



Safety Within the Schools and Colleges

Legislative Counsel Bureau

*Bulletin No.
09-09*

August 2008

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SUMMARY/ABSTRACT

LEGISLATIVE COMMISSION'S STAFF STUDY CONCERNING SAFETY WITHIN THE SCHOOLS AND COLLEGES OF THE STATE

The Legislative Commission in September 2007, at the request of Senator Dennis Nolan, directed the Legislative Counsel Bureau (LCB) to conduct a staff study concerning safety within the schools and colleges of the State. The basic purpose of the study was to consider issues in Nevada similar to those raised by the tragedies at Columbine High School, Virginia Tech University, and other educational institutions around the country.

The general requirements and guidance for the study included the collection of information that may be useful in determining the ability of Nevada's communities to effectively respond to a shooting incident at an educational institution in the State. Meetings with applicable law enforcement officials and organizations could be included, along with discussions about standardized school security, peace officer training, and sheltering and evacuation plans. The study could indicate procedural changes to ensure the safety of students and suggestions for changes in Nevada law to be discussed in the 2009 Legislature. Primary LCB staff assigned to the study included Brian L. Davie, Legislative Services Officer, Las Vegas Office, with the assistance of Craig Hoffecker, Senior Research Analyst, Research Division.

During the course of the study, staff reviewed previous studies and existing statutes in Nevada; worked with a task force of school and university police and other law enforcement and security officials convened by Senator Nolan; monitored other related meetings in Nevada; reviewed national and state studies on school and campus safety; monitored current events concerning the issue around the country; and examined information on the legislative response in other states. Through legislative direction and task force discussion, the study focused on certain aspects of active shooter situations to include prevention, officer response and alert/alarm/safe room systems, the rapid extrication of casualties, and training of faculty and staff.

The report of the staff study provides further information on these issues concerning safety within the schools and colleges of the State, and concludes with the following considerations and implications:

Based on discussions, presentations and information reviewed in the course of this study, Nevada's public school, university and law enforcement officials appear well versed on current recommendations and best practices pertaining to the response to active shooter situations. A major recent accomplishment is the development of the standardized lesson plan by the Peace Officers' Standards and Training Commission (P.O.S.T.) for training peace officers in active assailant response procedures.

Most school and university police have plans to upgrade surveillance systems, improve notification systems, implement and publicize anonymous tip lines, install safety measures, and improve teacher and student training and awareness in this area. Some of

these plans may be delayed or impeded due to budget limitations in the current economic climate.

This staff study suggests some considerations and implications that the Nevada Legislature and other State and local education and law enforcement officials may wish to consider for the future.

- The Nevada Legislature, through the Senate Committee on Human Resources and Education and the Assembly Committee on Education, may wish to review and update the laws on school crisis response plans (NRS 392.600 and 394.168 et seq.) which were adopted in 2001.
- The Legislature should consider any recommendations brought forward by the Attorney General's Teaching Tolerance Task Force, or its successor, concerning the prevention of active assailant situations. Such recommendations may include the establishment or continued development of threat assessment teams, anonymous tip lines, referral and information sharing systems, and related programs.
- During its interim deliberations, the Legislative Committee on Education may wish to include regular updates from education officials on school and university safety procedures and activities.
- A comprehensive review of the State's mental health statutes was beyond the scope of this study, but the Legislature may wish to consider such a review by a subsequent staff study or through the Legislative Committee on Health Care. The comprehensive mental health reforms in Virginia could be used as a template for evaluation of Nevada's laws.
- School and university police officials should consider and be encouraged to continue development of their emergency notification systems and ensure that those systems have redundant mechanisms to provide widespread dissemination of emergency information. Officials should consider periodic testing of notification systems and regular practicing of evacuation/lockdown procedures.
- Education officials may wish to consult with school and university police chiefs, or their designees, in planning all new construction or retrofit projects to ensure that best practices for safety considerations (i.e. safe rooms, deadbolts, metal doors, and other safety innovations) are included in the designs.
- Law enforcement officials may wish to continue to develop and provide trauma treatment training for police officers for mass casualty events, and education officials may wish to develop and provide basic life support training for faculty and staff personnel on schools and campuses.

- School and university police services may wish to establish, or continue to provide, safety and active assailant response training to faculty, staff and students. The “Shots Fired” video was recommended and other private and public resources are available for consideration.

I. INTRODUCTION

The Legislative Commission, at its meeting on September 18, 2007, approved a staff study concerning safety within the schools and colleges of the State. The request for the staff study was brought to the Commission by Senator Dennis Nolan in a letter to the Chairman dated August 10, 2007 (Appendix A). The basic purpose of the study was to consider issues in Nevada similar to those raised by the tragedies at Columbine High School, Virginia Polytechnic Institute and State University (Virginia Tech), and other educational institutions around the country.

The general requirements and guidance for the staff study, as outlined in the letter, are summarized in Appendix B. Those requirements include the collection of information that may be useful in determining the ability of Nevada's communities to effectively respond to a shooting incident at an educational institution in the State. In addition, meetings with applicable law enforcement officials and organizations may be included, along with discussions about standardized school security, peace officer training, and sheltering and evacuation plans. The study could indicate procedural changes to ensure the safety of students and suggestions for changes in Nevada law to be discussed in the 2009 Legislature.

This report attempts to respond to those requirements by providing historical information both nationally and in Nevada; reviewing previous studies and existing statutes in the State; highlighting the status of current research and other national and state studies; focusing on specific response and training activities; and reviewing other planning and legislative issues relating to school and campus safety. **Unless otherwise noted, citations in parentheses in this report refer to the numbered references listed in the bibliography in Appendix J.**

Legislative Counsel Bureau (LCB) staff assigned to the study included Brian L. Davie, Legislative Services Officer, Las Vegas Office; Craig Hoffercker, Senior Research Analyst, Research Division; Kristin C. Roberts, Senior Principal Deputy Legislative Counsel, Legal Division; and Melisa Aguon, Secretary/Information Systems Support Specialist, Las Vegas Office.

A. Historical Background Information on School Shootings

According to various internet and electronic newspaper sources, shootings on educational campuses, also known as active shooter incidents, have been widely reported in the United States since at least the 1960s. Although statistics are cited that "the chances of being murdered on campus are about as likely as being fatally struck by lightning" (5, p.6), school shootings are shocking events due to the very nature of these institutions and the usually random loss of life by innocent victims.

Appendix C provides a selected compilation of school shooting incidents in the United States that resulted in significant casualties beginning with the observation tower shootings at the University of Texas in 1966. The list includes the Columbine High

School incident in 1999 as the deadliest high school shooting, and the Virginia Tech incident in 2007 which is cited as the deadliest school shooting by a single gunman in the country's history.

B. Recent School Violence in Nevada

Although Nevada fortunately has not experienced an active shooter situation on such a large scale, recent incidents of violence around school campuses have raised concerns and directed attention to this issue. Appendix D contains a summary of recent school violence events in Nevada including the Pine Middle School shooting in 2006 involving a single student shooter and injured victim. The list also includes violent events near school campuses from December 2007 through February 2008, such as the school bus stop shooting in Clark County, the abduction and murder near the University of Nevada, Reno campus, and the Palo Verde High School area shooting in southern Nevada.

II. REVIEW OF PREVIOUS STUDIES AND EXISTING STATUTES IN NEVADA

As noted in a previous legislative study, the Nevada Legislature "...has remained diligent in addressing school violence and has continually included this subject in its education and juvenile justice discussions." (3, p.2) In addition, numerous provisions in *Nevada Revised Statutes* (NRS) address and criminalize violent and disruptive actions and behavior in and around school and campus facilities.

A. Commission on School Safety and Juvenile Violence

In response to concerns raised by the Columbine High School tragedy that occurred in Colorado on April 20, 1999, the 70th Session of the Nevada Legislature adopted Assembly Bill 686 (Chapter 607, *Statutes of Nevada 1999*), which created the Commission on School Safety and Juvenile Violence. The 11-member commission was composed of legislators, law enforcement representatives, school administrators, teachers and parents. The commission was charged with two major responsibilities:

(1) developing a statewide plan of emergency response to incidents of school violence; and (2) recommending prevention and intervention programs to reduce school and juvenile violence. (3, p.1)

Following seven hearings around the State, the commission adopted three recommendations for consideration by the 2001 Legislature. The recommendations addressed the following major topics:

- Codification of the statewide emergency response plan to incidents of school violence, which was adopted in Senate Bill 289 (Chapter 289, *Statutes of Nevada 2001*) effective July 1, 2001;

- A resolution regarding prevention and intervention strategies to reduce the incidence of school and juvenile violence, which was passed through Senate Concurrent Resolution No. 18 (File No. 88, *Statutes of Nevada 2001*); and
- Mandated reporting by campus police or school officials of certain violent or sexual crimes to the appropriate local law enforcement agency. This recommendation was embodied in Senate Bill 291 which died in the Assembly Concurrent Committees on Education and Judiciary, primarily due to concerns about the role of school police officers and the language, requirements and implementation of the bill.

The complete commission report is found in Legislative Counsel Bureau Bulletin No. 01-11 which is available on the Nevada Legislature's website at: <http://www.leg.state.nv.us/lcb/research/2001InterimReports/Bulletin01-11.pdf>

B. Statutory References

The commission's primary recommendations in S.B. 289 are codified in **NRS 392.600 through 392.656** entitled "Crisis Response in Public Schools" and the same requirements are applied to private schools in **NRS 394.168 through 394.1699**.

These statutes require the development of a statewide plan of emergency response to incidents of school violence, as well as district- and school-level plans to address crises that could include school violence. Specifically, the laws require each school district, charter school, and private school to adopt a model crisis response plan to be used in certain circumstances. The act defines "crisis" as a traumatic or sudden event or emergency condition that involves violence; profoundly or negatively affects a school population; occurs on the property of a school, at a school-sponsored activity, or on a school bus; and may involve serious injury or death.

The board of trustees of each school district or the governing body of a charter or private school must establish a committee consisting of specified persons to develop the plan. Further, each school is directed to form a site-based team to review the plan. The plan must address: (1) communication procedures between persons inside and outside of the school; (2) response procedures at the time of and after a crisis that resulted in physical harm to a pupil or employee of the school; (3) evacuation procedures to move pupils and employees safely within and from the school; and (4) policies for enforcing discipline to maintain a safe and orderly environment in a crisis. Each plan must be reviewed and updated at least once each year and provided to the State Board of Education, local law enforcement agencies, the Division of Emergency Management, school employees, and other affected local agencies. The plans are otherwise deemed to be confidential and may not be disseminated.

Crisis response training must be provided to school employees, and the law grants school districts the authority to seek creative funding mechanisms for this purpose. The crisis response plans and any deviations must comply with regulations adopted by the State

Board of Education. The principal of the school or the designated representative must contact the appropriate local agencies if an incident of school violence that warrants emergency action occurs. The State Board of Education must also develop a plan for the management of emergencies involving incidents of school violence. The Division of Emergency Management is required to assist in such crises by coordinating the resources of federal, county, and city authorities.

Other criminal and civil statutes relating to school violence include the following:

NRS 62C.060 relates to the custody and detention of a child alleged to have committed an offense involving a firearm. This statute was amended in 2007 (S.B. 354, Chapter 418, *Statutes of Nevada 2007*) to provide that a child taken into custody for the unlawful possession of a firearm on school property or a child care facility must submit to a drug test and an evaluation by a qualified professional, as ordered by the juvenile court.

NRS 202.265 prohibits possession of a dangerous weapon on the property of the Nevada System of Higher Education, a private or public school or child care facility, or in a vehicle of such facilities. (Gross misdemeanor) The law includes an exception for peace officers, school security guards, and others with the written permission of the facility president or principal.

NRS 385.3469(1)(q) and 385.34692(1)(f); 385.347(2)(k); and 385.358(1)(a) require the State Board of Education, school districts, and schools respectively to report incidents involving weapons or violence in their annual accountability reports. These provisions were enacted in compliance with the federal No Child Left Behind provisions that require the identification of persistently dangerous schools.

NRS 388.121 et seq. defines and prohibits harassment and intimidation by education officials and pupils on school premises and buses, and at school activities. These provisions include a legislative declaration concerning safe and respectful learning environments, annual reports from the school districts about violations, a written compilation of the reports to the Attorney General, and a prohibition on school officials from interfering with the disclosure of violations.

NRS 388.880 provides immunity from civil liability for reporting threats of violence against school officials, employees or pupils.

NRS 392.910 makes it unlawful to disturb the peace of any public school by using vile or indecent language, to assault any pupil or school employee, or to interfere with or disturb any persons peaceably assembled within a public school building for school purposes. (Misdemeanor)

NRS 392.915 prohibits threats to cause bodily harm or death to a pupil or school employee through the use of oral, written or electronic communication.

(Misdemeanor/gross misdemeanor if the threat causes panic or civil unrest or other distress or interference)

NRS 393.410 makes it unlawful to damage school property, commit any nuisance in any public schoolhouse, or loiter or trespass on or near school grounds. (Misdemeanor/gross misdemeanor if in possession of a dangerous weapon during violation)

Other provisions in Chapter 392 of NRS (392.461 et seq.) deal with behavior and discipline issues of pupils within the public school system.

III. METHODOLOGY AND COMPONENTS OF THE STUDY

School and campus safety is a broad topic that encompasses a variety of societal, psychological, and philosophical public policy issues. In light of recent events, these issues were and are being considered and evaluated in other forums in Nevada and throughout the country. Part of the methodology of this study was to attempt to catalog these other related activities and studies from the local to the national level to at least provide a useful basis of references.

A. “Active Shooter” Task Force

Following the Virginia Tech shootings and while the 2007 Legislature was still in session, Senator Dennis Nolan on May 3rd convened an informal group of law enforcement, school police and security officials to discuss existing procedures and needs for school and campus safety in Nevada. A summary of this meeting is in Appendix E. Recognizing the need for continuing dialogue and statewide standards, the group agreed to form an ad hoc task force on securing schools from mass casualty events. Upon the Legislative Commission’s approval of this staff study, the group evolved into the Active Shooter Task Force (ASTF).

The ASTF met twice during the interim period—in Las Vegas on October 10, 2007 and by videoconference between Carson City and Las Vegas on April 29, 2008. The first meeting updated participants on current school safety activities and issues, and helped provide guidance for the staff study. Appendix F contains a summary of that meeting. The second ASTF meeting focused on training standards and other issues which essentially are covered in Section IV of this report. Appendix G provides the summary of that meeting.

B. Monitoring of Other Meetings in Nevada

During the 2007-2008 Interim period, other groups and organizations in the State held meetings to address the issue of school safety. The following discussion highlights a few of those meetings.

1. Teaching Tolerance Task Force

The Teaching Tolerance Task Force (TTTF) was established as an advisory body for the Office of the Nevada Attorney General and the Department of Education. According to the bylaws of the TTTF, its duties include advising the agencies on “creating a safe learning environment free from intimidation and harassment, bullying, hate crimes, and cultural incompetence.” Also, the TTTF is to provide information on “increasing awareness of cultural differences and teach the strengths/benefits of diversity.”

As a portion of its work, the TTTF is examining issues relating to school shootings from a preventative standpoint. See the further discussion in Section IV. A. of this report. Information about the work of the TTTF, including its mission, bylaws, and certain minutes of meetings may be found at the Office of the Nevada Attorney General’s website (<http://www.ag.state.nv.us/child/ttff/index.htm>).

2. University of Nevada, Las Vegas: Institute for Security Studies

According to the University of Nevada, Las Vegas (UNLV) website, the purpose of the Institute for Security Studies (ISS) is to combine the educational and research capabilities of a premier urban university with those of federal, state and local government organizations, as well as private enterprise, to train, teach and expand the body of knowledge relating to homeland security, and to test and evaluate associated technologies.

On November 8, 2007, the ISS sponsored “Scholarship and Security: A Forum on School Safety.” The forum included a panel of the university police chiefs, community professionals, law enforcement officers, and fire protection specialists who discussed options to safeguard members of college campus communities. More information about the ISS program may be reviewed at the UNLV website (<http://www.iss.unlv.edu/index.html>).

3. Legislative Committee on Education

As part of its regularly scheduled meeting on March 27, 2008, the Legislative Committee on Education heard testimony from Nevada’s Attorney General concerning school safety. She emphasized the need for anonymous tip lines statewide and reviewed recommendations from the National Association of Attorneys General. More information about the Legislative Committee on Education is available through the Nevada Legislature’s website (<http://www.leg.state.nv.us/74th/Interim/Scheduler/committeeIndex.cfm?ID=10172>).

4. Community Report on Youth Violence Dialogue

In response to local events such as the school bus stop and Palo Verde shootings, the Clark County School District and the Las Vegas Metropolitan Police Department sponsored the Community Report on Youth Violence Dialogue on April 3, 2008. The

meeting was an opportunity to publicly share the findings of consultants who facilitated diverse focus groups of adults and students in discussing the causes of violence among teenagers in the community, along with their solutions and recommendations. Appendix H provides a report on this meeting.

5. Forum on School Violence in Nevada

Senator Steven A. Horsford and Clark County Commissioner Lawrence Weekly hosted a Forum on School Violence in Nevada on April 7, 2008. The event was held in a town hall format with videoconferencing to provide an opportunity for high school students from the Las Vegas Valley, Truckee Meadows, and Carson City areas to share ideas about school violence. Appendix I contains handouts from the meeting that list some recent incidents of violence near schools in Nevada and certain related statistics.

C. Review of National and State Studies

The shooting tragedies, at both Columbine and Virginia Tech especially, have spawned numerous studies at the state and national levels to examine and provide recommendations on school and campus safety. While not all inclusive, Appendix J provides a bibliography of selected reports and studies that were reviewed and are widely referenced or exemplary of studies on this issue.

Among the reports most often cited are the “Secret Service studies” (20) which resulted from the *Safe School Initiative*, a collaborative effort between the United States Secret Service and the U.S. Department of Education. This initiative was “an extensive examination of 37 incidents of targeted school shootings and school attacks that have occurred in the United States beginning with the earliest identified incident in 1974 through June 2000.” (20, p.ii) The studies, released in May 2002, focused on the behaviors of active shooters and resulted in findings and recommendations that might help prevent future attacks, including the threat assessment process. A more recent exploratory pilot study (21), by the same agencies and dated May 2008, focused on findings and implications concerning the reporting by students of threatening situations.

One of the most detailed and relevant documents is the Report of the Virginia Tech Review Panel (4) that provides a comprehensive review of every aspect of the mass shooting incident and response, and which establishes a benchmark of recommendations and considerations that can apply to other educational institutions.

Gubernatorial and University Task Force reports from California, Florida, Kentucky, North Carolina, Oklahoma, and Wisconsin also were reviewed as examples of state-level study reviews. (22, 11, 12, 7, 8, 13)

The National Association of Attorneys General issued a notable report in September 2007 from its Task Force on School and Campus Safety that made “...updated recommendations regarding the prevention of, and response to, violence in schools and on college campuses.” (6, p.1) Its recommendations pertaining to prevention were

categorized under threat assessment, referral and information sharing, prohibiting persons adjudicated as mentally ill from purchasing firearms, and providing anonymous means for students to report possible threats to public safety. The response recommendations focused on preparing, updating, and practicing emergency plans, along with upgrading crisis communication systems for college campuses.

A recent report dated May 2008 from the Midwestern Higher Education Compact (5) furnishes the results of a nationwide survey of chief student life officers and campus safety directors to determine how campus safety and security policies and practices have changed since Virginia Tech. With results based on survey responses from 331 institutional representatives in March 2008, the report provides an excellent current overview of actions taken throughout the country. As noted in the report, a remarkable 87 percent of respondents to the survey indicated that their institution had conducted a comprehensive review of safety and security policies, procedures, and systems. (5, p.10)

The International Association of Campus Law Enforcement Administrators also recently released a blueprint for safer campuses in April 2008 which highlights 20 key recommendations relating to emergency planning and critical incident response, empowering and resourcing the campus public safety function, and prevention and education programs to address campus safety risks. (2) The report notes that the recommendations "... are not designed to be all inclusive, but do represent emerging best and promising practices which institutions should consider now and implement when possible." (2, p.5)

D. Monitoring of Current Events

During the course of this study, staff maintained a log of issues and incidents relating to school safety and violence to monitor current events and issues in the wake of the Virginia Tech incident. (See Appendix K) The log was compiled from daily email news sources that included *The Chronicle of Higher Education*, *Governing.com*, the National Conference of State Legislatures' (NCSL) *GrassCatcher*, the *New York Times*, and other news sources. While not all inclusive, these sources provided information on a variety of school safety issues and how they are being addressed in other areas of the country.

For example, several articles reported on the success and failure of alert/alarm systems at certain institutions as university officials struggle with balancing the responsibility for issuing alerts and the timeliness, accuracy and content of the messages. Delaware State University was praised for its quick notification response to an early morning shooting incident in which two students were injured in September 2007. In November 2007, officials at the University of Chicago were criticized for the delayed use of its text messaging emergency alert system nine hours after a series of three attacks within one hour, one of which resulted in the shooting death of a doctoral student, near the campus. The emergency alert system malfunctioned at Louisiana State University in December 2007 and about half of the messages were never delivered after two graduate students were shot to death in a campus apartment building. That system was

successfully tested in the next month. A hostage scare at Lynchburg College in Virginia resulted in the successful test of its early alert system in January 2008.

The articles in the log also highlight other school safety issues in the news such as the responses to the shootings at Louisiana Technical College and Northern Illinois University in February 2008, the guns on campus debate, teacher and student training, and other prevention and response initiatives.

IV. AREAS OF FOCUS

The focus of this staff study was derived from concerns arising from the Virginia Tech tragedy and considerations about the State's preparedness for handling a possible and similarly horrible event. Legislative direction indicated a need to examine best practices and to focus on four specific aspects of active shooter situations to include prevention, officer response and alert/alarm/safe room systems, the rapid removal of large numbers of casualties, and the training of school faculty and staff. Most of the information in this section is derived from the discussions and points made by law enforcement and security personnel during the Active Shooter Task Force meetings. (Appendices F and G)

A. Prevention

Much attention in Nevada and the nation is directed toward the prevention of active assailant situations before they get to the point of violent confrontations. Preventative actions under consideration and implementation in various educational jurisdictions include the use of threat assessment teams and protocols, referral and information sharing in reference to medical and psychological records, secret witness and anonymous tip lines, and other programs designed to help identify and assist problem individuals on school and college campuses.

Early in the study process, it was recognized that Nevada's Attorney General had a well-established Teaching Tolerance Task Force (TTTF) (previously discussed in Section III.B. of this report) that had already taken action to study this aspect of the issue, including consideration of the report and recommendations of the Task Force on School and Campus Safety of the National Association of Attorneys General. (6)

Given the scope of this study and to avoid duplication of effort, staff study personnel through legislative direction, requested that the Attorney General's TTTF continue to explore and develop recommendations for the prevention of active assailant situations. Staff of the LCB is participating and working with this group, and it is anticipated that such recommendations for the 2009 Legislative Session may be forthcoming from the TTTF.

B. Officer Response and Alert/Alarm/Safe Room Systems

Last year, law enforcement officials discussed and emphasized the need for standardized training and lesson plans for peace officers in active shooter situations. Nevada's Peace Officers' Standards and Training Commission (P.O.S.T.) took the lead on this issue and conducted a survey to determine the extent of such training in the State. The survey found that, while the majority of law enforcement agencies and training academies were conducting active shooter training, it varied in terms of the number of hours and degree of mandatory attendance.

1. P.O.S.T. Lesson Plan

In January 2008, P.O.S.T. hosted a steering committee that developed recommendations and a draft lesson plan for active assailant training. The lesson plan was widely circulated for comments among subject matter experts, including members of the Active Shooter Task Force who favorably reviewed the contents at its meeting on April 29, 2008. The terminology was changed to active assailant to account for those who use weapons other than firearms.

The lesson plan includes major sections on the history of active assailant incidents, common characteristics, the distinction between active assailant and hostage situations, patrol response including off-duty implementation or plain clothes officer response, the composition of 3-, 4- and 5-officer teams including the small team concept for rural areas, and response and coordination with emergency medical services. P.O.S.T. personnel emphasized that the lesson plan is intended to cover the basic objectives in the police academies and is not intended as a mandatory replacement for current agency training or to dictate the best approach to other jurisdictions.

2. Alert/Alarm/Safe Room Systems

Another key aspect of the response to an active assailant situation relates to the alert, alarm and safe room systems in place. It appears that all schools and university facilities in Nevada have emergency notification plans and procedures that include email alerts and other forms of rapid communication. Law enforcement officials strongly emphasized the need for redundancy in these communication systems since students, teachers and administrative personnel will not always be watching a computer screen. College and university police officials noted that they either have implemented or are working with vendors to establish such redundant systems like text-messaging networks, siren/public address systems, and code designations to alert school staff to various situations on a campus.

It is generally agreed that lockdowns, safe rooms, and retrofitting with internal door locks are effective response procedures for active assailant situations. Law enforcement officials cautioned, however, that automatic use of such procedures may not always be the most appropriate response depending on the situation. For example, if evacuation

routes and safe rooms are known to an active shooter, they could become corrals of victims for the assailant.

Officials also pointed out that cost factors and budget limitations in the current economic climate would affect the retrofitting of door locks, the installation of newer metal doors that provide better ballistic protection, and the establishment of other safety measures.

C. Rapid Extrication of Casualties

Law enforcement officials and Special Weapons And Tactics (SWAT) doctors raised the issue of dealing with rapid and effective medical treatment during mass casualty events. Officers and emergency medical staff generally are trained and their programs are geared toward dealing with a small number (one to three) of casualties. Concern was expressed about how to address the prevention of people dying from relatively simple, treatable injuries during mass casualty events. It was pointed out that responders are not getting the information they need on ways to carry injured persons and how to stop the bleeding until appropriate care can be given.

Discussion centered on the need for trauma treatment training for police officers, and basic life support training which needs to go beyond the police level to faculty and staff personnel on schools and campuses. Law enforcement officials in northern and southern Nevada indicated that they are working on this issue, and some training exercises have been run on large-scale casualty scenarios.

D. Training of Faculty and Staff

Due to the unforeseeable nature and rapid escalation of events in an active shooter situation, the emphasis of first responders has shifted from waiting for the arrival of SWAT teams to immediate intervention by trained police officers to stop and neutralize the shooter. This shift also focuses attention on the need for training teachers, college faculty and educational staff on active shooter response tactics so they understand and can assist, rather than hinder, the law enforcement response process. School police services generally provide safety training and workshops to faculty and staff, and private security contractors are developing such training programs as well.

The UNLV Police Department recommended an excellent video that is available online to the campus community. It provides a realistic training vehicle for how persons in an office setting can respond to an active assailant situation and what to expect from responding law enforcement personnel. The 20-minute video is entitled “Shots Fired: When Lightning Strikes; Guidance for Surviving an Active Shooter Situation” by the Center for Personal Protection & Safety. The Center is making available a new video that provides similar training for an active shooter situation in a campus environment.

V. OTHER ISSUES

Other issues came to light during the course of this study based on concerns expressed and activities undertaken both within and outside Nevada, including local plans and actions, as well as legislative activity in other states.

A. School Crisis Response Plans

As noted in Section II of this report, the Nevada Legislature responded to the Columbine tragedy with legislation requiring school crisis response plans. Appendix L contains a memorandum from the Department of Education that addresses these plans in the public schools. It verifies that all Nevada school districts and licensed private schools have crisis plans that meet or exceed statutory requirements.

The memo further indicates that best practices recommend that plans take a multi-hazard approach and that such plans employ the four phases of crisis management which include mitigation/prevention, preparedness, response, and recovery. The memorandum further references the U.S. Secret Service studies and its recommendations for a threat assessment process and the development of cultures and climates of safety, respect, and emotional support to help diminish the possibility of targeted violence in schools. Finally, it emphasizes the U.S. Department of Education and Secret Service recommendation that all schools have comprehensive crisis plans that are reviewed, updated and practiced.

Concerns were expressed that since NRS 392.600 et seq. was adopted in 2001, the law may need to be reviewed and updated to reflect current conditions. The original law was limited to shooting situations and may need broadening to include other active assailant and crisis situations. It was pointed out that the law is detailed on management but not on the content of the plans. The quality of the plans varies greatly around the State and there is no benchmark to determine their sufficiency. The Department of Education and Division of Emergency Management have authority to collect the plans, but no authority to review and suggest improvements to the plans based on best practices from around the country. The strict confidentiality of the plans prevents review and consideration by other agencies, such as the Health Division and LCB, which might be able to provide valuable input and assistance. And finally, it was indicated that the law provides no resources for drills or accountability for practices, or for monitoring the quality of implementation for the plans.

B. Legislative Response in Other States

Reports from NCSL indicate that state legislatures in 2008 sessions considered a variety of bills that might be related to concerns raised by the Virginia Tech tragedy. Such bills included proposals regarding reports to the legislature and public on safety plans and campus security, the establishment of campus violence prevention plans, and enhancements to campus security programs. One report indicated that many states may be waiting to review Virginia's new laws to serve as a template for possible action.

By early April 2008, Virginia's General Assembly passed a package of 26 bills that addressed issues in response to the Virginia Tech shootings. A large number of these bills deal with reforms of the State's mental health services to include commitment criteria; disclosure and sharing of information; court procedures; custody and detention orders; access to firearms; the involuntary commitment of minors; and further study of mental health reforms. In addition, laws were adopted to require higher education institutions to establish emergency notification systems by January 1, 2009; establish threat assessment teams; develop and keep current a written crisis and emergency management plan; and establish policies and procedures requiring parental notification for certain dependent students who receive mental health treatment. Appendix M is a press release dated April 9, 2008, from the Virginia Governor's Office, which lists and summarizes the bills signed in the package of legislation.

C. "Guns on Campus" Legislation

One legislative response to recent school and campus shootings relates to proposals to allow persons with concealed weapons permits to carry guns on campus. Proponents cite self-defense reasons and the belief that the ability to fire back during indiscriminate shootings would reduce such incidents. School and law enforcement officials generally oppose such legislation on grounds that more guns would contribute to increased violence on campuses, along with concerns about proper training and more confusion with identifying the criminal shooter during such incidents.

During the 2007 Session of the Nevada Legislature, Senate Bill 286 was introduced to allow a teacher to carry a concealed firearm at a private or public school if the teacher has a permit and successfully completed a firearm training course. The bill failed to pass the Senate Committee on Transportation and Homeland Security.

Utah apparently is the only state that specifically allows guns on campus. The law in *Utah Code 53B-3-103(2)(a)(ii)(A)* allows the Board of Regents to authorize higher education institutions to establish no more than one secure hearing room at each institution, "... but not otherwise restrict the lawful possession or carrying of firearms." An amendment in 2007 authorizes a higher education institution to make a rule that allows a dormitory resident to request only roommates who are not licensed to carry a concealed firearm.

A compilation by NCSL (see Appendix N) indicates that, during 2008 legislative sessions, bills were introduced in 16 states to allow all or some individuals with concealed carry weapons permits to carry their weapons on higher education campuses. All such bills were defeated (the Ohio bill likely will not pass but still was considered technically active).

VI. CONSIDERATIONS AND IMPLICATIONS

Based on discussions, presentations and information reviewed in the course of this study, Nevada's public school, university and law enforcement officials appear well versed on current recommendations and best practices pertaining to the response to active shooter situations. A major recent accomplishment is the development of the standardized lesson plan by P.O.S.T. for training peace officers in active assailant response procedures.

Most school and university police have plans to upgrade surveillance systems, improve notification systems, implement and publicize anonymous tip lines, install safety measures, and improve teacher and student training and awareness in this area. Some of these plans may be delayed or impeded due to budget limitations in the current economic climate.

This staff study suggests some considerations and implications that the Nevada Legislature and other State and local education and law enforcement officials may wish to consider for the future.

- The Nevada Legislature, through the Senate Committee on Human Resources and Education and the Assembly Committee on Education, may wish to review and update the laws on school crisis response plans (NRS 392.600 and 394.168 et seq.) which were adopted in 2001. (See the discussion in Section V.A. of this report.)
- The Legislature should consider any recommendations brought forward by the Attorney General's Teaching Tolerance Task Force, or its successor, concerning the prevention of active assailant situations. Such recommendations may include the establishment or continued development of threat assessment teams, anonymous tip lines, referral and information sharing systems, and related programs.
- During its interim deliberations, the Legislative Committee on Education may wish to include regular updates from education officials on school and university safety procedures and activities.
- A comprehensive review of the State's mental health statutes was beyond the scope of this study, but the Legislature may wish to consider such a review by a subsequent staff study or through the Legislative Committee on Health Care. The comprehensive mental health reforms in Virginia could be used as a template for evaluation of Nevada's laws.
- School and university police officials should consider and be encouraged to continue development of their emergency notification systems and ensure that those systems have redundant mechanisms to provide widespread dissemination of emergency information. Officials should consider periodic testing of notification systems and regular practicing of evacuation/lockdown procedures.

- Education officials may wish to consult with school and university police chiefs, or their designees, in planning all new construction or retrofit projects to ensure that best practices for safety considerations (i.e. safe rooms, deadbolts, metal doors, and other safety innovations) are included in the designs.
- Law enforcement officials may wish to continue to develop and provide trauma treatment training for police officers for mass casualty events, and education officials may wish to develop and provide basic life support training for faculty and staff personnel on schools and campuses.
- School and university police services may wish to establish, or continue to provide, safety and active assailant response training to faculty, staff and students. The “Shots Fired” video was recommended and other private and public resources are available for consideration.

VII. CONCLUSION

The devastating effects and senseless loss of life and injury from recent active assailant incidents make it imperative that officials at all levels take appropriate steps within their means to help prevent and mitigate such occurrences. Recommendations are numerous and most studies acknowledge that there are no easy, clear-cut solutions in this imperfect world.

One recent study on the ripple effects of Virginia Tech has a particularly relevant conclusion as follows:

Of course, many dilemmas remain unresolved while we struggle—both within the higher education community and in society as a whole—with difficult issues raised by Virginia Tech, including weapons regulation, individual privacy vs. community safety, the treatment of mental illness, the inability to predict and prevent random acts of violence, and the extent to which institutions can realistically protect community members from all harm. One survey respondent summarized this dilemma in stating, “My concern is that we think it is the responsibility of the campus to protect students from the insanity that the world has created. Students/parents are going to end up paying for a problem that doesn’t belong to them exclusively. This isn’t just a campus problem but something larger.” The ripple effect of Virginia Tech is likely to continue through discussions and debates on college and university campuses, in state legislatures, and in the courts for years to come. (5, p.27)

Note on References:

All of the references cited in this report in Appendix J, “Bibliography of Selected State and National Reports and Studies Relating to School and Campus Safety,” and

Appendix K, “Log of Issues and Incidents Since Fall 2007,” are available from the Research Library and the Las Vegas Office of the Legislative Counsel Bureau.

VIII. APPENDICES

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APPENDIX A

Request letter (from Senator Nolan)

August 10, 2007

The Honorable Randolph Townsend
Legislative Commission Chairman
Nevada State Senate
Post Office Box 20923
Reno, Nevada 89515-0923

Dear Senator Townsend:

I write to you in your position as Chairman of the Legislative Commission requesting that body to approve a staff study concerning safety within the schools and colleges of the State. Such a study would collect information that may be useful in determining the ability of our communities to effectively respond if a shooting incident takes place in our educational institutions similar to the tragedies at Columbine High School or Virginia Tech.

The study could include meetings with law enforcement officials and organizations with experience and interest in school safety, such as higher education campus police officers, school district police, undersheriffs, and the Nevada Sheriffs' and Chiefs' Association. Discussions may include how to best prepare for emergency shooting situations through standardizing school security, developing proper training for officers through the Peace Officers' Standards and Training program, and creating plans for sheltering students during a shooting and safely evacuating them from dangerous areas.

From the information gathered at these meetings, recommendations for procedural changes to best ensure the safety of our students could be created. Suggestions for changes to Nevada law may become legislation discussed by the 2009 Legislature.

Thank you for your consideration of this study by the Legislative Commission. Please contact me at (702) 838-3838 should you have any questions or concerns.

Sincerely,



Dennis Nolan, Senator
The Great State of Nevada

DN/jm:W78998

APPENDIX B

General Requirements

**STAFF STUDY CONCERNING SAFETY WITHIN
THE SCHOOLS AND COLLEGES OF THE STATE**

GENERAL REQUIREMENTS

2007-2008 Interim

The Legislative Commission, at its meeting on September 18, 2007, approved a Staff Study Concerning Safety Within the Schools and Colleges of the State, requested by Senator Dennis Nolan for the 2007-2008 interim period. The request included the following general requirements for the study:

Collect information that may be useful in determining the ability of Nevada's communities to effectively respond if a shooting incident takes place in an educational institution in the State.

Include meetings with law enforcement officials and organizations with experience and interest in school safety.

Discussions may include:

1. How best to prepare for emergency shooting situations through standardizing school security;
2. The development of proper training for officers through the Peace Officers' Standards and Training program; and
3. The creation of plans for sheltering students during a shooting incident and safely evacuating them from dangerous areas.

Information from the study should provide recommendations for procedural changes to best ensure the safety of students in this State, and suggestions for changes to Nevada law that may be considered for legislation in the 2009 Legislature.

Legislative Counsel Bureau staff assigned to the study include Brian Davie, Legislative Services Officer, Las Vegas Office; and Craig Hoffecker, Senior Research Analyst, Research Division.

APPENDIX C

Compilation of Selected, Significant School Shooting Incidents in the United States

COMPILATION OF SELECTED, SIGNIFICANT SCHOOL SHOOTING INCIDENTS IN THE UNITED STATES

Listed and summarized below are some of the most notable and tragic active shooter events in recent U.S. history due to the number of deaths and injuries. In some events, casualty or fatality counts varied in news accounts, so some numbers may be approximations.

- University of Texas, Austin- August 1, 1966 (14 people killed and 31 wounded). Student Charles Joseph Whitman sprayed random bullets from the observation tower in the Administration Building at the University of Texas in Austin. Mr. Whitman was shot dead by law enforcement while still in the tower.
- California State University, Fullerton- July 12, 1976 (7 people killed and 2 wounded). Custodian Edward Charles Allaway opened fire in the school library. Mr. Allaway was later tried on several counts of murder; however, he was found insane and committed to a mental hospital.
- Cleveland Elementary School, Stockton, California- January 17, 1989 (6 people killed and 30 wounded). Drifter and former Stockton resident Patrick Purdy opened fire on the school playground with a semi-automatic rifle killing five Cambodian immigrant children before committing suicide. This episode is sometimes cited as the impetus for a federal ban on assault weapons.
- University of Iowa, Iowa City- November 1, 1991 (6 people killed and 1 wounded). Graduate student Gang Lu shot several employees of the university and a graduate student reportedly because the graduate student received an award Lu thought he should have received.
- Westside Middle School, Jonesboro, Arkansas- March 24, 1998 (5 people killed and 10 wounded). Students Mitchell Johnson and Andrew Golden had hidden seven firearms in the woods which they then fired when students and staff came out of the school after a fire alarm was tripped by Johnson.
- Thurston High School, Springfield, Oregon- May 21, 1998 [2 people killed (excluding his parents shot the previous day) and 25 wounded]. Just expelled student Kipland Philip Kinkle shot about 50 rounds of ammunition in the school hallway or cafeteria, fatally shooting two students before being restrained by several students.
- Columbine High School, Jefferson County, Colorado- April 20, 1999 (15 people killed and 23 wounded). Students Eric Harris and Dylan Klebold shot at numerous people at the school after bombs they had planted failed to explode. Harris and Klebold committed suicide. This shooting is sometimes cited as the deadliest high school shooting in U.S. history.

- Red Lake High School, Red Lake Indian Reservation/Beltrami County, Minnesota- March 21, 2005 (10 people killed and 15 wounded). After shooting his grandfather and the grandfather's girlfriend, 16 year-old Jeffrey James Weise shot a security guard operating a metal detector at the main entrance of the school. Weise walked down a hallway firing at students and staff, and eventually sheltered in a classroom where he fatally shot himself.
- West Nickel Mines School, Lancaster County, Pennsylvania- October 2, 2006 (6 people killed and 5 wounded). Charles Carl Roberts took hostages in a one-room schoolhouse in an Amish community. He began shooting at the hostages and then took his own life.
- Virginia Tech University, Blacksburg, Virginia- April 16, 2007 (33 people killed and 23 wounded). Senior class student Seung-Hi Cho opened fire in two separate attacks at the college to become the deadliest school shooting by one suspected gunman in history.
- Northern Illinois University, DeKalb, Illinois- February 14, 2008 (6 people killed and 18 wounded). Steven Phillip Kazmierczak, a former NIU graduate student and current University of Illinois graduate student, fired over 40 shots in a lecture hall before dying of a self-inflicted gunshot wound.

APPENDIX D

Recent School Violence Events in Nevada

RECENT SCHOOL VIOLENCE EVENTS IN NEVADA

The only actual active shooter situation in Nevada, at least in recent time, may be the Pine Middle School shooting in Reno on March 14, 2006. Eighth grader James Newman fired three bullets in a school cafeteria at student Alexander Rueda. Rueda apparently was a random victim, received treatment at a hospital, and was released the same day. A teacher tightly hugged Newman until authorities arrived to take him into custody.

According to northern Nevada press reports, Newman took a pistol belonging to his mother and then armed it with portions of an ammunition collection he received from his father. The gun was taken to school and used to shoot Rueda. Newman was found guilty in juvenile court and sentenced to time served, a term of house arrest with electronic monitoring, and 200 hours of community service.

Other Events Around Educational Facilities in Nevada

Several events near school campuses in the State have resulted in student deaths and injuries. The following information is summarized primarily from media reports in electronic versions of the *Las Vegas Review-Journal* or the *Las Vegas Sun*.

- Palo Verde High School Area Shooting- February 15, 2008. Palo Verde High School Freshman Christopher Privett was killed in a “drive-by” shooting apparently walking home from school near the corner of Alta Drive and Pavilion Center Drive in northwestern Las Vegas. Two teenagers have pleaded not guilty to charges associated with the shooting and will stand trial in the fall of 2008.
- University of Nevada, Reno Abduction- January 20, 2008. Santa Barbara City College student Brianna Dennison was abducted, sexually assaulted, and murdered near the UNR campus. Authorities do not yet have a suspect in custody; however, local law enforcement believes that the assailant may also be responsible for several other sexually motivated attacks in the Reno area since November 2007.
- School Bus Stop in Clark County- December 11, 2007. Six people, including four Mojave High School Students, were wounded by shots fired near a school bus stop. Three teenagers and a woman were charged.
- Western High School Area Shooting- January 9, 2007. Two freshmen were wounded (non-life threatening injuries) on the Western campus by gunfire. It is believed that an argument at a convenience store escalated into the gunfire at the nearby campus.
- Desert Pines High School Area Shooting- December 8, 2005. A Desert Pines High School student decided to meet another student in a “showdown.” That student was shot in the leg during a melee between students close to the school and near the intersection of Sandhill Road and Bonanza Road in Clark County.

APPENDIX E

Summary of School Security meeting (05-03-07)

**STATE OF NEVADA
LEGISLATIVE COUNSEL BUREAU**

LEGISLATIVE COMMISSION (775) 684-6800
RANDOLPH J. TOWNSEND, Senator, Chairman
Lorne J. Malkiewicz, Director, Secretary

CARSON CITY OFFICE:
Legislative Building, 401 S. Carson Street
Carson City, Nevada 89701-4747
Fax No.: (775) 684-6600
BRENDA J. ERDOES, Legislative Counsel (775) 684-6830
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PAUL V. TOWNSEND, Legislative Auditor (775) 684-6815
DONALD O. WILLIAMS, Research Director (775) 684-6825



INTERIM FINANCE COMMITTEE (775) 684-6821
MORSE ARBERRY JR., Assemblyman, Chairman
Mark W. Stevens, Fiscal Analyst
Gary L. Ghiggeri, Fiscal Analyst

LAS VEGAS OFFICE:
555 E. Washington Avenue, Room 4400
Las Vegas, Nevada 89101-1049
Fax No.: (702) 486-2810
BRIAN L. DAVIE, Legislative Services Officer (702) 486-2800

MEMORANDUM

DATE: June 8, 2007

TO: Senator Dennis Nolan

FROM: Matt Szudajski, Senior Research Analyst
Research Division

SUBJECT: Summary of Meeting on School Security Between Senator Dennis Nolan and
Representatives of Various Law Enforcement Agencies

This memorandum is in response to your request for a summary of the meeting on May 3, 2007, regarding school security and in particular the response to active shooters. Below you will find a summary of the discussions had during this meeting and the proposal to conduct an ad hoc task force on securing schools from mass casualty events.

DISCUSSIONS

- Senator Nolan opened the meeting by asking law enforcement for its thoughts on the need for improved: response coordination, shelter in place programs, database for informational dispersal, and training of law enforcement personnel on the proper methods by which to evacuate victims.
- Adam Garcia, Director, University of Nevada Reno (UNR), Police Services, discussed UNR's current state of preparedness for an active shooter event. Director Garcia noted that UNR is working on a redundant communications system as a safeguard in the event that portions of the system are rendered inoperable during an emergency. The University of Nevada Reno is also beginning to equip and train each officer in the use of the AR-15 assault rifle. Director Garcia stated that UNR's Police Services could utilize additional funding.

- José A. Elique, Director, University of Nevada Las Vegas (UNLV), Department of Public Safety, discussed UNLV's current state of preparedness for an active shooter event. Director Elique noted that UNLV already has a policy in place to engage and eliminate an active shooter as quickly as is practically possible. The University of Las Vegas has its own dispatch center and is working on installing a larger network of surveillance cameras. Potentially, by the next semester, UNLV will have bomb sniffing dogs. Director Elique concluded his comments by echoing Director Garcia's comments regarding the need for funding.
- Mike Mieras, Chief of Police, Washoe County School District Police Department, discussed the need for continued and further training for officers in response to active shooter scenarios. Chief Mieras mentioned there was a possibility of utilizing extremely limited amounts of federal funding for such training. He also noted the implementation of surveillance systems that give law enforcement access to live feeds through wireless laptops. Chief Mieras echoed the previous comments made regarding the need for additional funding and also expressed the desire that there be a more concerted effort to prevent students from bringing weapons into schools.
- Hector R. Garcia, Chief of Police, Clark County School District Police Department, began by noting that there are a range of facilities that could be included in this discussion. Chief Garcia then spoke about Clark County School District's use of technology in safeguarding schools. Specifically, he mentioned the use of approximately 12,000 surveillance cameras, cameras and motion detectors as virtual fences, and expanding the use of live web interfaces. Chief Garcia spent significant time reporting on the use of school crisis inspections, wherein plain clothed officers attempt to infiltrate a school. Based upon the Clark County School District's experience in these inspections, he noted that one of the major problems in securing schools is that school staff tends to be too nice. Chief Garcia concluded by summarizing his department's efforts to utilize more technological innovation and to gain more expert training.
- Raymond J. Flynn, Assistant Sheriff, Las Vegas Metropolitan Police Department, spoke generally about the considerations that go into protecting schools from, and responding to, active shooters. Mr. Flynn noted that the response training for officers has changed significantly since Columbine. Previously, tactics generally revolved around waiting for backup and secure containment before advancing upon an active shooter. Currently, the emphasis is on engaging the active shooter, with superior numbers, as expediently as possible. He commented that there are some viable prevention strategies, most notably, emphasizing no guns in schools policies. Mr. Flynn also noted that there have been successes in certain private schools that allow police to conduct sweeps using gun and drug sniffing dogs.

- Timothy S. Kuzanek, Lieutenant, Washoe County Sheriffs Office, spoke in regards to the challenges that middle schools present. Mr. Kuzanek noted that technological innovations are extremely useful, but first response is the key to minimizing the threat posed by active shooters.

MATTERS FOR FURTHER CONSIDERATION

After a group dialogue regarding the various issues brought up in the opening discussions, Senator Nolan offered the proposal that this group form an ad hoc task force on securing schools from mass casualty events. It was suggested that the Task Force consider the following:

- Minimum state-wide safeguards to be implemented at educational institutions, varying according to the needs of each level of institution;
- Minimum state-wide training requirements for law enforcement officers in responding to active shooters;
- Training for law enforcement officers in the evacuation of injured persons during active shooter events; and
- Other matters that the Task Force may deem appropriate.

CONCLUDING REMARKS

Pursuant to your request, I am providing a copy of this memorandum to:

- Mr. Frank Adams, Executive Director, Nevada Sheriffs' and Chiefs' Association;
- Mr. José A. Elique, Chief of Police, University of Nevada Las Vegas Department of Public Safety;
- Mr. Raymond J. Flynn, Assistant Sheriff, Las Vegas Metropolitan Police Department;
- Mr. Adam Garcia, Director, University of Nevada Police Department;
- Mr. Hector R. Garcia, Chief of Police, Clark County School District Police Department;
- Mr. Timothy S. Kuzanek, Lieutenant, Washoe County Sheriffs Office;
- Mr. Mike Mieras, Chief of Police, Washoe County School District Police Department;

- Mr. Michael J. Murray, Deputy Director, University of Nevada Las Vegas Department of Public Safety;
- Mr. Jim O'Brien, Manager, Clark County's Office of Emergency Management;
- Mr. Sandy A. Seda, Chief of Police, Community College of Southern Nevada Police Department; and
- Mr. Ken Young, Lieutenant, Clark County School District Police Department.

I trust this memorandum has been helpful. If you require any further information or have any additional questions, please contact me by e-mail at mszudajski@lcb.state.nv.us or by telephone at 775-684-6825.

MTS/jc:W76503

MEETING AGENDA

for

SCHOOL ACTIVE SHOOTER PROGRAMS, PROTECTION AND SAFETY

Day Thursday

Date May 3, 2007

Time 4:00 p.m.

Room 1220

- Introduction by Senator Nolan
- Introduction of Attendees
- Discussion about what programs/systems are currently in place for all schools – Specifically what alarm systems are in place, shelter in place procedures, active shooter responses etc.
- Discussion about whether current procedures are sufficient or effective. Is standardization needed statewide across the board for all schools?
- Discussion about creating a working task force – Is such a task force needed or would it address the issues?

If you have any information pertaining to policies and procedures dealing with school active shooter programs, shelter in place, alarm systems, threat announcement plans etc. Senator Nolan has asked that you bring it so it can be discussed. If you have any questions please call me at my office (775) 684-1463 or my cell (702) 325-0142.

The list of invitees for the School Active Shooter meeting on Thursday May 3rd at 4:00p.m. in the Leadership Caucus Room/ Senator Raggio's Office will include:

Jose Elique – UNLV Police Chief
Adam Garcia – UNR Police Chief
Sandy Seda – CCSN Police Chief
Hector Garcia – Clark County School District Police Chief
Mike Mieras – Washoe County School District Police Chief
Ray Flynn – Las Vegas Metro Representative
Frank Adams – Executive Director of Nevada Sheriffs' and Chiefs' Association
Tim Kuzanek – Washoe County Sheriff's Office Representative
Jim O'Brien – Clark County Director of Emergency Services and Homeland Security for Clark County

APPENDIX F

Summary of “Active Shooter” Task Force Meeting (10-10-07)

**STATE OF NEVADA
LEGISLATIVE COUNSEL BUREAU**

LEGISLATIVE COMMISSION (775) 684-6800
RANDOLPH J. TOWNSEND, Senator, Chairman
Lorne J. Malkiewich, Director, Secretary


INTERIM FINANCE COMMITTEE (775) 684-6821
MORSE ARBERRY JR., Assemblyman, Chairman
Mark W. Stevens, Fiscal Analyst
Gary L. Ghiggeri, Fiscal Analyst

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PAUL V. TOWNSEND, Legislative Auditor (775) 684-6815
DONALD O. WILLIAMS, Research Director (775) 684-6825



LAS VEGAS OFFICE:
555 E. Washington Avenue, Room 4400
Las Vegas, Nevada 89101-1049
Fax No.: (702) 486-2810
BRIAN L. DAVIE, Legislative Services Officer (702) 486-2800

MEMORANDUM

DATE: November 8, 2007
TO: Senator Dennis Nolan
FROM: Brian Davie, Legislative Services Officer, and 
Craig Hoeffcker, Senior Research Analyst
SUBJECT: Summary of "Active Shooter" Task Force Meeting (10-10-2007)

This memorandum furnishes a summary of the meeting conducted by Senator Dennis Nolan on October 10, 2007, in Las Vegas, concerning school safety and the response to active shooter events. Attached is a list of the meeting attendees who primarily are law enforcement personnel involved in this issue.

The purpose of the meeting was to update participants on current school safety activities and issues, and help provide guidance for the Staff Study Concerning Safety Within the Schools and Colleges of the State (Staff Study) approved by the Legislative Commission for the 2007-2008 interim period. Attached is an overview of the general requirements for the Staff Study as approved by the Legislative Commission.

Summary of Discussion

The participants conducted a wide ranging discussion of practices in place and under development relating to school safety. Examples of various programs in schools were reviewed such as surveillance systems, secret witness or crime free tip lines, information campaigns, and the availability, composition and use of threat assessment teams.

Much of the discussion centered around options and standard operating procedures for alert/alarm systems such as mass email, the need for redundant systems, reverse 911, text messaging, campus radio alert, lockdown drills, and Connect Ed message systems. The development of safe structures was discussed, along with the need for security personnel to be a part of the design process for new schools and educational facilities.

The group further discussed the need for standardized training and lesson plans for peace officers in active shooter situations. The need for training of school teachers and administrators also was emphasized due to their different roles and mindsets in such situations.

The Commission on Peace Officers' Standards and Training (POST) conducted a survey of law enforcement agencies and academy basic training providers in Nevada to determine the extent of training conducted on the topic of "Active Shooter." The survey indicated that almost 92% of the responding academies and 59% of the responding agencies are conducting such training, and further information is being developed by POST staff. A copy of this survey is attached and was distributed to the task force participants.

Guidance on Staff Study

During this law enforcement task force meeting, Senator Nolan and various participants provided the following guidance and suggestions on information that might be useful during the course of the Staff Study.

1. Survey other states on similar studies conducted or underway on this subject, and review initiatives and approaches undertaken in other jurisdictions.
2. Contact the school districts in Nevada and develop a statewide inventory of school safety programs such as surveillance equipment (cameras), secret witness (crime free tip line), information campaigns (what they provide and could provide), and threat assessment teams.
3. Review and develop recommendations for best practices concerning alert/alarm and safe structures systems, including those designed not to alert a shooter that an alarm was triggered.
4. Review training programs for active shooter situations and examine ways to include training for school teachers and administrators.
5. Monitor other related issues and studies in the State such as the Attorney General's Teaching Tolerance Task Force, the UNLV Security Forum, and the reserve police officer issue under consideration by the University System Board of Regents.

It was generally agreed that a primary goal of this law enforcement group and the Staff Study is to develop a flexible, statewide action plan with guidelines throughout the State for prevention and response by law enforcement officials, teachers and school administrators to active shooter situations.

Please let us know if you need any further information or assistance.

SCHOOL SECURITY MEETING PARTICIPANTS

October 10, 2007

Senator Dennis Nolan (Clark Senate District No. 9)
Nicholas Marquart, Assistant to Senator Nolan

Law Enforcement Personnel

Filiberto (Phil) Arroyo, Captain, CCSD Police Department
Daniel Bennett, Deputy Chief of Police, College of Southern Nevada
Raymond J. Flynn, Assistant Sheriff, Law Enforcement Services, Las Vegas Metro
Adam Garcia, Director, University Police Services, UNR
Ronald J. Graham, Ph.D., Director of Academic Support & Outreach, Institute for
Security Studies, UNLV
David Jacks, Lieutenant, North Las Vegas PD
Tim Kuzanek, Lieutenant, Washoe County Sheriff's Office
Mike Mieras, Chief of Police, Washoe County School District
Michael J. Murray, Deputy Director, Department of Police Services, UNLV
Brian Nebeker, Administrative Sergeant, CCSD Police Department
Tom Roberts, Police Director, Office of Intergovernmental Services, Las Vegas Metro
Robert Roshak, Sergeant, Office of Intergovernmental Services, Las Vegas Metro
Scott B. Smith, Major General, U. S. Army (Retired), Executive Director, Institute for
Security Studies, UNLV
Rhett H. Weddell, Emergency Management Coordinator, CCSD Police Department
Ken Young, Lieutenant, CCSD Police Department

Legislative Counsel Bureau Staff

Brian L. Davie, Legislative Services Officer
Craig Hoffecker, Senior Research Analyst

**STAFF STUDY CONCERNING SAFETY WITHIN
THE SCHOOLS AND COLLEGES OF THE STATE**
GENERAL REQUIREMENTS
2007-2008 Interim

The Legislative Commission, at its meeting on September 18, 2007, approved a Staff Study Concerning Safety Within the Schools and Colleges of the State, requested by Senator Dennis Nolan for the 2007-2008 interim period. The request included the following general requirements for the study:

Collect information that may be useful in determining the ability of Nevada's communities to effectively respond if a shooting incident takes place in an educational institution in the State.

Include meetings with law enforcement officials and organizations with experience and interest in school safety.

Discussions may include:

1. How best to prepare for emergency shooting situations through standardizing school security;
2. The development of proper training for officers through the Peace Officers' Standards and Training program; and
3. The creation of plans for sheltering students during a shooting incident and safely evacuating them from dangerous areas.

Information from the study should provide recommendations for procedural changes to best ensure the safety of students in this State, and suggestions for changes to Nevada law that may be considered for legislation in the 2009 Legislature.

Legislative Counsel Bureau staff assigned to the study include Brian Davie, Legislative Services Officer, Las Vegas Office; and Craig Hoffecker, Senior Research Analyst, Research Division.



STATE OF NEVADA
COMMISSION ON PEACE OFFICERS' STANDARDS AND TRAINING

5587 WA PAI SHONE AVENUE
CARSON CITY, NEVADA 89701
(775) 687-7678 • FAX (775) 687-4911

JIM GIBBONS
Governor

September 26, 2007

RICHARD P. CLARK
Executive Director

Dennis Nolan, Senator
Assistant Majority Floor Leader
401 S. Carson Street
Carson City, Nevada 89701

Dear Senator Nolan:

As a follow-up to your inquiry on "Active Shooter", the POST Commission staff has conducted a statewide survey. The survey was sent to law enforcement agencies and providers of academy basic training in Nevada in order to ascertain what training is being conducted on the topic of "Active Shooter".

At the September 19, 2007, POST Commission Meeting, POST staff presented the results of this survey to the Commission. The Commission took action on the information presented and directed POST staff to move to the next level. This will entail the development of a subject matter expert consortium to review "Active Shooter" curriculums and develop a statewide standardize program which will address the needs of rural and metropolitan agencies in Nevada.

Enclosed are the results of the "Active Shooter" surveys for agencies and academies. In summary, for the basic training providers in Nevada, 91.66% of the survey respondents provide training in the basic academies on the topic of "Active Shooter". Of the agencies who responded to the survey, 58.82% of them conduct "Active Shooter" training to their officers as part of their continuing education training.

I will continue to keep you informed of the progress of this project.

Sincerely,

Ron Pierini, Sheriff
Douglas County Sheriff's Office
POST Commission Chairman

Enclosures

RP/dj/sed

Active Shooter Agencies

Q#1
Do you train

Q#2
Mandatory, Optional

Agency Name

7th Judicial Dist Court
8th Judicial District Court
Boulder City Police Department
Churchill County SO
City of LV D&E
Clark County Fire Dept
Clark County Juv Just Services
Clark County Park Police
DMV Compliance Enforcement
Elko County Juvenile Probation
Elko County SO
Esch County SO
Fallon PD
Henderson Justice Court
Henderson Muni Ct Marshalls
Henderson Police Department
Henderson Township Constable
Humboldt School Police

Contact Person

Wendy Marich
David Chronister
Chief Finn
Lt McMullin
Wes Primm
Chief Fernandez Leary
Larry Carter
Sgt Rick Bishop
Gordon Rogers
Randy Shelley
Sean Murphy
Lt Rob Cutler
Lt Frank Shyne
Linda Morris
Howard Scow
Ken Kerby
Steve Kilgore
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Phone or Email

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spkhenderson@cox.net
jdawson@humboldt.k12.nv.us

Y=1 N=0

Hours

1= mandatory for all 0=no

1= mandatory for some optional others 0=no

1=optional for all sworn 0=no

0		0	0	0	0
1	4.5	0	0	0	1
0		0	0	0	0
1	4	0	1	0	0
1	1	0	1	0	0
1	8	1	0	0	0
0		0	0	0	0
0		0	0	0	0
0		0	0	0	0
1	10	0	1	0	0
1	16	1	0	0	0
1	4	1	0	0	0
1	10	1	0	0	0
1	10	1	0	0	0
1	10	0	1	0	0
0		0	0	0	0
0		0	0	0	0

Humboldt County SO	Kull	775-623-6419	0		0	0	0
Legislative Police	Chief Bob Milby	bmilby@lcb.state.nv.us	1	16	1	0	0
V Justice Township Court	David Chronister	702-671-4571	1	4.5	0	0	1
Mesquite PD	Sgt Scott Taylor	staylor@mesquitenv.gov	0		0	0	0
North Las Vegas Constables	Herbert L. Brown	702-455-7800	0		0	0	0
North Las Vegas PD	Teresa Smith	smitht@cityofnorthlasvegas.com	1	8	1	0	0
Nye County SO	Richard Marshall	rmarshall@nyecounty.net	1	10	1	0	0
Reno City Marshals	George Ely	775-219-7468	0		0	0	0
Sparks Police Department	Sgt John Franz	jfranz@cityofsparks.us	1	4	1	0	0
Storey County SO	SS Chris Parsons	cparsons@storeycounty.org	1	8	1	0	0
UNR PD	Sgt Marc Conley	mconley@police.unr.edu	1	8	0	1	0
Washoe Co DA Investigation	Chief Terry Rusk	trusk@da.washoecounty.us	0		0	0	0
Washoe County Juvenile Services	Carol Galantuomini	cgalantuomini@washoecounty.us	0		0	0	0
White Pine County SO	Capt Henrold	captain@mwpower.net	0		0	0	0

53
Total # Responses

32

17

8

10

5

2

SURVEY RESULTS

120 surveys emailed to agencies

30 rejected or blocked from delivery

32 surveys completed and returned to POST for a 35.55% return

53.12% of the agencies who returned surveys conduct Active Shooter Training

The hours vary from 1 to 16 hours with an average of 8 hours.

58.82% of the agencies mandate Active Shooter training for all sworn personnel

29.41% of the agencies mandate Active Shooter training for some sworn personnel and it is optional for others: The optional was mainly for sworn command staff

11.76% of the agencies make it optional training for all sworn personnel

Note: Under hours column if no hours are indicated this indicates that none is provided.

Active Shooter Academy

Academy Name	Contact	Phone/email	CAT I 1=Y 0=N	Hours	CAT II 1=Y 0=N	Hours	CAT III 1=Y 0=N	Hours	Conducted in specific block for "A"	Conduct in a variety of topics
Boulder City Academy	John Chase	702-293-9348	0		1		0		0	0
CCJJS	Alan Pulsipher	702-455-5516	0		1		0		0	0
DPS Academy	Lt Andy McAfee	775-687-1610 x231	1	8	0		0		1	0
LVMPD	Sal Mascoli	702-828-7292	1	4	0		0		1	0
NNLEA	Lt Dan Brown	dbrown@washoecounty.us	1	8	0		0		0	1
Nye County	Richard Marshall	775-751-7000	1	16	0		1		1	0
POST Academy	Gary Turner	775-687-3369	1	33	1	8	0		0	1
SDRPA	Jill Morrison	702-651-3538	1	14	0		0		1	0
SNLEA	Wes Primm	702-229-6147	0		1	1	1	1	1	0
WNSPOA	Katie Durbin	775-445-4408	1	24	0		1		0	1
Total # Responses		12	7	15.286	4	4.5	3	1	5	3

- 16 Category I, II and III Academy providers were sent and received the survey
- 12 surveys were completed and received by POST for a 62.5% return
- 11 of the 12 academy providers conduct Active Shooter training
- 7 Category I academies Conduct Active Shooter training
- 2 Category II academies conduct Active Shooter training

Category III academies conduct Active Shooter training
Category I hours range from 4 to 33 with an average of 15.29 hours
Category II hours range from 1 to 8 with an average of 4.5
Category III hours are 1
academy providers conduct Active Shooter training as a designated block of instruction
academy providers conducted Active Shooter training integrated through multiple courses
Note: 3 of the academy providers have training in two categories that they provide

APPENDIX G

Summary of “Active Shooter” Task Force Meeting (04-29-08)

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LEGISLATIVE COUNSEL BUREAU**

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Lorne J. Malkiewicz, Director, Secretary


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Mark W. Stevens, Fiscal Analyst
Gary L. Ghiggeri, Fiscal Analyst

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555 E. Washington Avenue, Room 4400
Las Vegas, Nevada 89101-1049
Fax No.: (702) 486-2810
BRIAN L. DAVIE, *Legislative Services Officer* (702) 486-2800

MEMORANDUM

DATE: June 13, 2008
TO: Senator Dennis Nolan and Task Force Members
FROM: Brian Davie, Legislative Services Officer, and 
Craig Hoffercker, Senior Research Analyst
SUBJECT: Summary of "Active Shooter" Task Force Meeting (04-29-2008)

This memorandum furnishes a summary of the meeting conducted by Senator Dennis Nolan on April 29, 2008, in Las Vegas, with video conference to Carson City, concerning school safety and the response to active shooter events. Attached is a list of the meeting attendees who primarily are law enforcement personnel involved in this issue.

The purpose of the meeting was to review and discuss the POST Active Assailant Lesson Plan, review and discuss rapid extrication methods, and update participants on other issues. Attached is the list of discussion topics for the Task Force.

Lesson Plan

Richard Clark from POST explained the evolution of active shooter response tactics from waiting for SWAT teams to immediate intervention by trained officers. At the direction of the POST Commission and based on a request from Senator Nolan, POST sponsored a survey of 120 entities in August 2007 which found that 91% of Category 1 and 2 academies and 53% of law enforcement agencies in Nevada do conduct active assailant training. This training, however, varied in terms of number of hours and degree of mandatory attendance.

Mr. Clark further explained that POST hosted a steering committee meeting in Carson City in January 2008 to obtain input from 24 subject matter experts on active assailant issues from 15 agencies around the State representing large urban and small rural communities, school police, specialty law enforcement agencies and emergency medical services personnel. The steering committee came up with many recommendations and the draft lesson plan that was distributed

for comment to over 50 subject matter experts, including the members of this Task Force. He noted that the lesson plan and recommendations will be presented to the POST Commission for approval on May 8th.

Ben West from POST briefly reviewed the lesson plan and noted that the challenge was to develop a minimum mandatory lesson plan applicable in both the urban and rural areas of the State where resources may be more limited. They wanted to come up with standardized objectives for the State and recommendations on when training should be mandatory in the academies and annual retraining. The participants overwhelmingly agreed that the training should be mandatory at the academies for CAT 1 and 2 levels and also may be included in CAT 3 academies for off-duty situations.

Mr. West indicated that the terminology was changed to active assailant to account for those who use weapons other than firearms. He highlighted the major areas in the lesson plan to include the history of such incidents, common characteristics, the distinction between active assailant and hostage situations, patrol response including off-duty implementation or plain clothes officer response, the composition of 3, 4 and 5 officer teams including the small team concept for rural areas, and EMS response and coordination.

Task Force members further discussed the training for different numbers of team members. It was emphasized that immediate intervention is the key, and it is important to stress that it is incumbent on off-duty officers to identify themselves. The Salt Lake City incident was cited as an excellent example of identification and communication in an off-duty officer response situation. Members were pleased with the final lesson plan product and its clarification of the definition of an active assailant. The importance of training with the basic model was emphasized and providing a DVD was suggested. Mr. West emphasized that the lesson plan is intended to cover the basic objectives in the academies and is not intended to replace current agency training or to dictate what is best in other jurisdictions.

Rapid Extrication

Dr. Tony Alamo addressed the clinical side of active assailant situations and explained the tactical medical program. He noted that the physicians are unarmed and usually deployed in a cold zone, and that the program is geared for one to three casualties (primarily police officers). He introduced Officer Jim Roberts who explained that they are working on how to address mass casualty events to prevent people from dying from simple, preventable injuries. They discussed the need for trauma treatment training for police officers, and basic life support training which needs to go beyond the police level to faculty and staff. Dr. Alamo noted that responders are not getting the information they need on ways to carry injured persons and how to stop the bleeding until appropriate care can be given. Officer Lee indicated that Washoe County has two SWAT doctors who have some of the same concerns, and that they have run some training exercises on large scale casualty scenarios.

Officer Roberts provided a couple of handouts in reference to the hostage situation at the school in Russia in 2004. Dr. Alamo offered to provide a more formal presentation on the clinical side in the future. And Senator Nolan requested some recommendations that might be helpful in casualty response situations.

Training of Staff and Teachers

Senator Nolan provided information on Mr. Roland Esparza, a private contractor and former police officer, and explained that he was involved in an accident and not available to attend, but had provided a PowerPoint presentation for review entitled “Active Assailant Response For School Faculty Members” which subsequently was provided by email to all Task Force members. Senator Nolan shared and reviewed the presentation, and further discussion ensued.

Chief Elique from UNLV explained the “Shots Fired” video that is available to the campus community and is an excellent and realistic training vehicle for how persons in an office setting can respond to an active assailant situation and what to expect from responding law enforcement personnel. [Note: The Legislative Police Unit of the Legislative Counsel Bureau (LCB) subsequently obtained a copy of the video for use in training LCB staff.] The full title of the 20-minute video is “Shots Fired, When Lightning Strikes; Guidance for Surviving an Active Shooter Situation” by the Center for Personal Protection & Safety.

In discussing alert/alarm systems, Chief Elique noted that UNLV has identified a vendor for an emergency mass communication system primarily using text messaging which should be in place by the fall semester. He emphasized the need for redundancy with a variety of communication systems and indicated they also are exploring a siren/public address system on the campus. Chief Mieras, Washoe County School Police, explained the Code Yellow and Red designations that are used to alert school staff to various situations on a campus, and use of the email process.

Senator Nolan discussed the Attorney General’s Teaching Tolerance Task Force which is focusing more on the preventive side of the issue through threat assessment and early identification of problem students. General Smith emphasized the need to inform students and faculty on how to identify suspicious behavior and what to do with that information. Chief Elique explained the weekly meetings of their Student Issues Committee that attempts to identify problem students and is one of a combination of tools being used by the University.

In further discussion of alert/alarm and safe room systems, Lt. Young, with the Clark County School District, noted that his dispatch center received 1,170 tip calls since last July from students and parents, that they have had an anonymous call system for 14 years, and that students now are more apt to text instead of call. But maintaining anonymity can be a problem and care must be taken when a mass text message is sent to both students and faculty. Senator Nolan highlighted the common issue of overwhelmed phone systems during crisis situations and the need for a separate number that can be used by faculty in such situations. Lt. Young

also noted that they have upgraded surveillance systems throughout the district. Chief Mieras advised that the same actions are being taken in Washoe County with emphasis on texting capability. In reference to safe rooms, in about 50 out of 100 schools in Washoe County, doors must be locked from the outside and that represents a huge safety issue which would cost millions of dollars to change. Concerns also were expressed about lockdowns and the designation of safe rooms which could become corrals if they bring students together in a place known by the active shooter. Senator Nolan discussed use of deadbolts and the newer metal doors that could provide better ballistic protection.

In response to a question about digital mapping, both Clark and Washoe County school police noted that project has been completed and aerial photos and campus maps are available to local police agencies. Senator Nolan indicated that the new fusion centers would be safe and appropriate repositories for those types of maps.

Further Discussion

Senator Nolan discussed a white paper (staff study report) that would bring together best practices in the various areas of discussion including prevention (coordinate with AG Office) alert/alarm systems, response and medical components, and faculty and staff training. Assistant Sheriff Flynn emphasized the need now is to get buy-in from education faculty and staff. He noted that the dangerous area involves training educators and students in self-defense and the types of weapons to use within a school.

Chief Milby noted that these same principles apply to the legislative campus as well. General Smith noted an ongoing debate within the School of Nursing at UNLV about life support training. And he advised that technology innovations will be forthcoming in communications and other areas that will require funding. Lt. Young pointed out the liability aspect of training. Senator Nolan acknowledged not only the work of this forum, but the work being accomplished within the communities by the police agencies and school and campus officials.

School Crisis Response Plans

Mr. Davie, LCB, reviewed a handout provided by Michael Fitzgerald with the Department of Education. He noted that Nevada has a law passed after the Columbine incident requiring school crisis plans and Mr. Fitzgerald acknowledged that all schools have updated crisis plans that meet or exceed the statutory requirements. His memo highlights best practices relating to such plans, and Mr. Davie noted that his suggestion was to review and consider updating the law to provide for more consistency, quality and accountability in the plans.

Staff Study Status Report

Mr. Davie also reviewed the status of the Legislative Commission's Staff Study Concerning Safety Within the Schools and Colleges of the State, and highlighted handouts of materials being compiled for the study. Those materials include Nevada statutory references and reports, a list of related meetings and activities, a log of issues and recent incidents, and a bibliography of selected national reports and studies. A current compilation was provided from the National Conference of State Legislatures on the status of "guns on campus" legislation among the states. Mr. Davie requested information or other reports from Task Force members that might be helpful in further developing the staff study, and indicated that the draft study report will be circulated among the members for review.

Please let us know if you need any further information or assistance.

BLD/ASTFMeeting04-29-08

“ACTIVE SHOOTER” TASK FORCE PARTICIPANTS

April 29, 2008

Senator Dennis Nolan, Clark Senate District No. 9

Law Enforcement and Security Personnel

Tony Alamo, M.D.

Larry Burns, SWAT

Richard Clark, P.O.S.T.

Jose Elique, Chief, UNLV Police

Raymond J. Flynn, Assistant Sheriff, Law Enforcement Services, Las Vegas Metro

Cheryl Hooten, Sergeant, Office of Intergovernmental Services, Las Vegas Metro

David Jacks, Lieutenant, North Las Vegas Police Department

Eric James, UNR Police Department

Anthony Jones, Sergeant, CCSD Police

James Ketsaa, CCSD Police

Pat Lee, Washoe County Sheriff's Department (for Lt. Tim Kuzanek)

Kevin McCord

Mike Mieras, Chief of Police, Washoe County School District

Bob Milby, Chief, Legislative Police Unit, Legislative Counsel Bureau

Dustin Olson, Assistant Chief, UNLV Police

James Roberts, Tactical Medical Team, Las Vegas Metro

Scott B. Smith, Major General, U.S. Army (Retired), Executive Director, Institute for
Security Studies, UNLV

Ben West, P.O.S.T.

Ken Young, Lieutenant, CCSD Police

Legislative Counsel Bureau Staff

Brian L. Davie, Legislative Services Officer, Las Vegas Office

Craig Hoffecker, Senior Research Analyst, Carson City

ACTIVE SHOOTER TASK FORCE
SENATOR DENNIS NOLAN
Tuesday, April 29, 2008, from 2 p.m. to 4 p.m.

Room 4412, Grant Sawyer State Office Building
555 E. Washington Ave., Las Vegas
Some members may participate by video conference at:
Room 2134, Legislative Building
401 S. Carson St., Carson City

Discussion Topics

- I. Introductions and opening remarks.
Senator Nolan
- II. Review and discussion of the POST Active Assailant Lesson Plan.
Ben West and Richard Clark, POST Commission
- III. Review and discussion of rapid extrication methods and protocols.
Dr. Tony Alamo, Metro SWAT, and Washoe County SWAT doctors
- IV. Presentation on training of staff and teachers in active shooter situations.
Roland Esparza, Training Commander, SSP Tactical Training Institute
- V. Discussion of handout from Michael Fitzgerald, Nevada Department of Education, on school crisis response plans and NRS 392.600.
Legislative Counsel Bureau Staff
- VI. Update on the Legislative Commission's Staff Study Concerning Safety Within the Schools and Colleges of the State, including the status of legislation in other states relating to guns on campus.
Brian Davie, Legislative Services Officer
- VII. Discussion of other related issues.
Senator Nolan and Task Force members
- VIII. Closing remarks.
Senator Nolan

APPENDIX H

Summary of Community Report on Youth Violence Dialogue

**STATE OF NEVADA
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Las Vegas, Nevada 89101-1049

Fax No.: (702) 486-2810

BRIAN L. DAVIE, Legislative Services Officer (702) 486-2800

MEMORANDUM

DATE: April 7, 2008
TO: Senator Dennis Nolan
FROM: Brian Davie, Legislative Services Officer 
SUBJECT: Community Report on Youth Violence Dialogue

This memorandum summarizes the proceedings of the Community Report on Youth Violence Dialogue held at the Clark County School District (CCSD) Education Center, Board Room, on Thursday, April 3, 2008, from 1 to 3 p.m. Enclosed is the CCSD News Release on the meeting, along with the newspaper article dated April 4, 2008, and entitled "School Safety: Views on youth violence offered" by Scott Spjut, Las Vegas Review Journal.

Focus Groups

The dialogue process was initiated by CCSD and the Las Vegas Metropolitan Police Department, and implemented through consultants Dale Erquiaga of Get Consensus, LLC, and Rick Culley of the Institute for Executive Development.

The consultants began the briefing by explaining the community dialogue process held at Western High School on Saturday, March 29. They brought together a diverse group of about 50 adults who were divided into five focus groups. They also gathered a diverse group of 20 to 30 students who represented both positive and negative student leaders who were divided into three focus groups. With 11 facilitators, all the groups responded to the same two questions—one relating to the causes of violence among teenagers in our community, and the second dealing with solutions and recommendations.

The responses are summarized and listed on the two attached handouts that focus separately on Adult Feedback and Student Feedback. These documents were reviewed in detail by the consultants.



Sheriff's Remarks

Sheriff Doug Gillespie thanked Billy Vassiliadis of R&R Partners for his insight in suggesting this process, and emphasized that everyone needs to work together and that law enforcement could not handle the problem alone. He focused on the three C's which were Courage (admit the problem), Compassion (dialogue with youth), and Commitment (get involved). The Sheriff noted that he will create a Task Force to help develop strategies for dealing with the youth violence issue.

Superintendent's Remarks

Superintendent Walt Rulffes highlighted specific actions in three areas that would be the focus of CCSD efforts to deal with youth violence. Those areas and actions are listed as follows:

Educational Measures

- Develop alternate routes to proficiency (work with Legislature)
- Create more options for students
- Include cultural diversity in the curriculum
- Actively recruit diverse teachers and administrators

Safety and Security Measures

- Upgrade security equipment in schools (2008 Bond)
- Enrich law enforcement partnerships
- Utilize new technology (ex. x-ray automobiles)
- Promote gang awareness training for parents

Communication Measures

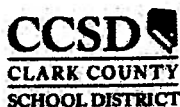
- Establish student communication network
- Create safe mechanisms for student reporting
- Increase joint intelligence efforts with law enforcement

Concluding Remarks

Mr. Erquiaga concluded by asking representatives of every agency and organization in the room to think about what they can do to help deal with the issue of youth violence. He noted that efforts would continue with the Committee on Youth of the Southern Nevada Regional Planning Coalition. Public testimony was invited and numerous individuals stepped forward to make comments, volunteer their efforts, and discuss what their groups and organizations can do on the issue.

Please let me know if you need any further information.

BLD/:W8062(Nolan)YouthViolenceMeeting
Ecl



CLARK COUNTY SCHOOL DISTRICT NEWS RELEASE

MEDIA ADVISORY

**Contact Cynthia Sell or
Penny Ramos Bennett, (702) 799-5304**

April 1, 2008

Superintendent and Sheriff to Report on Youth Violence *Meeting to share input from community groups of all ages*

Clark County School District Walt Rulffes and the Sheriff Doug Gillespie hosted on Saturday peer-to-peer discussions of both young people and adults about what they think is causing violence in our community and what can be done to stop it. The participants, from diverse neighborhoods, backgrounds and demographics, met in small groups of six to eight peers. Trained facilitators hosted the closed-door discussions to encourage open dialogue.

This Thursday, the community is invited to hear a report of what was learned on Saturday and explore the possible action steps to address a growing concern involving local youths.

WHAT: Community Report on Youth Violence Dialogue

WHO: Sheriff Doug Gillespie and Superintendent Dr. Walt Rulffes host the session. A group of volunteer facilitators from the community share insights gathered from recent peer dialogues.

WHEN: Thursday, April 3, 2008, 1:00 p.m. to 3:00 p.m.

WHERE: Clark County School District Education Center, Board Room
2832 East Flamingo Road, Las Vegas

Members of the community and media are welcome to attend. To ensure adequate seating, attendees may RSVP at (702) 799-5301.

###

*Community & Government Relations Division - Communications Office
5100 West Sahara Avenue, Las Vegas, NV 89146*

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SCHOOL SAFETY: Views on youth violence offered

In survey, parents, students give several factors

By SCOTT SPJUT
REVIEW-JOURNAL

A Palo Verde High School student is shot dead as he walks home from school with friends.

A Western High School student is seriously wounded outside a middle school.

In both incidents, classmates are accused of pulling the trigger.

Those and other incidents have officials looking for answers to the recent increase in student-involved shootings.

What they heard, in a survey released Thursday, was that gangs, easy access to drugs, alcohol and weapons, and a lack of parental involvement in the lives of children are among the factors behind the violence.

"Some kids feel there's no way to address some of their problems but to get violent," said Rick Culley, a consultant who helped compile the report. "Guns have become just an extension of old-fashioned fighting."

Parents and other adults said the "Sin City image," a lack of places and activities for young people, and portrayals of violence in the media were part of the problem.

Some suggested that students be taken on "preventative" field trips to morgues and prisons and be required to undergo drug testing before being given driver's licenses.

The parents believe they "live in an adult playground, with no place for children to play," said consultant Dale Erquiaga of Get Consensus, who also helped compile the report.

Input was gathered from about 25 Clark County School District students and 50 adults -- including parents, school faculty and local leaders -- who participated in closed-door discussions. Culley, who is president of the Institute for Executive Development, and Erquiaga said that the participants were drawn from different ethnic and economic backgrounds and that the students' grade point averages spanned the spectrum.

At a forum to discuss the findings Thursday, Sheriff Doug Gillespie and Clark County School District Superintendent Walt Rulffes said the report will affect how their organizations function.

"We as a community have to demonstrate a level of courage and admit that we have a problem," Gillespie said. "We have a lot of hard work ahead of us."

He added: "Law enforcement cannot do this alone."

Rulffes said the district will focus on prevention, including upgrading security equipment, providing gang-awareness training and adding cultural diversity to the curriculum.

"We're really committed to making substantial adjustments," he said.

Students were split on one solution that has been proposed: metal detectors.

They agreed metal detectors would help keep some guns out of schools, but they worried some students would try to sneak guns into school because they would gain more respect for skirting the increased security.

Overall, the students said self-esteem, peer pressure and a lack of parental involvement were as key as alcohol, drugs and gangs in contributing to the violence. Unstable homes and those where parents are gone most of the day working, the students said, had them searching for attention and approval elsewhere.

"Some of the things you can't share at home, so you seek support on the street," one student said in the report. None of the students who participated was named in the document.

The adults surveyed in the report worried that the community doesn't understand or embrace cultural diversity and that students have a difficult time learning to accept such differences. And many parents thought schools were inconsistent with discipline.

"There is a long list of community issues to be addressed," Erquiaga said.

While saying the report will spur changes, Gilléspie said the Metropolitan Police Department had been working for months to stop youth violence.

"This effort did not start the afternoon Chris Privett lost his life," he said of the Palo Verde freshman gunned down in February as he walked home from school.

Contact reporter Scott Spjut at sspjut@reviewjournal.com or (702) 383-0279.

Find this article at:

<http://www.lvrj.com/news/17290884.html>

☐ Check the box to include the list of links referenced in the article.

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**Youth Violence Prevention-Dialogue Sessions
Clark County School District / Las Vegas Metro Police Department
Saturday, March 29 2008, Western High School
Adult Feedback – Five Groups**

What are some of the causes of violence among teenagers in our community?

INSIGHT SUMMARY: Participants identified the “Sin City image” and local workforce lifestyle as an underlying cause of youth violence; kids see the Vegas image and media portrayal of violence and think that life is acceptable – and parents are not home to watch over teenagers, either because both parents work or because there is only one parent in the home. Lack of parental involvement was seen as a key contributor to this issue. It means there are few positive role models in the lives of young people. And without that involvement, kids are on their own in a community with limited appropriate venues and programs for youth activities, and few “safe places” to go and talk, interact, and stay away from trouble. In addition, this community doesn’t understand or embrace its cultural diversity so kids have no way of learning how to accept that factor in their lives.

I. Peer Pressure / Self Esteem

- Clothing (gang related) is a way to fit in.
- No thought of tomorrow; no repercussions
- **Lack of respect for themselves and others; no clue about where to go; no self confidence**
- Any thought process about valuing yourself is lacking
- Need a place to belong.
- Bullying, teasing, dissing
- Insecurity (parents and kids don’t know their roles); need for recognition/status/control
- Large amount of over-identified African American boys in Special Education
- Fearless students see no consequences
- Students have feeling of entitlement (I’m supposed to have it because I am who I am)
- Transience and rezoning causes kids not to fit in
- Kids want to fit in (gangs)
- Lack of positive student interactions
- Gangs and gang involvement
- Kids who have positive parental support are being misled
- Gangs provide immediate gratification
- **Kids want to live up to the Sin City image** (What Happens Here Stays Here slogan)

II. Home / Family

- Lack of traditional family values
- Lack of opportunity for involvement of parents on secondary level
- Parent involvement from elementary to secondary
- Parents have disconnected themselves from children's schools
- Too much time after school without parents
- **Parent work schedule/24-hour town**
- Parents are drug abusers or engage in physical abuse
- Kids come to school hungry
- Parent gambling problems/finances spent elsewhere
- Children over-medicated
- Lack of parent involvement in school activities
- **Generational gang members**
- Single family homes, no one is there when they come home
- Wealthier families with two income earners, still have no one at home
- Kids aren't staying at school when their parents drop them off
- They don't equate success with education
- Lack of strategies in conflict resolution

III. Easy Access to Alcohol / Drugs / Guns / Weapons

- Drugs and weapons are far too accessible.
- Drug addiction drives violence.
- Parents are afraid of their own kids
- Kids are afraid to go home when they get in trouble
- Kids are afraid of the police
- Teachers are afraid of students

IV. Lack of Real Consequences

- **Ineffective Programs (Alt Ed)**
- Not enough seats in Alt Ed so students are shuffled back to school
- Alt Ed is not viewed as a deterrent
- Lack of resources for nonprofit and government agencies and law enforcement agencies such as Juvenile Justice so they shuffle/recycle as well
- **Inconsistent Discipline in Schools**
- District overrides school decision as a result of parent complaint or appeal
- School administrators don't cooperate with teachers
- Teachers don't enforce appropriate learning environment for the kids who want to learn
- No money to deal with bullying at the early grades
- School recommendations are not upheld by District
- Consequences for school violence don't match the offense

V. Lack of Meaningful Options

- Boredom
- Lack of structured venues for students to share feelings and communicate
- **Lack of youth activities, after school programs, not enough venues outside schools**
- Lack of sports (middle schools)
- Community agencies are not in sync (CPS, Boys and Girls Club, Departmental agencies, court system) – agencies looking for attention, protecting their kingdom, it's about me leading the cause not about the kids
- **Employers do not want and educated community because they hire teenagers full-time who do not have a high school diploma or GED. This leads to increased drop out rates.**

VI. Media can Bring Excessive Attention / Give Other Kids Bad Ideas More Attention / Gives Them Ideas

- Text messaging, Internet, phone pictures
- News media coverage of negative issues
- Stories about violence breed violence
- Immunity to violence because we see it everywhere
- No shock factor any more
- General acceptance of violence in the media, desensitized to violence as a result
- Threats and anger on the Internet

VII. Race / Cultural Understanding / Language

- Lack of teenagers understanding other cultures
- Lack of teachers understanding other cultures (teacher sensitivity)
- Lack of minority role models
- Lack of male role models
- Teachers separate by behaviors/differences
- Profiling occurs early on
- **Lack of tolerance and diversity in this community**
- No appreciation of each other – not a two-way street
- Culture change from monoculture to a more diverse group
- Lack of tolerance
- Lack of respect

- **What are some solutions / recommendations to address the causes and problems identified?**

INSIGHT SUMMARY: Solutions focused on the need to bolster parent involvement, both through training and through mandates. There is a general sense that families in this community do not value education and parental responsibility, nor are we doing enough to communicate openly and honestly with kids before trouble occurs. Programs for parents are recommended at the school and community level. In addition, more venues for kids to engage in positive after school and “free time” activities are a must; this will require community and government resources outside the schools. Renewed community sensitivity to race and tolerance is required.

I. Individual / Personal Action

- Adults/parents stop teaching children (from young age) to hate because of race, religion, gender, and economic status
- “Safe harbor” attitude so students feel comfortable confiding in adults

II. Home / Family

- **Parents must spend more time with kids (at home, in the community, at schools, etc.)**
- Address “warning signs” early
- Monitor kids’ free time (friends, usage of TV, internet, movies, etc.)
- Resurrect concept of “it takes a village”
- Business and families neighboring schools become more involved
- Show respect for school community/policies/procedures

III. Schools

- Make more attempts to draw parents into the school (hold schools accountable for this)
- Structured activities for students (find \$\$ for after-school programs, sports, fine arts, tutoring, etc.)
- Anger management classes (based on behavior levels, e.g. ones who provoke, ones who engage in violence)
- **Provide alternative pathways to proficiency**
- Recruitment incentives for teachers (better \$\$, special privileges such as housing credits, shows, gym passes, groceries, etc.)
- Better protection for students if they want to be “whistle-blowers”
- Better articulation between CCSD/Police re: training of signs to look for, etc.
- Pay teachers to make them available to “parents who can’t afford them” (like CETA was)
- Re-think ineffective discipline policies currently in place (sending students “home,” RPC, in-house, suspensions, etc.)

- “Genuine” communication with students more (focus groups, etc.)
- Re-think alternative school policy (either don’t send students at all, or keep them for entire year – quit “shuffling” students)
- **“Character” education programs**
- “Safe harbor” attitude so students feel comfortable confiding in adults
- Community members to sit in on classrooms and acknowledge students
- Take kids on “preventative” field trips (prisons, morgues, etc.)
- Take kids on “motivational” field trips to show future opportunities
- School uniforms/dress code – consistency across schools/district K-12
- Administrators more involved in the schools (know the students, visit classrooms, attend events, etc.)
- Provide English classes for Hispanic parents
- Offer district-based jobs for students (FDR-style programs)
- Drug testing (at earlier age, tied to athletics, pre-requisite for driver’s license, etc.)
- Increase alternative education programs for students (online options, jobs for credit, vocational/technical programs, etc.)
- More equity across schools in providing information to students about community resources (colleges, financial aid, community organizations, jobs, etc.)
- Parent meetings held at a variety of times, with several options (also advertise the meetings via a variety of methods of communication)
- More opportunities provided via “AP tracks”
- Provide parent training in areas of “social skills,” anger management, violence-prevention, etc. (students often model negative parent behaviors)
- “Spotlight” kids (from all parts of town) doing positive things in school publications/events, websites
- School materials (textbooks, etc.) to reflect a variety of cultures
- Stop putting so many African American students (especially boys) in special education at an early age
- Same consequences for misbehavior for all students at all schools – more effective ones for severe misbehaviors sooner, rather than letting them “rack up” until students have a long “rap” sheet of offenses
- More school counselors (who actually are there to provide “counseling” to students who need it vs. scheduling courses, doing administrative tasks, etc.)
- Social workers at schools to work with counselors
- Pay teachers more for summer programs
- **Address topic of violence, bullying, etc. early on in school before it gets to the “uncontrollable” stage**
- Address “warning signs” early
- Better training for teachers and administrators (classroom management, working with students of diverse backgrounds, how to identify early signs of violence, etc.)
- Don’t allow teachers/administrators to transfer out of certain “bad areas” simply due to seniority

- Peer mediation training at all school levels and/or peer-to-peer tutoring groups
- Region-based parent/community associations
- Longer school day and/or year to keep kids "off the streets"
- Enhancing security at schools (metal detectors, cameras, more personnel, etc.)
- More incentives for positive behavior
- Listen more to what students have to say vs. always in "punishment/negative" mode when they get in trouble
- District/school website(s) in Spanish
- Encourage reflective journaling, blogs, etc.
- Recruitment incentives for teachers (better \$\$, special privileges such as housing credits, shows, gym passes, groceries, etc.)

IV. Communities

- "Genuine" communication with students more (focus groups, etc.)
- Get input from religious organizations in community
- **Structured activities for students (find \$\$ for after-school programs, sports, fine arts, tutoring, etc.)**
- Community members to sit in on classrooms and acknowledge students
- Articulation between agencies
- Advertisements geared more towards "locals" and family activities
- Get rid of TV and other technology in the home – families do more together
- Community mentors to work with kids (provide training for how to be "appropriate" mentors)
- Provide English classes for Hispanic parents
- Connect kids with resources to let them know about all job opportunities in community
- Employers (hospitality, medical, unions, etc.) creating opportunities for parents to have time off to attend school functions
- Provide parent training in areas of "social skills," anger management, conflict-resolution, violence-prevention, etc. (students often model negative parent behaviors)
- "Spotlight" kids (from all parts of town) doing positive things in news media and/or websites
- "Cultural fairs" so parents can highlight their ethnicities and educate others in community
- Address "warning signs" early
- Student goal setting (short and long term) and opportunities for success
- Social workers at schools to work with counselors
- Encourage casinos to open doors to kids to appropriate venues (weekends, evenings)
- Lobbying, fund-raising activities/venues
- **Resurrect concept of "it takes a village"**

- Business and families neighboring schools become more involved
- “Safe harbor” attitude so students feel comfortable confiding in adults

V. Police (CCSD, Metro, North Las Vegas, Henderson, Parks, City)

- **Better articulation between CCSD/Police re: training of signs to look for, etc.**
- “Genuine” communication with students more (focus groups, etc.)
- Earlier curfew for kids – that is enforced
- Expand DARE program
- Eliminate “rogue” police units (especial in North Las Vegas) who don’t follow established policies/procedures
- Don’t allow officers/administrators to transfer out of certain “bad areas” simply due to seniority
- More community involvement in positive neighborhood activities
- **Listen more to what students have to say vs. always in “punishment/negative” mode when they get in trouble**
- Same consequences for misbehavior for all students – more effective ones for severe misbehaviors sooner, rather than letting them “rack up” until students have a long “rap” sheet of offenses
- “Safe harbor” attitude so students feel comfortable confiding in adults

VII. Legislature / Government

- Stop setting kids up for failure (change how government affects expectations, e.g. proficiency tests)
- Recruitment incentives for teachers (better \$\$, special privileges such as housing credits, shows, gym passes, groceries, etc.)
- **School uniforms – consistency across schools/district**
- Earlier curfew for kids – that is enforced
- Drug testing (at earlier age, tied to athletics, pre-requisite for driver’s license, etc.)
- Increase per-pupil expenditure
- **“Punish” the parents for student misbehavior (mandated training, financial consequences, etc.)**
- More “power”/leeway for school administrators to do what’s right for kids at schools
- “Boot-camps” for students who repeatedly misbehave

Youth Violence Prevention-Dialogue Sessions
Clark County School District / Las Vegas Metro Police Department
Saturday, March 29 2008, Western High School
Student Feedback – Three Groups

What are some of the causes of violence among students in our community?

Insight Summary

Student participants were very thoughtful and insightful in comments and observations. They were candid, open and passionate about what they had to say. Surprisingly, they identified self esteem, peer pressure and the stress of being a student as much a part of the problem as gangs and easy access to alcohol, drugs and weapons. Both unstable home environment and one in which parents were gone working most of the day created stress and a need for attention and approval that students carried with them to school. No school or area in town was perceived to be exempt from violence, all communities were at risk. Many kids are bored, or have nothing to do so getting together in groups after school is more common. These groups often generate hostilities, fights, and threats. There seem to be no meaningful consequences stopping some students from threatening, fighting and using weapons for retaliation on a daily basis, and this makes it seem more like an acceptable fact of life. Media emphasis on violence on both a local and national level, increase attention received and "status" of students that perform violent acts.

I. Peer Pressure / Self Esteem

- Feel a lot of pressure and stress as a student
"Self esteem, that's all you have"
- Kids want to feel part of a group, have a sense of belonging
- Popularity is important and you want to be liked
- **"Self esteem is delicate"** / makes them vulnerable
- Low self esteem / peer pressure creates need for attention
- You look for immediate stress relievers / choices may not always be right ones
- Limited positive role models – model themselves on head of cliques / groups
- Gossip / rumors / bullying / Cyber bullying / clothes or possessions are ways you're criticized or attacked
"Kids can be really mean to each other, disrespectful, make fun of each other, how you look dress, talk trash about each other and there can be pressure to retaliate"
- Some kids feel there is no way to address the problem but violence

II. Home / Family

- If home life is unstable / has problems, it often spills over – comes into your day to day
- **“From a guardian who doesn’t really care, to parents who don’t care so you’re living with relatives, or a parent that might drink”**
- You can also have problems if you have two parents working. They may not have time / energy / interest for kids after work. They are often tired or see you doing what you do and just leave you alone.
- **“Some of the things going on you can’t share at home so you seek support on the street”**
- Punishment of kids often not effective or is inconsistent
- Parents affect kid’s values / role models – sometimes let them do what they want instead of teaching values

III. Easy Access to Alcohol / Drugs

- Easy access makes for 24/7 opportunities **“It’s easy to get, from older siblings and friends, and parents who don’t care if their kids drink in their own house. Kids also take alcohol from refrigerator at home, some kids have fake ID’s”**
- Chemicals fuel anger, misunderstandings, need to impress
- Alcohol / drugs become an outlet for stress and frustration
- Used socially in group gatherings – often leads to fights / troubles

IV. Easy Access to Guns / Weapons

- Its not that hard to get guns or weapons
- Makes it a not uncommon for tough kids to possess guns
- Some carry for protection / intimidation
- Results in threats that can be acted on
- Guns can become an accepted part of fighting
- It’s not hard to take into school and show around.
- Becomes a sign of power / connectedness / being “smart”

V. Gangs

- Peer pressure to impress gangs or get into one **“You do things you might not do – but you have to do if you are with your gang friends”**
- Violence can occur and you never know when you are going to go against a gang – even saying the wrong words or knowing the wrong person can turn into something
- Threats can start early – In elementary school and middle school – **“You can tell someone, certain kids who will take action against what you say and threaten to kill you, and retaliate with a gun”**
- Some of us worry about family members in gangs – also siblings can draw family into a gang
- Rivalries often result in fighting with or without weapons
- School rivalries often occur between gangs

VI. Lack of Real Consequences

- Penalties are inconsistent for different kids / different schools
- Penalties don't really affect most kids – even suspension / expulsion
- Kids see kids get away with things – and figure it's "normal"
- Kids often feel they need to take revenge into own hands
- **"We need to stop this now, because if we don't, who will?"**

VII. Lack of Meaningful Options for Non Traditional Kids

- There's a lack of alternatives after school for non traditional kids – not everyone is interested in sports
- There aren't many activities / experiences that are positive, raise self esteem / develop friendships with new / different kids – under some adult supervision but must be seen as worth their time

VIII. Media can Bring Excessive Attention / Give Other Kids Bad Ideas More Attention / Gives Them Ideas

- News Coverage often goes beyond reporting and brings too much attention to episodes of violence
- The news on local violence can make some kids want the attention that the media will bring
- **"The local media, especially TV should stop making so much of it, they keep exploiting it and keep so much attention on it that then some kids think they should do it at their school too"**
- My space, U tube becomes just another way for attention
- TV, movies, videos, video games give kids ideas – they see it, they want to do it
- **"Its normal to see kids put BB guns into kids faces or just "jump them" on the way home – I used to say – Oh, God, but now its just – oh yeah, again"**

What are some solutions / recommendations to address the causes and problems identified?

Insight Summary

Most students want help in stopping the violence around them and feel powerless to act on their own. More interest and attention by parents, more relevant positive programs and activities at School and in the community would be a deterrent to violence. Easier availability of Counseling, advice, discussions, relationships and role models from more approachable teachers, administrators, community leaders and the police would reduce their feeling of being helpless and alone with their problems. They do feel that taking more responsibility for their actions, avoiding students engaged in violent behavior, and reporting incidents and seeking assistance would be helpful, but fear of retaliation and peer pressure often prevents them from doing this. If they felt there were serious consequences to these acts and more consistent discipline from parents, schools, and the courts, they would be less likely to go along with many violent activities. The media involvement with violence acts makes it more exciting for kids to compete for attention with escalating violent incidents.

I. Individual / Personal Action by Students

- You have to think you can change
- Seek out help if troubled or with problems
- Should try to take more responsibility for actions
- Don't be apathetic, take action to try and change
- Try to hang out with positive kids
- Have more opportunities for anonymous communications (Hot-lines) / talk with kids same age / trained counselors
- Be positive / do positive things
- **"More positive thinking – stop whining, reach out to other people"**

II. Home / Family

- Parents should be more involved / engaged with their kids, **even if the kids say they don't want it**
- **Parents need to make the extra efforts**
- Know your kid's friends – "birds of a feather flock together"
- Communicate more, find ways / places / things to do with kids
- Do things together, to build your relationship with your kids
- Don't be afraid to discipline your kids, find ways that are effective
- Be more approachable / accessible to kids – they may need help and you don't know
- Get together / talk with other parents about some of the kids' values / problems
- If you can / know how, give your kids skills, strategies to cope with challenges they are facing

III. Schools

- Teachers, counselors, administrators need to be more approachable, aware of causes / problems as well as punishing behaviors
- **“Help kids be more aware that its not hopeless / helpless – make them more aware that they are in a supportive environment”**
- Conduct more shadow days – elementary to middle, middle to high school
- Create clubs / programs / that foster positive behavior
 - Visits from people in the community / professionals / athletes who can talk with kids – offer opportunities / suggestions / understanding
 - “Gentleman’s club” – teach social skills
 - Difference between respectful / disrespectful behavior
 - Conflict resolution
 - Peer mediation
 - Bully Patrol
 - Sponsor groups of volunteer kids – as “helper kids”
- Create programs / activities for after school involvement
 - Survey kids for their interests for activities
 - Structure clubs so kids take responsibility / learn skills / teach
 - Develop better role models / more future options / skills motivation
- Get more involved / engaged / discussions about things that are affecting kids: peer pressure, stress, retaliation, through group discussions, counseling, role play, etc.
- Conduct Special Assemblies / “Drills” (like the prevent drunk driving program) where they “act out” and make very realistic different situations
- More Parent Nights related to how to better deal with kids’ challenges
 - Plays, audience involvement, simulations, re-enactments
 - Subjects: Gangs, drugs, meth, alcohol, gossip and rumors, bullying
 - To raise awareness, give information, offer solutions
- More consistent discipline (in each school / different schools)
- More security in schools and communities near schools, before and after school
- Consider metal detectors (groups split on this – kids feel both ways, pro and con) Pro – because they feel it would inhibit guns in the schools – and the guns **ARE THERE**; Cons – because it would make sneaking a gun into school more of a challenge and way to get “respect”
- Apply policies regarding violence so there is no let up / make penalties matter
- **“At some schools violence is less prevalent – there is more control at the school itself. But at some there’s like a crack down after the incident, and then after a little bit it eases up. Prevention has to be consistent.”**
- **“Even when someone at a school gets shot, we just don’t seem to learn from it!”**

IV. Communities

- Better programs – more relevant ones that the kids would really want to go to at community centers
- More programs like those at some Girls & Boys clubs, Sports leagues, etc.
- More Community Clubs / organizations in key locations so kids have options
- Better use of programs at parks and recreation centers
- Websites, resources available within the community / school for information / help / education / interaction – use technology to help the problem, don't consider it the enemy (my space / texting / phones, etc.)
- Big Brother / Big Sister type programs so kids have another kid to talk to not just an adult

V. Police (CCSD, Metro, North Las Vegas, Henderson, Parks, City)

- More Police inside parks at times kids are congregating and drinking, partying, doing drugs, having fights – **“Sometimes police come and shut down the “wrong party” where there is dancing and hanging out. But they don’t break up the fights and drinking in the parks when there is a big group”**
- More intervention when groups that gather are breaking the law
- Police be more approachable / find ways to interact with students in situations that are not just negative problem situations
- Police should find ways / situations to communicate directly with kids in safe environment (like DARE program in 5th grade)
- Bike patrol officers often are seen as more relaxed, approachable – have more time around the schools
- Have “Metro helpers” trained to listen / help / others by and with police
- Police should show more empathy, don't always take side of adult, just because they are adults

VII. Media

- Stop exploiting the violent activities and help reduce the copy cat behavior
- Have more news programs about kids groups that are fighting against violence and doing positive things
- Make available / publicize more realistic movies about: gangs, rape, jealousy, fights, guns, that also show consequences and offer strategies to deal with / avoid them

VIII. Courts

- Find ways to have more meaningful punishments, consistent with the crime

Miscellaneous Quotes From Students

- **“Before you know it, small things can turn into much bigger things”**
- **“Through peer pressure, you can do something whether you want to or not”**
- **“As a student, you can’t really effectively deal with these problems so you find a way to make them “go away” – often the wrong way – alcohol, drugs, fighting, saying something back.”**
- **“On TV you see certain things like kids getting raped, and you think it won’t happen here, then it does”**

Quotes Used in Various Sections of Feedback

- **“Self esteem, that’s all you have”**
- **“Self esteem is delicate”**
- **“Kids can be really mean to each other, disrespectful, make fun of each other, how you look, dress, talk trash about each other, and their pressure to retaliate”**
- **“You can tell someone, certain kids who will take action against what you, say and threaten to kill you, and retaliate with a gun. You can tell someone, certain kids who will take action against what you say and threaten to kill your, and retaliate with a gun”**
- **“From a guardian who doesn’t really care, to parents who don’t care so you’re living with relatives, or a parent that might drink”**
- **“Some of the things you can’t share at home so you seek support on the street”**
- **“Sometimes police come and shut down the “wrong party” where there is dancing and hanging out. But they don’t break up the fights and drinking in the parks when there is a big group ”**
- **“Easy access makes for 24/7 opportunities “Its easy to get, from older siblings, parents who don’t care if their kids do it, kids take it from parents refrigerator, fake ID’s “**
- **“We need to stop this now, because if we don’t, who will?”**
- **“The local media, especially TV should stop making so much of it, they keep exploiting it and keep so much attention on it that then some kids think they should do it at their school too”**
- **“Its normal to see kids put BB guns into kids faces or just jump them on the way home – I used to say – Oh, God, but now its just – oh yeah, again”**
- **“More positive thinking – stop whining, reach out to other people”**
- **“Help kids be more aware that its not hopeless / helpless – make them more aware that they are in a supportive environment “matter”. At the schools violence is less prevalent – there is more control at the school itself, but there’s like a crack down, and then after a little bit it eases up “**
- **“Even when someone at your school gets shot, we just don’t seem to learn from it!”**

APPENDIX I

Handouts from Forum on School Violence in Nevada

FORUM ON SCHOOL VIOLENCE IN NEVADA

Senator Steven Horsford, Clark County Senate District 4
Clark County Commissioner Lawrence Weekly, Commission District D
Monday, April 7, 2008

Some Recent Incidents of Violence near Schools in Nevada *(Las Vegas Review-Journal and Reno Gazette-Journal.)*

March 14, 2008 – A male student is shot in the foot while walking home from Desert Pines High School.

February 25, 2008 – A 16-year-old Western High School student is shot near Gibson Middle School.

February 15, 2008 – A 15-year-old Palo Verde High School student walking home from school is fatally wounded during an apparent “drive-by” shooting.

December 11, 2007 – Four Mojave High School students, and two other persons, are wounded during a shooting at a school bus stop.

January 9, 2007 – Two freshmen are injured in a shooting in the parking lot at Western High School after an argument originating at a convenience store parking lot.

September 21, 2006 – A gunman opened fire on a school bus at Alexander Road and H Street. The bus was hit three times leaving the 34 high school students aboard unhurt. Two 17-year-old Canyon Springs High School students are eventually arrested in connection with the shooting.

September 8, 2006 – Clark County School District police arrest a 16-year-old boy who fired several shots in the parking lot of Legacy High School during a football game. A fight broke out in the stands and about 15 youths exited the stadium. The teen then fired several rounds with no one being hurt.

March 14, 2006 – Two eighth grade students at Pine Middle School in Reno are shot by a 14-year-old classmate.

Statistics of Certain Incidents in Nevada Schools Resulting in Suspension or Expulsion

Category	2003-2004	2006-2007
Violence to Other Students		
Statewide - Incidents	7,983	8,485
Statewide - Enrollment	384,230	425,731
Statewide - Incident per no. of students	1 in 48	1 in 50
Clark County - Incidents	5,345	5,787
Clark County - Enrollment	267,858	305,697
Washoe County - Incidents	1,761	1,690
Washoe County - Enrollment	60,125	65,013
Violence to Staff		
Statewide - Incidents	174	287
Statewide - Incident per no. of students	1 in 2,208	1 in 1,483
Clark County - Incidents	96	154
Washoe County - Incidents	53	59
Possession of Weapon		
Statewide - Incidents	975	928
Statewide - Incident per no. of Students	1 in 394	1 in 459
Clark County - Incidents	773	651
Washoe County - Incidents	148	196

Source: 2006-2007 State Accountability Summary Report and 2003-2004 State Accountability Summary Report, www.nevadareportcard.com

Possible Ways to Reduce Violence in Schools

- Improve security devices (surveillance cameras, motion detectors, metal detectors, etc.) on campus.
- Designate a school uniform for students. (Example of a simple uniform may be polo shirts paired with khaki-colored pants or skirts.)
- Expand availability of counseling or mediation for student disputes.
- Conduct student seminars/workshops/assemblies on the effects of “bullying” (including cyber bullying) and related behavior that may lead to more violent actions.
- Create a system for students to anonymously report threats, dangerous behaviors, or situations to school authorities or law enforcement.
- Adopt stricter or more lenient gun control laws? (Examples: (1) Should purchasing of guns require more thorough background checks? (2) Should certain staff with permits be allowed to carry concealed weapons on campus?)
- Expand cultural diversity’s inclusion in the curriculum.

APPENDIX J

Bibliography of Selected State and National Reports

**STAFF STUDY CONCERNING SAFETY WITHIN
THE SCHOOLS AND COLLEGES OF THE STATE**

**Bibliography of Selected State and National Reports
and Studies Relating to School and Campus Safety**

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APPENDIX K

Log of Issues and Incidents since Fall 2007

**STAFF STUDY CONCERNING SAFETY WITHIN
THE SCHOOLS AND COLLEGES OF THE STATE**

Log of Issues and Incidents Since Fall 2007

Newspaper Articles and Other References

August/September 2007

Proposal for teachers as reserve school police officers.

“Teachers who get police training could get extra pay, carry guns” (Las Vegas Sun) by Emily Richmond, Aug. 8, 2007.

“Guns On Campus: Plan faces faculty opposition” (Las Vegas Review-Journal) by Lawrence Mower, Sep. 30, 2007.

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“Should Teachers Be Allowed To Pack A Gun?” (Christian Science Monitor) by Brad Knickerbocker, Sep. 18, 2007.

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November 2007

Discussion on improved disaster planning at colleges.

“If Disaster Strikes, Is Your Campus Ready?” (The Chronicle of Higher Education: Live Discussions) with John M. Nicholas, Beloit College, Nov. 15, 2007.

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“N.J. college requires GPS cell phones” (Yahoo! News) by Chris Newmarker, Dec. 3, 2007.

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“Student Threatens LA Campus Shooting” (Associated Press) by Noaki Schwartz, Dec. 10, 2007.

Questions raised about violence reports in Clark County School District.

“Accountability Reports: Violence data not adding up” (Las Vegas Review-Journal) by Lisa Kim Bach, Dec. 16, 2007.

Fatal shootings at LSU and malfunction of emergency alert system.

“Emergency-Alert System Malfunctions After Fatal Shootings at Louisiana State U., With Some Messages Never Arriving” (The Chronicle of Higher Education) by Jeffrey R. Young, Dec. 17, 2007.

“After Recent Problems, LSU Successfully Tests Its Emergency-Notification System” (The Chronicle of Higher Education) Jan. 18, 2008.

Fine for violating campus crime reporting law (Eastern Michigan University).

“Education Department Imposes on Eastern Michigan U. the Largest Fine Yet for Violating Campus Crime-Reporting Law” (The Chronicle of Higher Education) by Sara Lipka, Dec. 19, 2007.

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“Campus cops join beat cops to make schools safer” (Las Vegas Sun) by Emily Richmond, Jan. 22, 2008.

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“Security alert a positive test” New Release, Lynchburg College, by John G. Eccles, Jan. 26, 2008.

“Hostage Drama at Lynchburg College Turns Into Local Mystery” (News Blog, The Chronicle of Higher Education) by Andrew Mytelka, Jan. 26, 2008.

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“W. Va. May Offer Gun Training in Schools” (Associated Press) by Tom Breen, Jan. 31, 2008.

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“3 Dead in Shooting at Louisiana Technical College in Baton Rouge” (News Blog, The Chronicle of Higher Education), Feb. 8, 2008.

“Police: Female student kills 2 others, self at Louisiana college” (CNN.com) Feb. 8, 2008.

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“Update on Louisiana Technical College Baton Rouge Campus Shooting Incident” (Louisiana Technical College, update) Feb. 8, 2008.

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“Northern Illinois U. Had No System for Sending Emergency Messages to Cellphones” (The Chronicle of Higher Education) News Blog, Feb. 15, 2008.

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“University Leaders Grapple With a Tragedy” (The Chronicle of Higher Education) by Libby Sander, Feb. 18, 2008.

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“Police respond to threat” (The Jersey Journal) by Ronald Leir, Feb. 21, 2008.

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“Commentary: Fearing Our Students Won’t Help Them” (The Chronicle of Higher Education) by Gary Pavela, Feb. 18, 2008.

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“Nevada colleges watch for serious student issues” (Las Vegas Review-Journal) by Lawrence Mower, Mar. 29, 2008.

April 2008

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Virginia’s Governor Signs Laws Responding to Shootings at Virginia Tech” (The Chronicle of Higher Education) by JJ Hermes, Apr. 10, 2008.

“Governor Kaine Signs Legislation in Response to Virginia Tech Shootings” (Press Release, Office of the Governor of Virginia) Apr. 9, 2008. (Contains a list and brief summary of 24 bills and budget actions.)

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“Colleges Grapple With the ‘Behavioral Broken Arm’” (The Chronicle of Higher Education) by Eric Hoover, Apr. 18, 2008.

“Virginia Tech Weighs Hundreds of Recommendations and Acts on Some” (The Chronicle of Higher Education) by Karin Fischer, Apr. 18, 2008.

Prevention/Nevada, Discipline, CCSD/and National

“Expelled, but not out” (Las Vegas Sun) by Emily Richmond, Apr. 14, 2008.

“Campus Security Begins With Caring” (The Chronicle of Higher Education, Commentary) by Morton M. Silverman, Apr. 18, 2008.

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“Nerds With Nerf Guns Strike Raw Nerves” (The Chronicle of Higher Education) by Jeffrey R. Young, Apr. 25, 2008.

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“St. Cloud State University Students Sporting Empty Holsters In Protest Of Gun Ban” (digitaljournal.com) by Pamela Jean, Apr. 23, 2008.

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Teacher and Student Training

“County takes lead in school safety: Officers train with kids, teachers” (thedailyjournal.com, Vineland, N.J.) by James P. Quaranta, Apr. 18, 2008.

May 2008

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“‘Twittering’ During a Campus Lockdown” (The Chronicle of Higher Education, The Wired Campus) by Catherine Rampell, May 7, 2008.

Guns on Campus

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“Athletics officials criticize allowing guns on campus” (2theadvocate.com) by Jordan Blum, May 13, 2008.

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Teacher and Student Training

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Guns on Campus

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“Wooten drops campus gun proposal, vows to try again” (2theadvocate.com) by Jordan Blum, Jun 10, 2008.

“Supreme Court Decision Shoots Down a Gun ban and Raises Questions for College Campuses” (The Chronicle of Higher Education) by Eric Kelderman, Jun 27, 2008.

APPENDIX L

Department of Education Memorandum

KEITH W RHEAULT
Superintendent of Public Instruction

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Deputy Superintendent
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JAMES R. WELLS
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April 22, 2008

MEMORANDUM

TO: Brian Davie, Legislative Services Officer

FROM: Michael Fitzgerald, Education Consultant
Office of Special Education, Elementary and
Secondary Education, and School Improvement

RE: Active Shooter Task Force

Per your request of April 8, 2008, I am providing you with information I shared with you and Craig Hoffecker in February regarding crisis response plans in public schools as required by NRS 392.600-656.

As mentioned, all Nevada school districts as well as all private schools licensed by the state have developed and updated, as deemed appropriate, crisis plans that meet or exceed statutory requirements.

Also as mentioned, best-practices, such as those reflected in *Practical Information on Crisis Planning: A Guide for Schools and Communities*, developed by the U.S. Department of Education, Office of Safe and Drug-Free Schools, recommends that plans take a multi-hazard approach addressing a range of events and hazards caused by both nature and people, such as: natural disasters, severe weather, chemical or hazardous spills, school shootings, acts of terror, outbreaks of disease or infection, etc.

Likewise, best practices recommend that effective crisis plans employ four phases of crisis management:

- **Mitigation/Prevention** addressing what schools and districts can do to reduce or eliminate risk to life and property
- **Preparedness** focusing on the process of planning for the worst-case scenario
- **Response** devoted to the steps to take during the crisis
- **Recovery** dealing with how to restore the learning and teaching environment after a crisis

I might add, in terms of Mitigation/Prevention (a critical role of schools in this comprehensive process), The U.S. Secret Service together with the U.S. Department of Education, in their document *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates*, a result of an intensive study examining 37 incidents of targeted school violence occurring in the United States between 1974 through 2000, have provided recommendations pertinent to the study you are conducting.

In this report, a follow-up to their *Final Report and Findings of the Safe Schools Initiative: Implications for the Prevention of School Attacks in the United States*, it is recommended that a threat assessment process for investigating, evaluating, and managing targeted violence be incorporated into strategies to prevent school violence. Further, effective threat assessment can only occur in a larger context of school safety. Cultures and climates of safety, respect, and emotional support can help diminish the possibility of targeted violence in schools. Among multiple recommendations designed to reach this goal, several stand out: “take a strong, but caring stance against the code of silence; and find ways to stop bullying.”

Finally, according to the U.S. Department of Education and the U.S. Secret Service, it is critical that all schools have comprehensive crisis plans, that these are reviewed, updated, and most importantly practiced.

I hope you will find this information helpful. If you have any questions concerning this matter, please don't hesitate to contact me. I can be reached by phone at 775-687-9168 or by e-mail at mfitzgerald@doe.nv.gov.

MF/mf

C: K. Rheault
G. Dopf
F. McCabe
K. St. Clair

APPENDIX M

Press Release from the Virginia Governor's Office

[Print This Page](#)**For Immediate Release**

April 9, 2008

Contact

Gordon Hickey
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Governor Kaine Signs Legislation in Response to Virginia Tech Shootings

- Legislation includes bills to reform and fund mental health services, adjust legal commitment criteria, and improve campus security -

RICHMOND – Governor Timothy M. Kaine today ceremonially signed several General Assembly bills that arose from the Virginia Tech tragedy of a year ago and that will improve protections for our citizens and treatment for people with mental illness.

"The Virginia Tech tragedy reminded us that we must address the mental health needs of those in our family, among our friends, and in our community," Governor Kaine said. "Working with members of the General Assembly, we will make significant investments in our mental health system and the bills before me today will establish standards for the system and increase accountability."

Among the bills before the Governor today were the Omnibus Mental Health bills, **House Bill 499 (Hamilton)** and **Senate Bill 246 (Howell)**. These bills, which will be corrected with technical amendments, include comprehensive changes in the mental health system and incorporate many of the bills listed below. The bills address the following:

- Commitment criteria;
- Disclosures of mental health information between parties (in various Code sections relating to juvenile and adult commitment, jail transfers, and the Health Records Privacy statute);
- Definition of "responsible person" who may initiate the involuntary treatment process;
- Evidence that can be considered in issuing emergency custody orders (ECO), temporary detention orders (TDO), and commitment orders;
- 2-hour ECO extension for good cause;
- Feedback from community services boards to the petitioner or physician if a TDO will not be recommended;
- Pre-hearing independent examination and CSB preadmission screening;
- Required elements of independent exam;
- Requirements for examiner and CSB to attend and participate in hearings;
- Procedure for transfer of cases between courts, when necessary;
- New Mandatory Outpatient Treatment (MOT) requirements and procedures;
- And, confidentiality of court records.

Other bills before the Governor today include:

Commitment Criteria

House Bill 559 (Bell) changes the criteria for ECOs, TDOs, juveniles and involuntary commitment. It includes how that criteria is applied to prisoners and juveniles, so that a person may be taken into custody, temporarily detained, or involuntarily committed if the person is mentally ill and there exists a "substantial likelihood that, as a result of mental illness, the defendant will, in the near future, cause serious physical harm to himself or others as evidenced by recent behavior causing, attempting, or threatening harm and other relevant information, if any."

Disclosure/Sharing of Information

House Bill 576 (Watts) provides that any health care provider or other provider rendering services to a person subject to involuntary commitment proceedings shall disclose to magistrates, juvenile officers, courts, attorneys, independent evaluators and community service board all information necessary and appropriate for them to perform their duties related to the commitment proceedings. The bill also provides that any health care provider shall be immune for any harm resulting from the disclosure of health records unless he intended the harm or acted in bad faith.

Senate Bill 336 (Cuccinelli) provides that a health care provider or designee of a local community services board or behavioral health authority shall not be required to encrypt email containing information or medical records provided to a magistrate unless there is reason to believe that a third party will attempt to intercept the email.

Schools/Higher Education

House Bill 1005 (Bell) requires the board of visitors or other governing board of any public institution of higher education to establish policies and procedures requiring the notification of a parent of a dependent student when the student receives mental health treatment at the institution's student health or counseling center. The notification applies when there exists a substantial likelihood that the student will, in the near future, cause serious physical harm to himself or others as evidenced by recent behavior or any other relevant information or suffer serious harm due to his lack of capacity to protect himself or to provide for his basic human needs.

House Bill 1058 (Amundson) requires the board of visitors or other governing board of any public institution of higher education to establish policies and procedures requiring the release of a student's educational record if the parent requesting the record claims the student as a dependent.

Senate Bill 538 (Obenshain) mandates that by January 1, 2009, each public institution of higher education establish a comprehensive, prompt, and reliable first warning and emergency notification system for students, staff, and faculty.

Senate Bill 539 (Obenshain) requires that the board of visitors or other governing body of every public institution of higher education establish a threat assessment team. The bill also requires the team to adopt a campus-wide committee charged with education and prevention of violence on campus.

Senate Bill 636 (Cuccinelli) allows each public and private institution of higher education to request from its students complete student records, including any mental health records held by the originating school. These records shall be kept confidential as required by state and federal law.

House Bill 1449 (Crockett-Stark/Shuler) and **Senate Bill 256 (Deeds)** require the board of visitors or other governing body of each public institution of higher education to develop and keep current a written crisis and emergency management plan.

Custody/Transfer of Custody/Transportation

House Bill 401 (Hamilton) and **Senate Bill 81 (Cuccinelli)** allow the law-enforcement agency providing transportation to a person pursuant to an ECO to transfer custody of the person to the facility or location to which the person is transported for evaluation. This bill provides that the facility or location which accepts custody of a person may not require the law-enforcement agency to pay any fees or costs for the transfer of custody.

Emergency Custody Orders (ECO) and Temporary Detention Orders (TDO)

House Bill 583 (Marsden) allows the magistrate to extend the time of ECOs for two hours if good cause exists to grant the extension.

Independent Examiner/Community Services Boards Reports and Participation

House Bill 560 (Bell) requires the independent examiner and the community services board employee or designee who prepared the prescreening report to attend the commitment hearing.

Senate Bill 141 (Edwards) clarifies that a discharge plan prepared by the community services board for persons discharged from a state hospital or training facility shall identify the services that the person discharged will require upon release and the public or private entities that will provide the services.

Court Procedures

House Bill 708 (Janis) clarifies that TDOs and the records pertaining to them are admissible as evidence because they are considered judicial records.

House Bill 1144 (Frallin) allows the magistrate, when considering whether to issue an ECO or a TDO, to consider: the recommendations of any treating or examining physician; any past actions of the person; any past mental health treatment of the person; any relevant hearsay evidence; any medical records available and any affidavits submitted, if the witness is unavailable; any other information available that the magistrate deems relevant to the determination of whether to issue a TDO.

House Bill 1323 (Toscano) requires a magistrate to issue TDOs upon the recommendation of any responsible person, any treating physician or upon his own motion after an in-person evaluation by an employee or designee of the local community services board.

Senate Bill 142 (Edwards) requires that each involuntary commitment hearing be recorded separately, so that no more than one hearing is recorded per tape or other recording.

Access to Firearms

House Bill 709 (Janis) and Senate Bill 226 (McDougle) require that a person seeking to purchase a firearm from a firearms dealer answer questions on the state background check consent form concerning whether the applicant has ever been acquitted by reason of insanity, been adjudicated legally incompetent or mentally incapacitated, or been involuntarily admitted to a facility or involuntarily ordered to out-patient mental health treatment.

House Bill 815 (Albo) Central Criminal Records Exchange; requires reporting of involuntary commitment of persons who were the subject of a TDO and who subsequently agreed to voluntary commitment.

Senate Bill 216 (Edwards) clarifies that orders for both involuntary inpatient and outpatient mental health treatment must be forwarded by the clerk of court to the Central Criminal Records Exchange, and that persons ordered to either involuntary inpatient or outpatient treatment are prohibited from purchasing, possessing, or transporting a firearm. This portion of the bill codifies Executive Order 50 (2007).

Minors

House Bill 400 (Hamilton) and Senate Bill 67 (Howell) provides that minors 14 years of age or older who are incapable of making an informed decision may be admitted to inpatient treatment upon the application of a parent.

House Bill 402 (Hamilton) and Senate Bill 68 (Howell) provide that a petition for the involuntary commitment of a minor shall be served upon the minor and the minor's parents unless the petition has been withdrawn or dismissed.

House Bill 582 (Marsden) increases from 72 hours to 96 hours the length of time to hold a hearing for the involuntary commitment of a minor or the emergency admission of a minor for inpatient treatment, and that a minor may be admitted by his parents to a facility over his objections.

Senate Bill 247 (Howell) provides that a court shall appoint a guardian ad litem and counsel for a minor for involuntary commitment hearings and proceedings for the judicial approval of the admission for inpatient treatment of a minor 14 years of age or older over his objections.

Further Study of Mental Health Reform

The General Assembly has acknowledged the value in continuing to study the issue of Mental Health Reform. Senate Joint Resolution 42 (Lucas) requests the Joint Commission on Health Care to study mental health reform.

Budget

The General Assembly included flexibility for DMHMRSAS to work with system stakeholders to determine how funds can best be allocated to meet the pressing need for improved care surrounding the civil commitment process.

The biennium budget includes \$28.3 million to be allocated in key areas, including:

- **Emergency Services** – Helps increase emergency services capacity by:
 - (1) Improving access to emergency psychiatric care,
 - (2) Increasing emergency staff to provide crisis response, participate in commitment hearings, etc. and (3) Expanding the number of residential crisis stabilization programs. Expanded emergency services would provide intensive services, rapid access and peer-provided services as part of the civil commitment process.
- **Outpatient Services** – Expands and improves outpatient services by adding new outpatient clinicians as part of the civil commitment process.
- **Case Management** – Increases case management throughout the Commonwealth to provide coordination and linkage services with a focus on helping individuals adhere to a treatment plan as part of the civil commitment process.

In addition, over the biennium, the mental health budget includes:

- **\$6 million** to expand a pilot program for jail diversion services funded in the 2006-08 biennial budget that will provide diversion and wrap-around services for an estimated 300-500 people.
- **\$5.8 million** to hire clinicians specializing in children's mental health to help serve children who are not eligible for services through the Comprehensive Services Act.
- **\$600,000** to create positions in DMHMRSAS to expand monitoring of CSBs and to develop core service standards and service improvement plans. These positions will allow for better oversight of community-based services expansion.
- **\$600,000** to establish a training program for crisis intervention to enable law enforcement to respond to crisis situations involving individuals with mental illness.
- **\$345,000** to expand licensing staff to help monitor and ensure program quality.

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APPENDIX N

NCSL Guns on Campus compilation (7/15/08)



NATIONAL CONFERENCE *of* STATE LEGISLATURES

The Forum for America's Ideas

Carrying Guns on Post-Secondary Campuses - 2008 Legislation as of 7/15/08

States with ACTIVE legislation to ALLOW all or some individuals with concealed carry weapons (CCW) permits to conceal carry their weapon on university/college/higher education campuses: **1** (Ohio).

States where 2008 CCW legislation was DEFEATED: **15** (Alabama, Arizona, Georgia, Idaho, Indiana, Kentucky, Louisiana, Minnesota, Mississippi, Oklahoma, South Carolina, South Dakota, Tennessee, Virginia, Washington).

Notes on text colors: **Green** = introduced in 2007; carried over and still active

Red = introduced in 2008; bill defeated

Black = introduced in 2008; bill active

Blue = introduced in 2008; bill to prohibit CC on campuses

1. **Alabama SB 18**

Status: 3/27/2008: Died in Committee

This bill would authorize a student at a state-supported college or university to carry a firearm on campus if certain conditions are met.

2. **Alabama S.B. 27**

Status: 3/27/2008: Died in Committee

To prohibit a state-supported college or university from adopting a policy prohibiting persons employed as a professor at the college or university from carrying a firearm on campus if the professor has any required license.

3. **Alabama S.B. 271**

Status: 3/27/2008: Died in Committee

Authorizes certain persons employed as a professor at a state-supported college or university to carry a firearm on the campus of the college or university at which the professor is employed.

4. **Arizona SB 1214**

Status: 5/19/2008; Failed in Senate; blocked from vote:

<http://www.azcentral.com/arizonarepublic/local/articles/0519guns0520.html>.

Exempts, from misconduct involving weapons, a person who possesses a valid CCW permit and possesses a concealed firearm on school grounds. Expands the definition of school to include a community college under the jurisdiction of a community college district, a university under the jurisdiction of the Arizona Board of Regents, a private college or a private university.

5. **Georgia H.B. 915**

Status: 1/16/2008; In House for Second Reading

Will remove technical schools, vocational schools, colleges, universities, and institutions of postsecondary education from the list of places where concealed handgun license (CHL)/concealed carry weapons permit (CCW)/concealed handgun permit (CHP) holders are prohibited from carrying concealed handguns, in the state of Georgia.

6. **Idaho S.B. 1381**

Status: 4/7/2008; Failed - Adjourned

Repeals and adds to existing law to provide for preemption of all regulation of firearms by a county, city, constitutional corporation, agency, board or any other political subdivision of this state with exceptions.

7. **Indiana S.B. 158**

Status: 3/14/2008; Failed - Adjourned.

Prohibits a State College or University from regulating in any manner the ownership, possession, sale, transfer or transportation of firearms or ammunition.

8. **Kentucky H.B. 114**

Status: 4/16/2008; Failed - Adjourned

Requires colleges, universities, and postsecondary education facilities, including technical schools and community colleges, to comply with the provisions of Section 1 of the Constitution of Kentucky relative to the possession and carrying of deadly weapons on the property of the institution.

Note: Prevent a public university from prohibiting concealed carry.

9. **Louisiana H.B. 199**

Status: 6/9/2008; Failed - Not called to vote

Authorizes concealed handgun permit holders to carry concealed handguns on college campuses.

10. **Michigan H.B. 5162 - NOTE: Relates to K-12 only**

Status: 9/5/2007; To HOUSE Committee on JUDICIARY

Allows school teachers, administrators, and employees to carry concealed pistols in school and on school property under certain circumstances

11. **Minnesota H.B. 4198**

Status: 5/19/2008; Failed - Adjourned

Relates to public safety; rescinds the authority granted to postsecondary institutions to establish policy regarding the carrying and possession of firearms by students on public postsecondary institution property.

12. **Mississippi H.B. 1286**

Status: 2/19/2008; DIED in committee

Authorizes concealed weapons carrying licenses holders to carry weapon on college campuses.

13. **Ohio H.B. 225**

Status: 5/24/2007; In Criminal Justice Committee

<http://www.daytondailynews.com/n/content/oh/story/news/local/2008/04/15/ddn041608concealedinside.html>

Authorizes a person to carry a concealed handgun without obtaining a license to the same extent as if the person had obtained such a license if the person qualifies for a concealed carry license and is

legally permitted to purchase a handgun. Eliminates as premises in which a concealed carry licensee may not carry a concealed handgun public or private institutions of higher education, places of worship, day-care centers and homes.

14. **Oklahoma H.B. 2513**

Status: 5/30/2008; Adjourned - Failed (**NOT read on 4/4**

<http://newsok.com/article/3225890/1207427871>)

Bill Text: Any person in possession of a valid concealed handgun license issued pursuant to the provisions of the Oklahoma Self-Defense Act shall be authorized to carry the concealed handgun into or upon any public college or university property. . . . Nothing contained in any provision of this subsection shall be construed to limit the authority of any public college or university in this state to establish a policy or rule that restricts or prohibits faculty members or employed personnel who have a concealed handgun license from possessing, carrying or storing a concealed handgun on college or university property.

15. **South Carolina H.B. 3964**

Status: 6/5/2008: Failed - Adjourned

Provides that a person who possesses a concealable weapons permit may carry a concealable weapon on his person while on the premises or property of a public educational institution; relates to the issuance of concealed weapon permits; deletes the restrictions upon carrying a concealable weapon into a school or college event

16. **South Dakota H.B. 1261**

Status: 2/4/2008; From SENATE Committee on STATE AFFAIRS: Do not pass.

Allows law-abiding people to carry guns on the campuses of South Dakota's public universities.

17. **Tennessee H.B. 3014 / S.B. 3730**

Status: House bill defeated, <http://www.wsmv.com/news/15646182/detail.html>, Senate; Failed - Adjourned

Authorizes full-time faculty and staff at public schools, colleges, and universities in Tennessee to carry handguns if not otherwise prohibited by law.

18. **Virginia H.B. 424**

Status: 2/12/2008; Left in committee

Permits full-time faculty members of state institutions of higher education who possess a valid Virginia concealed handgun permit to carry a concealed handgun on campus.

19. **Washington S.B. 6304**

Status: 3/13/2008; Failed - Adjourned

Allows institutions of higher education to adopt rules regulating firearms on campus; allows institutions of higher education, to adopt rules: (1) Restricting or prohibiting the discharge of firearms in any institutionally owned or controlled lands, buildings, or facilities; or (2) Restricting or prohibiting the possession of firearms in any institutionally owned or controlled lands, buildings, or facilities.

20. **Washington SB 6841**

Status: 3/13/2008; Failed - Adjourned

Relating to restricting possession of weapons at institutions of higher education

21. Washington S.B. 6860

Status: 3/13/2008; Failed - Adjourned

Prohibits institutions of higher education from adopting rules concerning the possession of firearms.