LAUSD, experts, and members of the public, this Panel has put forth recommendations that can meaningfully improve student safety and well-being. Panel members will work diligently to realize these recommendations in partnership with stakeholders in the Los Angeles community. Everyone must play a role in keeping our students safe.

## **Appendix A: The Blue Ribbon Panelists**

**Los Angeles City Attorney Mike Feuer:** City Attorney Mike Feuer, Chair of this Panel, is one of the nation's leading voices in the effort to prevent gun violence. As the son of a school principal and father to two LAUSD alums, he has been a forceful advocate for public education throughout his career as a Los Angeles City Councilmember, California State Assemblymember, and Los Angeles City Attorney.

**Daniel Barnhart:** In addition to his National Board Certification in science, 13 years in the classroom and six years working on professional development initiatives for teachers, Daniel Barnhart serves as Secondary Vice President of United Teachers Los Angeles (UTLA). As a school leader, he has served as a peer mentoring sponsor, varsity boys' basketball and volleyball coach, mentor teacher, School Site Council member, Local School Leadership Council chair and technology coordinator.

**Laura N. Chick:** Former California Inspector General and the first woman to hold citywide elected office as Los Angeles City Controller, Laura Chick was called "downtown's lone champion of good government" by the LA Daily News. As Controller, she was the Chief Auditor and Chief Accountant of the City working to ensure our city's fiscal health. Laura received her Master of Social Work (MSW) from USC.

**Juan Flecha:** Celebrating thirty years of service with the Los Angeles Unified School District, Juan A. Flecha has distinguished himself in numerous capacities including: as Teacher; Dean of Students; Bilingual Program Adviser; Assistant Principal, Secondary Student Services, and many others. As President of the Associated Administrators of Los Angeles, he upholds and defends the association's contract with integrity and provides sound stewardship for the association's fiscal viability.

**Antonia Hernández:** Nationally regarded for a career spanning four decades in social justice, civil rights and philanthropy, and a lifelong devotion to underserved communities throughout Los Angeles, Antonia Hernández is the President and CEO of the California Community Foundation. Previously, she served as President and General Counsel of the Mexican American Legal Defense and Educational Fund – MALDEF – the national nonprofit advocacy organization dedicated to protecting the civil rights of the nation's Latinos through the legal system, community education and policy initiatives.

**Joey Hernández:** Joey Hernández is the Policy and Mobilization Manager for the Los Angeles LGBT Center, where they manage the Center's mobilization efforts to protect and expand the rights of the LGBT community along with managing the Center's child welfare and youth housing policy advocacy efforts. Joey has dedicated nearly a decade on grassroots organizing and mobilizing of LGBTQ youth, supportive educational staff, and parents to bring change to school communities. Joey comes to the LA LGBT Center from the American Civil Liberties Union of Southern California (ACLU SoCal), where they engaged in organizing, policy work and lobbying on LGBT rights, education equity, criminal justice reform, HIV discrimination, immigration reform, and economic justice. In their first year at the ACLU SoCal, Joey developed

and executed a public education campaign that educated over 10,000 community members about the rights of LGBTQ students. They have worked on California legislation to ensure the rights of transgender and non-binary students in public schools, mandate LGBTQ-inclusive comprehensive sexual health education, reform discriminatory student discipline processes, and expand protections for LGBT immigrant communities. Joey has also organized with over a thousand volunteers to stop the federal administration's attack on the Affordable Care Act and other life-saving social services funded by the federal government.

**Ben Holtzman:** The Student Member of the Board at LAUSD, Ben Holtzman is a senior at Hamilton High School where his passion for politics and community engagement began. He has been a member of the state-wide Youth and Government Program for three years, where he was elected Secretary of State. He also works closely with the Brady Campaign in Los Angeles adding the student perspective to gun violence prevention efforts.

**Jessica Lall:** President and CEO for the Central City Association (CCA), Jessica Lall represents the interests of 400 businesses, trade associations and nonprofits employing 350,000 people throughout Los Angeles County. Before joining CCA, she served as Executive Director for the South Park Business Improvement District in downtown. In addition to CORO Southern California and LA2024, Jessica serves on the Board of Directors for Metro Charter Elementary School.

**Julia Macias:** A senior at Grover Cleveland Charter High School – CORE Humanities Magnet, and President of the LAUSD Superintendent’s Student Advisory Council, Julia Macias is a champion of student empowerment. Since her freshman year, she has served on a variety of boards and is extremely passionate about political and social issues, race, gender constructs and gun control. She is currently on the board of her school’s Gay and Sexuality Alliance, has spoken at LAUSD’s Women of Color conference and balances her ideas on gun violence prevention and school safety with ensuring that all students have a chance at a quality education.

**Gloria Martinez:** A National Board Certified Teacher in Special Needs, Gloria Martinez has been teaching for 16 years and serves as Elementary Vice President for United Teachers Los Angeles (UTLA), which represents teachers and support staff throughout the Los Angeles Unified School District and is focused on doing what’s best for kids. She has credentials in both general and special education.

**Justice Carlos Moreno:** Justice Carlos R. Moreno (Ret.) is a distinguished former jurist in California. For over twenty-five years he served at all levels of the state and federal judicial systems in California, including four years as a federal district court judge and ten years as a justice on the California Supreme Court. Justice Moreno also served as U.S. Ambassador to Belize under appointment by President Barack Obama and is currently affiliated with JAMS, the nationally-recognized mediation and arbitration service.

**Earl C. Paysinger:** Vice President of Civic Engagement at USC, Earl Paysinger provides strategic leadership helping to connect the university to communities throughout Los Angeles. For four decades, he served LAPD with distinction, most recently as First Assistant Chief and concurrently as Director for the Office of Special Operations. He has a deep knowledge of our

city's neighborhoods, strong relationships with our residents and a dedication to youth development.

**Michael Pinto:** Michael Pinto, AIA (The American Institute of Architects) is an architect, educator and community activist who has been steadfast in exploring high design in response to specific, real community need – particularly within disadvantaged communities and at-risk youth populations. As Design Principal at NAC Architecture, his award-winning work has focused on the public realm – leading design for schools, child care centers, libraries, parks, community centers and housing.

**Dr. Deborah Prothrow-Stith:** Internationally recognized public health leader, Dr. Prothrow-Stith is Dean and Professor of Medicine for the College of Medicine at Charles R. Drew University and adjunct Professor of Medicine at David Geffen School of Medicine at UCLA. As a physician working in inner-city Boston, she broke new ground with her efforts to define youth violence as a public health problem. She served as the Henry Pickering Walcott Professor of Public Health Practice and Associate Dean for Diversity at the Harvard School of Public Health and more recently advised top-tier healthcare and academic institutions on leadership as principal in the executive search firm, Spencer Stuart.

**Rocio Ramirez:** A Parent Leader at Garvanza Elementary School and PTA Vice President, Rocio Ramirez holds a Multiple-Subject teaching credential and a Master of Education degree. Her commitment to empowering Los Angeles families and children has inspired her current project, creating school workbooks that help strengthen the home-school connection and teach children about self-reliance and relationship-building. Inspired by her experiences as an elementary school teacher and parent, she continues to apply her strengths to our community by joining LAUSD and policy-makers in supporting school safety and academic excellence.

**Reverend Kelvin Sauls:** Since 2012, Reverend Kelvin Sauls has served as Senior Pastor for Holman United Methodist Church. A bridge-builder for cross-cultural and racially diverse communities, he has served both local churches and general agencies within the United Methodist Church and has provided leadership to numerous congregations across the nation. Reverend Sauls is also highly involved with a variety of community justice initiatives.

**Greig Smith:** A thirty-two-year employee of the Los Angeles City Council, Greig Smith also served two terms as an elected member. He is a 25-year Reserve Officer with LAPD and currently is the only Reserve Officer ever certified to be a lead Detective in the elite Robbery-Homicide Cold Case unit. He was the first Reserve Officer to successfully solve a 17 year old murder case, make an arrest and get a conviction in the case. Currently he is a Senior Partner in the Coachella Valley Medical Center which specializes in rehabilitating homeless patients for the Counties of Riverside and Los Angeles.

**Krystal Torres-Covarrubias:** As Education Policy Manager at the Los Angeles LGBT Center, Krystal oversees the national OUT for Safe Schools™ campaign – a district effort to support school staff to come out as safe and supportive allies to LGBTQ students. She is a current fellow at the Women's Foundation of California, Women's Policy Institute where she focuses on reproductive justice issues. Krystal earned her Ed.M. in Education Policy and Management from Harvard's Graduate School of Education and a B.A. in Communication Studies at UCLA.

**Dr. Garen Wintemute:** Emergency physician at UC Davis Medical Center, Dr. Garen Wintemute also leads the University of California Firearm Violence Research Center, the first state-funded gun violence research facility in the country. Named a “hero of medicine” by Time Magazine, he is a nationally recognized expert on gun violence and a pioneer in the field of injury epidemiology and prevention.

**Dr. Marleen Wong:** Senior Vice Dean and the Stein/Goldberg Sacks endowed Professor of Mental Health, Dr. Marleen Wong, serves as director of field education at the USC School of Social Work and Executive Director of the USC Telehealth Clinic. She is one of the original developers of Cognitive Behavioral Intervention for Trauma in Schools (CBITS) and formerly was the director of mental health services, crisis intervention and suicide prevention at LAUSD. The White House has called her one of the "pre-eminent experts in school crisis and recovery" and the Wall Street Journal says she is the "architect of school safety programs."

**Chief Steven Zipperman:** A proud Los Angeles native and graduate of Taft High School, Chief Steven Zipperman is Chief of the Los Angeles School Police Department, following 32 years of service to LAPD. He is responsible for the oversight of 400 sworn officers and 130 school safety officers and polices 1,100 schools attended by over 700,00 students. Chief Zipperman holds a Bachelor's Degree in Criminal Justice as well as a Master's Degree in Organizational Leadership, and is a member of various professional school safety and police organizations.

## Appendix B: Presenters to Blue Ribbon Panel

### Meeting #1: April 8, 2018

- **Vivian Ekchian:** LAUSD Deputy Superintendent
- **Steve Zipperman:** Chief of the Los Angeles School Police Department

### Meeting #2: April 28, 2018

- **Pia Escudero:** LAUSD Director of School Mental Health
- **Dr. Judy Chiasson:** LAUSD Coordinator, Human Relations, Diversity & Equity
- **Deborah Brandy:** LAUSD Director of Restorative Justice Unit
- **Dr. Ron Avi Astor:** Professor at the USC Suzanne Dworak-Peck School of Social Work

### Meeting #3: April 29, 2018

- **Professor Robert Hernandez:** Adjunct Assistant Professor at the USC Suzanne Dworak-Peck School of Social Work
- **Marisa Faynsod:** Clinical Supervisor at the Children's Institute
- **Pia Escudero:** LAUSD Director of School Mental Health

### Meeting #4: May 6, 2018

- **Jacquelyn Lawson:** Deputy City Attorney at the Los Angeles City Attorney's Office, Neighborhood School Safety Program
- **Sharee Sanders Gordon:** Deputy City Attorney at the Los Angeles City Attorney's Office, Neighborhood School Safety Program
- **Gilberto Espinoza:** Senior Associate at the Urban Peace Institute
- **Margot Ocañas:** Program Coordinator of the Los Angeles Department of Transportation's Safe Routes to School initiative
- **Jose Santome:** Deputy Chief at the Los Angeles School Police Department

### Meeting #5: May 12, 2018

- **Lisa Wobbe-Veit:** Clinical Associate Professor at the USC Suzanne Dworak-Peck School of Social Work
- **Greg Dorfman:** Deputy City Attorney at the Los Angeles City Attorney's Office, Gang and Gun Prosecution Section
- **Hollye Dexter:** Consultant for Women Against Gun Violence
- **Paige Selby:** Moms Demand Action
- **Richard Webb:** Retired Police Officer
- **Jose Santome:** Deputy Chief at the Los Angeles School Police Department

**Meeting #6: June 2, 2018**

- **Dr. Darneika Watson-Davis:** LAUSD Executive Director of District Operations
- **Erik Rosoff:** Independent Security Consultant
- **Amir Whitaker:** Staff Attorney at the American Civil Liberties Union
- **Dr. Jessica Cobb:** Researcher at UCLA
- **Students Deserve:** Coalition of students advocating for equity in Los Angeles schools

**Meeting #7: June 3, 2018**

- **Mark Hovatter:** LAUSD Chief Facilities Executive
- **Michael Pinto:** Principal at NAC Architecture
- **Tom Duffy:** Lobbyist for the Coalition for Adequate Student Housing

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- <sup>1</sup> See Howard Blume, *L.A. Officials Push for New Focus on School Safety After Parkland*, L.A. Times, Mar. 5, 2018, <http://www.latimes.com/local/lanow/la-me-edu-feuer-school-safety-taskforce-20180305-story.html>.
- <sup>2</sup> Los Angeles Unified School District, *About the Los Angeles Unified School District*, <https://achieve.lausd.net/about>.
- <sup>3</sup> See *School Finance*, EdWeek, Dec. 29, 2016, <https://www.edweek.org/media/2016/12/29/school-finance-education-week-quality-counts-2017.pdf>. But see John Fensterwald, *How Does California Rank in Per-Pupil Spending? It All Depends*, EdSource, Feb. 28, 2017, <https://edsources.org/2017/how-does-california-rank-in-per-pupil-spending-it-all-depends/577405>.
- <sup>4</sup> See Gun Violence Archive (last visited July 23, 2018), <http://www.gunviolencearchive.org/> (search criteria: Incident Characteristic – School Shooting – elementary/secondary school; Date – January 1, 2012-July 23, 2018).
- <sup>5</sup> *Id.*
- <sup>6</sup> U.S. Secret Serv. & U.S. Dept. of Educ., *The Final Report and Findings of the Safe School Initiative: Implications for the Preventions of School Attacks in the United States* 19 (2004), available at <https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf>.
- <sup>7</sup> *Id.* at 21.
- <sup>8</sup> *Id.* at 23.
- <sup>9</sup> *Id.* at 24.
- <sup>10</sup> Traci L. Wike & Mark W. Fraser, *School Shootings: Making Sense of the Senseless*, 14 *Aggression & Violent Behavior* 162, 165 (2009), available at [http://www15.uta.fi/arkisto/aktk/projects/sta/Wike\\_2009\\_School-Shootings\\_Making\\_Sense-of-the-Senseless.pdf](http://www15.uta.fi/arkisto/aktk/projects/sta/Wike_2009_School-Shootings_Making_Sense-of-the-Senseless.pdf).
- <sup>11</sup> *Id.* at 164-65.
- <sup>12</sup> U.S. Secret Serv. & U.S. Dept. of Educ., *supra* note 6, at 23.
- <sup>13</sup> Ctrs. for Disease Control and Prevention, *About Behavioral Risk Surveillance System ACE Data* (2016), [https://www.cdc.gov/violenceprevention/acestudy/ace\\_brfs.html](https://www.cdc.gov/violenceprevention/acestudy/ace_brfs.html); Vincent J. Felitti, et al., *Relationship of Childhood Abuse and Household Dysfunction to Many of the Leading Causes of Death in Adults: The Adverse Childhood Experience (ACE) Study*, 14 *Am. J. Preventative Medicine* 245 (1998).
- <sup>14</sup> Gayla Margolin & Elana B. Gordis, *Children's Exposure to Violence in the Family and Community*, 13 *Current Directions in Psychological Science* 152, 152-53 (2004), <https://pdfs.semanticscholar.org/26ef/6f57ece1662dc48727d90a5605f37da4142e.pdf>.
- <sup>15</sup> Nat'l Ctr. for Children in Poverty, *Child Poverty* (2018), <http://www.nccp.org/topics/childpoverty.html>.
- <sup>16</sup> Presentation by Marisa Faynsod to Blue Ribbon Panel (Apr. 29, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>17</sup> Harvard Univ. Ctr. for the Developing Child, *Toxic Stress*, <https://developingchild.harvard.edu/science/key-concepts/toxic-stress/>.
- <sup>18</sup> *Id.*
- <sup>19</sup> Nadine Burke Harris, *How Childhood Trauma Affects Health Across a Lifetime*, TedMed, Feb. 17, 2015, <https://www.youtube.com/watch?v=95ovIJ3dsNk>.
- <sup>20</sup> Gayla Margolin & Elana B. Gordis, *Children's Exposure to Violence in the Family and Community*, 13 *Current Directions in Psychological Science* 152, 153 (2004), <https://pdfs.semanticscholar.org/26ef/6f57ece1662dc48727d90a5605f37da4142e.pdf>.
- <sup>21</sup> *Report of the American Psychiatric Association Task Force on the Biopsychosocial Consequences of Childhood Violence* 12 (2007), [https://www.researchgate.net/profile/Richard\\_Loewenstein/publication/239939460\\_Loewenstein\\_Rj\\_Putnam\\_FW\\_eds\\_REPORT\\_OF\\_THE\\_AMERICAN\\_PSYCHIATRIC\\_ASSOCIATION\\_TASK\\_FORCE\\_ON\\_THE\\_BIOPSYCHOSOCIAL\\_CONSEQUENCES\\_OF\\_CHILDHOOD\\_VIOLENCE/links/0c96051c3be48669cd000000/Loewenstein-Rj-Putnam-FW-eds-REPORT-OF-THE-AMERICAN-PSYCHIATRIC-ASSOCIATION-TASK-FORCE-ON-THE-BIOPSYCHOSOCIAL-CONSEQUENCES-OF-CHILDHOOD-VIOLENCE.pdf](https://www.researchgate.net/profile/Richard_Loewenstein/publication/239939460_Loewenstein_Rj_Putnam_FW_eds_REPORT_OF_THE_AMERICAN_PSYCHIATRIC_ASSOCIATION_TASK_FORCE_ON_THE_BIOPSYCHOSOCIAL_CONSEQUENCES_OF_CHILDHOOD_VIOLENCE/links/0c96051c3be48669cd000000/Loewenstein-Rj-Putnam-FW-eds-REPORT-OF-THE-AMERICAN-PSYCHIATRIC-ASSOCIATION-TASK-FORCE-ON-THE-BIOPSYCHOSOCIAL-CONSEQUENCES-OF-CHILDHOOD-VIOLENCE.pdf).
- <sup>22</sup> See James A. Reavis, et al., *Adverse Childhood Experiences and Adult Criminality: How Long Must We Live Before We Possess Our Own Lives?*, 17 *Permanent J.*, 44 (2013).
- <sup>23</sup> Meg Anderson & Kavitha Cardoza, *Mental Health in Schools: A Hidden Crisis Affecting Millions of Students*, NPR, Aug. 31, 2016, <https://www.npr.org/sections/ed/2016/08/31/464727159/mental-health-in-schools-a-hidden-crisis-affecting-millions-of-students>.
- <sup>24</sup> *Id.*

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- <sup>25</sup> Presentation of Professor Robert Hernandez, USC School of Social Work, to Blue Ribbon Panel (Apr. 29, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>26</sup> Am. Educ. Research Ass'n, *Prevention of Bullying in Schools, Colleges, and Universities* 9 (2013), <http://www.aera.net/Portals/38/docs/News%20Release/Prevention%20of%20Bullying%20in%20Schools,%20Colleges%20and%20Universities.pdf>.
- <sup>27</sup> *Id.*
- <sup>28</sup> *Id.* at 37.
- <sup>29</sup> Child Health & Development Inst. of Conn., Inc., *Best Practices in School Mental Health* 1 (2013), [file:///C:/Users/attvid153/Downloads/issue\\_brief\\_19.pdf](file:///C:/Users/attvid153/Downloads/issue_brief_19.pdf).
- <sup>30</sup> School Social Work Association of America, *School Social Workers Helping Students Succeed: Recommended School Social Worker to Student Ratios*, [https://docs.wixstatic.com/ugd/426a18\\_20108ba1b7444cada772fdabbbb79dfe.pdf](https://docs.wixstatic.com/ugd/426a18_20108ba1b7444cada772fdabbbb79dfe.pdf).
- <sup>31</sup> Meg Anderson & Kavitha Cardoza, *Mental Health in Schools: A Hidden Crisis Affecting Millions of Students*, NPR, Aug. 31, 2016, <https://www.npr.org/sections/ed/2016/08/31/464727159/mental-health-in-schools-a-hidden-crisis-affecting-millions-of-students>.
- <sup>32</sup> Valerie Strauss, *If Americans Really Cared About Students' Mental Health, These School Ratios Would Be Very Different*, Wash. Post., Feb. 15, 2018, [https://www.washingtonpost.com/news/answer-sheet/wp/2018/02/15/if-americans-really-cared-about-students-mental-health-these-school-ratios-would-be-very-different/?utm\\_term=.c45587a575f3](https://www.washingtonpost.com/news/answer-sheet/wp/2018/02/15/if-americans-really-cared-about-students-mental-health-these-school-ratios-would-be-very-different/?utm_term=.c45587a575f3).
- <sup>33</sup> See Beth Doll, et al., *Best Practices in Population-Based School Mental Health Services* in *Best Practices in School Psychology* 149 (Nat'l Ass'n of Sch. Psychologists, ed.) (unpublished manuscript).
- <sup>34</sup> Presentation by Pia Escudero, LAUSD Director of School Mental Health, to Blue Ribbon Panel (Apr. 28, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>35</sup> *Id.*
- <sup>36</sup> E-mail from Judy Chiasson, LAUSD Student Health & Human Services, to Blue Ribbon Panel (Apr. 30, 2018) (on file with L.A. City Attorney's Office).
- <sup>37</sup> Presentation by Pia Escudero, *supra* note 34.
- <sup>38</sup> Pia Escudero, School Safety Report, SHHS Staffing Spreadsheet, (last updated July 13, 2018) (on file with Los Angeles City Attorney's Office).
- <sup>39</sup> *Id.*; Presentation by Pia Escudero, *supra* note 34.
- <sup>40</sup> SHHS Staffing Spreadsheet, *supra* note 38.
- <sup>41</sup> Presentation by Pia Escudero, *supra* note 34.
- <sup>42</sup> *Id.*
- <sup>43</sup> SHHS Staffing Spreadsheet, *supra* note 38.
- <sup>44</sup> L.A. Unified Sch. Dist., *Attendance Improvement Program*, <https://achieve.lausd.net/Page/12896#spn-content>.
- <sup>45</sup> SHHS Staffing Spreadsheet, *supra* note 38.
- <sup>46</sup> *Id.*
- <sup>47</sup> *Id.*
- <sup>48</sup> *Id.*
- <sup>49</sup> Comments from Pia Escudero, LAUSD Director of School Mental Health, to Blue Ribbon Panel (July 27, 2018) (on file with L.A. City Attorney's Office).
- <sup>50</sup> L.A. Unified Sch. Dist., *School Climate Bill of Rights* (2013), <https://achieve.lausd.net/site/handlers/filedownload.ashx?moduleinstanceid=36058&dataid=46974&FileName=Secondary.pdf>.
- <sup>51</sup> L.A. Unified Sch. Dist., *Restorative Justice in LAUSD*, <https://achieve.lausd.net/site/handlers/filedownload.ashx?moduleinstanceid=34066&dataid=42312&FileName=Restorative%20Justice%20in%20LAUSD.pdf>.
- <sup>52</sup> Teresa Watanabe & Howard Blume, *Why Some LAUSD Teachers Are Balking at a New Approach to Discipline Problems*, L.A. Times, Nov. 7, 2015, <http://www.latimes.com/local/education/la-me-school-discipline-20151108-story.html>.
- <sup>53</sup> Presentation by Dr. Judy Chiasson, Student Health & Human Services, to Blue Ribbon Panel (Apr. 28, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>54</sup> LAUSD Office of the Inspector General, *LAUSD's Anti-Bullying Initiatives and Efforts*, 44 (2017), <https://my.lausd.net/webcenter/content/conn/WCCConn/uuid/dDocName:1343178?rendition=web>.
- <sup>55</sup> *Id.*

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- <sup>56</sup> U.S. Dept. of Justice, *A Study of the Pre-attack Behaviors of Active Shooters in the United States Between 2000-2013*, at 14 (2018), <https://www.fbi.gov/file-repository/pre-attack-behaviors-of-active-shooters-in-us-2000-2013.pdf/view>.
- <sup>57</sup> U.S. Secret Serv. & U.S. Dept. of Educ., *supra* note 6, at 27.
- <sup>58</sup> Frances Baxley & Matthew Miller, *Parental Misconceptions about Children and Firearms*, 160 *Archives of Pediatrics & Adolescent Medicine* 542, 545 tbl.4 (2006), available at <http://childrensfirearmsafetyalliance.com/wp-content/uploads/2017/09/Parental-MIscnceptions-About-Children-and-Firearms-AMA.pdf>.
- <sup>59</sup> Cal. Penal Code § 27505.
- <sup>60</sup> Cal. Penal Code § 27590.
- <sup>61</sup> Cal. Penal Code §§ 25100, 25200.
- <sup>62</sup> Cal. Penal Code § 25110, 25200
- <sup>63</sup> Cal. Penal Code § 25110.
- <sup>64</sup> L.A. Mun. Code ch. 5, art. 5, § 55.21.
- <sup>65</sup> Cal. Civil Code § 1714.3.
- <sup>66</sup> Presentation by Greg Dorfman, Los Angeles Deputy City Attorney, to Blue Ribbon Panel (May 12, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>67</sup> *Gun Ownership by State*, CBS (last accessed July 17, 2017), <https://www.cbsnews.com/pictures/gun-ownership-rates-by-state/9/>.
- <sup>68</sup> Presentation by Greg Dorfman, *supra* note 66.
- <sup>69</sup> *Id.*
- <sup>70</sup> Presentation by Hollye Dexter, Women Against Gun Violence, to Blue Ribbon Panel (May 12, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>71</sup> *Id.*
- <sup>72</sup> Presentation by Paige Selby, Moms Demand Action, to Blue Ribbon Panel (May 12, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>73</sup> *Id.*
- <sup>74</sup> Presentation by Greg Dorfman, *supra* note 66.
- <sup>75</sup> *Id.*
- <sup>76</sup> Conversation with Greg Dorfman, Deputy City Attorney (Mar. 16, 2018).
- <sup>77</sup> U.S. Secret Serv. & U.S. Dept. of Educ., *supra* note 6, at 23.
- <sup>78</sup> *Id.* at 25.
- <sup>79</sup> Eric Madfis, *Averting School Rampage: Student Intervention Amid a Persistent Code of Silence*, 12 *Youth Violence & Juvenile Justice* 229, 231 (2014), <http://journals.sagepub.com/doi/pdf/10.1177/1541204013497768>.
- <sup>80</sup> Wilke & Fraser, *supra* note 10, at 164.
- <sup>81</sup> See Amy K. Syvertsen, et al., *Code of Silence: Students' Perceptions of School Climate and Willingness to Intervene in a Peer's Dangerous Plan*, 101 *J. Educ. Psychology* 219 (2009), <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2745177/> (at 2-4).
- <sup>82</sup> *Id.*
- <sup>83</sup> Conversation with Deputy Chief Jose Santome, Deputy Chief Joanna Fontenette, and Deputy Chief Timothy Anderson, Los Angeles Unified School Police (Mar. 28, 2018).
- <sup>84</sup> L.A. Unified Sch. Dist., *Community Connection Safety Update 2* (Mar. 2, 2018), [https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/770/Community%20Connection\\_eng\\_3.2.18.pdf](https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/770/Community%20Connection_eng_3.2.18.pdf).
- <sup>85</sup> L.A. Police Dept., *Non-Emergency Crime Reporting & Hotlines* (last visited July 23, 2018), [http://www.lapdonline.org/contact\\_us/content\\_basic\\_view/1795](http://www.lapdonline.org/contact_us/content_basic_view/1795).
- <sup>86</sup> Presentation by LASPD Deputy Chief Jose Santome to Blue Ribbon Panel (May 12, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>87</sup> Conversation with Deputy Chief Jose Santome, et al., *supra* note 83.
- <sup>88</sup> *About JRIC*, Joint Reg. Intelligence Ctr., [https://www.jric.org/default.aspx?menuitemid=292&menugroup=\\_Home](https://www.jric.org/default.aspx?menuitemid=292&menugroup=_Home).
- <sup>89</sup> Presentation by Deputy Chief Jose Santome, *supra* note 86.
- <sup>90</sup> *Id.*
- <sup>91</sup> *Id.*
- <sup>92</sup> Conversation with Deputy Chief Jose Santome, et al., *supra* note 83.
- <sup>93</sup> L.A. Sch. Police Dept., *Investigative Division*, <https://ca01000043.schoolwires.net/Page/9417>.
- <sup>94</sup> *Id.*
- <sup>95</sup> Conversation with Deputy Chief Jose Santome, et al., *supra* note 83; see also Cal. Penal Code § 422.

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<sup>96</sup> See Charles Crawford & Ronald Burns, *Preventing School Violence: Assessing Armed Guardians, School Policy, and Context*, 38 Policing: An Int'l J. of Police Strategies & Management 631, 632 (2015), [https://www.researchgate.net/profile/Charles\\_Crawford/publication/283560688\\_Preventing\\_school\\_violence\\_assessing\\_armed\\_guardians\\_school\\_policy\\_and\\_context/links/58daa8bdaca272d801ea7c25/Preventing-school-violence-assessing-armed-guardians-school-policy-and-context.pdf](https://www.researchgate.net/profile/Charles_Crawford/publication/283560688_Preventing_school_violence_assessing_armed_guardians_school_policy_and_context/links/58daa8bdaca272d801ea7c25/Preventing-school-violence-assessing-armed-guardians-school-policy-and-context.pdf).

<sup>97</sup> For a literature review that shows such conflicting studies on the impact of metal detectors in schools, see generally Abigail Hankin, et al., *Impacts of Metal Detector Use in Schools: Insights from 15 Years of Research*, 81 J. of Sch. Health 100, 104 (2011), <https://www.edweek.org/media/hankin-02security.pdf>.

<sup>98</sup> See, e.g., Stephanie Saul et al., *School Officer: A Job with Many Roles and One Big Responsibility*, N.Y. Times, Mar. 4, 2018, <https://www.nytimes.com/2018/03/04/us/school-resource-officers-shooting.html>.

<sup>99</sup> See Chongmin Na & Denise C. Gottfredson, *Police Officers in Schools: Effects on School Crime and the Processing of Offending Behaviors*, 13 Justice Q. 1, 6 (2011), <https://ccjs.umd.edu/sites/ccjs.umd.edu/files/pubs/Police%20Officers%20in%20Schools-Effects%20on%20School%20Crime%20and%20the%20Processing%20of%20Offending%20Behaviors.pdf>.

<sup>100</sup> Los Angeles School Police Department, *About Los Angeles School Police Department*, <https://ca01000043.schoolwires.net/Page/8851>.

<sup>101</sup> Presentation by LASPD Chief Steve Zipperman to Blue Ribbon Panel (Apr. 8, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>102</sup> *Id.*

<sup>103</sup> *Id.*

<sup>104</sup> *Id.*

<sup>105</sup> *Id.*

<sup>106</sup> *Id.*

<sup>107</sup> A. Unified Sch. Dist., *Lockdown and Rapid Relocation Procedures for All Schools*, BUL-5469.2, at 1-3 (2014), <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/domain/135/pdf%20files/BUL-5469.2.pdf>.

<sup>108</sup> *Id.*

<sup>109</sup> *Id.*

<sup>110</sup> L.A. Unified Sch. Dist., *Administrative Searches to Ensure School Safety*, BUL-5424.2, at 1 (Oct. 26, 2015), <https://achieve.lausd.net/cms/lib/CA01000043/Centricity/Domain/318/BUL%205424.2%20ADMINISTRATIVE%20SEARCHES%20TO%20ENSURE%20SCHOOL%20SAFETY%20w%20attach.PDF>.

<sup>111</sup> *Id.* at 6.

<sup>112</sup> L.A. Unified Sch. Dist., *Random Metal Detector “Wandering” Searches to Ensure School Safety: A “Deep Dive” Discussion*, slide 17 (Oct. 24, 2017), <https://boe.lausd.net/sites/default/files/10-24-17SpclBdWanderingStudentSearchesPresentation.pdf>.

<sup>113</sup> *Id.*

<sup>114</sup> BUL-5424.2, *supra* note 110, at 2.

<sup>115</sup> *Id.* at 5.

<sup>116</sup> *Id.* at 4.

<sup>117</sup> *Id.*

<sup>118</sup> *Id.*

<sup>119</sup> *Id.*

<sup>120</sup> *Id.* at 5.

<sup>121</sup> *Id.*

<sup>122</sup> *Random Metal Detector “Wandering” Searches to Ensure School Safety: A “Deep Dive” Discussion*, *supra* note 112, at slide 28.

<sup>123</sup> Presentation by Amir Whitaker and Dr. Jessica Cobb, American Civil Liberties Union, to Blue Ribbon Panel (June 2, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>124</sup> Comment by LASPD Chief Steve Zipperman to Blue Ribbon Panel (June 2, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>125</sup> *Id.*; Conversation with Dr. Darneika Watson-Davis, Executive Director, LAUSD Division of District Operations & Daryl Narimatsu, Administrator of Operations, LAUSD Division of District Operations (Mar. 23, 2018).

<sup>126</sup> See, e.g., presentation by Students Deserve to Blue Ribbon Panel (June 2, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>; see also public comments available at <https://www.lacityattorney.org/blueribbon>.

<sup>127</sup> *Id.*

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- <sup>128</sup> Public comment at Blue Ribbon Panel Meeting (May 12, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>129</sup> *Random Metal Detector “Wandering” Searches to Ensure School Safety: A “Deep Dive” Discussion*, *supra* note 112, at slide 31.
- <sup>130</sup> Am. Civil Liberties Union, *Here to Learn: Creating Safe and Supportive Schools in Los Angeles Unified School District*, 6-7 (2018), [https://www.aclusocal.org/sites/default/files/aclu\\_social\\_report\\_here\\_to\\_learn.pdf](https://www.aclusocal.org/sites/default/files/aclu_social_report_here_to_learn.pdf).
- <sup>131</sup> Presentation by Students Deserve, *supra* note 126.
- <sup>132</sup> E-mail from Dr. Darneika Watson-Davis, LAUSD Executive Director of District Operations, to Marissa Roy, Chief Consultant to Blue Ribbon Panel (July 9, 2018) (on file with Los Angeles City Attorney’s Office).
- <sup>133</sup> *Id.*
- <sup>134</sup> *Id.*
- <sup>135</sup> *Id.*
- <sup>136</sup> U.S. Dept. of Justice, Nat’l Inst. of Justice, et al., *The Appropriate and Effective Use of Security Technologies in U.S. Schools* 106 (1999), <https://www.ncjrs.gov/school/178265.pdf>.
- <sup>137</sup> *Id.* at 23.
- <sup>138</sup> Presentation by Michael Pinto, AIA, to Blue Ribbon Panel (June 3, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>139</sup> *Id.*
- <sup>140</sup> See L.A. Unified Sch. Dist., *LAUSD Facilities Security and Safety Provisions, Design Guidelines and Standards Requirements* 5 (2013), [http://www.laschools.org/documents/download/asset\\_management%2Fstudies\\_and\\_reports%2FDesign\\_Standards\\_Security\\_and\\_Safety\\_Requirements\\_-\\_March\\_2013.pdf?version\\_id=310975973](http://www.laschools.org/documents/download/asset_management%2Fstudies_and_reports%2FDesign_Standards_Security_and_Safety_Requirements_-_March_2013.pdf?version_id=310975973); presentation by Mark Hovatter, LAUSD Chief Facilities Executive, to Blue Ribbon Panel (June 3, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>141</sup> Conversation with Dr. Darneika Watson-Davis & Daryl Narimatsu, *supra* note 125.
- <sup>142</sup> L.A. Unified Sch. Dist., *LAUSD Facilities Security and Safety Provisions, Design Guidelines and Standards Requirements*, *supra* note 140, at 5.
- <sup>143</sup> *Id.* at 5-6.
- <sup>144</sup> *Id.* at 9.
- <sup>145</sup> *Id.* at 9, 18.
- <sup>146</sup> E-mail from Mark Hovatter, LAUSD Chief Facilities Executive, to Marissa Roy, Chief Consultant to Blue Ribbon Panel (July 25, 2018) (on file with City Attorney’s Office).
- <sup>147</sup> Presentation by Mark Hovatter, *supra* note 140.
- <sup>148</sup> *Id.*
- <sup>149</sup> L.A. Unified Sch. Dist., *LAUSD Facilities Security and Safety Provisions, Design Guidelines and Standards Requirements*, *supra* note 140, at 12, 14.
- <sup>150</sup> *Id.*
- <sup>151</sup> Conversation with Dr. Darneika Watson-Davis & Daryl Narimatsu, *supra* note 125.
- <sup>152</sup> See, e.g., Caterina Gouvis Roman, *Schools Neighborhoods, and Violence: Crime within the Daily Routine of Youth* (2004).
- <sup>153</sup> Dale Willits, et al., *Schools, Neighborhood Risk Factors, and Crime*, 59 *Crime & Delinquency* 292, 295, 309 (2013), <http://journals.sagepub.com/doi/pdf/10.1177/0011128712470991>
- <sup>154</sup> See, e.g., John Gallo, *Youth/Opinion: Why Do Kids Bring Weapons to School*, L.A. Times, Mar. 1, 1993, [http://articles.latimes.com/1993-03-01/local/me-9\\_1\\_kids-bring-weapons](http://articles.latimes.com/1993-03-01/local/me-9_1_kids-bring-weapons).
- <sup>155</sup> Presentation by Deputy City Attorneys Jacquelyn Lawson & Sharee Sanders Gordon to Blue Ribbon Panel (May 6, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.
- <sup>156</sup> *Id.*
- <sup>157</sup> *Id.*
- <sup>158</sup> *Id.*
- <sup>159</sup> *Id.*
- <sup>160</sup> See Advancement Project, *Best and Promising Practices to Address Violence and Personal Safety in Safe Routes to School Programs* 3-4 (2015), <http://www.publichealth.lacounty.gov/place/docs/Advancement%20Project%20SRTS-SafePassage%20Paper%20FINAL%20March%202015.pdf>.
- <sup>161</sup> *Id.*

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<sup>162</sup> Presentation of Gilberto Espinoza, Urban Peace Institute, to Blue Ribbon Panel (May 6, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>163</sup> *Id.*

<sup>164</sup> *Id.*

<sup>165</sup> Presentation by Margo Ocañas, Program Coordinator of the Los Angeles Department of Transportation's Safe Routes to School initiative, to Blue Ribbon Panel (May 6, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>166</sup> *Id.*

<sup>167</sup> *Id.*

<sup>168</sup> *Id.*

<sup>169</sup> Presentation of LASPD Deputy Chief Jose Santome to Blue Ribbon Panel (May 6, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>170</sup> *Id.*

<sup>171</sup> See LAUSD Board, Res-030-17/18 (Mar. 13, 2018).

<sup>172</sup> See Erica L. Green, *Trump's School Safety Commission Won't Look at Guns, Betsy DeVos Says*, N.Y. Times, June 5, 2018, <https://www.nytimes.com/2018/06/05/us/politics/devos-guns-school-safety-commission.html>.

<sup>173</sup> See Cal. Penal Code § 18100 *et seq.*

<sup>174</sup> Presentation by Dr. Ron Avi Astor to Blue Ribbon Panel (Apr. 28, 2018), minutes available at <https://www.lacityattorney.org/blueribbon>.

<sup>175</sup> Cal. A.B. 3205 (introduced Feb. 16, 2018).

<sup>176</sup> See L.A. Dept. of Water & Power, *No Longer in the Dark: Outdoor Lighting Program Keeps Communities Safe*, 46 Contact (2018).