School Safety Policies and Programs Administered by the U.S. Federal Government: 1990–2016

A Report Prepared by the
Federal Research Division, Library of Congress
under an Interagency Agreement with the
National Institute of Justice, U.S. Department of Justice

August 2017

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★ 69 Years of Service to the Federal Government ★
1948 – 2017

This resource was prepared by the author(s) using Federal funds provided by the U.S. Department of Justice. Opinions or points of view expressed are those of the author(s) and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

TABLE OF CONTENTS

TABLE OF TABLES

TABLE OF FIGURES

INTRODUCTION

Federal Action on School Safety in the 1970s and 1980s

The rise of school safety programs and policies administered by federal agencies can be traced to the early 1970s, a period in which youth crime and drug use became focal points in the public and congressional debates about criminal justice policy.[1] The Juvenile Justice and Delinquency Prevention Act of 1974 (JJDPA), for example, the national youth violence prevention law administered by the U.S. Department of Justice (DOJ), authorized programs to address these issues in schools. Two congressionally mandated reports (released in 1975 and 1978, respectively) found that school violence and disciplinary problems—including the use of drugs and alcohol and weapons carrying—were on the rise across the nation's school systems. The studies recommended further legislative action to stem the rising trends in school violence, vandalism, and disruptive behavior.[2]

In the 1980s, federal efforts to prevent alcohol and drug use among students and young people intensified.[3] By the mid-1980s, reports of a cocaine "epidemic" lent a new urgency to congressional efforts to address substance abuse among young people.[4] Congress and President Ronald Reagan took action to combat student drug use by enacting the Drug-Free Schools and Communities Act (DFSCA), which authorized school-based drug prevention programs to be administered by the U.S. Department of Education (ED) as part of the Anti-Drug Abuse Act of 1986.[5]

Federal Action on School Safety in the 1990s

During the 1990s, Congress and the White House worked in tandem to address violence and disciplinary problems in schools. The 1992 reauthorization of the JJDPA created new programs to combat the presence of gangs in schools.[6] Two years later, the Gun-Free Schools Act of 1994 required local education agencies (LEAs), as a condition of receiving federal education assistance, to have in effect a "zero tolerance" policy.[7] This policy required the expulsion from school for at least one year of any student who brought a gun, knife, or other weapon to school.[8] Another key piece of legislation, the Safe Schools Act of 1994, directed the Secretary of Education to make competitive grants to eligible LEAs for projects aimed at ensuring that all schools are safe and free of violence.[9]

Similarly, the 1994 reauthorization of the Elementary and Secondary Education Act of 1965 (ESEA)—the nation's education reform law administered by ED—introduced new federal school safety programs. The Safe and Drug-Free Schools and Communities Act (SDFSCA), which became Title IV, Part A of the ESEA, expanded ED's role in promoting school safety. The SDFSCA provided large-scale federal support for school- and community-based programs to prevent youth violence and alcohol and other drug use. These programs supported a broad range of state and local school safety-related activities, including physical security enhancements to school buildings and readiness and emergency management training for school administrators, as well as evidence-based programs to improve the disciplinary climate in schools and provide school-based mentoring and life-skills training for young people. The programs followed the allocation model pioneered by the earlier drug-free schools effort, awarding formula grants to states and state education agencies to support state programs, together with discretionary grants to LEAs and LEA consortia for the prevention of school violence and drug and alcohol use by students.[10] By 1999, the SDFSCA Program had provided support for such efforts to nearly every school district in the United States.[11]

Federal statistics from the late 1990s indicate that America's schools were becoming safer as a whole when compared to earlier in the decade. Between 1995 and 1999, for example, the percentage of students who reported being the victims of crime at school decreased from 10 percent to 8 percent; during the same period, the percentage of students aged 12–18 who reported avoiding one or more places at school for their own safety decreased from 9 percent to 5 percent. Furthermore, the percentage of middle and secondary school students who reported that street gangs were present at their schools declined from 29 percent in 1995 to 17 percent in 1999. As the overall victimization rates in schools decreased, students reported feeling more secure at school.[12]

Notwithstanding the data suggesting that schools were becoming safer, a series of fatal multiple-victim school shooting incidents in late 1997 and early 1998 prompted Congress and the Clinton administration to redouble federal efforts to secure America's schools.[13] In August 1998, ED and the DOJ released a report titled *Early Warning, Timely Response: A Guide to Safe Schools*. This guide provided schools and communities with information about identifying the early warning signs of and taking action steps to prevent and respond to school violence. Every school in the nation received a copy of the guide.[14] Two months later, ED and the DOJ jointly

published the first *Annual Report on School Safety*. This report contained an analysis of existing national school crime data; examples of strategies considered effective in reducing school violence, drug use, and class disruption; recommended actions that parents could take locally to combat school crime; and a catalog of resources available to schools and communities to help create safe, disciplined, and drug-free schools.[15]

On October 15, 1998, President Bill Clinton convened the first White House Conference on School Safety, bringing together students, parents, and teachers from communities impacted by school violence, as well as experts on issues related to the safety of children both in and out of school. Community leaders from across the nation were also able to participate via satellite.[16] During his keynote address, Clinton announced two new large-scale school safety discretionary grant programs: the COPS in Schools program to fund the hiring and training of school resource officers, and the Safe Schools/Healthy Students Initiative to fund interagency, community-based violence prevention and behavioral health programs for school-age children and youth.[17]

The Clinton administration envisioned the COPS in Schools program, administered by the DOJ's Office of Community Oriented Policing Services (COPS), as an effort to expand community-oriented policing to schools nationwide.[18] A year after its introduction, the program became the largest single component of the Safe Schools Initiative, a congressional funding package introduced as part of the fiscal year (FY) 1999 appropriations bill that directed funding toward school safety activities.[19] Between 1999 and 2005, the COPS in Schools program awarded more than $800 million in grants to law enforcement agencies across the nation to support the hiring of thousands of school resource officers.[20]

The other major program announced at the conference—the Safe Schools/Healthy Students Initiative—sought to enhance student mental health services, improve school safety, prevent substance abuse among children and youth, and promote pro-social behaviors in children from an early age. The initiative, which was administered by ED, the DOJ and the U.S. Department of Health and Human Services (HHS), awarded multi-year grants to LEAs that partnered with local public mental health authorities, law enforcement, and juvenile justice entities to develop comprehensive programs to prevent school violence and drug abuse among children and youth.[21] From FY1999 through FY2012, the Safe Schools/Healthy Students Initiative provided services to more than 13 million children and youth, and more than $2 billion in funding and other resources to 365 communities in 49 states.[22]

In June 1999, the shooting at Columbine High School in Littleton, Colorado, claimed the lives of 14 students (including the two assailants) and a teacher. In response, ED and the U.S. Secret Service launched the Safe School Initiative to study the thinking, planning, and other pre-attack behaviors of school shooters. The initiative examined 37 major incidents of targeted school violence (involving 41 attackers) that occurred in the United States from 1974—the year in which the earliest incident identified took place—through June 2000, when data collection for the study was completed. In 2002, the federal partners published *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates*, which distilled the lessons learned from these incidents, providing key information for school district superintendents and school security chiefs.[23] Another key program created in response to the Columbine shooting, Project SERV (School Emergency Response to Violence), funds short- and long-term education-related services to LEAs and institutions of higher education to help them recover from violent or traumatic events that disrupt their learning environments.[24]

Federal Action on School Safety in the 2000s

During the early 2000s, Congress and the administration of George W. Bush continued and expanded several Clinton-era school safety programs, as well as created new ones. In 2001, for example, Congress created the Secure Our Schools program to assist schools in acquiring the latest facility safety systems and services. This DOJ-administered discretionary grant program awarded approximately $122 million to school systems across the country from 2002 through 2011.[25] In 2002, the DOJ launched Project Sentry, a program designed to prevent gun violence in schools by providing U.S. Attorney's offices with additional resources to combat violations of federal and state firearms laws involving juveniles, prosecute adults who illegally give firearms to juveniles, and promote school safety through community outreach efforts.[26] In 2003, ED launched the Readiness and Emergency Management for Schools program to support LEA efforts in developing and improving emergency response and crisis plans at both the school district and individual school-building levels.[27]

Despite continuing positive trends in school safety and declining youth violence nationwide, as indicated by federal data collections and reports such as the *Indicators of School Crime and Safety* report, school and campus shootings highlighted the buildings' ongoing vulnerability to a determined armed assailant. In October 2006, the fatal shooting of five Amish

schoolchildren in Lancaster, Pennsylvania, by a lone gunman refocused the nation's attention on school safety. One week after the shooting, President Bush convened the Conference on School Safety in Chevy Chase, Maryland, which brought together educators, law enforcement officials, families, and policymakers to discuss best practices to prevent future school shootings.[28] Six months later, the mass shooting in April 2007 at Virginia Tech, which claimed the lives of 33 victims, underscored the importance of emergency management planning for educational institutions.

Federal Action on School Safety in the 2010s

Following the George W. Bush administration, Congress and President Barack Obama introduced new programs to protect schoolchildren and youth from victimization—including victimization by other students through bullying and cyberbullying. In March 2011, the White House Conference on Bullying Prevention brought together students, teachers, advocates, the private sector, and policymakers to discuss ways to combat bullying and cyberbullying.[29] In the lead up to the conference, several federal agencies partnered with children's advocacy organizations to establish the Federal Partners in Bullying Prevention Steering Committee to raise awareness through public information campaigns. Since 2010, the committee has hosted biennial bullying prevention summits to review the country's progress on bullying prevention and examine emerging challenges on the bullying prevention front.

The Obama administration also sought to develop alternative approaches to school disciplinary policies which, in some cases, disproportionately impact minority students and have been faulted for producing a "school-to-prison pipeline." The Supportive School Discipline Initiative, for example, a collaborative project between ED and the DOJ, addressed this phenomenon of disciplinary policies and practices that can push students out of school and into the justice system. To counteract this phenomenon, the initiative aimed to support disciplinary practices that are non-discriminatory and that foster safe and productive learning environments in every classroom.[30]

On December 14, 2012, a lone gunman entered Sandy Hook Elementary School in Newtown, Connecticut, and claimed the lives of 26 first-graders and six staff members. In response, the Obama administration created the multi-agency Now is the Time Initiative to reduce gun violence and improve access to mental health services in the nation's schools and

communities.[31] The effort was conceived as an initiative involving ED, the DOJ, and HHS, which pursued separate but coordinated program goals.[32]

After peaking in the early to mid-2000s—a period during which several national-level school safety initiatives were active and receiving substantial appropriations—federal funding for school safety declined in the following decade.[33] The downward trend began in FY2010, when Congress eliminated the state formula grants portion of the SDFSCA Program; these grants represented around half of the program's budget (the appropriation for the overall program dropped from $435 million in FY2009 to $191 million in FY2010).[34] The Budget Control Act, which set caps on discretionary spending for FY2012 and FY2013, also required substantial reductions in school safety program spending across the federal government.

However, during FY2014, Congress established the Comprehensive School Safety Initiative, a discretionary grant program administered by the National Institute of Justice, the DOJ's research arm, to identify and understand the potential root causes and consequences of school violence and its impact on school safety, and to help develop best practices to protect the nation's schools from all types of threats and hazards. The impetus for this funding was the 2012 school shooting at Sandy Hook Elementary in Newtown, CT.

* * *

The following chapters discuss in greater detail the federal school safety programs, policies, research, and technical assistance resources for K–12 public schools—including public charter schools—administered by ED, the DOJ, and HHS since the early 1990s. Major interagency collaborations on school safety are described separately. For each program, the legislative background and the intent of the program's congressional and executive branch architects are discussed. A brief implementation history of the program, including official statistics on the appropriations and grant awards since its inception, is also provided.

[1] Franklin E. Zimring, "American Youth Violence: Issues and Trends," *Crime and Justice* 1 (1979): 67.
[2] In April 1975, the U.S. Senate's Judiciary Committee issued the first major federal report on school safety, titled *Our Nation's Schools—A Report Card: "A" in School Violence and Vandalism*. This report summarized the findings of a four-year, congressionally mandated study on violence and vandalism in the nation's schools. Three

years later, another congressionally mandated report, *Violent Schools—Safe Schools: The Safe School Study Report to the Congress*, found that about 8 percent of the nation's schools had a "serious" problem with crime, and that more than 25 percent of all schools were subject to vandalism in a given month. The estimated annual cost to the nation of this crime was around $200 million (U.S. Senate, Comm. on the Judiciary, *Our Nation's Schools—A Report Card: "A" in School Violence and Vandalism* [Washington, DC: U.S. Government Printing Office, 1975], https://www.ncjrs.gov/pdffiles1/Digitization/19104NCJRS.pdf; U.S. Department of Health, Education, and Welfare, National Institute of Education, *Violent Schools—Safe Schools: The Safe School Study Report to the Congress* [Washington, DC: U.S. Government Printing Office, 1977], "Executive Summary," https://www.ncjrs.gov/pdffiles1/Digitization/45149NCJRS.pdf.

[3] Edward Klebe, *Drug and Alcohol Abuse: Prevention, Treatment, and Education*, CRS Report for Congress 86-1052 EPW (Washington, DC: Library of Congress, Congressional Research Service [CRS], 1986), 2.

[4] Jon Schuppe, "30 Years after Basketball Star Len Bias' Death, Its Drug War Impact Endures," *NBCNews.com*, June 19, 2016, http://www.nbcnews.com/news/us-news/30-years-after-basketball-star-len-bias-death-its-drug-n593731.

[5] Anti-Drug Abuse Act of 1986, Pub. L. No. 99–570, Title IV, Subtitle B, 100 Stat. 3207, 3207-125–136 (1986).

[6] For example, in fiscal year 1999, $15 million in Title V funding was allocated to the Safe Schools Initiative (U.S. Department of Justice [DOJ], Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Moving Toward a Healthier Future," in *1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*, accessed July 3, 2017, https://www.ojjdp.gov/pubs/98report/report_v.html).

[7] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3907–8.

[8] The concept of "zero tolerance" became widely adopted in schools in the early 1990s as a philosophy or policy that mandates the application of predetermined consequences for disciplinary violations—especially drug and weapons possession by students—that are intended to be applied regardless of the gravity of behavior, mitigating circumstances, or situational context.

[9] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title VII, Sec.701, 108 Stat. 125, 204 (1994).

[10] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3672–90 (1994).

[11] White House, Office of the Press Secretary, "Making Our Schools and Communities Safer and Drug-Free," October 15, 1998, https://archive.hhs.gov/news/press/1999pres/19991015.html.

[12] U.S. Department of Education (ED), Office of Educational Research and Improvement, National Center for Education Statistics (NCES), and DOJ, Office of Justice Programs, Bureau of Justice Statistics, *Indicators of School Crime and Safety: 2001* (Washington, DC: ED, Office of Educational Research and Improvement, NCES, 2001), v–vi, http://nces.ed.gov/pubs2002/2002113.pdf.

[13] Five fatal school shooting incidents occurred between October 1997 and May 1998, at Pearl High School in Pearl, Mississippi (October 1, 1997); Heath High School in West Paducah, Kentucky (December 1, 1997); Westside Middle School in Jonesboro, Arkansas (March 24, 1998); James W. Parker Middle School in Edinboro, Pennsylvania (April 24, 1998); and Thurston High School in Springfield, Oregon (May 21, 1998).

[14] Kevin P. Dwyer, David Osher, and Cynthia Warger, *Early Warning, Timely Response: A Guide to Safe Schools* (Washington, DC: ED, 1998), http://files.eric.ed.gov/fulltext/ED418372.pdf.

[15] ED and DOJ, *Annual Report on School Safety: 1998* (Washington, DC: ED and DOJ, 1998), https://www2.ed.gov/PDFDocs/schoolsafety.pdf.

[16] William J. Clinton, "White House Conference on School Safety: Causes and Prevention of Youth Violence; Welcome Letter," October 5, 1998, https://clinton2.nara.gov/WH/New/Safety/letter.html. Clinton's successors also convened school safety-related summits. In October 2006, for example, President George W. Bush convened the national Conference on School Safety in Chevy Chase, Maryland, and in March 2011, President Barack Obama convened the White House Conference on Bullying Prevention. The Obama administration subsequently hosted two conferences on reforming school disciplinary practices and launched the government-wide Now is the Time Initiative.

[17] White House, Office of the Press Secretary, "President Clinton's Remarks at the White House Conference on School Safety," October 15, 1998, https://clinton4.nara.gov/WH/New/html/19981015-19598.html.

[18] White House, Office of the Press Secretary, "President Clinton's Remarks at the White House Conference on School Safety."

[19] The Safe Schools Initiative should not be confused with the similarly named Safe School Initiative, a research-based collaboration between ED and the U.S. Secret Service. Nor should it be confused with the Safe Schools/Healthy Students Initiative. All three programs were being implemented during the 1990s.

[20] DOJ, Office of Community Oriented Policing Services, "Press Releases Archives," last updated September 13, 2000, http://web.archive.org/web/20010105191700/http://www.usdoj.gov:80/cops/news_info/press_releases/pr_archives.htm; DOJ, Office of Community Oriented Policing Services, "Grant Announcements Archive," last updated March 7, 2000, http://web.archive.org/web/20000308211532/http://www.usdoj.gov:80/cops/news_info/grant_annouce/ga_grantaward_archive.htm#; DOJ, Office of Community Oriented Policing Services, "COPS in Schools Award Announcement, Round 7," February 8, 2001, https://web.archive.org/web/20090320055032/http://www.cops.usdoj.gov/default.asp?Item=727.

[21] ED, Office of Elementary and Secondary Education, "Safe Schools–Healthy Students Initiative: Program Description," last modified May 6, 2014, https://www2.ed.gov/programs/dvpsafeschools/index.html. Local juvenile justice agencies became the fourth community partner in 2004 (Irene Saunders-Goldstein, "Federal Collaboration Redefined: The History of the Safe Schools/Healthy Students Initiative" [unpublished manuscript, 2008], 24, Microsoft Word file).

[22] U.S. Department of Health and Human Services (HHS), Substance Abuse and Mental Health Services Administration, "About Safe Schools/Healthy Students (SS/HS)," last updated June 8, 2015, https://www.samhsa.gov/safe-schools-healthy-students/about.

[23] Robert A. Fein et al., *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates* (Washington, DC: U.S. Secret Service and ED, 2004), https://www2.ed.gov/admins/lead/safety/threatassessmentguide.pdf. This guide was first issued in 2002 and updated in 2004.

[24] Gail McCallion and Rebecca R. Skinner, *School and Campus Safety Programs and Requirements in the Elementary and Secondary Education Act and Higher Education Act*, CRS Report for Congress RL33980 (Washington, DC: Library of Congress, CRS, 2012), 6n16, https://www.hsdl.org/?view&did=729503; ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Purpose," last modified May 5, 2014, http://www2.ed.gov/programs/dvppserv/index.html.

[25] DOJ, Office of Community Oriented Policing Services, "COPS in Schools Award Announcement, Round 7"; DOJ, Office of Community Oriented Policing Services, "COPS Office Announces $14.4 Million in School Safety Grants," September 11, 2008, https://cops.usdoj.gov/Default.asp?Item=2081; DOJ, Office of Community Oriented Policing Services, "COPS Office Awards $16 Million in School Safety Funds," October 1, 2009, https://cops.usdoj.gov/Default.asp?Item=2287; DOJ, Office of Community Oriented Policing Services, "COPS Office Announces $26.1 Million to Improve School Safety and Reduce Child Sexual Victimization," September 29, 2010, https://cops.usdoj.gov/Default.asp?Item=2549; DOJ, Office of Community Oriented Policing Services, "US Department of Justice COPS Office Announces Over $13 Million in School Safety Grants," September 8, 2011, https://cops.usdoj.gov/Default.asp?Item=2599.

[26] DOJ, "Attorney General Directs Closing of NICS Loophole to Keep Guns Out of the Hands of Prohibited Aliens and Announces New Prosecutors to Promote School Safety," February 13, 2002, https://www.justice.gov/archive/opa/pr/2002/February/02_ag_074.htm.

[27] ED, Office of Elementary and Secondary Education, "Readiness and Emergency Management for Schools: Purpose," last modified October 28, 2015, https://www2.ed.gov/programs/dvpemergencyresponse/index.html.

[28] White House, Office of the Press Secretary, "Fact Sheet: Conference on School Safety," October 10, 2006, https://georgewbush-whitehouse.archives.gov/news/releases/2006/10/20061010.html.

[29] Valerie Jarrett, "Ending Bullying in Our Schools & Communities," *White House Blog*, April 20, 2012, https://www.whitehouse.gov/blog/2012/04/20/ending-bullying-our-schools-communities; ED, Press Office, "U.S. Department of Education to Host Fourth Federal Partners in Bullying Prevention Summit," accessed July 25, 2017, http://www.ed.gov/news/media-advisories/us-department-education-host-fourth-federal-partners-bullying-prevention-summit.

[30] The four main goals of the initiative are: building consensus for action among federal, state, and local education and justice stakeholders; collaborating on the research and data collection needed to inform such work; developing guidance to ensure school discipline policies and practices comply with the nation's civil rights laws, as well as promote positive disciplinary actions that keep students in school and improve the climate for learning; and promoting awareness and knowledge about promising evidence-based policies and practices among state judicial and educational leadership (DOJ, Office of Public Affairs, "Attorney General Holder, Secretary Duncan Announce Effort to Respond to School-to-Prison Pipeline by Supporting Good Discipline Practices," July 21, 2011, https://www.justice.gov/opa/pr/attorney-general-holder-secretary-duncan-announce-effort-respond-school-prison-pipeline).

[31] White House, *Now is the Time: The President's Plan to Protect Our Children and Our Communities by Reducing Gun Violence* (Washington, DC: White House, 2013), https://obamawhitehouse.archives.gov/sites/default/files/docs/wh_now_is_the_time_full.pdf.
[32] HHS's participation in the initiative is authorized under 42 U.S.C. § 520A.
[33] Appropriations figures for the school safety programs and policies administration by ED, DOJ, and HHS are listed in their respective sections.
[34] ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2009 Budget Summary and Background Information*, 33, accessed March 9, 2017, https://www2.ed.gov/about/overview/budget/budget09/summary/09summary.pdf; ED, "Elementary and Secondary Education: Successful, Safe, and Healthy Students," in *Fiscal Year 2011 Budget Summary and Background Information*, 25, accessed March 9, 2017, https://www2.ed.gov/about/overview/budget/budget11/summary/11summary.pdf.

SCHOOL SAFETY PROGRAMS AND POLICIES ADMINISTERED BY THE U.S. DEPARTMENT OF EDUCATION

Federal Legislation for Safe and Drug-Free Schools

Elementary and Secondary Education Act of 1965 and Reauthorizations

The Elementary and Secondary Education Act of 1965 (ESEA), signed into law by President Lyndon B. Johnson, is America's national education law. It created new federal grant programs for school districts serving low-income students, federal grants for textbooks and library books, funding for special education centers, and scholarships for low-income college students. Additionally, the law provided federal grants to state education agencies to improve the quality of elementary and secondary education.[1]

With successive reauthorizations, Congress has modified the scope of the ESEA to encompass new national priorities for America's education system. In 1987, Congress authorized new drug abuse education and prevention programs for students and young people in the Drug-Free Schools and Communities Act of 1986 (DFSCA), which became Title V of the ESEA. In 1994, Congress expanded the scope of the ESEA once again to incorporate the Safe Schools and Gun-Free Schools Acts, establishing federal school safety as a core program focus for the U.S. Department of Education (ED).[2]

The Safe and Drug-Free Schools and Communities Act (SDFSCA)—which comprised Title IV, Part A of the ESEA from 1994 until 2015—authorized federal support for innovative state and local programs to improve school safety and protect students from the influence of drugs and gangs. It combined a state formula grants program with a discretionary grant component for national programs and activities. It also introduced national accountability and performance standards for all federally funded SDFSCA programs to ensure the most effective use of federal dollars. The act also articulated federal education policies on school safety and school climate, including policies on gun-free schools, parental choice in transferring children from schools designated by state education agencies as "persistently dangerous," and compliance with U.S. civil rights laws in the application of school discipline and school climate measures.[3]

Federal School Safety Mandates Under the ESEA

Several federal mandates related to school safety and school climate apply to all recipients of grant funds authorized by the ESEA. Three important policies that cut across all

ESEA-funded programs and activities are gun-free school requirements, options for students attending unsafe schools, and compliance with civil rights legislation.

Gun-Free School Requirements

The Goals 2000: Educate America Act amended the ESEA in 1994 by inserting the Gun-Free Schools Act as a new Title VIII. Under the act, no ESEA funds could be awarded to an LEA unless it had a policy requiring the expulsion from school for at least one year of any student who had been determined to have brought a weapon to a school under its jurisdiction. However, the chief administering officer of the LEA could modify the expulsion requirement for students on a case-by-case basis.[4]

The Improving America's School Act (IASA), which also amended the ESEA, contained another version of the gun-free schools provision. This modified Gun-Free Schools Act mandated that each state receiving federal funds under the ESEA have a law requiring LEAs to expel from school for at least one year any student who was determined to have brought a firearm to school. The act also required the state's law to allow the chief administering officer of the LEA to modify the expulsion requirement for students on a case-by-case basis.[5] Additionally, the IASA amended the Individuals with Disabilities Education Act (IDEA) in an attempt to provide flexibility to schools in the discipline of disabled students who brought guns to school.[6]

When the ESEA was amended and reauthorized by the 2001 No Child Left Behind (NCLB) Act, the Gun-Free Schools Act was incorporated into the SDFSCA. The revised gun-free schools requirements included a new provision stating that LEAs must have a policy requiring the referral of any student who brings a firearm or weapon to school to the local criminal justice or juvenile justice system.[7] As before, the Gun-Free Schools Act had to be construed in a manner consistent with the IDEA. By using the case-by-case exception, LEAs could discipline students with disabilities in accordance with the requirements of IDEA and the Rehabilitation Act of 1973 and maintain their eligibility for federal financial assistance.[8] The ESSA, which replaced the NCLB Act in 2015, continues these gun-free schools requirements.[9]

Unsafe School Choice Option Policy

The Unsafe School Choice Option (USCO) policy is a mandate within the ESEA, as amended by the ESSA, requiring SEAs to establish and implement a policy under which students

who attend a public school designated as "persistently dangerous," or who become the victims of a violent criminal offense while on the grounds of their assigned school, are allowed to transfer to an alternative public or charter school within the same LEA. Congress introduced the USCO mandate under the NCLB Act and extended it in the ESSA.[10] As a condition of receiving ESEA funds, each state must certify in writing to the Secretary of Education that the state is in compliance with USCO requirements. A yearly certification of compliance with these requirements must be received before any ESEA funding for the next fiscal year can be awarded.[11]

ED administers the policy and has issued non-regulatory guidance outlining the steps that states must take to comply with the USCO requirements. These steps include:

- Establishing a state USCO policy;
- Identifying persistently dangerous schools;
- Identifying types of offenses that are considered to be violent criminal offenses;
- Providing a safe public school option; and
- Certifying compliance with the USCO.[12]

Though each state must comply with these requirements, SEAs have substantial latitude to interpret their USCO policies. For example, SEAs determine the types and frequency of incidents "that may lead to a school being designated 'persistently dangerous.'"[13] As a result, there is considerable variation among the states in the frequency with how they designate schools as "persistently dangerous."[14] In general though, SEAs rarely designate one of their schools as persistently dangerous under the USCO policy.[15]

Federal funds have not generally been provided to address the specific needs of persistently dangerous schools. However, the 2007 U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act authorized and appropriated funding for the Grants to Address Youth Violence and Related Issues in Persistently Dangerous Schools Program (CFDA No. 84.184V).[16] Congress appropriated $8.6 million for persistently dangerous schools during FY2007 only.[17] LEAs in which at least one school was identified as persistently dangerous according to the USCO policy during the 2006–7 school year—and

certified as such by the state as part of the SEA's annual consolidated performance report—were eligible to apply for funding. Eligible LEAs could also propose activities that addressed violence and related issues in schools. In FY2007, ED's Office of Safe and Drug-Free Schools awarded 13 grants, ranging from $250,000 to $3 million, to LEAs in New York, Pennsylvania, South Dakota, and Texas.[18]

Civil Rights Compliance

The mission of ED's Office for Civil Rights (OCR) is to ensure equal access to education and to promote educational excellence throughout the nation by ensuring compliance with U.S. civil rights laws. The office enforces several federal civil rights laws that prohibit discrimination in all programs, activities, and institutions receiving federal financial assistance from the department. These laws include Title VI of the Civil Rights Act of 1964, which prohibits discrimination based on race, color, and national origin; Title IX of the Education Amendments of 1972, which prohibits discrimination based on sex; Section 504 of the Rehabilitation Act of 1973, which prohibits discrimination based on disability; and the Age Discrimination Act of 1975, which prohibits discrimination based on age.[19]

The OCR also has responsibility for enforcing Title II of the Americans with Disabilities Act of 1990, which prohibits disability discrimination in state and local government services, whether or not the programs receive federal financial assistance. Additionally, since January 2002, the office has enforced the Boy Scouts of America Equal Access Act, which prohibits public elementary and secondary schools, LEAs, and SEAs from denying equal access or a fair opportunity to meet to any group officially affiliated with the Boy Scouts of America or any other youth group listed as a patriotic society in Title 36 of the U.S. Code.[20]

An important OCR responsibility is resolving complaints of discrimination. Historically, students of color and students with disabilities have been disproportionately impacted by school discipline policies. Agency-initiated cases enable the office to target resources on compliance problems that appear to be particularly acute. In addition to initiating cases, the OCR receives discrimination complaints in cases where an educational institution that receives federal financial assistance is alleged to have discriminated against someone on the basis of race, color, national origin, sex, disability, or age. The OCR also provides technical assistance to institutions to help them achieve voluntary compliance with the civil rights laws it enforces. Technical assistance is

aimed at ensuring that school climates are welcoming and that responses to misbehavior are fair, non-discriminatory, and effective.[21]

Another OCR mission is collecting data on civil rights compliance in schools nationwide. Section 203(c)(1) of the 1979 Department of Education Organization Act conveys to the Assistant Secretary for Civil Rights the authority to "collect or coordinate the collection of data necessary to ensure compliance with civil rights laws within the jurisdiction of the Office for Civil Rights."[22] To this end, the office administers the Civil Rights Data Collection (CRDC) survey, an important aspect of the OCR's overall strategy for administering and enforcing the civil rights statutes for which it is responsible. The data elements collected by the CRDC include several items on school safety, school climate, and the incidence of hate crimes in schools.[23]

Drug-Free Schools and Communities Act of 1986

Introduced as Title IV, Subtitle B of the Anti-Drug Abuse Act of 1986, the DFSCA established the framework for federal support of state and local efforts to establish drug abuse education and prevention programs for young people. The act authorized ED to administer state formula grants, as well as discretionary grants, to local education agencies (LEAs) and community-based organizations to support substance abuse prevention programs in elementary and secondary schools. These grants would also fund contracts for development, training, technical assistance, and coordination activities.[24] The DFSCA created a model of ED assistance to state and local education agencies for substance abuse prevention efforts that would later be expanded to school safety programs.

In the DFSCA, Congress made several points: drug abuse education and prevention programs were essential components of a comprehensive strategy to reduce the demand for and use of drugs nationwide; drug use and alcohol abuse were widespread among students, not only in secondary schools, but also increasingly in elementary schools; students' drug use and alcohol abuse constituted a serious threat to their physical and mental well-being, significantly impeded their learning process, and had a tragic impact on the students themselves, their families, their communities, and the nation; schools and local community organizations had a special responsibility to work together to combat drug and alcohol abuse; and the immediate action of schools, families, and communities could bring significantly closer the goal of a drug-free generation and society.[25]

The Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988 subsequently reauthorized and amended the DFSCA as Title V of the ESEA.[26] The Anti-Drug Abuse Act of 1988, the Drug-Free Schools and Communities Act Amendments of 1989, and the Crime Control Act of 1990 further amended the DFSCA.[27]

Goals 2000: Educate America Act

In 1990, President George H. W. Bush and the nation's governors adopted six national education goals to be achieved by the year 2000. These goals were established as part of a comprehensive strategy to improve America's schools. Goal Six, "safe, disciplined, and drug-free schools," was adopted largely in response to research indicating that drug use, indiscipline, and violence were interfering with student learning in a large percentage of elementary and secondary schools.

The Goals 2000: Educate America Act introduced the Safe Schools Act of 1994 (SSA) to help local school systems achieve the sixth of President Bush's national education goals.[28] Goal Six (later modified and designated Goal Seven) stated: "By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive for learning, by ensuring that all schools are safe and free of violence."[29] The SSA also established school safety and violence prevention as a focus area for ED.[30]In particular, the law authorized the Safe Schools Program, which enabled ED to make competitive grants available to eligible LEAs for projects and activities designed to achieve Goal Six.[31] The law also authorized ED to establish discretionary national grants to advance school safety. Grant activities could include conducting research; program development and evaluation; data collection; public awareness activities; training and technical assistance; and information dissemination on successful projects, activities, and strategies; as well as conducting peer reviews of applications and providing grants for public television video projects on conflict resolution. The authorization for national activities also required ED to develop a written model for safe schools.[32] The SSA authorized federal appropriations of $50 million for FY1994 only, as new federal school safety legislation was anticipated.[33]

Improving America's Schools Act of 1994

President Bill Clinton's education reform efforts during the early 1990s led to the passage of the Improving America's Schools Act of 1994 (IASA), which amended and reauthorized the ESEA. Administration and Congressional concern over the safety of America's schools led Congress to pass the SDFSCA, which was incorporated into the reauthorized ESEA as Title IV, Part A. The SDFSCA expanded the scope of the DFSCA, adding provisions for the prevention of school violence—contained in the SSA—to the act's original emphasis on combatting juvenile drug and alcohol use. [34]

Congress identified several reasons for its support of the SDFSCA. In addition to its continued pursuit of the now-seventh national education goal, Congress found the widespread use of drugs among secondary school students, and increasingly by elementary school students, to be a serious threat to students' well-being and to interfere significantly with the learning process. While illegal drug use was a serious problem among a minority of teenagers, Congress found that alcohol use was far more prevalent. It noted that by the 12th grade, nearly 90 percent of youth reported using alcohol. Congress highlighted the harmful consequences of drug use and violence in schools for students, families, and communities and their shared responsibility to work together to combat "the growing epidemic." [35] Another consideration was an observed increase in violence and crime directed against young people—much of it gang-related—in America's schools and communities during the early 1990s.

One of the purposes of the SDFSCA Program was to provide federal support to state and local programs aimed at achieving the seventh national education goal of eliminating violence and drug use from schools. Comprehensive drug and violence prevention programs were to prevent the illegal use of alcohol, tobacco, and drugs, and the violence in and around schools; involve parents and communities; and coordinate with related federal, state, and community efforts and resources to foster safe and drug-free schools and communities.[36]

The SDFSCA Program aimed to achieve its purpose through the provision of federal assistance to states for grants and contracts to LEAs and community-based organizations, and for development, training, technical assistance, and coordination activities. The legislation also provided for federal assistance to public and private non-profit organizations to conduct training, demonstrations, and evaluations, and to provide supplementary services for drug and violence prevention programs among students and youth. In addition, institutions of higher education were identified as eligible to receive federal assistance for such programs.[37]

No Child Left Behind Act of 2001

The No Child Left Behind Act of 2001 (NCLB Act) reauthorized the SDFSCA Program as Title IV, Part A of the ESEA. However, Congress changed several elements of the program.[38] The changes included a new allocation formula for distributing funding among state and local education organizations, as well as new formulas for the program's set-aside components.[39] Congress also created several new national programs authorities and requirements within the SDFSCA, including:

- The Uniform Management Information and Reporting System, whereby states assumed responsibility for reporting the prevalence of violent and drug-related behaviors in their schools and their efforts to prevent them;[40]
- A biennial impact evaluation to assess the compliance and effectiveness of LEAs in implementing SDFSCA-funded programs;[41]
- The Safe and Drug-Free Schools and Communities Advisory Committee, which was responsible for coordinating and overseeing federal, state, and local drug and violence prevention efforts;[42]
- The National Coordinator Program for the hiring of drug prevention and school safety program coordinators in LEAs;[43]
- The Community Service Grant Program to provide grants to communities to implement programs requiring expelled students to perform community service;[44]
- The School Security Technology and Resource Center at the Sandia National Laboratory in Albuquerque, New Mexico, to serve as a national center of expertise for school security technologies and approaches;[45] and
- The National Center for School and Youth Safety to implement emergency responses, sponsor an anonymous student hotline, and conduct other information outreach activities related to school safety.[46]

Congress also inserted the Gun-Free Schools and Communities Act under Subpart 3 of the NCLB Act. Under this law, states receiving SDFSCA funds were required to enact laws mandating a minimum one-year expulsion for students found possessing firearms on school grounds. Additionally, states were instructed to report all expulsions and the circumstances surrounding them to ED.[47]

Every Student Succeeds Act

In 2009, the Obama administration announced its support for a new education reform law designed as a reauthorization of the ESEA and to replace the NCLB Act. In the lead-up to the legislation, the administration proposed modifications to the SDFSCA Program. In its FY2010 budget request, for example, ED proposed zeroing out the state formula grants portion of the SDFSCA Program, requesting that Congress shift funds to the discretionary national programs account instead. In December 2015, Congress passed and the President signed into law the Every Student Succeeds Act (ESSA) as the successor education reform law to the NCLB Act.[48]

The ESSA changed the system of federal support for school safety, most notably by eliminating state grants formerly authorized by the SDFSCA; these grants had not received funding in federal appropriations language since FY2010.[49] With the ESSA, Congress consolidated more than 20 existing programs into a single formula-funded flexible block grant program known as Student Support and Academic Enrichment Grants.[50] Section 4108 of the ESSA, "Activities to Support Safe and Healthy Students," directed federal grant funds toward: programs that help make schools safer and healthier and that foster supportive and drug-free school environments, such as drug and violence prevention programs; school-based mental health services; programs that integrate health and safety practices into school or athletic programs; programs that prevent bullying or harassment; mentoring and counseling programs for students; and dropout prevention and reentry programs. The funds also supported training for school personnel in areas such as suicide prevention and trauma-informed classroom management; school-based violence and drug abuse prevention; programs to reduce exclusionary discipline practices; and the implementation of school-wide positive behavioral interventions.[51]

Separately, Title IV of the ESSA continued the national activities for school safety.[52] In particular, it incorporated the longstanding Project SERV (School Emergency Response to Violence) program into the ESEA. Project SERV, which was previously authorized through federal appropriations language, provides education-related services—including counseling and referrals to mental health services as needed—to LEAs and institutions of higher education in which the learning environment has been disrupted by a violent or traumatic crisis.[53]

Safe and Drug-Free Schools and Communities Program

Background

From 1994 through 2015, the SDFSCA Program supported state and local efforts to prevent school violence and the illegal use of alcohol, tobacco, and drugs by elementary and secondary school students. It was the nation's most comprehensive school-based federal program directed at preventing student drug use and promoting school safety, and it was instrumental in funding school-based prevention efforts.[54] The major provisions of the SDFSCA Program remained largely unchanged during the period from 1994 through 2010. The SDFSCA language under both the Improving America's Schools and No Child Left Behind acts authorized ED to administer two major types of federal assistance to promote safe and drug-free schools nationwide—formula grants for states and federally administered discretionary National Programs grants for state, local, and non-profit educational and youth-oriented institutions for national SDFSCA programs and activities.

Under the SDFSCA, state education agencies (SEAs) in all 50 states, the District of Columbia, and Puerto Rico received formula grants according to a statutory allocation formula.[55] SEAs were required to distribute 93 percent of their funds to LEAs for drug abuse and violence prevention activities.[56] The SDFSCA Program also authorized the Secretary of Education to award grants for a variety of discretionary national activities and programs designed to prevent drug abuse and violence in elementary and secondary schools.[57]

Accountability and the Principles of Effectiveness

The SDFSCA Program provided grantees wide latitude in allocating funds to implement the kinds of drug abuse and violence prevention programs that they believed best served their state and local needs. However, ED also sought to promote the most effective and efficient use of these limited resources. Consequently, it introduced "Principles of Effectiveness" for all grant recipients, which entered into force on July 1, 1998. Enacted as non-regulatory guidance, the four principles required recipients to coordinate their SDFSCA-funded programs with other prevention efforts to maximize the impact of such activities and to:

- Base programs on an assessment of objective data about drug abuse and violence problems in the schools and communities served;
- Establish measurable goals and objectives for programs and design them with the assistance of local or regional representatives;

- Design and implement activities based on research or evaluation that provide evidence that the strategies used prevented or reduced drug use, violence, or disruptive behavior among youth; and

- Evaluate programs periodically to assess progress toward achieving goals and objectives, and use evaluation results to refine, improve, and strengthen their programs, and refine their goals and objectives as appropriate.[58]

The NCLB Act expanded the "Principles of Effectiveness" and made compliance with them mandatory for grantees. It also introduced new reporting requirements for SEAs receiving SDFSCA funding. The agencies were required to establish and maintain the Uniform Management Information and Reporting System for the collection and reporting of information related to school safety and drug prevention. States were further required to report these data to the public, but the definitions of required data and the frequency of collection and reporting were determined by each state.[59] SEAs also were required to submit biennial reports to ED on the implementation and outcome of state and LEA programs funded under the SDFSCA, including data on progress in reaching performance measures for drug abuse and violence prevention. In addition, states had to include information on steps they had taken to inform and include parents in such drug abuse and violence prevention efforts.[60]

Funding History

From FY1987 through FY2009, most federal SDFSCA grant funds were awarded as state grants (see table 1). That changed in FY2010, when the Obama administration asked Congress to defund the state grants portion of the SDFSCA Program. Congress supported the change and zeroed out such funding beginning that fiscal year.

Federal funding for the SDFSCA's National Programs increased substantially under the NCLB Act, peaking at $274.7 million in FY2002—the first year under the new authorization. Appropriations for National Programs remained steady at around $200 million through the FY2011 budget cycle, when the appropriations shrank by almost 44 percent. Congress further cut National Programs by almost 50 percent in FY2012.[61] The programs' funding recovered somewhat in FY2014, to $90 million. In FY2015, the SDFSCA Program's final year, National Programs received $70 million.[62]

Table 1. Federal Appropriations for SDFSCA Program, FY1987–2015

Fiscal Year	State Grants (in $millions)	National Programs (in $millions)	TOTAL (in $millions)
1987	161.0	5.0*	166.0
1988	191.5	4.9*	196.4
1989	287.7	6.1*	293.8
1990	460.6	3.8*	464.4
1991	497.7	6.2*	503.9
1992	507.7	6.7*	514.4
1993	498.6	4.9*	501.7
1994	369.5	5.9*	375.4
1995	441.0	25.0	466.0
1996	441.0	25.0	466.0
1997	556.0	25.0	581.0
1998	531.0	25.0	556.0
1999	441.0	125.0	566.0
2000	439.3	160.8	600.1
2001	439.3	205.0	644.3
2002	472.0	274.7	746.7
2003	469.0	197.4	666.4
2004	440.9	233.3	674.2
2005	437.4	234.6	672.0
2006	346.5	222.3	568.8
2007	346.5	149.7	496.2†
2008	294.8	137.7	432.5†
2009	294.8	139.9	434.7
2010	0	191.3	191.3
2011	0	119.3	119.3
2012	0	64.9	64.9
2013	0	61.5	61.5
2014	0	90.0	90.0
2015	0	70.0	70.0

* These totals only include funds used for Federal Activities Discretionary Grants programs.

† These totals exclude amounts for the Alcohol Abuse Reduction and Mentoring Programs, funded under "National Programs," which were proposed for termination in 2009.

Source: ED, "Education Department Budget History Table: FY1980–FY2016 President's Budget"; ED, Office of Policy and Planning, Planning and Evaluation Service (PES), "Drug-Free Schools and Communities Federal Activities Grants Program (CFDA No. 84.184b)," in *Annual Evaluation Report: Fiscal Year 1991*, 116; ED, Office of the Under Secretary, PES, "Safe and Drug-Free Schools and Communities: National Programs (CFDA No. 84.184)," in *Biennial Evaluation Report—FY95–96*, 1; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 1999 Budget Summary and Background Information*, 23; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2001 Budget Summary and Background Information*, 21; ED, "Elementary and Secondary Education: Safe and Drug-

Fiscal Year	State Grants (in $millions)	National Programs (in $millions)	TOTAL (in $millions)
Free Schools and Communities," in *Fiscal Year 2004 Budget Summary and Background Information*, 22; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2005 Budget Summary and Background Information*, 27; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2007 Budget Summary and Background Information*, 32; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2009 Budget Summary and Background Information*, 33; ED, "Elementary and Secondary Education: Successful, Safe, and Healthy Students," in *Fiscal Year 2011 Budget Summary and Background Information*, 25; ED, "Elementary and Secondary Education: Successful, Safe, and Healthy Students," in *Fiscal Year 2013 Budget Summary and Background Information*, 24; ED, "Elementary and Secondary Education: Successful, Safe, and Healthy Students," in *Fiscal Year 2015 Budget Summary and Background Information*, 25; ED, "Elementary and Secondary Education: School Safety National Activities," in *Fiscal Year – Budget Summary and Background Information*, 25.			

State Programs

State Formula Grants

The state formula grants authorized under the SDFSCA awarded grants to SEAs and governors' offices for a variety of drug abuse and violence prevention activities focused primarily on school-age youth.[63] State grant funds were distributed by a mathematical formula to all 50 states, the District of Columbia, and Puerto Rico each fiscal year. Under the NCLB Act, governors could use no more than 20 percent of such grants for their prevention programs; SEAs then administered the remainder of each state's annual allocation.[64]

Under the NCLB Act, SEAs were required to sub-grant at least 93 percent of their allocations to LEAs.[65] The formula for distributing these funds was based on poverty factors (60 percent)—more precisely, the state's prior year share of ESEA Title I, Part A funds—and each LEA's public and private school enrollments (40 percent).[66] Authorized LEA activities under the act included developing instructional materials; providing counseling services and professional development programs for school personnel; implementing community service projects and conflict resolution, peer mediation, mentoring, and character education programs; establishing safe zones for students traveling to and from school; acquiring and installing metal detectors; and hiring security personnel.[67] The activities frequently funded by such grants included staff training; student instruction; curriculum development or acquisition; parent education and involvement; conflict resolution; peer mediation and student assistance programs, such as counseling, mentoring, and identification and referral services.[68]

Awards to states ranged from $500,000 to $48.6 million in FY2003 and from $500,000 to $33.2 million in FY2006 and FY2007. The average new award was $6.6 million in FY2003, and $4.9 million in FY2006 and FY2007.[69]

Funding History

Federal funding for state formula grants as a share of the SDFSCA budget varied over time. From FY1987 to FY1994, state formula grants accounted for the bulk of DFSCA spending—ranging from 80 percent to nearly 90 percent of the total funds appropriated. Under the IASA (FY1995 to FY2001), state formula grants as a percentage of SDFSCA appropriations ranged from around 70 percent to around 95 percent. Under the NCLB Act, state formula grants' share of SDFSCA appropriations declined as Congress and the George W. Bush administration shifted limited school safety dollars toward discretionary programs grants.[70]

Beginning with the FY2007 budget cycle, the George W. Bush administration proposed terminating the state formula grants program and shifting funding to discretionary programs, including several SDFSCA national programs. The George W. Bush-era ED had concluded that discretionary programs' support to LEAs for safe and drug-free schools was more effective than the formula grant approach. Moreover, the administration maintained that discretionary grants created better incentives for grantees and independent evaluators to assess progress, hold projects accountable, and measure the effectiveness of such interventions.[71] It pointed out, for example, that mandatory data collections under the SDFSCA state formula grants could not establish a cause-and-effect relationship between a specific intervention or program and student behavior.[72]

In its FY2008 and FY2009 budgets, the George W. Bush administration proposed restructuring the state formula grants program to address its flaws by developing a more focused effort. Under the proposed reform, states would no longer be required to use a formula to allocate sub-grants to LEAs. Instead, states would be able to target a limited number of sub-grants to high-need school districts.[73] Congress appropriated funds for the state formula grants program through FY2009.

Governors' Grants

Under the NCLB Act, Governors' offices were authorized to receive up to 20 percent of their state's formula grant allocation, with the remainder going to the SEA. Governors could

award competitive grants and contracts to LEAs and to community-based and other public and private non-profit entities for drug abuse and violence prevention activities that complemented the state grants and national programs portions of the SDFSCA. In particular, Governors' funds were intended to give priority to programs that served youths and children not normally served by SEAs and LEAs, or those that reached populations in need of special or additional resources, such as youths in juvenile detention facilities, runaway or homeless youths, pregnant and parenting teenagers, and school dropouts.[74]

The size of Governors' grant awards ranged from $121,372 to $10.6 million in FY2004, and from $121,372 to $8.3 million in FY2006 and FY2007. The average new award was $1.5 million in FY2004 and $1.2 million in FY2006 and FY2007.[75]

Programs for Native Hawaiians

Along with the state grants for governors and SEAs, the SDFSCA established set-asides for drug abuse and violence prevention programs for outlying areas, as well as for programs directed toward American Indian and Native Hawaiian students. The legislation authorized ED to reserve 0.2 percent of the state grant appropriations to support Native Hawaiian programs. The Department was further authorized to award grants or to enter into cooperative agreements or contracts with organizations primarily serving and representing Native Hawaiians—for the benefit of Native Hawaiians—to plan, conduct, and administer programs to prevent drug use and violence among K–12 youth.[76]

First introduced in the DFSCA under National Programs, the Native Hawaiians set-asides became part of the state grants program under the SDFSCA.[77] The program was reauthorized by the NCLB Act in FY2001, continuing through FY2009 (see table 2).[78]

Table 2. Federal Appropriations for Native Hawaiian Programs, FY2002–9

Fiscal Year	TOTAL
2002	$944,034
2003	$937,898
2004	$881,815
2005	$874,761
2006	$693,000
2007	$693,000
2008	$589,518

2009	$589,518
Source: ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2004), 307; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2007), 214; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2009), 233.	

National Programs

The National Programs language in the SDFSCA authorized funding for competitive and discretionary programs and activities to promote safe and drug-free learning environments for students, and to address the needs of at-risk youth.[79] ED administered all SDFSCA National Programs, including Federal Activities and the National Coordinator Program.

ED did not request separate funding for SDFSCA national programs in its FY2011 budget. Instead, it maintained that the programs, despite having worthy goals, had created fragmented funding streams, resulting in inefficiencies at the federal, state, and local levels. To manage these fragmented programs, the Department focused more on running separate grant competitions and monitoring compliance, rather than on providing strong support and directing funding to the most proven or promising practices. In its FY2011 budget request, the Obama administration proposed shifting the SFDSCA's National Programs into a broader effort that would increase the capacity of states, districts, and their partners to provide the resources and support necessary for safe, healthy, and successful students, including programs to prevent and reduce substance abuse and violence.[80]

During FY2012 and FY2013, National Programs received around $60 million—half the amount budgeted in FY2010 and about a quarter of the average budget between FY2004 and FY2010. In December 2015, the ESSA replaced both the SDFSCA state grants and national programs with the Student Support and Academic Enrichment Grants program.[81]

Federal Activities

Under Subpart 2 of the SDFSCA, "Federal Activities" was a broad authority that permitted ED to commission a range of school safety-related activities. These activities could be implemented through grants to or contracts with public and private organizations and individuals, or through agreements with other federal agencies, and could include, but were not limited to:

- The development and demonstration of innovative strategies for the training of school personnel, parents, and community members;
- The development, demonstration, scientifically based evaluation, and dissemination of innovative and high-quality drug abuse and violence prevention programs and activities;
- The provision of information on drug abuse education and prevention to the Department of Health and Human Services for dissemination;
- The provision of information on violence prevention and education and school safety to the U.S. Department of Justice (DOJ) for dissemination;
- Technical assistance to governors, SEAs, LEAs, and other recipients of SDFSCA funding to build the capacity to develop and implement high-quality, effective drug abuse and violence prevention programs;
- Assistance to school systems that had particularly severe drug abuse and violence problems, including hiring drug abuse prevention and school safety coordinators, or assistance to support appropriate response efforts to crisis situations;
- The development of education and training programs, curricula, instructional materials, and professional training and development for preventing and reducing the incidence of hate crimes in localities most directly affected by such crimes; and
- Activities in communities designated as empowerment zones or enterprise communities that connected schools to community-wide efforts to reduce drug abuse and violence problems.[82]

Authorized federal activities under the SDFSCA's National Programs portfolio included initiatives such as the Model Demonstration Grants Program, Project SERV, the Readiness and Emergency Management for Schools program, the *Challenge* newsletter, the Grants to States to Improve Management of Drug and Violence Prevention Programs, the Building State Capacity for Preventing Youth Substance Use and Violence program, the Now is The Time initiative, and the Safe and Supportive Schools program. The Federal Activities language also authorized ED to enter into interagency agreements with federal partners for interagency initiatives on student drug abuse and violence prevention, and on school safety.

School Emergency Response to Violence (2001–Present)

Created after the April 1999 mass shooting at Columbine High School, Project SERV (CFDA No. 84.184S) funds short- and long-term education-related services to LEAs and

institutions of higher education to help them recover from violent or traumatic events which disrupt their learning environments.[83] Project SERV funds may be used for a variety of activities, including mental health assessments, referrals, and services for victims and witnesses of violence; enhanced school security; technical assistance in developing a response to the crisis; and overtime for staff such as teachers, counselors, and law enforcement and security officers.[84]

A school is eligible for services under Project SERV if the LEA or institution of higher education is able to demonstrate the event's traumatic effect on the learning environment and can show that the needed services cannot be adequately provided with existing resources. Eligible events include shootings or other serious violent incidents in schools, such as stabbings; suicides of students, faculty members, or staff; hate crimes committed against students, faculty members, or staff; and homicides of these school-related groups off campus.[85] Eligible events also include hurricanes and tornadoes.

LEAs and institutions of higher education may apply for two types of assistance under Project SERV: immediate services grants and extended services grants. Applicants may apply for both types of grants but must submit a separate application for each. Immediate services grants are intended to provide short-term support directly after a traumatic event. Moreover, these short-term grants are intended to provide a limited amount of funds to meet the schools' acute needs and restore the learning environment. Extended services grants are intended to address the long-term recovery efforts that may be needed following a traumatic event.[86]

Federal appropriations for the program are requested on a year-to-year basis and, unusually, remain available for obligation at the federal level until expended. That is, funds can be carried over from year to year if no school-related crises occur in a given year.[87] By FY2016, ED had awarded more than $42.1 million to 129 grantees since Project SERV began in 2001 (see table 3).[88]

Table 3. Federal Appropriations for Project SERV, FY2001–2016

Fiscal Year	TOTAL
2001	$10,000,000
2002	$10,000,000
2003	$4,967,500
2004	$0
2005	$0
2006	$3,000,000
2007	$3,000,000
2008	$1,473,795
2009	$0
2010	$0
2011	$0
2012	$0
2013	$2,843,000
2014	$8,000,000
2015	$2,671,000
2016	$5,000,000

Source: ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Funding Status," last modified March 16, 2012, http://www2.ed.gov/programs/dvppserv/funding.html; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2003), 309; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2012), 195; ED, *Supporting Student Success: Fiscal Year 2015 Budget Request*, F-30; ED, *Safe Schools and Citizenship Education: Fiscal Year 2016 Budget Request*, E-15.

Select examples of the Project SERV grant awards made from FY2012 through FY2015 demonstrate the breadth of events considered to be eligible for program funding: a 2011 tornado that hit Joplin, Missouri; Hurricane Sandy, which impacted select areas in the northeast; the mass shooting at Sandy Hook Elementary School in Connecticut; and widespread unrest in Baltimore, Maryland following the 2015 death of Freddie Gray.

The category 5 tornado that struck Joplin, Missouri on May 22, 2011, destroyed three of the community's 17 schools and severely damaged another six, affecting the entire school district. ED awarded the district nearly $50,000 in 2012 to help provide local students and education staff with academic and mental health services.[89]

In February 2013, ED awarded $3 million in Project SERV grants to Connecticut ($250,000), New Jersey ($1.25 million), New York State ($500,000), and New York City ($1 million) where Hurricane Sandy had inflicted widespread damage. All four grantees were to use the funds to provide education-related services where the learning environment had been

disrupted due to the storm's effects. These services could include mental health assessments and referrals; the leasing of space to substitute for damaged buildings; emergency transportation; temporary security measures; and overtime pay for teachers, counselors, law enforcement and security officers, and other staff.[90]

In September 2014, ED awarded $3.1 million to the Newtown Public School District to help with its ongoing recovery efforts in response to the December 2012 shooting at Sandy Hook Elementary School. The two-year extended services grant, combined with two previous immediate services grants—a $1.3 million grant for the 2012–13 school year and a $1.9 million grant for the 2013–14 school year—brought the total awarded to Newtown to more than $6.4 million, making it one of the largest Project SERV grants ever awarded.[91]

The two immediate services grants addressed the needs of the entire school community, whereas the extended services grant focused more specifically on the students and staff directly impacted by the incident. The 2014 grant was to be used, among other things, to offer additional services that included education on how such incidents impact child learning and behavior, trauma- and grief-focused counseling services, comprehensive individual and family therapies, and resources that students, staff, and families could access in the community. The ultimate objective of these grants was to restore the learning environment and the sense that school is a safe place.[92]

In 2016, ED awarded a Project SERV grant totaling nearly $293,000 to the city school district in Baltimore, Maryland, to assist with its ongoing recovery efforts following the unrest in April 2015 after the death of Freddie Gray while in police custody. The district reported that it would use the grant to hire additional full-time social workers and psychologists to support the schools in restoring the learning environment. These support professionals would conduct home visits for teacher-referred students in need of services, facilitate small group and individual sessions with students, prepare lesson plans for teachers to use in classrooms, and provide trainings for school-based staff.[93]

Readiness and Emergency Management for Schools (2003–2011)

The Readiness and Emergency Management for Schools (REMS) program (CFDA No. 84.184E) received ED grant funding from FY2003 through FY2011. Prior to FY2007, REMS was known as the Emergency Response and Crisis Management Grant Program.[94]

ED also oversaw an analogous grant program, Emergency Management for Institutes of Higher Education, which was funded from FY2008 through FY2010.[95]

The REMS grant program provided funds to LEAs to create, strengthen, and improve emergency response and crisis plans at the district and individual school-building levels, within the framework of the four phases of emergency management (i.e., prevention/mitigation, preparedness, response, and recovery). To be eligible for REMS funding, LEAs were not allowed to have active grants under the program. Though the project requirements changed over time, beginning in March 2009, all LEA grant applicants had to agree to meet the following six requirements:

- Work with community partners, including local law enforcement; public safety or emergency management, public health, and mental health agencies; and local government in reviewing and improving their school emergency plans;
- Coordinate all emergency plans receiving REMS funding with the state or local homeland security plan;
- Develop a written plan designed to prepare the LEA for a possible infectious disease outbreak;
- Create a food defense plan to safeguard the LEA's food supply;
- Design plans that took into consideration special-needs populations within the LEA; and
- Support the implementation of the U.S. Department of Homeland Security's National Incident Management System.[96]

The REMS grants could be used to review and revise schools' emergency management plans, train the schools' safety teams and students, conduct audits of the schools' facilities, inform families about the schools' emergency response policies, conduct emergency drills and tabletop simulation exercises, prepare and distribute copies of emergency management plans, and, to a limited extent, purchase school safety equipment.[97]

In FY2004, ED established the REMS Technical Assistance Center, which supports all grantees by providing emergency management resources, trainings, and publications. The center also helps non-grantee LEAs and private schools with improving and strengthening their

emergency management plans through its provision of resources, responses to technical assistance requests, and facilitation of "Emergency Management for Schools" training events.[98]

The annual federal appropriations for the REMS program typically ranged between $25 million and $32 million over the eight years of the program. However, the program received less than $1 million in FY2011, the last year it received funding (see table 4).

Table 4. Federal Appropriations for REMS Grants, FY2003–2011

Fiscal Year	TOTAL
2003	N/A
2004	$28,648,000
2005	$31,568,000
2006	$31,568,000
2007	$25,935,000
2008	$24,641,000
2009	$26,710,000
2010	$30,453,973
2011	$873,413

Source: ED, "Readiness and Emergency Management for Schools: Funding Status," last modified November 4, 2011, http://www2.ed.gov/programs/dvpemergencyresponse/funding.html; ED, *Safe Schools and Citizenship Education: Fiscal Year 2009 Budget Request*, F-34; ED, *Safe Schools and Citizenship Education: Fiscal Year 2010 Budget Request*, G-32; ED, *Supporting Student Success: Fiscal Year 2011 Budget Request*, G-26; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2012), 196.

Over the lifespan of the REMS program, ED made an estimated 800 awards.[99] From FY2003 through FY2005, the estimated average size of these awards ranged from $50,000 to $500,000. In FY2006, the lower range of awards increased from $50,000 to $100,000. During FY2007, the awards were based on the number of school facilities overseen by the LEA grantee. For FY2010, the lower limit of awards was raised to an estimated $150,000 and the upper limit was increased to an estimated $600,000.[100]

The REMS program was not funded after FY2011. Instead, the Obama administration proposed eliminating the funds for SDFSCA federal activities (also referred to as "national activities") because its ESEA reauthorization proposal would have consolidated them into the Successful, Safe, and Healthy Students program. The proposed program constituted a major consolidation of several existing, narrowly targeted programs.[101]

Model Demonstration Grants (1998–2002)

The Model Demonstration Grants program was introduced in 1998 under the "National Programs" portion of the SDFSCA and was renewed under the NCLB Act. The grants supported the development of innovative programs that provided models or proven effective practices that would assist schools and communities in improving programs funded by SDFSCA state grants; and developed, implemented, evaluated, and disseminated new or improved approaches to creating safe and orderly learning environments in schools.[102]

Projects funded under the Model Demonstration Grants program addressed the factors that predisposed young people to engage in drug use and violent behavior. SEAs, LEAs, non-profit agencies, organizations, and individuals, or any combination of these, were eligible to apply for these discretionary competitive grants.[103] One competition was held in FY1998, but continuation grants were funded through FY2002.[104]

Two priorities were announced under the FY1998 competition: "State and Local Educational Agency Drug and Violence Prevention Data Collection" and "Model Demonstration Programs to Create Safe and Orderly Learning Environments in Schools." Out of $3 million in available grant funding, six grants were awarded for the "State and Local Educational Agency Drug and Violence Prevention Data Collection" priority, ranging from $400,000 to $600,000 per recipient. Projects advancing this priority could be funded up to two years. From the $5 million allotted for "Model Demonstration Programs to Create Safe and Orderly Learning Environments in Schools," eight grantees received between $500,000 and $1 million each, with awards averaging $750,000. Projects in this category could be funded for up to five years; the initial award period was for three years, and the projects could be replicated at additional sites for another two years after a review of evaluation findings.[105] Federal appropriations for the demonstration programs were almost $4 million in FY2001 and in FY2002.[106]

The Challenge Newsletter (2005–2010)

The Challenge newsletter grant (CFDA No. 84.184P) funded a cooperative agreement for the development and dissemination of a newsletter to provide information about effective practices to prevent drug abuse and violent behavior among K–12 students. The grant was awarded in FY2005 to the University of Colorado, which received continuation awards through FY2010.[107]

The Challenge was published by ED's Office of Safe and Drug-Free Schools (OSDFS), and was the principal means by which the office communicated with the field. It provided information on research-based activities, best practices, and other information related to effective strategies to prevent drug abuse and school violence. Key recipients of the newsletter included state and local education agencies, OSDFS discretionary grantees, prevention specialists, and public and private organizations involved with safe and drug-free schools programs.[108]

The project's goals were to select topics that highlighted effective strategies in drug abuse and violence prevention; develop consistent features for the newsletter's content; publish a quarterly newsletter with considerable input from the OSDFS; maintain an accessible website that included past and present newsletters in English and Spanish; solicit feedback from readers using a consistent invitation for comments, questions, and letters to the editor; and maintain a database of subscribers.[109] Annual federal appropriations for *The Challenge* newsletter averaged around $300,000 per year between FY2004 and FY2010 (see table 5).

Table 5. Federal Appropriations for the *Challenge* Newsletter, FY2004–2010

Fiscal Year	TOTAL
2004	$190,977
2005	$300,000
2006	$308,238
2007	$308,238
2008	$312,946
2009	$317,827
2010	$322,898

Source: ED, "The Challenge Newsletter: Funding Status," last modified November 4, 2011, http://www2.ed.gov/programs/thechallenge/funding.html; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2009), 217; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2010), 200.

Grants to States to Improve Management of Drug and Violence Prevention Programs (2004–2007)

The Grants to States to Improve Management of Drug and Violence Prevention Programs (CFDA No. 84.184R) were awarded to develop, expand, or enhance the capacity of SEAs, LEAs, and other state agencies and community-based entities to collect, analyze, and use data to improve the management of drug abuse and violence prevention programs administered in the states. At a minimum, applicants were required to propose projects that provided this expanded

capacity to organizations that received SDFSCA state grants funding. Eligible applicants for the grants were SEAs and other state agencies administering the SDFSCA state formula grants program for K–12 students.[110]

Grantees could receive funds for up to three years. In FY2005, six state departments of education received awards, ranging from $250,000 to $490,000.[111] Continuation awards were made and new grantees were identified in subsequent years. In FY2006, 16 continuation awards were made, with the average award totaling $475,000.[112] In FY2007, the last year appropriations were given to the program, six continuation awards were made.[113] Over the course of the Grants to States to Improve Management of Drug and Violence Prevention Programs, federal appropriations ranged from $2.5 million to $7.5 million (see table 6).

Table 6. Federal Appropriations for Grants to States to Improve Management of Drug and Violence Prevention Programs, FY2004–2007

Fiscal Year	TOTAL
2004	$5,249,000
2005	$7,416,000
2006	$7,511,000
2007	$2,529,264

Source: ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2006), 319; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2008), 206.

Building State Capacity for Preventing Youth Substance Use and Violence (2008–2010)

The Building State Capacity for Preventing Youth Substance Use and Violence program (CFDA No. 84.184W, also known as Supporting Leadership at State Educational Agencies) provided competitive grants to SEAs to build and sustain capacity and support collaboration between SEAs and other state agencies involved in efforts to prevent youth substance abuse and violence.[114]

As ED transitioned from the SDFSCA state formula grants to discretionary and competitive funding under the FY2010 appropriations, projects funded under the Building State Capacity for Preventing Youth Substance Use and Violence program were required to maintain a state prevention infrastructure, plan strategically for the anticipated change in funding, and build capacity to assist school districts and communities in responding to this change.[115] Grantees could use the funds to help schools and communities build or expand existing prevention

coalitions, seek other sources of support, and enhance LEAs' prevention strategies to ensure a positive school environment. Funds were to be used to strengthen partnerships across the full range of state agencies that were involved with preventing drug abuse and violence among children and youth.[116]

Federal appropriations for this grant program were $8.0 million in FY2008 and $4.1 million in FY2010, the first and only year of actual grant funding. No funds were appropriated for this program in FY2009.[117]

ED anticipated making 45 new awards during the FY2010 competition but actually made 27 awards for project periods of up to twelve months.[118] The award amounts were based on student enrollment data for the 2007–2008 school year, which was submitted by the SEAs through the NCES. The estimated average size of the awards was $125,000 for a state with fewer than 1.4 million students enrolled; $185,000 for a state with at least 1.4 million students enrolled; and $250,000 for a state with at least 2 million students enrolled.[119]

Programs Developed as a Result of the Now is the Time Initiative

ED introduced four new grant programs in FY2014: school climate transformation grants for SEAs, school climate transformation grants for LEAs, state grants for school emergency management efforts, and Project Prevent grants for school districts. These programs were among the proposals included in President Barack Obama's Now is the Time (NITT) initiative, which was released in January 2013. NITT was announced following the 2012 shooting at Sandy Hook Elementary School. It offered a comprehensive plan to make the nation's schools safer, reduce gun violence, and increase mental health services.[120] A key strategy of NITT is to encourage collaboration among federal agencies in providing resources that states and communities can use to address school climate, school safety, and mental health issues in a comprehensive way.[121]

School Climate Transformation Grant—State Educational Agency Program (2014–Present)

The School Climate Transformation Grant—State Educational Agency Program (CFDA No. 84.184F) provides competitive grants to SEAs to develop, enhance, or expand systems of support for and technical assistance to LEAs and schools implementing an evidence-based, multi-tiered behavioral framework for improving behavioral outcomes and learning conditions for all students.[122] "Although schools have long attempted to address issues of discipline,

disruptive and problem behavior, violence, and bullying, the vast majority of the nation's schools have not implemented comprehensive, effective supports that address the full range of students' social, emotional, and behavioral needs."[123] A key feature of this grant program's approach is that it provides differing levels of support and intervention to students based on these needs.[124]

Grant applicants may obtain technical assistance from the National Center on Safe Supportive Learning Environments (NCSSLE) and the Technical Assistance Center on Positive Behavioral Interventions and Supports (PBIS). NCSSLE seeks to give all students the opportunity to attain academic success in safe and supportive environments. It provides training and support to state and local administrators, institutions of higher education, teachers, school support staff, communities, families, and students. It also aims to improve schools' learning conditions through measurement and program implementation. ED's Office of Special Education Programs established the center to provide technical assistance to states, school districts, and individual schools so that they may establish, scale-up, and sustain PBIS frameworks. The emphasis is on the impacts these frameworks will have on the social, emotional, and academic outcomes for students with disabilities.[125]

Under the Department of Education Appropriations Act of 2014, $7.3 million in school climate transformation grants were awarded to SEAs in 12 states.[126] The awards ranged from $260,000 to $750,000 (the maximum allowable amount) per year for up to five years, with an average award size of $612,000.[127] In FY2015 and FY2016, 12 continuation grants were awarded to those SEAs, totaling $7.5 million and $7.6 million, respectively. The ranges and average sizes of the awards in both fiscal years were very similar to those in FY2014.[128]

School Climate Transformation Grant—Local Educational Agency Program (2014–Present)

The School Climate Transformation Grant—Local Educational Agency Program (CFDA No. 84.184G) provides competitive grants to individual LEAs or consortia of LEAs for the purpose of promoting evidence-based PBIS approaches at the school district level. As the ED website notes, these "projects should (1) build capacity for implementing a sustained, school-wide multi-tiered behavioral framework; (2) enhance capacity by providing training and technical assistance to schools; and (3) include an assurance that the applicant will work with a technical assistance provider, such as the PBIS Technical Assistance Center."[129]

LEA school climate transformation grant funds were $35.8 million in FY2014, $36.2 million in FY2015, and $36.5 million in FY2016. Awards were made to 71 LEAs in FY2014 and these LEAs continued to receive awards in FY2015 and FY2016. The average award was $505,000 in FY2014, $510,000 in FY2015, and $521,000 in FY2016.[130] The awards have a period of performance of up to five years, with $750,000 being the maximum allowable annual amount.[131]

Grants to States for School Emergency Management Program (2014)

The Grants to States for School Emergency Management Program (CFDA No. 84.184Q) provided competitive grants to SEAs to increase their capacity to assist LEAs by providing training and technical assistance in the development and implementation of high-quality school emergency operations plans (EOPs).[132] "High-quality" was defined as a comprehensive EOP that encompassed five mission areas—prevention, protection, mitigation, response, and recovery—and was adequate, feasible, acceptable, complete, and compliant with state and local requirements.[133] SEAs could collaborate informally or contract with other state agencies or organizations to provide emergency management services to LEAs. Other agencies could include a state school safety center, the state emergency management agency, and the state department of homeland security.[134]

SEA grantees were required to provide training and technical assistance to LEAs that resulted in the adoption of best practices for developing and implementing school EOPs, including those provided in the 2013 *Guide for Developing High-Quality School Emergency Operations Plans*.[135] The guide was produced by ED but was an interagency collaboration involving the Departments of Health and Human Services, Homeland Security, and Justice, as well as the Federal Bureau of Investigation and the Federal Emergency Management Agency. Other requirements for SEA grantees were to provide training and technical assistance to LEAs on developing or enhancing memoranda of understanding with community partners (e.g., law enforcement, local government, public safety or emergency management, public health, and mental health agencies) and on the implementation of the National Incident Management System.[136]

Congress provided federal funding for the new program under the Department of Education Appropriations Act of 2014.[137] Grants were to be awarded for up to 18 months with

no continuation awards.[138] In FY2014, ED awarded 25 grants to SEAs, ranging in amounts from $250,000 to $1.1 million.[139]

A 2007 report by the U.S. Government Accountability Office provides a useful backdrop for the Grants to States for School Emergency Management Program. . This report noted that while 85 percent of LEAs had requirements for emergency management planning and 95 percent had written emergency management plans, the content of these plans varied. For example, some LEA plans included federally recommended practices and procedures for all hazards, while others did not. Also, many school district officials said that they experienced challenges in planning for emergencies and some faced difficulties in communicating and coordinating with first responders.[140]

Project Prevent (2014–Present)

The development of the Project Prevent grant program (CFDA No. 84.184M) was informed by a report and national action plan released in December 2012 by the Attorney General's Task Force on Children Exposed to Violence.[141] Project Prevent provides funding to LEAs to increase their capacity to identify, assess, and serve students exposed to pervasive violence. Project Prevent grantees must provide affected students with access to mental health services for trauma or anxiety. Grants also fund conflict resolution programs and other school-based violence prevention strategies. In order to be eligible for a Project Prevent grant, an LEA "must offer students: (1) access to school-based counseling services, or referrals to community-based counseling services, for assistance in coping with trauma or anxiety; (2) school-based social and emotional supports for students to help address the effects of violence; (3) conflict resolution and other school-based strategies to prevent future violence; and (4) a safer and improved school environment, which may include . . . activities to decrease the incidence of harassment, bullying, violence, gang involvement, and substance abuse."[142]

Congress funded Project Prevent for the first time under the Department of Education Appropriations Act of 2014.[143] In FY2014, ED awarded Project Prevent grants to 22 LEAs in high-need communities. The grants ranged from $270,489 to $1 million.[144] The project period can last up to five years.[145] New award funds totaled $14.4 million in FY2014, and continuation award funds equaled $14.6 million in FY2015 and FY2016. The average grant size was $657,000 in FY2014, $665,000 in FY2015, and $660,000 in FY2016.[146]

Safe and Supportive Schools (2010–2014)

The Safe and Supportive Schools (S3) program (CFDA No. 84.184Y) awarded grants to SEAs for projects that took a systematic approach to improving student safety and reducing substance abuse in schools. It promoted the development of measurement systems to assess conditions for learning, including conditions associated with student safety, and programmatic interventions that addressed problems identified by data.[147] Federal funds were provided for interventions in the schools with the greatest needs. The SEAs were required to make their data publicly available. Using these data, states worked in collaboration with participating LEAs to improve the learning environments within schools that faced the biggest challenges. ED coordinated its efforts with other federal agencies such as the Department of Health and Human Services' Substance Abuse and Mental Health Services Administration and the DOJ's Office of Juvenile Justice and Delinquency Prevention.[148]

In October 2010, ED awarded $38.8 million in S3 grants to state education departments in Arizona, California, Iowa, Kansas, Louisiana, Maryland, Michigan, South Carolina, Tennessee, West Virginia, and Wisconsin.[149] The grants were for periods of up to four years, with awards ranging from $1.7 million (South Carolina) to $6 million (Michigan).[150] Their size was based student enrollment data for the 2008–2009 school year, which was submitted by the SEAs through the NCES.[151] In FY2012, continuation awards were made to the same 11 grantees; the average continuation award was $4.1 million, though the totals ranged from $2.2 million to $11.5 million.[152] In FY2013, 11 continuation grant awards were made, with the average award totaling $4.4 million.[153] Federal appropriations for the S3 program ranged from $39.3 million in FY2010 to $48.6 million in FY2013, the final year of congressional funding (see table 7).

Table 7. Federal Appropriations for Safe and Supportive Schools, FY2010–2013

Fiscal Year	TOTAL
2010	$39,322,161
2011	$46,186,727
2012	$45,087,878
2013	$48,610,000

Source: ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2012), 196; ED, *Supporting Student Success: Fiscal Year 2015 Budget Request*, F-30.

Other National Programs

Specific provisions of the NCLB Act authorized federal grants for a number of other national programs, including the National Coordinator Program, the Community Service Grant Program, mentoring programs, the Safe and Drug-Free Schools and Communities Advisory Committee, and the Hate Crime Prevention program.

National Coordinator Program (2001–2006)

The "National Programs" portion of the SDFSCA authorized efforts that provided models to help schools and communities improve their act-related programs and developed, evaluated, and disseminated new or improved approaches to creating safe and orderly learning environments.[154] One such effort was the National Coordinator Initiative, also known as the Middle School Drug Prevention and School Safety Program Coordinator Initiative or the Middle School Coordinator Initiative.[155]

Reauthorized by the NCLB Act in 2001, the National Coordinator Program (CFDA No. 84.184K) supported grants to LEAs with significant drug and safety problems, enabling them to hire drug prevention and school safety program coordinators.[156] The coordinators were responsible for developing, conducting, and analyzing assessments of drug and school safety problems. Projects used full-time coordinators who served at least one school (but no more than four schools) and were responsible only for administering this grant program.[157]

The National Coordinator Program allowed school districts to recruit, hire, and train full-time staff members to oversee the implementation of drug prevention and school safety programs for middle school students. By providing these coordinators, the initiative supported early intervention efforts that could have a long-term impact on reducing youth drug use and creating safer school environments. The grants enabled coordinators to help identify and assist middle schools nationwide in adopting successful research-based drug abuse and violence prevention programs.[158]

In FY2000, 112 three-year grants were awarded to LEAs in 35 states.[159] The size of the grants ranged from $250,000 to $400,000.[160] ED anticipated making 125 new awards in FY2001, with an average award of $210,000 and a range from $145,000 to $275,000.[161] In FY2002, 20 LEAs received awards, ranging from $250,000 to $650,000.[162] The FY2003 and FY2004 funds supported continuation awards only. FY2004 was the final year of funding for these grants (see table 8).[163]

Table 8. Federal Appropriations for the National Coordinator Program, FY1999–2004

Fiscal Year	TOTAL
1999	$35,000,000
2000	$50,000,000
2001	$50,000,000
2002	$37,500,000
2003	$16,100,000
2004	$8,100,000

Source: ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2001), 216; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2003), 281; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2004), 303.

Community Service Grant Program (2002–2003)

The NCLB Act also authorized ED to allocate funds for state formula grants under the Community Service Grant Program (CFDA No. 84.184C).[164] The program was designed to assist states in their efforts to comply with an NCLB Act mandate requiring students who were expelled or suspended from school to perform community service. Half of the allotted grant funds were based on the state's school-aged population and the other half was based on the amount of ESEA Title I, Part A concentration grants the state had received the preceding fiscal year. No state would receive less than 0.5 percent of the total allotted to all 50 states.[165] The program was forward-funded, meaning that the funds became available on July 1, 2002, and were available for 15 months through September 30, 2003.[166] The program received $50 million in FY2002, the only year it was federally funded.[167]

ED's FY2003 and FY2004 budget requests proposed zero funding for the grants for because the George W. Bush administration believed that the program's objectives could be advanced through other, broader ESEA authorities, such as SDFSCA state grants and state grants for innovative programs.[168]

Mentoring Programs (2002–2009)

The NCLB Act introduced mentoring programs as a new grant program that had not been previously authorized under the ESEA.[169] It directed the Secretary of Education to award grants to LEAs, non-profit community-based organizations, or partnerships of the two to establish and

support mentoring programs and activities for middle school students who were at risk of failing out of school, dropping out of school, or becoming involved in criminal or delinquent activities, or who lacked strong positive role models. The programs had to be designed to link these children—particularly those living in rural areas, high-crime areas, or troubled home environments, or children experiencing educational failure or attending schools with violence problems—with trained mentors. The mentoring activities would seek to provide children with general guidance and emotional support, promote individual and social responsibility, and offer academic assistance and encouragement. Mentoring was also intended to discourage children from using illegal drugs and alcohol and from engaging in violent behaviors. Federal funds were required to be used for mentoring activities such as hiring and training mentoring coordinators and support staff; recruiting, screening, and training mentors; and disseminating outreach materials. Mentors were not allowed to be compensated directly with grant funds.[170]

ED established the Mentoring Resource Center in 2002 to provide grantees with training and technical assistance in the management and implementation of their projects, and to ensure their capacity to sustain these efforts over time. The center was a collaborative effort between EMT Associates, located in Folsom, California, and the Northwest Regional Education Laboratory, located in Portland, Oregon.[171] Now called the National Mentoring Resource Center, it is currently sponsored by the DOJ's Office of Juvenile Justice and Delinquency Prevention.[172]

Federal appropriations for these mentoring programs ranged from $17.5 million in FY2002 to a high of $49.7 million in FY2004. In FY2009, the last year of federal funding, the programs received $46.9 million (see table 9).

Table 9. Federal Appropriations for SDFSCA Mentoring Programs, FY2002–2009

Fiscal Year	TOTAL
2002	$17,500,000
2003	$17,386,250
2004	$49,705,000
2005	$42,219,593
2006	$48,813,930
2007	$48,814,000
2008	$48,543,860
2009	$46,980,000

Source: ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2004), 300; ED, Office of Elementary and Secondary Education, "Mentoring Grants: Funding Status," last modified November 4, 2011, http://www2.ed.gov/programs/dvpmentoring/funding.html; ED, Office of Communications and Outreach, *Guide*

to U.S. Department of Education Programs (2007), 211; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2010), 210.

In FY2002, ED made 70 mentoring programs grant awards.[173] No new awards were made in FY2003, though ED anticipated making 200 new awards in FY2004.[174] In both FY2002 and FY2004, the average award totaled $150,000 and ranged from $100,000 to $200,000.[175] No data are available for FY2005. In FY2006, federal funds supported only continuation awards, which numbered 254. The average continuation award was $181,125, and ranged from $48,411 to $550,534.[176] In FY2007, 170 new awards and 86 continuing awards were made. The average award was $181,000.[177] In FY2008, ED made 96 new awards and 168 continuation awards, with the average award totaling $177,000.[178] In FY2009, ED made no new awards but granted 264 continuation awards, which averaged $179,000.[179] These continuation awards ranged from $47,297 to $483,917.[180]

ED excluded the SDFSCA mentoring programs from its FY2010 budget request, effectively ending its active participation in the programs after seven years. The Department noted that the programs often duplicated the work of other federally funded youth mentoring programs. It also cited a lack of demonstrated effectiveness, based on program evaluation findings, for the discontinuation of its support.[181] The U.S. Institute of Education Sciences—an agency within ED—oversaw a national evaluation of ED-funded mentoring programs in 2005, with support from Bethesda, Maryland-based Abt Associates.[182]

Safe and Drug-Free Schools and Communities Advisory Committee (2006–2007)

Under "National Programs," the NCLB Act authorized the creation of the Safe and Drug-Free Schools and Communities Advisory Committee. The committee was first convened in June 2006 to provide advice to the Secretary of Education on federal, state, and local programs designated to create safe and drug-free schools, and on issues related to crisis planning. As outlined in the NCLB Act, the committee would consult with and provide advice to the Secretary on the programs that were already authorized by the SDFSCA.[183] The committee was composed of representatives from federal agencies and private citizens who had high levels of expertise and experience in the areas of drug/alcohol abuse and violence prevention, safe schools, and mental health research and crisis planning.[184]

When the Secretary formed the committee, she asked it to focus on three issues: the SDFSCA State Grants Program, the Unsafe School Choice Option, and the requirements of the NCLB Act. In October 2006, she asked the committee to examine three additional issues: trauma, non-public schools, and rural/urban challenges. These new focus areas arose from President George W. Bush's Conference on School Safety. The committee submitted its final report, titled *Enhancing Achievement and Proficiency through Safe and Drug-Free Schools*, to the Secretary in August 2007.[185]

Hate Crime Prevention

Hate Crime Prevention was a program specifically authorized under the "National Programs" portion of the SDFSCA, and reauthorized by the NCLB Act, that allowed the Secretary of Education to use national program funds to make grants to LEAs and community-based groups to assist the localities most directly affected by hate crimes.[186] However, the grant program never received federal funding.[187]

Technical Assistance Centers

Federal agencies fund several technical assistance centers that serve a variety of audiences and topics, many of which are related to improving school safety, climate, and discipline, either directly or indirectly. Since the mid-1980s, ED-funded technical assistance centers have provided a range of services, including direct, web, or phone-based assistance; resource sharing; training; websites with valuable research and resources; and, in some case, onsite support to states, school districts, and individual schools.[188]

National School Safety Center

The National School Safety Center was founded in 1984 by the Reagan administration as a joint partnership between the Departments of Justice and Education and Pepperdine University, located in Malibu, California. The mission of the center was to promote a continued exchange of information related to school crime and violence prevention through a wide array of resources in order to assist school boards, educators, law enforcement, and the public in maintaining schools as safe, secure, and tranquil places of learning. This exchange was achieved through hosting professional conferences, providing training sessions and materials to educators, and publishing printed materials and educational films, among other activities. In 1999, the center became an

independent non-profit organization, ending its affiliation with Pepperdine University but continuing to provide the same services to the public.[189]

From 1993 to 2010, the center produced the annual *School Associated Violent Deaths* report. Based on newspaper accounts, the report deals with school shootings and other violent deaths within schools. Since 2010, the U.S. Centers for Disease Control and Prevention have maintained a database of school-associated violent deaths.[190]

REMS Technical Assistance Center

Established in October 2004 and administered by ED's Office of Safe and Healthy Students, the Readiness and Emergency Management for Schools (REMS) Technical Assistance Center is a hub of information, resources, training, and services in the field of school and higher education emergency operations planning. The center offers a variety of resources to assist schools, school districts, and institutions of higher education with their emergency management efforts. This includes specialized training packages, an interactive map of state emergency management resources, newsletters, topic-specific publications, and information about participation in other federal partner initiatives.[191]

A number of resources are available on the center's website, including its three publications: *REMSExpress*, a newsletter that provides comprehensive information on key issues in school emergency management; *Helpful Hints*, quick overviews of school emergency preparedness topics that are the subject of frequent inquiries; and *Lessons Learned*, a series of publications that recount actual school emergencies and crises. The website also hosts PowerPoint presentations from previous training events. ED provides these and a number of other tools, including guides to school vulnerability assessments and webinars from experts in the field, to assist REMS grantees and non-grantees interested in preparing their schools for such emergencies.[192]

Additionally, the center's website includes links to two White House guides, released on June 18, 2013, which incorporated lessons learned from recent incidents. Elementary and secondary schools and institutions of higher education can use these guides to create or revise their own emergency management plans and align their practices with those at the national, state, and local levels. The website also provides information about the center's Community of Practice. Launched in August 2014, the Community of Practice is the first all-inclusive forum to

promote the exchange of ideas on topics related to school emergency management. The website further offers access to several interactive tools that support emergency management planning.[193]

National Center on Safe Supportive Learning Environments

The National Center on Safe Supportive Learning Environments (NCSSLE) is overseen by ED's Office of Safe and Healthy Students. NCSSLE primarily assists with the measurement or assessment of conditions for learning and the implementation of evidence-based programmatic interventions. It also addresses disruptive behaviors such as bullying, harassment and violence, and substance abuse.[194] The center is managed by the Washington, DC-based American Institutes for Research in collaboration with sub-grantee partners.[195]

Technical Assistance Center on Positive Behavioral Interventions and Supports

The Technical Assistance Center on Positive Behavioral Interventions and Supports (PBIS) was established by ED's Office of Special Education Programs to define, develop, implement, and evaluate a multi-tiered approach to technical assistance that improves the capacity of states, school districts, and individual schools to establish, scale-up, and sustain the PBIS framework. The center emphasizes the impact of implementing PBIS on the social, emotional, and academic outcomes for students with disabilities.[196]

National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth

The National Technical Assistance Center for the Education of Neglected or Delinquent Children and Youth was established in 2002 through support from ED. Its mission is to serve as a national resource for the implementation of prevention and intervention programs for children and youth who are neglected, delinquent, or at risk—which are detailed under ESEA Title I, Part D. Administered on behalf of ED by the American Institutes for Research, the center provides direct assistance to states, schools, communities, and parents seeking more information on the education of such children and youth. The center focuses in particular on meeting the educational needs of youth involved in the juvenile justice system.[197]

Equity Assistance Centers

ED-funded Equity Assistance Centers (EACs) originated in Title IV of the Civil Rights Act of 1964.[198] These centers have had several names in the years since. Initially, they were called Desegregation Assistance Centers. Then, beginning in the mid-1990s, they were called EACs.[199]

The centers provide technical assistance to promote equitable education opportunities for vulnerable and disadvantaged students nationwide. They help advance the work of ED's Office of Civil Rights by working with schools to prevent and respond to bullying, hate crimes, and racial incidents. Additionally, the EACs develop materials, strategies, and professional development activities to assist schools and communities in preventing and countering harassment based on ethnicity, gender, or religious background.[200] The centers work collaboratively with ED's Office of Civil Rights and the DOJ's Office of Equal Education Opportunity to ensure that learners' civil rights protections—in public schools receiving federal funds—are addressed in policy and practice at the school district and individual school levels.

School Safety Data Collections

National Center for Education Statistics' Role in Collecting School Safety Data

The National Center for Education Statistics (NCES) is the primary federal entity for collecting and analyzing data related to education in the United States. It is located within ED's Institute of Education Sciences. The center fulfills a Congressional mandate to collect, collate, analyze, and report complete statistics on the condition of American education.[201]

The SDFSCA authorized the NCES to collect data to determine the "frequency, seriousness, and incidence of violence in elementary and secondary schools" as well as "the prevalence of drug use and violence by youth in schools and communities."[202] The NCES conducts or has conducted several surveys related to school safety, including the School Survey on Crime and Safety and the School Crime Supplement to the National Crime Victimization Survey, conducted jointly with the DOJ's Bureau of Justice Statistics.

The NCES produces several information products containing school safety-related statistical data. *Indicators of School Crime and Safety*, an annual report produced jointly by the NCES and the DOJ's Bureau of Justice Statistics since 1997, presents comprehensive data on school crime and student victimization. The report draws on data from the U.S. Centers for Disease Control and Prevention's Youth Risk Behavior Survey, the National Crime

Victimization Survey's School Crime Supplement, the NCES's Schools and Staffing Survey, and the School Survey on Crime and Safety. The report covers topics such as bullying, victimization, school conditions, fights, weapons, the presence of school security staff, the availability and use of drugs and alcohol, and student perceptions of personal safety at school.[203]

Additionally, the NCES has produced the *Digest of Education Statistics* on an annual basis since 1962, with the exception of three combined editions in 1977–78, 1983–84, and 1985–86.[204] Copies of the digest from 1990 to the present are available online.[205] Like other NCES publications, the digests highlight statistics relating to school crime, fights, illicit drugs, and discipline. A similar publication, *NCES Fast Facts*, covers data on bullying and school crime, among other issues, for K–12 students. *Fast Facts* draws from various published sources and is updated as new data become available.[206]

School Survey on Crime and Safety

The School Survey on Crime and Safety (SSOCS), which is administered by the NCES, is the primary source of national data on crime and victimization in schools. SSOCS is a nationally representative cross-sectional survey of 3,500 public elementary and secondary schools. It is designed to provide statistics on school crime, discipline, disorder, programs, and policies. The survey is administered to public primary, middle, high, and combined school principals in the spring of even-numbered school years. The sample is large enough to provide national estimates of all public schools while taking into account a number of factors, including the level of instruction, student enrollment size, and urbanicity. The survey is conducted at the end of the school year to allow principals to report the most complete information possible.[207]

SSOCS was first administered to principals in the spring of the 1999–2000 school year. It has since been administered during the spring sessions of the 2003–4, 2005–6, 2007–8, 2009–10, and 2015–16 school years. The questionnaire asks principals to report on a variety of topics related to crime and safety, including school security measures; the frequency of crime and violence at school; the frequency of incidents reported to police or law enforcement; the frequency of hate and gang-related crimes; and disciplinary problems and actions.[208]

School Crime Supplement

The ED and DOJ-sponsored School Crime Supplement (SCS) is a complement to the DOJ's National Crime Victimization Survey, which has been administered every two years since

1995. The SCS samples approximately 6,500 students (ages 12–18) in U.S. public and private elementary, middle, and high schools. Created and co-designed by the NCES and the DOJ's Bureau of Justice Statistics, the SCS collects information about crime, victimization, and safety at school.[209] It asks about topics such as alcohol and drug availability; fighting, bullying, and hate-related behaviors; fear and avoidance behaviors; the prevalence of guns and other weapons; and gangs at school.[210]

School Safety Data Elements in the Civil Rights Data Collection

Since 1968, ED's Office for Civil Rights has conducted the CRDC to gather nationwide data on key education and civil rights issues in U.S. public schools.[211] The CRDC collects a variety of information, including data on student enrollment and educational programs and services, most of which is disaggregated by race/ethnicity, sex, limited English proficiency, and disability. The CRDC also collects data elements on school safety and discipline practices, the incidence of hate crimes, and school climate.

The 2009–10 CRDC collected data from a sample of approximately 7,000 public school districts and over 72,000 public schools. Since the 2011–12 school year, the CRDC included data from every public school and school district in the country.[212]

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[1] U.S. Department of Education (ED), "Every Student Succeeds Act (ESSA)," accessed February 28, 2017, https://www.ed.gov/essa?src=rn.
[2] ED, "Every Student Succeeds Act."
[3] ED, "Every Student Succeeds Act."
[4] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title X, Part B, Sec. 1032, 108 Stat. 125, 270–71. See also James B. Stedman, *Goals 2000: Overview and Analysis*, CRS Report for Congress 94-490 EPW (Washington, DC: Library of Congress, Congressional Research Service [CRS], 1994), 30, http://files.eric.ed.gov/fulltext/ED379791.pdf.
[5] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3907–8.
[6] Liane E. White, *Safe School Legislation in the 103rd Congress*, CRS Report for Congress 94-845 EPW (Washington, DC: Library of Congress, CRS, 1994), 2.
[7] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1762–63. See also Edith Fairman Cooper, *The Safe and Drug-Free Schools and Communities Act: Reauthorization and Appropriations*, CRS Report for Congress RS20532 (Washington, DC: Library of Congress, CRS, 2002), 26–27, https://digital.library.unt.edu/ark:/67531/metacrs2209/m1/1/high_res_d/RS20532_2002Aug01.pdf.
[8] ED, *Guidance Concerning State and Local Responsibilities under the Gun-Free Schools Act*, January 2004, http://www2.ed.gov/about/offices/list/osdfs/gfsa.html.
[9] Every Student Succeeds Act, Pub. L. No. 114–95, Sec. 6, 129 Stat. 1802, 1814.
[10] Every Student Succeeds Act, Pub. L. No. 114–95, Sec. 6, 129 Stat. 1802, 1814.
[11] ED, *Unsafe School Choice Option: Non-Regulatory Guidance*, May 2004, 2, http://www2.ed.gov/about/offices/list/osdfs/gfsa.html.
[12] ED, *Unsafe School Choice Option: Non-Regulatory Guidance*,, 6.

[13] David P. Smole, *School Choice under the ESEA: Programs and Requirements*, CRS Report for Congress RL33506 (Washington, DC: Library of Congress, CRS, 2008), 17, http://research.policyarchive.org/19227.pdf. Most states establish some threshold number of violent offenses relative to school enrollment that must be exceeded for either two or three consecutive years in order to designate a school as "persistently dangerous." Some state policies reference primarily felony offenses (e.g. homicide, manslaughter, aggravated assault, or sexual assault). Others also reference violation of weapons possession laws (e.g. the Gun-Free School Act) or drug possession laws. Some state policies also include student expulsions for offenses such as drug or alcohol possession, or violence.
[14] Gail McCallion et al., *K–12 Education: Implementation Status of the No Child Left Behind Act of 2001 (P.L. 107–110)*, CRS Report for Congress RL33371 (Washington, DC: Library of Congress, CRS, 2008), 71, http://congressionalresearch.com/RL33371/document.php?study=K-12+Education+Implementation+Status+of+the+No+Child+Left+Behind+Act+of+2001+P.L.+107-110.
[15] For data on the number of persistently dangerous schools, see Smole, *School Choice under the ESEA*, 18; and McCallion et al., *K–12 Education*, 72.
[16] U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007, Pub. L. No. 110–28, Title V, Ch. 5, Sec. 5502, 121 Stat. 112, 166–67 (2007).
[17] ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2007), 207.
[18] McCallion and Skinner, *School and Campus Safety Programs*, 9. For more on the Grants to Address Youth Violence and Related Issues in Persistently Dangerous Schools Program, see ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2007), 207.
[19] ED, "About OCR: Overview of the Agency," last modified October 15, 2015, http://www2.ed.gov/print/about/offices/list/ocr/aboutocr.html; ED, *Office for Civil Rights: Fiscal Year 2017 Budget Request*, Z-8–9, accessed August 3, 2016, https://www2.ed.gov/about/overview/budget/budget17/justifications/z-ocr.pdf.
[20] ED, "About OCR: Overview of the Agency."
[21] ED, "About OCR: Overview of the Agency."
[22] Department of Education Organization Act, Pub. L. No. 96–88, Title II, Sec. 203, 93 Stat. 668, 673 (1979).
[23] ED, Office for Civil Rights, "Civil Rights Data Collection (CRDC)," last modified November 30, 2016, http://www2.ed.gov/about/offices/list/ocr/data.html.
[24] Anti-Drug Abuse Act of 1986, Pub. L. No. 99–570, Title IV, Subtitle B, 100 Stat. 3207, 3207-125–136 (1986).
[25] Anti-Drug Abuse Act of 1986, Pub. L. No. 99–570, Title IV, Subtitle B, 100 Stat. 3207, 3207-125.
[26] Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, Pub. L. No. 100–297, Title I, Sec. 1001, 102 Stat. 130, 252–65 (1988).
[27] Anti-Drug Abuse Act of 1988, Pub. L. No. 100–690, Title III, Subtitle A, Chapter 3, 102 Stat. 4181, 4247–52 (1988); Drug-Free Schools and Communities Act Amendments of 1989, Pub. L. No. 101–226, 103 Stat. 1928 (1989); Crime Control Act of 1990, Pub. L. No. 101–647, Title XV, Sec. 1503–9, 104 Stat. 4789, 4837–42 (1990).
[28] Safe School Act, Pub. L. No. 103–227, Title VII, Sec.701, 108 Stat. 125, 204 (1994).
[29] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title VII, Sec.701, 108 Stat. 125, 204 (1994).
[30] For more on the federal government's efforts to address school crime and violence in the 1970s and 1980s, see White, Curry, and Stedman, *Violence in Schools*, 5–6; and ED, *Disorder in Our Public Schools: Report of the Cabinet Council on Human Resources Working Group on School Violence/Discipline to the President* (Washington, DC, ED, 1984), https://ia802704.us.archive.org/17/items/ERIC_ED242016/ERIC_ED242016.pdf.
[31] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title VII, Sec. 702, 108 Stat. 125, 204–5.
[32] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title VII, Sec. 706, 108 Stat. 125, 208.
[33] Goals 2000: Educate America Act, Pub. L. No. 103–227, Title VII, Sec. 702, 108 Stat. 125, 204; Stedman, *Goals 2000*, 22n1. To be eligible to apply for grants under the Safe Schools Act, local education authorities had to provide data demonstrating that they had serious school crime, violence, and discipline problems.
[34] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3673–74.
[35] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3673–74.
[36] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3673–74.
[37] Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3673–74.
[38] ED, "Preliminary Overview of Programs and Changes Included in the No Child Left Behind Act of 2001," last modified January 1, 2005, https://www2.ed.gov/nclb/overview/intro/progsum/sum_pg9.html.
[39] For a brief history of these formula changes, see ED, Office of Educational Research and Improvement, NCES, *The Allocation Process for the Safe and Drug-Free Schools and Communities Grants*, April 28, 2003, https://nces.ed.gov/surveys/annualreports/pdf/sdfs20030428.pdf.
[40] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1738–39 (2002).
[41] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1752.

[42] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1754–55.
[43] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1755–56.
[44] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1756.
[45] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1756.
[46] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1756–57. No Child Left Behind Act of 2001, Section 4128, https://ed.gov/policy/elsec/leg/ esea02/pg53.html#sec4128.
[47] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1762–63.
[48] Every Student Succeeds Act, Pub. L. No. 114–95, 129 Stat. 1802 (2015).
[49] Every Student Succeeds Act, Pub. L. No. 114–95, Title IV, Sec. 4001, 129 Stat. 1802, 1966.
[50] Every Student Succeeds Act, Pub. L. No. 114–95, Title IV, Part A, Sec. 4101, 129 Stat. 1802, 1968–82.
[51] Every Student Succeeds Act, Pub. L. No. 114–95, Title IV, Part A, Sec. 4101, 129 Stat. 1802, 1978–81.
[52] Every Student Succeeds Act, Pub. L. No. 114–95, Title IV, Part F, Sec. 4601, 129 Stat. 1802, 2032–33.
[53] ED, *Safe Schools and Citizenship Education: Fiscal Year 2017 Budget Request*, D-9, accessed November 30, 2016, https://www2.ed.gov/about/overview/budget/budget17/justifications/d-ssce.pdf.
[54] David Cantor et al., *A Closer Look at Drug and Violence Prevention Efforts in American Schools: Report on the Study on School Violence and Prevention* (Washington, DC: ED, Planning and Evaluation Service, 2002), 3, https://www2.ed.gov/offices/OUS/PES/studies-school-violence/closer-look.pdf.
[55] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1735; and ED, Office of Educational Research and Improvement, NCES, *The Allocation Process*, 1.
[56] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1737.
[57] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1751–62.
[58] Safe and Drug-Free Schools Program, 63 Fed. Reg. 29,902 (June 1, 1998). See also Edith Fairman Cooper, *The Safe and Drug-Free Schools and Communities Program: Background and Context*, CRS Report for Congress RL30482 (Washington, DC: Library of Congress, CRS, 2007), 38, http://congressionalresearch.com/RL30482/document.php?study=The+Safe+and+Drug-Free+Schools+and+Communities+Program+Background+and+Context.
[59] For more on the Safe and Drug-Free Schools and Communities Act's (SDFSCA's) state reporting requirements, see No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1738. See also Rebecca R. Skinner and Gail McCallion, *School and Campus Safety Programs and Requirements in the Elementary and Secondary Education Act and Higher Education Act*, CRS Report for Congress RL33980 (Washington, DC: Library of Congress, CRS, 2008), 7, http://www.higheredcompliance.org/resources/resources/CRS2.pdf.
[60] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1750. See also Skinner and McCallion, *School and Campus Safety Programs*, 7.
[61] In August 2011, Congress passed the Budget Control Act (Pub. L. No. 112–25), which set caps on discretionary spending for FY2012 and FY2013 at levels almost $1 trillion lower than those in FY2010, and mandated the trigger of automatic, across-the-board cuts—known as sequestration—if a deficit reduction plan was not enacted. The bipartisan congressional panel selected to craft such a plan failed to reach an agreement by the deadline, triggering sequestration in January 2013. Sequestration affected most ED programs, including the SDFSCA grant programs.
[62] ED, "Elementary and Secondary Education: Successful, Safe, and Healthy Students," in *Fiscal Year 2015 Budget Summary and Background Information*, 25, accessed March 9, 2017, https://www2.ed.gov/about/overview/budget/budget15/summary/15summary.pdf; ED, "Elementary and Secondary Education: School Safety National Activities," in *Fiscal Year 2017 Budget Summary and Background Information*, accessed March 9, 2017, https://www2.ed.gov/about/overview/budget/budget17/summary/17summary.pdf.
[63] For state grants, see No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1735–51. For governors' grants, see No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1735–42, 1750.
[64] For a brief history of the formula changes for state grants, see ED, Office of Educational Research and Improvement, NCES, *The Allocation Process for the Safe and Drug-Free Schools and Communities Grants* (2003) , 1
[65] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1737.
[66] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: State Grants; Purpose," last modified May 6, 2014, http://www2.ed.gov/programs/dvpformula/index.html; No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1742–45. Skinner and McCallion use "poverty factors" as a proxy for the state's prior year share of ESEA Title I, Part A funds (*School and Campus Safety Programs*, 3).

[67] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: State Grants; Purpose"; No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1736–39.
[68] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: State Grants; Purpose."
[69] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: State Grants; Funding Status," last modified November 1, 2011, http://www2.ed.gov/print/programs/dvpformula/funding.html.
[70] William Modzeleski, e-mail message to author, March 2016.
[71] Edith Fairman Cooper, *The Safe and Drug-Free Schools and Communities Act: Reauthorization and Appropriations*, CRS Report for Congress RL33870 (Washington, DC: Library of Congress, CRS, 2007), 3–4, http://research.policyarchive.org/3132.pdf; ED, "Elementary and Secondary Education: Safe and Drug-Free Schools and Communities," in *Fiscal Year 2007 Budget Summary and Background Information*, 82, accessed March 9, 2017, http://www2.ed.gov/about/overview/budget/budget07/summary/07summary.pdf.
[72] U.S. Senate, *Hearing on Federal Funding for the No Child Left Behind Act Before the Committee on Appropriations, Subcommittee on the Departments of Labor, Health and Human Services, and Education, and Related Agencies*, 110th Cong., 1st sess. (March 14, 2007), "Youth Drug Use and Other High-Risk Behaviors Surveillance Data," 42, https://www.gpo.gov/fdsys/pkg/CHRG-110shrg35329/pdf/CHRG-110shrg35329.pdf.
[73] ED, *Safe Schools and Citizenship Education: Fiscal Year 2008 Budget Request*, F-13, accessed November 30, 2016, https://www2.ed.gov/about/overview/budget/budget08/justifications/f-ssce.pdf; ED, *Safe Schools and Citizenship Education: Fiscal Year 2009 Budget Request*, F-20, accessed November 21, 2016, https://www2.ed.gov/about/overview/budget/budget09/justifications/f-ssce.pdf.
[74] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: Governors' Grants; Purpose," last modified June 16, 2014, http://www2.ed.gov/programs/dvpgovgrants/index.html.
[75] ED, Office of Elementary and Secondary Education, "Safe and Drug-Free Schools and Communities: Governors' Grants; Funding Status," last modified December 3, 2007, https://www2.ed.gov/programs/dvpgovgrants/funding.html.
[76] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1750–51.
[77] Anti-Drug Abuse Act of 1986, Pub. L. No. 99–570, Title IV, Subtitle B, Part 3, Sec. 4134, 100 Stat. 3207, 3207-134–135; Improving America's Schools Act of 1994, Pub. L. No. 103–382, Title I, Sec. 101, 108 Stat. 3518, 3685–86.
[78] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1750–51.
[79] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1751–57, 1758–62. *Author's Note*: The Grants to Reduce Alcohol Abuse program is not included in this discussion as it is not a school safety program.
[80] ED, *Supporting Student Success: Fiscal Year 2011 Budget Request*, G-13–14, G-25–26, accessed November 21, 2016, https://www2.ed.gov/about/overview/budget/budget11/justifications/g-sss.pdf.
[81] Rebecca R. Skinner and Jeffrey J. Kuenzi, *Reauthorization of the Elementary and Secondary Education Act: Highlights of the Every Student Succeeds Act*, CRS Report for Congress R44297 (Washington, DC: Library of Congress, CRS, 2015), 26, http://www.aasa.org/uploadedFiles/Policy_and_Advocacy/ESSA_Resource_Library/CRS%20ESSA%20120415.pdf.
[82] No Child Left Behind Act of 2001, Pub. L. No. 107–110, Title IV, Sec. 401, 115 Stat. 1425, 1751–52.
[83] Gail McCallion and Rebecca R. Skinner, *School and Campus Safety Programs and Requirements in the Elementary and Secondary Education Act and Higher Education Act*, CRS Report for Congress RL33980 (Washington, DC: Library of Congress, CRS, 2012), 6n16, https://www.hsdl.org/?view&did=729503; ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Purpose," last modified May 5, 2014, http://www2.ed.gov/programs/dvppserv/index.html.
[84] ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Applicant Information," last modified June 27, 2014, http://www2.ed.gov/programs/dvppserv/applicant.html.
[85] ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Applicant Information."
[86] ED, Office of Elementary and Secondary Education, "Project School Emergency Response to Violence (SERV): Applicant Information."

[87] McCallion and Skinner, *School and Campus Safety Programs*, 6; ED, *Safe Schools and Citizenship Education: Fiscal Year 2016 Budget Request*, E-14, accessed November 21, 2016, https://www2.ed.gov/about/overview/budget/budget16/justifications/e-ssce.pdf.
[88] ED, Press Office, "U.S. Department of Education Awards Nearly $300,000 to Baltimore City School District," January 6, 2016, http://www.ed.gov/news/press-releases/us-department-education-awards-nearly-300000-baltimore-city-school-district.
[89] ED, Press Office, "U.S. Department of Education Awards Joplin Schools Nearly $50,000 to Support Local Recovery Efforts," April 5, 2012, http://www.ed.gov/news/press-releases/us-department-education-awards-joplin-schools-nearly-50000-support-local-recovery-efforts.
[90] ED, Press Office, "U.S. Department of Education Awards $3 Million to Connecticut, New Jersey, New York, and New York City to Aid in Recovery from Hurricane Sandy," February 14, 2013, http://www.ed.gov/news/press-releases/us-department-education-awards-3-million-connecticut-new-jersey-new-york-and-new-york-city-aid-recovery-hurricane-sandy.
[91] ED, Press Office, "U.S. Department of Education Awards More Than $6.4 Million in Grants to Connecticut's Newtown Public School District to Further Support Recovery Efforts," September 3, 2014, http://www.ed.gov/news/press-releases/us-department-education-awards-more-64-million-grants-connecticut%E2%80%99s-newtown-public-school-district-further-support-recovery-efforts.
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SCHOOL SAFETY PROGRAMS AND POLICIES ADMINISTERED BY THE U.S. DEPARTMENT OF JUSTICE

Introduction

The U.S. Department of Justice (DOJ) has been and will continue to be instrumental in implementing the nation's school safety programs and policies. U.S. Attorneys General have overseen a number of national school safety initiatives. For example, Attorney General Janet Reno was a strong proponent of the multi-agency Safe Schools/Healthy Students Initiative to support mental health services and violence prevention in schools. She also oversaw the DOJ's implementation of the Safe Schools Initiative (SSI), a congressionally mandated series of school safety programs that began in the late 1990s, as well as the expansion of federal support for the hiring of school resource officers nationwide.[1]

Attorney General John Ashcroft, Reno's successor, continued the Department's implementation of the SSI and launched Project Sentry, a program designed to prevent gun violence in schools by providing U.S. Attorneys' Offices with additional resources to combat violations of federal and state firearms laws involving juveniles, prosecute adults who illegally give firearms to juveniles, and promote school safety through community outreach efforts.[2] Ashcroft also oversaw the expansion of the COPS in Schools Program, as well as new school-based anti-gang and violence prevention programs administered by the DOJ's Office of Juvenile Justice and Delinquency Prevention.[3]

Ashcroft's successors, Attorneys General Alberto Gonzales and Michael Mukasey, oversaw additional DOJ-led school and campus safety initiatives in the aftermath of the mass shooting at Virginia Tech on April 16, 2007, including a report on the tragedy co-authored with the U.S Departments of Education (ED) and Health and Human Services (HHS).[4] Five years later, Attorneys General Eric Holder and Loretta Lynch implemented President Barack Obama's Now is the Time Initiative, which aimed to protect children from gun violence, following the December 14, 2012 mass shooting at Sandy Hook Elementary School in Newtown, Connecticut. They also strengthened the ability of the Department's Office for Civil Rights, which is located within the Office of Justice Programs (OJP), to combat school-based hate crimes and bullying, and to ensure the equitable application of school discipline policies through the Supportive School Discipline Initiative, which addressed emerging issues such as the so-called "school-to-prison pipeline" phenomenon.[5]

Program offices throughout the Department administer national school safety programs. Since the late 1990s, for example, the Office of Community Oriented Policing Services (COPS Office) has played a central role in school safety programs nationwide by fostering partnerships between local law enforcement agencies and school districts, and by promoting community-oriented policing practices in schools. During the early 2000s, an initiative known as the COPS in Schools Program awarded more than $800 million in grants to law enforcement agencies across the nation to support the hiring of school resource officers.[6]

Within the OJP, the Bureau of Justice Statistics (BJS), with the support of ED's National Center for Education Statistics, administers the biennial School Crime Supplement as part of the National Crime Victimization Survey. The BJS then uses the supplemental data, together with selected school safety questions from the annual survey, to develop the yearly *Indicators of School Crime and Safety* report.[7] Another OJP component, the National Institute of Justice (NIJ), pursues a broad research and evaluation agenda on issues related to school safety and school violence prevention, including studies on school-based policing (in collaboration with the COPS Office) and comprehensive research efforts to determine which measures work best in maintaining safe school environments. The NIJ also has worked collaboratively with other federal agencies, school districts, and the law enforcement community to develop tools and strategies to boost security in schools. In 2014, it began administering the Comprehensive School Safety Initiative, which aims to identify and disseminate the best evidence-based practices for school safety.[8]

The Office of Juvenile Justice and Delinquency Prevention, which is also housed within the OJP, has administered a number of school-based delinquency and violence prevention programs over the years. In particular, youth violence and gang prevention initiatives such as the Title V Prevention Grants and Juvenile Accountability Block Grants Programs have directed substantial amounts of funding to school safety and school-based violence prevention projects. The office also was the DOJ's partner in the Safe Schools/Healthy Students Initiative, directing Title V funding toward the administration of the evaluation components of the program.[9]

In conjunction with these offices, the OJP's Office for Civil Rights ensures that recipients of financial assistance from these programs comply with federal laws that prohibit discrimination in employment and the delivery of services or benefits based on race, color, national origin, sex, religion, age, and disability. Likewise, the DOJ's Civil Rights Division works to ensure that

schools implement supportive discipline practices that are non-discriminatory and consistent with existing mandates under Titles IV and VI of the Civil Rights Act of 1964.[10] The division also collaborates with U.S. Attorneys' Offices to address bullying by conducting investigations of and creating agreements with schools and school districts that have a history of bullying or harassment-related incidents. U.S. attorneys conduct further bullying prevention outreach with schools, including activities related to National Bullying Prevention Month (which is October) and bullying prevention summits.[11]

COPS Office School Safety Programs

Background

The DOJ's Office of Community Oriented Policing Services (COPS Office) is charged with advancing public safety by promoting the practice of community policing.[12] Since its inception in 1994, the COPS Office has directed around $1 billion in federal grants toward state and local school safety programs, the majority of which has been dedicated to funding the hiring and training of school resource officers (SROs) by local police and sheriff's offices. The largest sustained federal effort to support SROs, the COPS in Schools (CIS) Program, provided more than $800 million in grant funding for community policing in schools through the hiring and training of SROs between 1999 and 2005. Through the CIS Program and related efforts, the COPS Office has been the largest source of federal support for partnerships between local law enforcement and education agencies for the purpose of enhancing school safety and implementing prevention programs for young people.[13]

An early COPS Office effort, the School-Based Partnerships program, addressed persistent school-related crime and disorder problems by training local law enforcement agencies in the application of evidence-based problem-solving techniques as they apply to school safety. Another COPS Office-administered program, Secure Our Schools, provided federal funds to support school districts' acquisition of crime prevention equipment and other physical security improvements recommended by local law enforcement.

School-Based Partnerships (1998–1999)

In the late 1990s, the COPS Office administered the School-Based Partnerships grant program as part of the Safe Schools Initiative (CFDA No. 16.710) for the purpose of partnering local law enforcement agencies with school districts to address crime and disorder problems in

and around middle schools and high schools. The program promoted grantees' use of the Scanning, Analysis, Response, and Assessment (SARA) problem-solving process to address school safety and school climate concerns, including students and teachers feeling threatened, illegal drug sales, and truancy. Personnel from grantee law enforcement agencies received training in SARA-based problem-analysis and problem-solving methods in order to enhance their ability to assist schools in identifying and addressing these issues.[14]

In the context of community-based policing in schools, the SARA model prescribes a data-gathering phase ("scanning"), such as surveys of or interviews with school officials or students and reviews of truancy data or other school safety and school climate concerns; an "analysis" phase, in which data are tallied and summarized; a "response" phase, during which local law enforcement officers draw on their experiences and knowledge of available resources to recommend solutions; and an "assessment" phase, in which officers review pre- and post-intervention data (e.g., incident reports, arrests, and student surveys) to gauge the effectiveness of the response. Professional evaluators follow up by gathering official data from the police and schools, examining any changes in school climate and student behavior, and interviewing key stakeholders to gauge perceptions of change.[15]

The COPS Office funded the School-Based Partnerships program during fiscal years (FYs) 1998 and 1999, awarding 275 law enforcement agencies more than $30 million in grants to apply these community-oriented policing practices in partnership with schools (see table 10).[16]

Table 10. Grant Awards for the School-Based Partnerships Program, FY1998–1999

Fiscal Year	Total Grant Awards	Number of Agencies Funded
1998	$16,500,000	155
1998*	$1,900,000	124
1999	$13,200,000	120

* Supplemental grant awards.

Source: U.S. Department of Justice (DOJ), Office of Community Oriented Policing Services, "School-Based Partnership Grants," last revised April 21, 2006, https://web.archive.org/web/20070203081845/http://www.cops.usdoj.gov/default.asp?Item=74; Uchida et al., *COPS Innovations: School-Based Partnerships*, 1.

COPS in Schools Program (1999–2005)

The COPS in Schools (CIS) Program, part of the Safe Schools Initiative (CFDA No. 16.710), was a DOJ effort administered by the COPS Office that awarded discretionary grants to

law enforcement agencies for the hiring and training of school resource officers (SROs).[17] It was the largest component of the Safe Schools Initiative, a Congressional funding package introduced as part of the FY1999 appropriations bill that directed funding toward school safety activities.[18] On October 15, 1998, President Bill Clinton announced the CIS Program at the first White House Conference on School Safety, envisioning it as a $65 million effort to hire 2,000 SROs nationwide. Clinton extolled the new initiative "to help schools hire and train 2,000 new community police and school resource officers to work closely with principals and teachers and parents and the students, themselves, to develop antiviolence and antidrug plans, based on the actual needs of individual schools."[19]

Congressional sponsors of the School Resource Officers Partnership Grant Act of 1998—the authorizing legislation for the CIS Program—envisioned the effort as a follow-up to the School-Based Partnerships program.[20] In the aftermath of eight school shootings in 1998—and one year before the shooting at Columbine High School in Colorado—Congress also viewed the CIS Program as a necessary response to a crisis of violence in schools.[21] During floor debate on the act, members of Congress referenced a worsening national school violence problem as a reason to increase federal funding for community-oriented policing in schools. For example, Representative Bill McCollum (R–FL) stated on October 9, 1998:

> It is a sad reality that many of today's schools are becoming increasingly dangerous places to be. Schoolyard brawls have become lethal confrontations involving knives, guns, or drugs. Recent school-related shootings serve as a sobering example of just how urgent the situation has become. Rather than providing our children with a safe place to learn or to grow, many of our schools have become combat zones.
> A look at crime statistics show that while murder rates for young people may be declining, the schoolyard murder rate has almost doubled in the last 2 years. Mr. Speaker, 25 students have been killed in U.S. schools since January 1998.[22]

Representative Bob Etheridge (D–NC) echoed McCollum's and others' concern about recent incidents of school violence, stating:

> These recent incidents must serve as a call to action. Congress must respond with effective means to prevent and combat school violence. The School Resource Officer legislation will help provide the response that is needed to attack the problem of school violence in a very effective manner . . . This bipartisan bill will apply the proven principles and techniques of community policing to the school environment.[23]

Under the FY1999 Omnibus Appropriations Act, Congress allocated $210 million for the Safe Schools Initiative.[24] More than three-quarters of that funding—$167.5 million—was directed toward the CIS Program.[25] The COPS Office subsequently announced the first round of CIS Program grants in April 1999.[26] Three rounds of FY1999 grant awards distributed $177 million to law enforcement agencies for the hiring of SROs, funding more than 1,500 positions nationwide during the program's first year. In FY2000, the CIS Program awarded another $192.5 million in grants over the course of three rounds.

Between 1999 and 2005, the CIS Program awarded approximately $823 million in grants for the hiring of SROs, funding 7,242 positions in hundreds of communities across the United States.[27] The program issued 20 rounds of grants, including five rounds that were a part of the Safe Schools/Healthy Students Initiative (see table 11).[28] Annual appropriations for the CIS program total $167.5 million in FY1999, $180.0 million in FY2000, $179.6 million in FY2001, $180.0 million in FY2002, $39.7 million in FY2003, $59.4 million in FY2004, and $4.9 million in FY2005.[29]

Table 11. Grant Awards for the COPS in Schools Program, FY1999–2005

Round	Announcement Date	Total Grant Awards ($ millions)	Number of Agencies Funded	Number of SROs Funded
1	April 23, 1999	67.7	332	613
2	September 9, 1999	85.0	319	751
3	September 11, 1999	24.2	61	210
4	December 21, 1999	75.0	349	694
5	April 15, 2000	49.5	223	455
6	September 6, 2000	68.0	289	599
7	February 8, 2001	70.6	348	640
8	September 20, 2001	98.5	288	832
10	September 28, 2001	5.4	27	45
11	March 19, 2002	52.8	228	464
12	September 5, 2002	122.8	501	1052
13	---	---	---	---
14	April 10, 2003	20.6	120	180
16	August 28, 2003	21.4	40	176
17	March 2004	20.7	111	194
18	September 9, 2004	35.2	73	285
19*	November 2004	0.9	3	8
20	July 28, 2005	$5.4	15	44

* Supplemental COPS awards for Safe Schools/Healthy Students Initiative grantees.

Source: DOJ, Office of Community Oriented Policing Services, "Press Releases Archives," last updated September 13, 2000, http://web.archive.org/web/20010105191700/http://www.usdoj.gov:80/cops/news_info/press_releases/pr_archives.htm; DOJ, Office of Community Oriented Policing Services, "Grant Announcements Archive," last updated March 7, 2000, http://web.archive.org/web/20000308211532/http://www.usdoj.gov:80/cops/news_info/grant_annouce/ga_grantaward_archive.htm#; DOJ, Office of Community Oriented Policing Services, "COPS in Schools Award Announcement, Round 7," February 8, 2001, https://web.archive.org/web/20090320055032/http://www.cops.usdoj.gov/default.asp?Item=727.

SROs funded through the CIS Program played a central role in implementing several DOJ-sponsored federal school safety programs. For example, they taught the drug and gang prevention curriculums developed under Project DARE (Drug Abuse Resistance Education) and the G.R.E.A.T. (Gang Resistance Education and Training) Program. SROs also monitored and assisted troubled students through federally supported mentoring programs and promoted personal and social responsibility by encouraging participation in community service activities as part of the DOJ's Juvenile Accountability Block Grants program. CIS-funded SROs further identified physical changes in the environment that could reduce crime in and around primary

and secondary schools as part of the Secure our Schools program, and helped develop school policies that addressed criminal activity and school safety through the School-Based Partnerships program.[30]

The CIS Program provided a maximum federal contribution up of to $125,000 per officer position for approved salary and benefit costs over a three-year grant period, with any remaining costs to be paid with local funds. Officers paid with CIS funding had to be hired on or after the grant award start date. CIS grant funding was primarily used to pay the entry-level salaries and benefits of newly hired SROs to be deployed to work in and around primary and secondary schools. Alternatively, CIS funds could be used to pay the entry-level salaries and benefits of newly hired officers who backfilled the positions of locally funded veteran officers deployed as SROs.[31]

All grantee jurisdictions were required to demonstrate that they had primary law enforcement authority over the schools identified in their applications, as well as their inability to implement the proposed project without federal assistance. Recipients of CIS grants were required to attend one three-day training workshop sponsored by the COPS Office. Grantees also had to send each of the SROs and one designated school official to the training. The COPS Office paid for the training, travel, lodging, and per diem (up to a maximum of $1,200) of each required participant.[32]

In 2006, the Violence Against Women and Department of Justice Reauthorization Act of 2005 consolidated various COPS Office grant programs into a single effort, effectively ending the CIS Program. The new program allowed state and local law enforcement agencies to apply for funds for a number of different purposes, including the hiring or rehiring of SROs under the COPS Hiring Program (CHP), as well as for other non-hiring initiatives related to school safety. This change allowed for added flexibility in the use of grant funds, but made it more difficult to track the grants awarded exclusively for school safety purposes.

The number of federally funded SRO positions experienced a downward trend after peaking during FY2002, from 1,052 in FY2002 to 59 in FY2016.[33] Reporting on the number of SROs hired through CHP grants became less reliable after the end of the CIS Program because, for several years, CHP grantees were not required to distinguish between the school-based and other types of community-oriented policing positions being funded. Beginning in FY2011, the COPS Office began requiring CHP grantees to identify a public safety problem area that grant

funds would be used to address, including "school-based policing." According to the COPS Office, 10.4 percent of funded applications for FY2011 and 22.3 percent of funded applications for FY2012 were submitted to support school-based policing positions.[34] However, the number of SROs continued to decline through FY2016 (see table 12).

Table 12. Grant Awards for SROs Funded through the COPS Hiring Program, FY2013–2016

Fiscal Year	Total Grant Awards	Number of Agencies Funded	Number of SROs Funded
2013*	$46,450,848	144	370
2014	$22,666,206	79	168
2015	$14,901,905	59	128
2016	$7,387,751	32	59

Source: DOJ, Office of Community Oriented Policing Services, "COPS Fact Sheet: 2013 COPS Hiring Program," October 2013, 3, https://cops.usdoj.gov/pdf/2013AwardDocs/CHP/2013_CHP-Postaward-FactSheet_091213.pdf; DOJ, Office of Community Oriented Policing Services, "COPS Hiring Program (CHP): Award List by Problem Area," 2013–16, https://cops.usdoj.gov/Default.asp?Item=2541.

In 2013, recognizing the need to set a national standard for the SRO's role in school safety, the COPS Office funded the Integrated School Resource Officer Safety Model and Training Curriculum project, which is designed to expand the knowledge base for SROs and those who select, hire, train, and manage them.[35] Currently, all SROs hired with CHP grant funds must complete the Basic School Resource Officer training course at the National Association of School Resource Officers within nine months of the award start date. The 40-hour instruction block was designed for school administrators and law enforcement officers with fewer than two years' experience working in an educational setting. The three main areas of instruction cover the functions of a police officer in a school environment, how to work as a resource and problem-solver, and the development of teaching skills.[36]

Justice-Based After School Program (2000–2001)

The Justice-Based After School Program, also part of the Safe Schools Initiative (CFDA No. 16.710), was a COPS pilot program conducted in six cities during 2000 and 2001. Its purpose was to develop a preventative approach to juvenile crime and victimization in order to improve the overall quality of life in high-crime neighborhoods.[37] The program advanced community policing through collaborative crime prevention programs by partnering police

agencies and community-based organizations to create high-quality after-school programs. Pilot sites received nearly $3 million in grants to fund such programs, with each site targeting specific community needs. These programs included mentoring, tutoring, vocational training, and recreational activities that allowed students to interact with law enforcement on a personal level. Each of these programs was designed to provide students with a healthy environment during hours when they were most likely to be unsupervised and therefore more susceptible to engaging in illegal activities or more vulnerable to being victimized.[38]

Secure Our Schools Program (2002–2011)

In 2001, Congress created a grant program designed to reimburse state and local education agencies for the costs of installing security equipment and conducting security assessments. Called the Secure Our Schools (SOS) Program (CFDA No. 16.710), it was administered by the COPS Office from 2002 through 2011.[39] The SOS grants provided funding to state, local, and tribal governments to assist with the purchase and development of school safety resources based upon a comprehensive approach to preventing school violence; these resources were individualized to the schools' needs. The program sought to assist schools in establishing and enhancing a variety of school safety equipment and programs. As a non-hiring grant, the funds from this program helped to cover the cost of school security measures, security assessments, security training for students and school personnel, coordination with local law enforcement, and other measures to improve school safety.[40] Security measures covered under the SOS grant guidelines included the installation of metal detectors, locks, lighting, and other equipment used to deter crime in schools. Grants could also be used to cover half the cost of conducting the security assessments, security training, and any other measure expected to provide a significant improvement in the school environment.[41]

The SOS grants were open to all state, local, and tribal law enforcement agencies with primary law enforcement authority within a primary or secondary school.[42] The COPS Office worked with law enforcement to ensure that the grant funds addressed the most pressing security needs of the grantees and would support solutions that relied on new technologies and experience, as well as the expertise of school administrators and law enforcement professionals.[43]

While other federal school safety programs—most notably the multi-agency Safe Schools/Healthy Students Initiative and ED's Readiness and Emergency Management in Schools program—supported the use of school security technologies in a limited fashion, the SOS Program was the sole initiative to provide direct funding for the purchase and implementation of such technologies.[44] The SOS grants covered 50 percent of the projects' cost, up to $500,000, over a two-year grant period. The COPS Office required grantees to provide a local cash match of 50 percent toward the total cost of the project.[45] The program was a one-time funding opportunity. The COPS Office expected that all of the items, personnel, and training requested would be hired or purchased, and that the project would be implemented, within the two-year grant period.[46]

During FY2002–2011, the COPS Office awarded approximately $123 million in SOS grants to more than 1,000 agencies across the nation (see table 13). Congressional appropriations for the program were around $5 million in FY2002 and FY2003, nearly $10 million in FY2004, and between $13 million and $15 million annually from FY2005 through FY2011.[47]

Table 13. Grant Awards for the Secure Our Schools Program, FY2002–2011

Fiscal Year	Total Grant Awards	Number of Agencies Funded
2002	$5,000,000	69
2003	$4,900,000	106
2004	$9,800,000	220
2005	$14,700,000	127
2006	$14,800,000	174
2007	$14,806,855	152
2008	$14,427,031	143
2009	$15,998,673	N/A
2010	$15,900,000	167
2011	$13,070,580	93

Source: DOJ, Office of Community Oriented Policing Services, "COPS in Schools Award Announcement, Round 7"; DOJ, Office of Community Oriented Policing Services, "COPS Office Announces $14.4 Million in School Safety Grants," September 11, 2008, https://cops.usdoj.gov/Default.asp?Item=2081; DOJ, Office of Community Oriented Policing Services, "COPS Office Awards $16 Million in School Safety Funds," October 1, 2009, https://cops.usdoj.gov/Default.asp?Item=2287; DOJ, Office of Community Oriented Policing Services, "COPS Office Announces $26.1 Million to Improve School Safety and Reduce Child Sexual Victimization," September 29, 2010, https://cops.usdoj.gov/Default.asp?Item=2549; DOJ, Office of Community Oriented Policing Services, "US Department of Justice COPS Office Announces Over $13 Million in School Safety Grants," September 8, 2011, https://cops.usdoj.gov/Default.asp?Item=2599.

Other COPS Programs Impacting School Safety

The COPS Office's MORE (Making Officer Redeployment Effective) program—implemented from FY1998 to FY2002—was not a program specifically directed at schools, but did allow funds to be used by schools to cover the overtime costs for an officer who was assigned to work at a school, but not on a full-time basis. MORE funds also helped police departments purchase mobile computer technologies. For example, in California, the San Diego School Police used the San Diego Police Department's reporting software to save time. School police could submit their reports remotely over the school administration's network.[48]

Other school safety programs that were implemented prior to the CIS Program included partnerships between local police departments and schools. These initiatives typically addressed truancy and other problem behaviors, such as students' involvement with drugs and violence. Between 1995 and 1998, these cooperative programs were among the fastest-growing community-policing tactics. Grantees that began such programs in the mid-1990s were among the 57 percent of agencies that described COPS Office funds as instrumental in these efforts.[49]

In California, for example, the San Diego School Police and San Diego Police Department collaborated on truancy prevention projects. In Florida, the city of Lakeland ran a truancy prevention program in conjunction with the schools, juvenile court, and children and families agency. The city of Miami reported that after truancy pick-ups around schools increased, the number of robberies targeting elderly pedestrians declined. Packaged prevention programs such as DARE were already among the most widespread tactics in 1995, and had become almost universal by 1998. Ten percent of grantees reported that COPS Office funds had enabled them to sustain drug education programs in schools during budget cuts.[50]

The Office of Justice Programs (OJP) has, in the past, administered some school programs that later moved under the purview of the COPS Office. However, the COPS Office then passed earmarked funds to the OJP for these programs. One example of this arrangement is the administration of the Safe Schools Initiative. Further, between FY1999 and FY2005, the COPS Office partnered with ED, HHS, and the DOJ's Office of Juvenile Justice and Delinquency Prevention to provide funding to grantees participating in the Safe Schools/Healthy Students Initiative.[51]

National Institute of Justice (NIJ) School Safety Programs

School Safety Technology and the Justice Technology Information Center

NIJ has been involved in the development of school safety technology for many years.

During the mid-1990s, NIJ collaborated with ED's Office of Safe and Drug-Free Schools and the U.S. Department of Energy's Sandia National Laboratories to explore the most effective uses of security technologies in schools. The research findings were summarized in a 1999 report titled, *The Appropriate and Effective Use of Security Technologies in U.S. Schools*.[52] In January 2002, the NIJ's School Safety Program cosponsored a school safety conference, which covered topics such as current research, existing commercial technologies, and case studies of successful technological approaches used by schools to improve safety.

The Justice Technology Information Center (JTIC) provides an online information resource for technological innovations transforming the criminal justice system[53]. JTIC operates a web site called SchoolSafetyInfo.org to provide a clearinghouse of information on school safety. Since 2013 they have published an annual report to highlight school safety success stories entitled, *Sharing Ideas and Resources to Keep Our Nation's Schools Safe!* In 2016 they released a cellular phone app, *School Safe – JTIC's Security and Safety Assessment App for Schools*[54], to help schools identify and address trouble spots at schools.

Comprehensive School Safety Initiative (2014–Present)

Since 2014, the NIJ has administered the Comprehensive School Safety Initiative (CSSI, CFDA No. 16.560), a research-focused program designed to identify and disseminate the best evidence-based practices for school safety. The CSSI is a federal program authorized under the Omnibus Crime Control and Safe Streets Act of 1968.[55] CSSI was developed in response to the school shooting in Newtown, Connecticut in 2012. Its goal is to increase the safety of U.S. schools through the development of knowledge regarding the most effective and sustainable school safety interventions and programs, efforts that communities can use to keep children safe, both in school and on the way to and from school facilities. The initiative has three broad components, each designed to produce evidence about what works and to identify best practices. First, the CSSI is developing a knowledge base of school safety issues, as well as existing models and data. Secondly, it sponsors independent and innovative research. Finally, it tests the

effects of school safety-related interventions through pilot projects.[56] Most of these projects are required to be completed within three years, but in some situations, they extend as long as five years.[57]

In its FY2014 budget, the Obama administration requested a $150 million appropriation for a "Comprehensive Schools Safety Program," to be administered by the COPS Office.[58] As outlined in the COPS Office's FY2014 budget justification, submitted to Congress in March 2013, the program would help school districts make other critical investments in school safety by providing grants to support the hiring of school safety personnel, including "sworn school resource officers, civilian public safety personnel, school counselors, school psychologists, other qualified psychologists, school social workers, and child and adolescent psychiatrists." The program would also have funded grants for "the purchasing of school safety equipment; the development and updating of public safety plans; conducting threat assessments; and training 'crisis intervention teams' of law enforcement officers to work with the mental health community to respond to and assist students in crisis."[59]

As proposed, the program would have brought the law enforcement, mental health, and education disciplines closer together to provide a comprehensive approach to school safety by funding local-needs-based grants developed by interdisciplinary teams:

> Law enforcement and school districts, in consultation with school mental health professionals, should come together to apply for funding that fills the gaps in their own school safety and security efforts. With assistance from the Department of Education (and flexible transfer authority), the program will support demand-driven grants, providing support for the hiring of school safety personnel, including medical health professionals and counselors, equipment, and safety assessments. Applications will be driven by local needs and evaluated on the basis of the quality of the comprehensive safety plans submitted with the applications that show how all of the funding requests and proposed activities are linked together.[60]

In January 2014, the Consolidated Appropriations Act established the CSSI. Rather than fund a hiring, equipment, and training program for school safety under the COPS Office, Congress appropriated $75 million for "a research-focused initiative."[61] Reflecting the program's conceptual shift toward research, Congress directed that the NIJ take the lead in administering the program. Through the CSSI, the NIJ would provide competitively awarded grants with strong research and evaluation components to local school districts and state educational agencies to

support the implementation of school safety interventions. Congress also directed the NIJ to collaborate with key partners from the law enforcement, mental health, and education disciplines to develop a strategy and model for comprehensive school safety. Additionally, the NIJ was to work with other federal partners in developing the initiative.[62] Congress wanted the model to take into account concerns raised by the Senate Committee on Appropriations about the "school-to-prison pipeline," among other issues.[63]

Explanatory language in the FY2014 omnibus appropriations bill introduced by Hal Rogers (R–KY), the chairman of the House appropriations committee, further elaborated Congress's vision for the CSSI: "the initiative shall bring together the nation's best minds to research the root causes of school violence, develop technologies and strategies for increasing school safety, and provide pilot grants to test innovative approaches to enhance school safety across the nation."[64] The NIJ would focus on supporting locally based pilot programs and research into best practices and technologies related to school safety, with the goal of developing a comprehensive school safety framework by 2017.

Of the $75 million Congress appropriated for the CSSI in FY2014, $50 million was designated for pilot grants to improve school safety, which were to be consistent with each school's safety assessment and plans. The bill also noted that the pilot programs should be designed to "advance the goal of developing, testing, and discerning best practices for school safety."[65] The CSSI grants were to be used to:

- Test and evaluate technologies and strategies to improve school safety,
- Develop and update school safety assessments and plans,
- Provide technical assistance and training, and
- Support and assess other programs and technologies that are intended to enhance overall school safety efforts.

Congress directed that the remaining $25 million be used to support research and evaluation into the potential root causes of school violence. Congress also authorized the NIJ to "examine promising new approaches and technologies to determine the most effective measures for the improvement of school safety, such as the development of comprehensive school safety assessments [and] the development and implementation of appropriate training modules; [the] effectiveness of surveillance cameras; or new ways of designing schools to improve survivability in the event of a mass shooting incident."[66]

In early 2014, an interagency working group of federal partners began to meet to assist in the development of the CSSI. Members shared their historical knowledge, research efforts, data collection activities and strategies, and information about the programs supported by each agency. The group included representatives from other DOJ branches, including the Bureau of Justice Statistics, the Civil Rights Division, the FBI, the COPS Office, and the Office of Juvenile Justice and Delinquency Prevention. Experts in school safety from ED, HHS (the CDC, the National Institutes of Health, and the Substance Abuse and Mental Health Services Administration), and the U.S. Department of Homeland Security (the U.S. Secret Service) also participated. In total, more than 20 federal partners participated in the CSSI during its first year of implementation.[67]

In February 2014, the NIJ issued the first CSSI solicitation for "investigator-initiated research." It invited state and local government agencies, non-profit and for-profit organizations, institutions of higher education, and certain qualified individuals to submit proposals for "high-quality, broad-based research projects that would facilitate advances in basic scientific knowledge and methods as they relate to school safety and/or school violence prevention." The solicitation invited applicants to explore a broad range of research methodologies in developing such proposals. The research methodologies could include, for example, "natural experiments, randomized controlled trials, demonstration field experiments, longitudinal studies, and secondary data analysis."[68] The NIJ received more than 100 applications in response to the solicitation, and made nine awards totaling $18.2 million to what it determined to be the highest scoring, and most relevant and rigorous, studies.[69]

On April 16, 2014, the NIJ released the second CSSI solicitation for FY2014, titled "Developing Knowledge About What Works to Make Schools Safe." Eligible applicants were limited to local education agencies, public charter schools recognized as local education agencies, and state education agencies. These applicants were expected to enter into agreements with highly qualified research partners to identify, test, and evaluate interventions and approaches that are intended to enhance school safety. In collaboration with the applicant, the research partner was expected to engage in independent research and evaluation activities to rigorously examine various facets of specific, locally implemented, school safety interventions, including their effectiveness, efficacy, sustainability, unintended consequences, costs, and benefits.[70]

In total, the NIJ awarded $63 million in grant awards in FY2014. The 24 projects that received grant support addressed a wide range of school safety topics, including bullying prevention, exclusionary discipline, mental health and trauma-informed response, positive behavioral interventions and supports, protecting students as they walk to and from school, restorative justice, SRO training and effectiveness, threat assessments using social media, and wrap-around services/comprehensive approaches.[71] During FY2014, the NIJ also provided $3.5 million in CSSI funds to four federal partners by means of interagency agreements to improve surveys and incident-level data on school safety at the national level.[72]

In May 2014, the NIJ published a congressionally mandated framework to guide the CSSI. The framework established a set of goals and guiding principles that aligned with congressional objectives and comported to the ideals of building knowledge through objective, independent research in pursuit of sustainable models of school safety. The CSSI, as devised by the NIJ and its federal partners, consisted of three major parts: understanding the history of school safety programs nationwide; conducting independent research and evaluation; and testing the effects of various school safety interventions via pilot projects.[73]

The CSSI framework declared the following to be the initiative's guiding principles:

- Undertake research-focused projects that contribute to building a solid foundation of rigorously tested, objective, and independent knowledge and best practices about school safety.

- Emphasize both process and outcome evaluation so that specific intermediate factors can be identified and evaluated, and promising practices can be implemented most effectively.

- Evaluate programs and school safety models based on their long-term sustainability and cost/benefit ratio to ensure that their adoption is financially feasible for schools.

- Produce research that will result in knowledge and findings relevant to a wide range of schools and school districts.

- Emphasize the importance of:
  - Non-discrimination (based on such things as students' race, color, national origin, sex, gender identity, sexual orientation, religion, disability, or language proficiency), and
  - Avoiding a "school-to-prison pipeline" (policies and practices that unnecessarily remove students from schools and place them into criminal and juvenile justice systems).

- Promote mutually beneficial collaborations between school districts and their research partners that continue after the study period is complete.

Congress, through the Consolidated and Further Continuing Appropriations Act of 2015, renewed the CSSI for a second year without modifying the previous year's funding level of $75 million.[74] In FY2015, the NIJ made a total of $69.6 million available through 25 competitive awards for projects in four funding categories: Developing Knowledge About What Works to Make Schools Safe; Causes and Consequences of School Violence; Shorter Term Studies on School Safety; and Developing and Evaluating a Comprehensive School Safety Framework.[75]

The "Developing Knowledge About What Works to Make Schools Safe" grants were aimed at supporting the demonstrations and evaluations of programs, practices, policies, and strategies designed to enhance school and student safety. Grantees were to focus their efforts on a limited range of specific, locally implemented interventions so that they could develop the most robust research designs possible and produce scientific evidence regarding the effectiveness, efficacy, costs, and benefits of these interventions. The NIJ awarded $40.9 million for such grants in FY2015.[76]

Grants awarded under the "Causes and Consequences of School Violence" category supported research designed to better understand the potential root causes and related factors, as well as the impact and consequences, of school violence. In FY2015, the NIJ awarded $5.5 million for such grants.[77]

The grants for "Shorter Term Studies on School Safety" fostered fast-turnaround research findings on school safety-related issues for projects not exceeding 24 months. The NIJ awarded $3.9 million for grants in this category during FY2015.[78]

Funding under the "Developing and Evaluating a Comprehensive School Safety Framework" category supported multidisciplinary partnerships created to develop, implement, and evaluate such a framework, especially at the local level.[79] The NIJ awarded $19.4 million for these grants during FY2015.[80]

In FY2016, the NIJ awarded $67 million through 25 grants with four focus categories: Developing Knowledge About What Works to Make Schools Safe; Causes and Consequences of School Violence; Shorter Term Studies on School Safety; and Developing and Evaluating a Comprehensive School Safety Framework.[81]

Other Efforts Related to School Safety

Over the past 25 years, the NIJ, has sponsored numerous studies on the issues of school safety and school climate. Here we highlight examples of that work. In 2000, the NIJ commissioned the National Study of Delinquency Prevention in Schools to develop a comprehensive account of the extent of problem behavior (e.g., delinquency, drug use, and violence) in U.S. schools, and of what schools were doing to prevent such behavior and promote a safe and orderly environment. The study provided a description of the full range of activities schools undertake to reduce or prevent this behavior.[82] The NIJ also provided funding for a report by the U.S. Secret Service's National Threat Assessment Center, in collaboration with ED. That report, titled *An Interim Report on Prevention of Targeted Violence in Schools*, was published in October 2000. A final report was published in 2002.[83]

OJJDP Support for School Safety

Background

The Juvenile Justice and Delinquency Prevention Act of 1974 (JJDPA) was the first comprehensive federal juvenile justice legislation. It has three core components: mandates that states must adhere to in order to be eligible to receive federal grant funding; institutions within the federal government to coordinate and administer federal juvenile justice efforts, and block grant programs to assist states in setting up and running their juvenile justice systems.[84] These components have remained intact in the subsequent revisions of the original bill. The 1974 act created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) within the DOJ's Office of Justice Programs.[85] It promotes juvenile justice reform through evidence-based practices and a developmentally appropriate approach to juvenile justice. The OJJDP was charged with implementing programs aimed at improving the juvenile justice system and preventing juvenile delinquency.[86]

The JJDPA authorizes several activities, including juvenile justice and delinquency prevention programs, runaway and homeless youth services, and missing children's assistance. As part of its delinquency prevention mission, the OJJDP supports school-based efforts to prevent truancy, suspension, and expulsion; funds programs to prevent the establishment of a

gang presence in schools; and offers supplemental support to school safety programs administered by other DOJ bureaus.

The Gang-Free Schools and Communities: Community-Based Gang Intervention program was a new authority introduced under Title II by the 1992 reauthorization of the JJDPA.[87] It committed the OJJDP to implementing community- and school-based programs to prevent at-risk youth from joining gangs; to develop new approaches within courts and juvenile detention centers to address the problems of youth convicted of serious drug- and gang-related offenses; to promote lawful activities among youth in areas experiencing gang-related crime; to provide treatment and services to juveniles in gangs or at risk of joining gangs; and to facilitate young peoples' access to substance abuse treatment and prevention programs.[88]

With the 1992 act, Congress also created a new Title V within the JJDPA. [89] The language echoed Congress's determination that juvenile delinquency prevention could be more effective in human and fiscal terms than efforts to address delinquency alone. A central element of Title V was the Incentive Grants for Local Delinquency Prevention Programs, also known as the Community Prevention Grants Program. In addition to delinquency prevention, these grants funded school-based efforts to prevent truancy, suspension, and expulsion. Authorized school safety activities also included support for programs, such as the CIS Program, covered under the Safe Schools Initiative.[90] The contribution of JJDPA funding to federal school safety cannot be easily disaggregated from the overall funding provided under the act. Consequently, the following discussion addresses trends in general juvenile justice funding available for school-based programs.

Funding History

From the 1990s to 2003, overall funding for juvenile justice within the DOJ's annual appropriations experienced a gradual increase, peaking at $565 million in FY2002. While the 2002 reauthorization of the JJDPA eliminated a number of smaller grant programs and consolidated most of them into the Juvenile Accountability Block Grants Program, Congress continued to fund some of the programs that had been repealed.[91] From FY2002 to FY2007, overall funding for juvenile justice programs fell by 38 percent, to $348 million. Then, between FY2007 and FY2010, funding increased by almost 22 percent, to $424 million. During this same period, JJDPA program funding increased by 27 percent, from $260 million in FY2007 to $331

million in FY2010.[92] Funding for DOJ-administered juvenile justice programs began to decline again in FY2011, a trend that continued through FY2015 (see table 14).[93]

Table 14. Budget Authorities for Major Juvenile Justice Funding Sources, FY2000–2016

Fiscal Year	JJDPA Title II ($ millions)	JJDPA Title V ($ millions)	Juvenile Accountability Block Grants ($ millions)	Youth Mentoring ($ millions)	Total Juvenile Justice* ($ millions)
2000	---	95.0	237.9	---	547
2001	---	95.0	249.5	---	559
2002	88.8	94.0	249.5	---	565
2003	83.3	47.0	190.0	---	475
2004	83.2	80.0	60.0	---	363
2005	83.3	80.0	54.3	---	394
2006	79.2	65.0	50.0	---	353
2007	79.2	64.0	49.4	---	348
2008	74.3	61.0	51.7	70.0	384
2009	75.0	62.0	55.0	80.0	384
2010	75.0	65.0	55.0	100.0	424
2011	62.3	53.8	45.6	82.8	275
2012	40.0	20.0	30.0	78.0	263
2013	44.0	19.0	23.3	---	261
2014	55.5	15.0	0	---	255
2015	55.5	15.0	0	---	252
2016	58.0	18.0	---	---	270

* The overall funding for juvenile justice within the DOJ appropriations includes programs outside of the Juvenile Justice and Delinquency Prevention Act (JJDPA). For example, the Juvenile Accountability Incentive Block Grant (JAIBG) program funds were drawn from the State and Local Law Enforcement Assistance section of the DOJ appropriations. This means that, prior to fiscal year (FY) 2004, the overall appropriations for juvenile justice were significantly higher than the funds outlined in the section on the Juvenile Justice Program. Beginning in FY2004, the Juvenile Accountability Block Grant replaced the JAIBG, and most juvenile justice funding was consolidated within the Juvenile Justice Program account (Nuñez-Neto, *Juvenile Justice*, 6).

Source: Nuñez-Neto, *Juvenile Justice Funding Trends*, 4, 6; Finklea, *Juvenile Justice Funding Trends* (2011), 4; Finklea, *Juvenile Justice Funding Trends* (2016), 7–8.

School-Based Gang Intervention Programs

Gang activity was a growing concern for schools during the 1980s and 1990s. According to ED and the DOJ, the percentage of public school students who reported that gangs were present in their schools nearly doubled from 17 percent in 1989 to 31 percent in 1995.[94] During the late 1990s, DOJ studies indicated that youth gangs presented a serious threat to public safety,

despite overall declines in juvenile crime. In 1998, more than 4,000 communities in the United States were experiencing youth gang problems. More than 30,000 youth gangs and 800,000 youth gang members were reported in the annual nationwide survey of law enforcement agencies conducted by the OJJDP's National Youth Gang Center. The OJJDP found that youth involved in gangs committed three to seven times as many criminal offenses as those not involved in gangs. Youth involved in gangs experienced significant risk factors in numerous domains, and their behavior posed a threat not only to their own safety, but also to the safety of their families and communities.[95]

Beginning in the early 1990s, the DOJ framed its response to the youth gang problem by implementing the Comprehensive Response to America's Youth Gang Problem. This initiative included the creation of the National Youth Gang Center, the demonstration and testing of the OJJDP's Comprehensive Gang Model (also referred to as the "Spergel Model" after its developer, Dr. Irving Spergel), training and technical assistance to communities implementing this model, evaluations of the demonstration sites, and information dissemination through the OJJDP's Juvenile Justice Clearinghouse information service.[96]

Gang-Free Schools and Communities Demonstration Program (1999–2002)

As part of the DOJ's Comprehensive Response, the OJJDP administered a number of anti-gang programs under the JJDPA, some of which focused on schools and others more broadly on communities. In FY1999, the office received a $12 million appropriation to conduct the Gang-Free Schools and Communities Demonstration Program, in collaboration with ED and HHS, as well as the U.S. Departments of Labor and the Treasury.[97] This discretionary program provided grants to selected schools and community organizations to implement the OJJDP's Comprehensive Gang Model.[98] It also provided technical assistance and training to grantees through the National Youth Gang Center.[99]

The Gang-Free Schools component of the program sought to demonstrate the effectiveness of the Comprehensive Gang Model at four demonstration sites during FY2001.[100] The program was based on the model's original framework for early school-based intervention to prevent and deter gang involvement, supplementing existing school-based youth violence prevention efforts. The National Youth Gang Center provided technical assistance to these sites

and conducted an independent evaluation of the schools' efforts at the end of the program.[101] The full schools and communities demonstration program continued through FY2002.[102]

Gang Resistance Education and Training Program (1992–2011)

The Gang Resistance Education and Training (G.R.E.A.T.) Program is a school-based gang prevention effort based on a law enforcement officer-administered training curriculum.[103] It educates young people about the consequences of gang involvement and to improve their attitudes and perceptions about the police.[104]

Federal support for the program began in 1991, when the U.S. Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) and the Federal Law Enforcement Training Center entered into a cooperative agreement with the Phoenix Police Department to expand the city's pilot gang prevention program.[105] The Violent Crime Control and Law Enforcement Act of 1994 authorized the secretary of the Treasury to establish at least 50 G.R.E.A.T. grant projects in communities across the country.[106] The program gained rapid acceptance among law enforcement agencies and schools, and by 2001, more than 4,000 officers from across the country had completed the G.R.E.A.T. training.[107]

In 2002, Congress transferred the G.R.E.A.T. Program from the ATF to the DOJ's Office of Justice Programs, which assigned operational control to the Bureau of Justice Assistance.[108] The bureau then awarded a grant to the Institute for Intergovernmental Research—a research and training organization specializing in law enforcement, juvenile justice, and criminal justice—to provide national training coordination services and related tasks. In 2011, the OJJDP became an active partner in the program, assuming the responsibility for providing the funds needed to support the costs of training G.R.E.A.T. instructors and providing up-to-date materials to instructors and students.[109] During FY2011, the OJJDP continued to support the effort through its Community-Based Violence Prevention Program.[110] Between 1991 and 2015, the G.R.E.A.T. Program graduated more than 6 million students and certified 14,000 law enforcement officers as instructors. In FY2015, 1,250 officers and law enforcement professionals taught the program to 328,799 students in 5,233 elementary schools and middle schools nationwide.[111]

From FY1995 to FY2011, the G.R.E.A.T. Program received funds from various federal sources, including the Violent Crime Reduction Trust Fund and the Title V Incentive Grants for

Local Delinquency Prevention Programs.[112] The G.R.E.A.T. classes were often taught by SROs, many of whose positions were made possible by federal COPS in Schools Program grants. The Violence Against Women and Department of Justice Reauthorization Act of 2005 reauthorized G.R.E.A.T. federal funding through FY2010 at a rate of up to $20 million annually.[113] Federal support for the program peaked in FY2006, at $25 million.[114] The program—which continues as a non-profit organization—received no new federal funds after FY2011 (see table 15).

Table 15. Federal Appropriations for the G.R.E.A.T. Program, FY1995–2011.

Fiscal Year	Total ($ millions)	Fiscal Year	Total ($ millions)	Fiscal Year	Total ($ millions)
		2000	13.0	2010	5.0
		2001	---	2011	12.5
		2002	13.0		
		2003	---		
		2004	---		
1995	9.0	2005	---		
1996	7.2	2006	25.0		
1997	8.0	2007	---		
1998	10.0	2008	7.7		
1999	13.0	2009	6.9		

Source: Teasley, *Violent Crime Reduction Trust Fund*, 10, 11; Clinton, "Department of Justice," 661; Treasury and General Government Appropriations Act, 2002, Pub. L. No. 107–67, Title I, 115 Stat. 514, 518 (2001); Franco, *Youth Gangs*, 32.

Delinquency Prevention Grants Program (1994–Present)

The Delinquency Prevention Grants Program (formerly the Title V Incentive Grants for Local Delinquency Prevention Programs) was created by the 1992 JJDPA reauthorization. The program awards block grants to states for locally run delinquency prevention programming and supports communities' efforts to develop comprehensive, collaborative plans to prevent juveniles from entering the justice system.[115] The Title V grants have funded numerous school-based programs, including those aimed at preventing students' truancy, suspension, and expulsion.[116] Programs also have included support for SROs, law-related education, and bullying prevention. In FY2009, school-based programs were the second-most common category of active sub-grants (47 active sub-grants) after delinquency prevention programs (101 active sub-grants).[117]

Since 1994, Congress has allocated Title V grants to states to support their delinquency prevention strategies. Until it imposed a temporary ban on earmarks in 2011, Congress also

earmarked Title V funds for specific programs. As the amount of earmarked funds increased, the amount available to states through the Delinquency Prevention Grants Program declined. In FY2003, only $2 million was available for the program after earmarks (E). As a result, the OJJDP suspended its allocations to states. Although state allocations (SA) resumed in FY2004, they were substantially less than the peak of $40 million allocated in FY1999 (see table 16). The authorization for the Delinquency Prevention Grants Program expired in FY2008; however, Congress has continued to appropriate funds for it in the years since.[118]

Table 16. Federal Appropriations for the Delinquency Prevention Grants Program, FY1994–2016

FY	SA ($ millions)	E ($ millions)	FY	SA ($ millions)	E ($ millions)	FY	SA ($ millions)	E ($ millions)
			2000	36.4	53.7	2010	5.0	---
			2001	37.3	52.7	2011	NA	0
			2002	26.7	64.0	2012	8.0	0
			2003	0	44.0	2013	10.3	0
1994	13.0	0	2004	14.6	49.0	2014	5.5	0
1995	19.3	1.0	2005	14.7	55.0	2015	15.0	0
1996	19.9	0.2	2006	3.0	---	2016	17.5	0
1997	18.9	1.2	2007	---	---			
1998	18.8	1.2	2008	---	---			
1999	40.5	51.2	2009	---	2.0			

Source: DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *2004–2005 Report to Congress: Title V Community Prevention Grants Program*, 3; DOJ, Office of Justice Programs, *Program Summaries*, 42.

Juvenile Accountability Block Grants Program (1998–2015)

The Juvenile Accountability Block Grants (JABG) Program (formerly the Juvenile Accountability Incentive Block Grants Program) is a federal program authorized under the Omnibus Crime Control and Safe Streets Act of 1968; it was most recently amended by the 21st Century Department of Justice Reauthorization Act, which was passed in 2002. As envisioned by Congress, the program encourages states to implement accountability-based programs and services and to strengthen the juvenile justice system.[119] Its purpose areas cover a broad array of juvenile justice services, treatments, and interventions, including programs to enhance school safety.[120] These programs, which are covered under Program Area 13, may include research-based bullying, cyberbullying, and gang prevention programs.

JABG Program grants have funded school safety-related activities since its inception, including truancy reduction programs. Some states have used these grants to increase their staffing of SROs, train school employees in accountability-based programs, introduce such programs to their schools, and create school-community partnerships.[121] During FY2008–2009, for example, 130 JABG Program sub-grants—8 percent of the total—focused on school safety.[122] By FY2013, a third (33 percent) of the JABG grant funds were dedicated to the "school competence/school behavior" activity category.[123]

Congress first appropriated funds for the JABG Program in FY1998 with the passage of the Department of Justice Appropriations Act, which provided $250 million. The 21st Century Department of Justice Reauthorization Act modified the program and expanded its purpose areas.[124] However, Congress reduced funding for state grants in FY2004, allocating only $60 million for the program. The grants' annual appropriation remained in the $50 million to $60 million range through FY2010. It was then further reduced from FY2011 to FY2013 (see table 17). No appropriations were allocated for the program in FY2014 or FY2015.

Table 17. Federal Appropriations for the Juvenile Accountability Block Grants Program, FY1998–2015

Fiscal Year	Total ($ millions)	Fiscal Year	Total ($ millions)
1998	250.0	2007	49.4
1999	250.0	2008	51.7
2000	237.9	2009	55.0
2001	249.5	2010	55.0
2002	249.5	2011	45.7
2003	190.0	2012	30.0
2004	60.0	2013	23.3
2005	54.3	2014	0
2006	50.0	2015	0

Source: DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Juvenile Accountability Block Grants Program: JABG Legislation," accessed June 30, 2017, https://www.ojjdp.gov/jabg/legislation.html; Finklea, *Juvenile Justice Funding Trends* (2016), 6; DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Program Name: Juvenile Accountability Block Grant (JABG) Program," accessed August 25, 2017, https://ojp.gov/about/pdfs/OJJDP_Juvenile%20Accountability%20Block%20Grant%20Prog%20Summary_For%20FY%2017%20PresBud.pdf.

Truancy Reduction Demonstration Program (1999–2004)

DOJ-sponsored studies in the mid-1990s indicated that truancy often leads to dropping out of school, delinquency, and drug abuse.[125] In response, the OJJDP initiated five-year funding in 1999 and 2000 for seven truancy demonstration programs as part of the Truancy Reduction Demonstration Program (TRDP, CFDA No. 16.541). The TRDP was a cooperative effort between the OJJDP, the DOJ's Executive Office for Weed and Seed, and ED's Office of Safe and Drug Free Schools.[126] It sought to develop and validate truancy reduction program models that brought together education, justice system, law enforcement, social service, and community resources.[127] The target population included students identified as truants, family members or guardians of truant students, and the community at large.[128]

TRDP grantees implemented a variety of services-oriented approaches to reducing truancy, such as language translation, mentoring, tutoring, and family therapy. The OJJDP contracted with the Denver-based Colorado Foundation for Families and Children to evaluate the TRDP and identify best practices that could be shared with other communities.[129]

Now is the Time: School Justice Collaboration Program (2014–2017)

In FY2014, the OJJDP—together with ED and the Substance Abuse and Mental Health Services Administration—launched the Now is the Time: School Justice Collaboration Program (CFDA No. 16.829) to improve school climates, support students' mental health and behavioral needs, and facilitate a supportive school reentry process for young people previously referred to the juvenile justice system.[130] The program's goal was to enhance collaboration and coordination among schools, mental and behavioral health specialists, law enforcement, and juvenile justice officials at the local level. The DOJ component of the program had three objectives: "to build, expand, and sustain capacity at the local level to make schools safer, increase awareness of mental health issues, connect children... to needed services, and avoid unnecessary referrals from schools to juvenile justice and law enforcement agencies;" "to develop and implement systems for [the] early identification of signs and symptoms, including trauma and exposure to violence that, without intervention," could lead to the types of behavior that might elicit "exclusionary discipline or involvement in the juvenile justice system"; and "to create positive school climates through evidence-based reforms and practices, including those that promote positive discipline practices."[131]

During FY2014, the OJJDP awarded four Local School Justice Collaboration grants of up to $600,000 to juvenile and family courts in communities that had been awarded School Climate Transformation Grants by ED. OJJDP also awarded a $1.9 million grant to the National Council of Juvenile and Family Court Judges to provide technical assistance to the School Justice Collaboration Program grantees.[132]

DOJ-Sponsored School Safety Technical Assistance Centers

National Resource Center on School–Justice Partnerships (2015–Present)

In November 2015, the OJJDP, in partnership with the National Council of Juvenile and Family Court Judges, launched the National Resource Center on School–Justice Partnerships. This website was designed to serve as a "one-stop shop" of resources, training, and technical assistance to help school–justice partnerships implement positive school discipline reforms and reduce the "school-to-prison pipeline." It provides information on evidence-based practices, alternatives to arrest and formal court processing, and application of current research.[133]

National School Safety Center (1984–97)

Established in 1984 as a partnership between ED, the DOJ, and Pepperdine University, the National School Safety Center provides informational materials and programs on school safety for educators. Based in Sacramento, California, the center was funded by federal grants from its inception until December 1997.[134] Since then, the center has operated as an independent non-profit organization, providing training and technical assistance in the areas of safe school planning and school crime prevention to schools and communities across the world.[135]

During the 1980s and 1990s, it published numerous OJJDP-commissioned publications and reports on school safety, including the triannual newsletter *School Safety*, which communicated the latest trends and best practices in school safety and delinquency prevention programming.[136] Other OJJDP-commissioned school safety titles published by the center include: *School Safety Check Book* (1990); *School Discipline Notebook* (1992); *Educated Public Relations: School Safety 101* (1993), *Gangs in Schools: Breaking Up is Hard to Do* (1993), *School Safety Workbook* (1996), and *Student Searches and the Law* (1996).[137]

National Resource Center for Safe Schools (1998–2001)

In 1998, the OJJDP partnered with ED's Office of Safe and Drug-Free Schools to establish the National Resource Center for Safe Schools at the Northwest Regional Educational Laboratory in Portland, Oregon.[138] The center received three-year Title V grants from the OJJDP to conduct research on school safety topics, disseminate publications and school safety statistics, and provide training and technical assistance on school safety and violence prevention to public schools and school districts. Its expert trainers assisted communities and states in implementing safe-school strategies, such as establishing youth courts and mentoring programs, incorporating conflict resolution education into school programming, enhancing building safety, and adopting consistent and clear policies and procedures developed collaboratively by the community.[139] During its three years as an OJJDP grantee, the center provided workshops and training on school safety issues to more than 7,000 participants from across the United States.[140]

National Youth Gang Center (1995–2009)

In February 1995, the OJJDP entered into a cooperative agreement with the Institute for Intergovernmental Research in Tallahassee, Florida, to establish the National Youth Gang Center. One of the major tasks assigned to the center was to conduct the National Youth Gang Survey, a periodic survey of law enforcement agencies that provided comprehensive data on youth gang problems across the nation. In October 2009, the National Youth Gang Center merged with the National Gang Center, becoming a joint program administered by the OJJDP and the DOJ's Bureau of Justice Assistance.[141] The National Gang Center continues to conduct research and provide technical assistance in support of school-based gang intervention programs. In November 2010, it published the bulletin, "Responding to Gangs in the School Setting," which described some of the best practices and resources for school-based gang interventions.[142]

School Security Technologies and Resource Center (1998–2003)

Congress established the School Security Technologies and Resource Center in 1998 at Sandia National Laboratories in Albuquerque, New Mexico.[143] The center was a collaborative program that received funding from ED, the DOJ, and the U.S. Department of Energy. It served as a national school safety and security technology resource, providing assistance to schools seeking to install new technologies to enhance school safety and develop best practices. In

September 1999, the DOJ's National Institute of Justice published the report, *The Appropriate and Effective Use of Security Technologies in U.S. Schools*, which was written by the center to serve as a practical guide for school officials.[144] Based on a seven-year study by Sandia of more than 100 schools, the report outlined security technologies and proven techniques for combating school security problems. It offered practical guidance on several aspects of security, including security concepts and operational issues, video surveillance, weapons-detection devices, entry codes, and duress alarms.[145]

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[3]See the sections on these programs later in this chapter.
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[10] DOJ, Office of Public Affairs, "Departments of Justice and Education Issue School Discipline Guidance to Promote Safe, Inclusive Schools," January 8, 2014, https://www.justice.gov/opa/pr/departments-justice-and-education-issue-school-discipline-guidance-promote-safe-inclusive.
[11] See chapter IV, "School Safety Programs and Policies Administered by Interagency Partnerships: Federal Partners in Bullying Prevention."
[12] Violent Crime and Control and Law Enforcement Act of 1994, Pub. L. No. 103–322, Title I, Sec. 10003, 108 Stat. 1796, 1807–15 (1994).
[13] 42 U.S.C. § 3769dd-8 defines a school resource officer as "a career law enforcement officer, with sworn authority, deployed in community-oriented policing, and assigned by the employing police department or agency to work in collaboration with schools and community-based organizations—(A) to address crime and disorder problems, gangs, and drug activities affecting or occurring in or around an elementary or secondary school; (B) to develop or expand crime prevention efforts for students; (C) to educate likely school-age victims in crime prevention and safety; (D) to develop or expand community justice initiatives for students; (E) to train students in conflict resolution, restorative

justice, and crime awareness; (F) to assist in the identification of physical changes in the environment that may reduce crime in or around the school; and (G) to assist in developing school policy that addresses crime and to recommend procedural changes" (Cornell University Law School, Legal Information Institute, accessed May 18, 2017, https://www.law.cornell.edu/uscode/text/42/3796dd-8).

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[17] Nathan James and Claire McCallion, *School Resource Officers: Law Enforcement Officers in Schools*, CRS Report for Congress R43126 (Washington, DC: Library of Congress, Congressional Research Service [CRS], 2014), 7, https://www.hsdl.org/?view&did=750700.

[18] The Safe Schools Initiative should not be confused with the similarly named Safe School Initiative, a research-based collaboration between the U.S. Department of Education and the U.S. Secret Service. Nor should it be confused with the Safe Schools/Healthy Students Initiative. All three programs were being implemented during the 1990s.

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[20] An Act to Amend Part Q of the Omnibus Crime Control and Safe Streets Act of 1968 to Encourage the Use of School Resource Officers, Pub. L. No. 105–302, 112 Stat. 2841 (1998).

[21] 144, pt. 17 Cong. Rec. 25037–40 (House, October 9, 1998).

[22] 144, pt. 17 Cong. Rec. 25038 (House, October 9, 1998).

[23] 144, pt. 17 Cong. Rec. 25040 (House, October 9, 1998).

[24] U.S. House of Representatives, Comm. of Conference, "Making Omnibus Consolidated and Emergency Supplemental Appropriations for Fiscal Year 1999," H.R. Rep. 105–825, 1021 (1998), https://www.congress.gov/105/crpt/hrpt825/CRPT-105hrpt825.pdf.

[25] The balance of the funds was directed toward the COPS Office's Juvenile Justice At-Risk Children's Program and NIJ research on safety technologies to detect and deter youth violence (U.S. House of Representatives, Comm. of Conference, "Making Omnibus Consolidated and Emergency Supplemental Appropriations," 1021).

[26] DOJ, Office of Community Oriented Policing Services, "Grant Announcements Archive."

[27] DOJ, Office of Community Oriented Policing Services, *The COPS Office: 20 Years of Community Policing*, 2014, 5, https://ric-zai-inc.com/Publications/cops-p301-pub.pdf.

[28] The Safe Schools/Healthy Students Initiative was a joint effort between the Departments of Education, Health and Human Services, and Justice developed to provide students, schools, and communities with enhanced educational, mental health, and law enforcement services to promote comprehensive healthy childhood development.

[29] James and McCallion, *School Resource Officers*, 7.

[30] DOJ, Office of Community Oriented Policing Services, "COPS Fact Sheet: COPS in Schools; The COPS Commitment to School Safety," August 10, 2005, 1, https://web.archive.org/web/20061010102013/http://www.cops.usdoj.gov/mime/open.pdf?Item=315.

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[32] DOJ, Office of Community Oriented Policing Services, "COPS Fact Sheet: COPS in Schools" (2005), 2.

[33] James and McCallion, *School Resource Officers*, 7; Lauren Camera, "Obama Administration Pushes to Limit Police in Schools," *U.S. News and World Report*, September 8, 2016, https://www.usnews.com/news/articles/2016-09-08/obama-administration-pushes-to-limit-police-in-schools.

[34] James and McCallion, *School Resource Officers*, 7.

[35] DOJ, Office of Community Oriented Policing Services, *The COPS Office: 20 Years of Community Policing*, 2014, 5.

[36] DOJ, Office of Community Oriented Policing Services, "COPS Fact Sheet: 2016 COPS Hiring Program School Resource Officer Mandatory Training," October 2016, 1, https://cops.usdoj.gov/pdf/2016AwardDocs/chp/SRO_Mandatory_Training_Fact_Sheet.pdf.

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[44] Crowley, *A Summary of the COPS Office*, 1.
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[46] DOJ, Office of Community Oriented Policing Services, "COPS FY2010 Application Guide: Secure Our Schools Program (SOS)," May 2010, 4, https://cops.usdoj.gov/pdf/SOS2010/SOS-Application-Guide.pdf.
[47] U.S. House of Representatives, Comm. of Conference, "Making Appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies for the Fiscal Year Ending September 30, 2002, and for Other Purposes," H.R. Rep. 107–278 (2001), 107, https://www.congress.gov/107/crpt/hrpt278/CRPT-107hrpt278.pdf; U.S. House of Representatives, Comm. of Conference, "Making Further Continuing Appropriations for the Fiscal Year 2003, and for Other Purposes," H.R. Rep. 108–10 (2003), 675, https://www.congress.gov/108/crpt/hrpt10/CRPT-108hrpt10.pdf.
[48] Jeffrey A. Roth et al., *National Evaluation of the COPS Program: Title I of the 1994 Crime Act* (Washington, DC: DOJ, Office of Justice Programs, National Institute of Justice, 2000), 138, 128, https://www.ncjrs.gov/pdffiles1/nij/183643.pdf. Unfortunately, WAN was upgraded and became incompatible with the reporting software. At the time of the surveyers' second visit, officers submitted reports by fax or interoffice mailing of diskettes.
[49] Roth et al., *National Evaluation of the COPS Program*, 222, 19, 218.
[50] Roth et al., *National Evaluation of the COPS Program*, 222–23, 19, 218.
[51] Saunders-Goldstein, "Federal Collaboration Redefined," 11.

[53] Justice Technology Information Center. "About the NLECTC System" https://justnet.org/about/nlectc-system.html. September 26, 2017.
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[60] DOJ, *FY 2014 Performance Budget: Office of Community Oriented Policing Services*, 45.
[61] Consolidated Appropriations Act, 2014, Pub. L. No. 113–76, Division B, Title II, 128 Stat. 5, 51–69 (2014).
[62] These federal partners include the DOJ's Bureau of Justice Statistics, Civil Rights Division, Federal Bureau of Investigation, Office of Community Oriented Policing Services, and Office of Juvenile Justice and Delinquency Prevention; HHS's Centers for Disease Control and Prevention, National Institutes of Health, Eunice Kennedy

Shriver National Institute of Child Health and Human Development, National Institute of Mental Health, National Institute on Drug Abuse, and Substance Abuse and Mental Health Services Administration; the U.S. Departments of Education, Homeland Security, and the Treasury; and the U.S. Secret Service.

[63] 160 Cong. Rec. H514 (daily ed. January 15, 2014) (Explanatory Statement Submitted by Mr. Rogers of Kentucky, Chairman of the House Committee on Appropriations Regarding the House Amendment to the Senate Amendment on H.R. 3547, Consolidated Appropriations Act, 2014), https://www.congress.gov/congressional-record/2014/1/15/house-section/article/H475-2.

[64] 160 Cong. Rec. H514 (daily ed. January 15, 2014) (Explanatory Statement Submitted by Mr. Rogers).

[65] 160 Cong. Rec. H514 (daily ed. January 15, 2014) (Explanatory Statement Submitted by Mr. Rogers); James and McCallion, *School Resource Officers*, 12.

[66] 160 Cong. Rec. H514 (daily ed. January 15, 2014) (Explanatory Statement Submitted by Mr. Rogers); James and McCallion, *School Resource Officers*, 13.

[67] DOJ, Office of Justice Programs, National Institute of Justice, *Comprehensive School Safety Initiative: Awards for FY 2014*, October 2014, 1, http://nij.gov/topics/crime/school-crime/documents/comprehensive-school-safety-initiative-awards-fy-2014.pdf.

[68] DOJ, Office of Justice Programs, National Institute of Justice, "Investigator-Initiated Research: The Comprehensive School Safety Initiative," February 19, 2014, 5, 3, https://www.ncjrs.gov/pdffiles1/nij/sl001118.pdf.

[69] DOJ, Office of Justice Programs, National Institute of Justice, *Comprehensive School Safety Initiative*, 4.

[70] DOJ, Office of Justice Programs, National Institute of Justice, "Developing Knowledge about What Works to Make Schools Safe," April 16, 2014, 3, https://www.ncjrs.gov/pdffiles1/nij/sl001122.pdf.

[71] DOJ, Office of Justice Programs, National Institute of Justice, "Ongoing Comprehensive School Safety Initiative Research," last modified May 27, 2017, https://www.nij.gov/topics/crime/school-crime/Pages/school-safety-initiative-components.aspx.

[72] ED's National Center for Education Statistics received $1.7 million to continue the School Survey on Crime and Safety, the nation's primary source of such school-level data. Within the DOJ, the Bureau of Justice Statistics received $1 million to conduct a new survey of law enforcement personnel in schools, while the COPS Office received $500,000 to develop an averted school attacks data collection platform to improve the quality and quantity of data regarding averted and completed school attacks. Additionally, the NIJ entered into two agreements with the CDC's National Center for Injury Prevention and Control. Under a $250,000 agreement, the center would improve the School-Associated Violent Deaths Surveillance System, already the most comprehensive national-level database regarding school-associated violent deaths. Under a second $100,000 agreement, it would develop and test a pilot project to add a school safety component to the National Electronic Injury Surveillance System's All Injury Program. This effort would allow for better collection of data regarding individuals treated in emergency rooms after being injured in school violence (DOJ, Office of Justice Programs, National Institute of Justice, "Ongoing Comprehensive School Safety Initiative Research").

[73] DOJ, Office of Justice Programs, National Institute of Justice, *Comprehensive School Safety Initiative Report*, 2014.

[74] Consolidated and Further Continuing Appropriations Act, 2015, Pub. L. No. 113–235, Div. B, Title II, 128 Stat. 2130, 2194 (2014).

[75] DOJ, Office of Justice Programs, National Institute of Justice, "Ongoing Comprehensive School Safety Initiative Research"; DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative: Awards Made in Fiscal Year 2015*, October 2015, https://www.ncjrs.gov/pdffiles1/nij/249228.pdf; DOJ, Office of Justice Programs, National Institute of Justice, "NIJ FY15 Comprehensive School Safety Initiative," April 2, 2015, https://www.ncjrs.gov/pdffiles1/nij/sl001161.pdf.

[76] DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative*, 1–6.

[77] DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative*, 6–8.

[78] DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative*, 8–10.

[79] DOJ, Office of Justice Programs, National Institute of Justice, "Ongoing Comprehensive School Safety Initiative Research"; DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative*, 10–12.

[80] DOJ, Office of Justice Programs, National Institute of Justice, *The Comprehensive School Safety Initiative*, 10–12.

[81] DOJ, Office of Justice Programs, National Institute of Justice, "Ongoing Comprehensive School Safety Initiative Research."

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[84] Blas Nuñez-Neto, *Juvenile Justice: Legislative History and Current Legislative Issues*, CRS Report for Congress RL33947 (Washington, DC: Library of Congress, CRS, 2007), 1–2, 7–8.
[85] "Legislation/JJDP Act." Accessed December 1, 2017, https://www.ojjdp.gov/about/legislation.html
[86] 42 U.S.C. § 5614, quoted in Nuñez-Neto, *Juvenile Justice* (2007), 8fn34.
[87] 42 U.S.C. § 5567–5667b.
[88] Ten years after their creation, several Title II programs, including the Gang-Free Schools and Communities: Community-Based Gang Intervention program, were consolidated within the newly created Juvenile Accountability Block Grants Program; 42 U.S.C. § 5667.
[89] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Title V Incentive Grants for Local Delinquency Prevention Programs: Program Announcement," 1, accessed July 3, 2017, https://www.ojjdp.gov/funding/fy2005titlev.pdf; Title V, Sections 501–6, quoted in Cavanagh, *Juvenile Justice*, 20. See also 42 U.S.C. § 5781–84, quoted in Blas Nuñez-Neto, *Juvenile Justice: Legislative History and Current Legislative Issues*, CRS Report for Congress RL33947 (Washington, DC: Library of Congress, CRS, 2008), 15fn52.
[90] For example, in FY1999, $15 million in Title V funding was allocated to the Safe Schools Initiative (DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Moving Toward a Healthier Future," in *1998 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*, accessed July 3, 2017, https://www.ojjdp.gov/pubs/98report/report_v.html).
[91] Finklea, *Juvenile Justice*, 20.
[92] Kristin M. Finklea, *Juvenile Justice Funding Trends*, CRS Report for Congress RS22655 (Washington, DC: Library of Congress, CRS, 2016), 3, https://fas.org/sgp/crs/misc/RS22655.pdf.
[93] In August 2011, Congress passed the Budget Control Act (Pub. L. No. 112–25), which set caps on discretionary spending for FY2012 and FY2013 at levels almost $1 trillion lower than those in FY2010, and mandated the trigger of automatic, across-the-board cuts—known as sequestration—if a deficit reduction plan was not enacted. The bipartisan congressional panel selected to craft such a plan failed to reach an agreement by the deadline, triggering sequestration in January 2013.
[94] James C. Howell and James P. Lynch, "Youth Gangs in Schools," *OJJDP Bulletin* (August 2000): 1, https://www.ncjrs.gov/pdffiles1/ojjdp/183015.pdf; Program Announcements for OJJDP's Fiscal Year 2000 Gang-Free Schools and Communities Initiative, 65 Fed. Reg. 42,728 (July 11, 2000).
[95] Program Announcements for OJJDP's Fiscal Year 2000 Gang-Free Schools and Communities Initiative, 65 Fed. Reg. 42,728 (July 11, 2000).
[96] James H. Burch II and Betty M. Chemers, "A Comprehensive Response to America's Youth Gang Problem," *OJJDP Fact Sheet* 40 (March 1997): 2, https://www.ncjrs.gov/pdffiles/fs-9640.pdf.
[97] DOJ, Justice Management Division, "Office of Justice Programs—Juvenile Justice Programs," in *2000 Budget Summary*, Winter 1999, 146, https://www.justice.gov/archive/jmd/2k-summary/2kbudget.pdf. The program was formally known as the Comprehensive Gang Model: An Enhanced School/Community Approach to Reducing Youth Gang Crime (Program Announcements for OJJDP's Fiscal Year 2000 Gang-Free Schools and Communities Initiative, 65 Fed. Reg. 42,728 [July 11, 2000]).
[98] Program Announcements for OJJDP's Fiscal Year 2000 Gang-Free Schools and Communities Initiative, 65 Fed. Reg. 42,728 (July 11, 2000); DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Gang-Free Schools and Communities Initiative: FY 2000 OJJDP Discretionary Program Announcement," 1, accessed July 3, 2017, https://www.ncjrs.gov/pdffiles1/Digitization/189464NCJRS.pdf.
[99] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Gang-Free Schools and Communities Initiative: FY 2000 OJJDP Discretionary Program Announcement," 1.
[100] The four demonstration sites, which received grants of up to $150,000, were: East Cleveland, Ohio; Houston, Texas; Miami, Florida; and Pittsburgh, Pennsylvania
[101] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Gang-Free Schools and Communities Initiative, FY 2000 OJJDP Discretionary Program Announcement," 22, 1.
[102] Final Program Plan for Fiscal Year 2002, 67 Fed. Reg. 38,820 (June 5, 2002).
[103] 42 U.S.C. § 13921; Celinda Franco, *Youth Gangs: Legislative Issues in the 109th Congress*, CRS Report for Congress RL33400 (Washington, DC: Library of Congress, CRS, 2006), 26.
[104] The G.R.E.A.T. program "content emphasizes cognitive-behavioral training, social skills development, refusal skills, and conflict resolution. [It] also offers an elementary school curriculum, a summer program, and training for

families" (James C. Howell, "Gang Prevention: An Overview of Research and Programs," *OJJDP Juvenile Justice Bulletin* [December 2010]: 13, https://www.ncjrs.gov/pdffiles1/ojjdp/231116.pdf).

[105] G.R.E.A.T.: Gang Resistance Education and Training Program, "History," accessed on March 21, 2016, http://www.great-online.org/Home/About/History; DOJ, Bureau of Alcohol, Tobacco, Firearms, and Explosives, "Fact Sheet—Gang Resistance Education and Training (G.R.E.A.T.) Program," April 2016, https://www.atf.gov/resource-center/fact-sheet/fact-sheet-gang-resistance-education-and-training-great-program.

[106] The Violent Crime Control and Law Enforcement Act of 1994 established the early parameters for federal participation in the G.R.E.A.T. program, authorizing federal funding for its efforts from FY1995 to FY2000. State, county, and local law enforcement agencies were eligible to apply for grants. Each project was required to receive a minimum of $800,000, with 50 percent allocated to grantee organizations and 50 percent to the DOJ's Bureau for Alcohol, Tobacco, Firearms, and Explosives for salaries and costs associated with operating and overseeing each project (Violent Crime Control and Law Enforcement Act of 1994, Pub. L. No. 103–322, Title III, Subtitle X, Sec. 32401, 108 Stat. 1796, 1902 [1994]; David Teasley, *Violent Crime Control Act of 1994: Crime Prevention Funding With FY1995 Appropriations*, CRS Report for Congress 94–878 GOV [Washington, DC: Library of Congress, CRS, 1994], 15).

[107] Finn-Aage Esbensen, *Final Report: The National Evaluation of the Gang Resistance Education and Training (G.R.E.A.T.) Program*, November 2001, 2–3, https://www.ncjrs.gov/pdffiles1/nij/grants/196477.pdf.

[108] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *2008 Report to Congress: Title V Incentive Grants for Local Delinquency Prevention Programs*, March 2011, 1, https://www.ncjrs.gov/pdffiles1/ojjdp/231131.pdf; G.R.E.A.T.: Gang Resistance Education and Training Program, "History"; Finn-Aage Esbensen et al., *Final Report: Process and Outcome Evaluation of the G.R.E.A.T. Program*, December 2013, 5fn4, https://www.ncjrs.gov/pdffiles1/nij/grants/244346.pdf.

[109] G.R.E.A.T.: Gang Resistance Education and Training Program, "History."

[110] DOJ, Office of Justice Programs, Bureau of Justice Assistance, "Enhancing Law Enforcement Initiatives and Protecting and Supporting Victims of Crime," in *Solutions for Safer Communities: FY2011 Annual Report to Congress*, accessed on March 23, 2016, https://www.bja.gov/annualreport/2011/chap-1.html.

[111] DOJ, Bureau of Alcohol, Tobacco, Firearms, and Explosives, "Fact Sheet—Gang Resistance Education and Training (G.R.E.A.T.) Program."

[112] Violent Crime Control and Law Enforcement Act of 1994, Pub. L. No. 103–322, Title III, Subtitle X, Sec. 32401, 108 Stat. 1796, 1902 (1994); DOJ, "Fact Sheet: Violent Crime Control and Law Enforcement Act of 1994," October 4, 1994, https://www.ncjrs.gov/txtfiles/billfs.txt; David Teasley, *Crime Control: The Federal Response*, CRS Issue Brief for Congress IB90078 (Washington, DC: Library of Congress, CRS, 2001), 4; David Teasley, *Violent Crime Reduction Trust Fund: An Overview*, CRS Report for Congress RL30471 (Washington, DC: Library of Congress, CRS, 2001), 10.

[113] Violence Against Women and Department of Justice Reauthorization Act of 2005, Pub. L. No. 109–162, Title XI, Subtitle C, Sec. 1188, 119 Stat. 2960, 3128 (2006); Esbensen, *Final Report* 1; G.R.E.A.T.: Gang Resistance Education and Training Program, "History."

[114] Franco, *Youth Gangs*, 32.

[115] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Juvenile Accountability Block Grants Program: Program Announcement," accessed July 5, 2017, https://www.ojjdp.gov/funding/fy2005JABG.pdf.

[116] The Title V program areas are a subset of the 34 program areas listed under Title II (Formula Grants). Their numbering scheme reflects the numbers assigned to the Title II program areas.

[117] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *2009 Report to Congress: Title V Community Prevention Grants Program*, April 2011, 5, https://www.ncjrs.gov/pdffiles1/ojjdp/234161.pdf.

[118] Finklea, *Juvenile Justice Funding Trends* (2016), 2.

[119] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Program Summary: Juvenile Accountability Block Grants Program," accessed July 5, 2017, https://www.ojjdp.gov/programs/ProgSummary.asp?pi=1.

[120] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Juvenile Accountability Block Grants Program: Program Purpose Areas," accessed July 5, 2017, https://www.ojjdp.gov/jabg/purpose.html.

[121] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *Juvenile Accountability Block Grants Program: 2004 Report to Congress*, August 2005, 24, https://www.ncjrs.gov/pdffiles1/ojjdp/208362.pdf.

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[124] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, *Juvenile Accountability Block Grants Program: 2004 Report to Congress*, 22; Nuñez-Neto, *Juvenile Justice* (2007), 13.
[125] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "FY 1998 OJJDP Discretionary Program Announcement: Discretionary Grant Program Parts C and D," 67, accessed July 5, 2017, https://www.ncjrs.gov/pdffiles/jjdgcd.pdf.
[126] National Center for School Engagement, "Lessons Learned from Four Truancy Demonstration Sites," December 2006, 2, http://schoolengagement.org/wp-content/uploads/2014/03/LessonsLearnedfromFourTruancyDemonstrationSites.pdf.
[127] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Program Summary: Truancy Reduction Demonstration Project," accessed July 5, 2017, https://www.ojjdp.gov/programs/ProgSummary.asp?pi=36; DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Truancy Reduction Demonstration Program," accessed July 5, 2017, https://www.ojjdp.gov/grants/grantprograms/discr08.html.
[128] The program defined "truancy" as unexcused absences from school for some portion of at least three school days in a five-school-day week (DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "Truancy Reduction Demonstration Program").
[129] National Center for School Engagement, "Lessons Learned," 1.
[130] The School Justice Collaboration Program was authorized under the Department of Justice Appropriations Act, 2014 (Consolidated Appropriations Act, 2014, Pub. L. No. 113–76, Division B, Title II, 128 Stat. 5, 64–65 [2014], quoted in DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "School Justice Collaboration Program: Keeping Kids in School and Out of Court; Program Announcement," 4, accessed July 5, 2017, https://www.ojjdp.gov/grants/solicitations/FY2014/SJCPKeepingKidsinSchool.pdf). The ED and SAMHSA components were parts of the Obama administration's Now is the Time Initiative.
[131] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "School Justice Collaboration Program," 4, 7.
[132] School–Justice Partnership, National Resource Center, "School–Justice Partnership Project: Keeping Kids in School and Out of Court," accessed July 5, 2017, https://schooljusticepartnership.org/about-the-project.html.
[133] DOJ, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "National Resource Center on School–Justice Partnership Launched," November 12, 2015, https://www.ojjdp.gov/enews/15juvjust/151112.html.
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[135] National School Safety Center, "Technical Assistance," accessed July 5, 2017, http://www.schoolsafety.us/services/technical-assistance.
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[143] Sandia National Laboratories, "New National School Security Technology Center Based at Sandia," October 29, 1998, http://www.sandia.gov/media/sstc.htm.
[144] Green, *The Appropriate and Effective Use of Security Technologies in U.S. Schools*.
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SCHOOL SAFETY PROGRAMS AND POLICIES ADMINISTERED BY THE U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Introduction

As the federal agency charged with monitoring and promoting U.S. public health, the U.S. Department of Health and Human Services (HHS) plays a prominent role in promoting children's mental health and youth violence prevention in the nation's schools and communities. Within HHS, the Substance Abuse and Mental Health Services Administration (SAMHSA) has primary federal responsibility for issues related to children's mental health services in schools.[1] SAMHSA's Center for Mental Health Services supports youth mental health programs that are evidence-based and provided in school and community settings. It provides this support through grants and technical assistance. The center also served as SAMHSA's lead in the national Safe Schools/Healthy Students (SS/HS) Initiative from 1999 through 2012, and supports current SS/HS state and local grants programs.

In addition to its cross-federal partnership with the U.S. Departments of Education (ED) and Justice (DOJ) on the SS/HS Initiative and follow-up efforts such as the Now is the Time Initiative's Project AWARE (Advancing Wellness and Resilience Education), SAMHSA has also supported the DOJ-led National Forum on Youth Violence Prevention to increase awareness, drive action, and build local capacity to more effectively address youth violence.[2]

Other agencies within HHS have implemented programs in support of school safety and school-based mental health services. For example:

- In 1995, the Health Resources and Services Administration's Maternal and Child Health Bureau funded two national technical assistance centers to advance mental health in schools—the Center for School Mental Health in Baltimore, Maryland, and the Center for Mental Health in Schools at the University of California, Los Angeles. These centers were founded to analyze school mental health policies and programs, and provide training and technical assistance to HHS grantees.[3] These centers continue to operate, although their funding sources and specific activities have varied over time.

- In 2007, the Centers for Disease Control and Prevention (CDC) introduced the Whole School, Whole Community, Whole Child model for student health. The model includes elements to promote student safety and health, such as the promotion of school-based counseling, psychological, and social services, and the development of a positive social and emotional school climate.[4]

- The CDC has been at the forefront of data collection on school safety and the monitoring of youth risk behaviors, most notably through a national school-based survey as part of its Youth Risk Behavior Surveillance System, as well as through the School-Associated Violent Death Study and other smaller-scale data collection efforts. The CDC's surveys of students, school employees, and school district staff also collect information directly or indirectly related to school mental health services.[5]

HHS School Safety and Student Behavioral Health Programs

Safe Schools/Healthy Students Initiative (1999–2012)

Launched in 1999 by the Clinton administration following shootings at four schools during the 1997–8 school year, the SS/HS Initiative was a discretionary grant program administered jointly by the DOJ, ED, and HHS. The initiative, implemented in conjunction with ED's Safe and Drug-Free Schools and Communities Program, sought to create healthy learning environments for students by supporting partnerships between school systems and other local agencies to enhance student mental health services, improve school safety, and prevent substance abuse among children and youth. SS/HS grants required local education authorities to establish partnerships with other youth-serving agencies, such as public mental health and juvenile justice entities, to develop comprehensive programs.[6]

The SS/HS Initiative featured innovations in interagency federal program funding and management, such as pooled funding (by HHS and ED) and interagency collaboration in the development of program goals, grant award criteria, the delivery of technical assistance to grantees, and program evaluation.[7] SAMHSA's role included devising a framework for school-based mental health monitoring and interventions; providing technical assistance to grantees through its technical assistance centers, publications, and website; and program evaluation. Over the span of 14 years, SAMHSA contributed around $1 billion toward the initiative's funding pool. Most of the funds were directed by ED toward grantee-led programs throughout all 50 states, the U.S. territories, and the District of Columbia (see table 18).

Table 18. HHS Appropriations for the Safe Schools/Healthy Students Initiative, FY1999–2012

Fiscal Year	TOTAL (estimated)
1999	$25,000,000
2000	$83,000,000
2001	$91,645,000
2002	$96,631,000
2003	$96,694,000
2004	$94,295,000
2005	$94,238,000
2006	$66,813,000
2007	$75,710,000
2008	$68,000,000
2009	$75,700,000
2010	$84,320,000
2011	$77,675,000
2012	$23,156,000

Source: U.S. Department of Health and Human Services (HHS), Substance Abuse and Mental Health Services Administration, "Clinton Administration Launches $300 Million Program for Safe Schools," April 1, 1999, https://web.archive.org/web/20060926185937/http://www.samhsa.gov/News/newsreleases/040199nr.htm; U.S. Senate, Comm. on Appropriations, "Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriation Bill, 2003," 160; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2005*, CMHS-8; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2006*, CMHS-8–10; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2007*, CMHS-9; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2009*, CMHS–3; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2011*, CMHS–5; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2013*, 35; HHS, Substance Abuse and Mental Health Services Administration, *Sequestration Operating Plan for FY2013*, 1.

Safe Schools/Healthy Students Planning, Local Education Agency, and Local Community Grant Program (2013–Present)

In fiscal year (FY) 2013, SAMHSA launched the Safe Schools/Healthy Students State Planning, Local Education Agency, and Local Community Grant Program (SS/HS state program). This discretionary grant program builds on the best practices developed over the course of the national SS/HS Initiative to foster state-, local-, and community-level partnerships among education, behavioral health, and criminal justice systems to support children's mental health in schools.

Unlike the previous national-level effort, the SS/HS state program is supported with SAMHSA funds only. SAMHSA awarded $14 million in FY2013 funding to seven state

education agencies under the SS/HS state program. The grants, which averaged $2 million over a project period of up to four years, promoted local interagency partnerships established to advance comprehensive school violence prevention initiatives that are guided by the SS/HS model.[8] Each grantee state was required to select three local education agencies within three different communities to partner with, and implement a comprehensive plan of services and strategies to improve school safety and school climates. As a condition of the award, the local education agencies, their community partners, and the states, were expected to "improve collaboration across all child, youth, and family serving organizations, improve access to the availability of evidence-based prevention and wellness promotion practices, and focus on both school-based and community-wide strategies to prevent violence and promote the healthy development of children and youth."[9]

SAMHSA also awarded $6.2 million in FY2013 funding to the American Institutes for Research to establish and operate the National Resource Center for Mental Health Promotion and Youth Violence Prevention, whose activities include providing technical assistance to SS/HS grantees from both the national and state programs.[10]

Now is the Time Initiative: Project AWARE (2014–Present)

In response to the December 14, 2012 mass shooting at Sandy Hook Elementary School in Newtown, Connecticut, the Obama administration created the multi-agency Now is the Time (NITT) Initiative to reduce gun violence in the nation's schools and communities.[11] As with similar efforts, HHS partnered with the DOJ and ED to implement and manage the initiative.[12] In FY2014, SAMHSA received a $55 million appropriation to launch the Project AWARE (Advancing Wellness and Resilience Education) grant program as a part of the initiative.[13] Project AWARE's objective is to advance the fourth NITT goal of increasing awareness of youth mental health issues and connecting young people experiencing behavioral health issues and their families with needed services.[14] The project does this by working with state and local education agencies.

Project AWARE has three components: a grant program for state education agencies (NITT-AWARE-SEA), a grant program for local education agencies (NITT-AWARE-LEA), and a grant program for communities (NITT-AWARE-C).

Component 1, the NITT-AWARE-SEA grants program, builds on the SS/HS model to support the enhanced coordination and integration of mental and behavioral health services for school-age youth. Under Project AWARE, state education agencies partner with state mental health and law enforcement agencies to establish interagency management teams, conduct needs assessments, develop state plans with an evaluation mechanism, and develop processes to coordinate funding, service delivery, systems improvement, and data collection. Grantees identify three high-need local education agencies for sub-awards to implement comprehensive and coordinated school safety and mental health programs. Up to 20 state education agencies per year are eligible to receive Project AWARE grants of up to $2 million each. In FY2014, SAMSHA awarded 20 NITT-AWARE-SEA grants totaling $38.3 million; the average award was $1.9 million.[15]

Component 2, the NITT-AWARE-LEA grants program, similarly builds on the SS/HS model of collaborative services delivery. The program funds local education agencies' efforts to increase awareness of mental health issues, supports the training of school personnel and other adults who interact with school-age youth on youth mental health issues and risk behaviors, and helps connect children, youth, and families who may experience behavioral health issues with appropriate services. SAMSHA awarded 100 NITT-AWARE-LEA grants of up to $100,000 per grantee, totaling $9.8 million, in FY2014.[16]

Component 3, the NITT-AWARE-C grants program, supports the training of teachers and a broad array of actors who interact with youth through their programs at the community level, including parents, law enforcement, faith-based leaders, and other adults, in mental health first aid. The implementation of the NITT-AWARE-C grants program is expected to increase the mental health literacy of youth-serving adults, policymakers, and program administrators. SAMSHA awarded 70 NITT-AWARE-C grants totaling $8.5 million in FY2015; the average award was $123,000.[17]

Overall, Congress appropriated $55 million toward Project AWARE and its components in FY2014 and FY2015, and provided an additional $10 million in FY2016, bringing the total amount of Project AWARE funding to $65 million that year.[18]

Implementing Evidence-Based Prevention Practices in Schools Grant Program (2010–2014)

In April 2010, SAMHSA launched the Implementing Evidence-Based Prevention Practices in Schools Grant Program. The purpose of this program was to prevent aggressive and disruptive behavior among young children in school in the short term and prevent antisocial behavior and the use of illicit drugs at school in the long term. The program promoted the use of the Good Behavior Game, a classroom management strategy that helps children learn to work together. Grantees were eligible to receive up to $100,000 per year for up to five years. In FY2010, SAMHSA awarded 22 grants, totaling $2.2 million, to school systems to implement evidence-based youth violence prevention practices in schools. Federal funding for the program expired in FY2014.[19]

HHS-Funded Technical Assistance and Resource Centers

HHS funds technical assistance and resource centers throughout the nation to assist in the administration of its school-based efforts on youth mental health, Project AWARE, and the SS/HS Initiative. These centers provide, or have provided, a variety of services, such as training and technical assistance, to SAMHSA and Health Resources and Services Administration (HRSA) grantees. They also maintain newsletters and websites, develop informational materials, host conferences and workshops, and conduct research and evaluations.

Safe Schools/Healthy Students Action Center (2000–2004)

The SS/HS Action Center was a grant initiative organized by the DOJ, ED, and HHS to provide training and technical assistance to SS/HS grantees.[20] Hosted by the National Mental Health Association in Alexandria, Virginia, the center assisted SS/HS and School Action Grant grantees as they implemented comprehensive approaches to preventing violence and creating safe schools and communities.[21] In 2002, with funding from SAMHSA, the center created the SS/HS Initiative Sustainability Incentive Award Program. This program provided targeted contractual awards to a number of FY1999 SS/HS grantees to assist them in developing a sustainability strategy as they approached the end of their three-year federal funding cycle. Along with administering the funding, the center provided the award sites with technical assistance services to sustain the programs being implemented under the SS/HS Initiative.[22]

National Resource Center for Mental Health Promotion and Youth Violence Prevention (2013–Present)

The National Resource Center for Mental Health Promotion and Youth Violence Prevention is a SAMSHA technical assistance center operated by the American Institutes for Research. The center offers resources and technical assistance to states and communities funded under Project LAUNCH (Linking Actions for Unmet Needs in Children's Health) and SS/HS programs.[23] Eligible states and communities can access these resources to promote safe and healthy school and community environments that prevent youth violence, and can receive technical assistance in selecting, implementing, and evaluating such programs and services.[24]

The center's website maintains a catalog of online resources comprising reports and briefs; tips, tools, and toolkits; research, presentations, and webinars; and learning modules. It also provides access to a learning portal containing related online courses. Additionally, "trending topics" help grantees stay current in their fields by providing context to their work. Grantees may subscribe to the center's e-mail newsletter as another means of staying up to date.[25] SAMHSA awarded $6 million in FY2013 grant funds to the American Institutes for Research to operate the center through 2017.[26]

Center for School Mental Health (1995–Present)

The Center for School Mental Health is a Baltimore-based multidisciplinary research center affiliated with the University of Maryland that focuses on school safety and mental health issues. It has periodically entered into cooperative agreements with HHS agencies to provide technical assistance on school safety and mental health programs to HHS grantees. In 1995, for example, HRSA awarded the center a technical assistance grant as part of its Mental Health in Schools Program. Both HRSA and SAMSHA awarded additional grants to the center in 2000, and the center was awarded additional HRSA grant funding in 2005 and 2011. During this period, it served as the only federally funded school mental health program and policy analysis center.[27]

Now is the Time Technical Assistance Center (2015–Present)

The Now is the Time Technical Assistance Center is the national training and technical assistance center for states, communities, and local education agencies funded under the NITT Initiative.[28] The center is funded under two initiative grant programs, Healthy Transitions and

Project AWARE. Through these programs, SAMHSA funds four partner centers, which deliver technical assistance to Healthy Transitions and Project AWARE grantees.[29]

The center assigns training and technical assistance specialist teams—comprising one technical assistance liaison and one cultural competence and collaboration coach—to provide direct training and technical assistance services to grantees. These services include scheduling consultation calls, engaging in training and technical assistance plan development, identifying and developing resources, conducting site visits and site-specific consultations, and assisting with the identification and implementation of evidence-based principles. The specialist teams also coordinate specialized training and technical assistance through subject-matter experts as needed.[30]

CDC Data Collections

School-Associated Violent Death Study (1992–Present)

The CDC has been collecting data on school-associated violent deaths since 1992. The system designed to monitor these deaths at the national level was developed by HHS in partnership with the DOJ and ED. A school-associated violent death is defined as a fatal injury (e.g., homicide, suicide, or legal intervention) that occurs on school property, on the way to or from school, or during or on the way to or from a school-sponsored event. Only violent deaths associated with U.S. elementary and secondary schools, both public and private, are included.[31]

This information is collected each year from media databases, law enforcement, and school officials. The resulting report, *School-Associated Violent Death Study*, presents the most recent data available on such deaths, the common features of these events, and the potential risk factors for perpetration and victimization. Data obtained from this study play important roles in monitoring and assessing national trends in school-associated violent deaths, and help inform efforts to prevent fatal school violence. Additional findings from the study are made available through the *Indicators of School Crime and Safety* report, which the DOJ and ED publish annually. This report also includes the most recent data available on school crime and safety.[32]

Youth Risk Behavior Surveillance System (1991–Present)

The Youth Risk Behavior Surveillance System (YRBSS) monitors the health-risk behaviors that contribute to the leading causes of death, disability, and social problems among

youth and young adults in the United States. These behaviors include those that contribute to unintentional injuries and violence. The YRBSS includes national, state, local, tribal, and territorial government school-based surveys of representative samples of students in grades 9–12. These surveys, which began in 1991, are conducted every two years, usually during the spring semester. The national survey, which is conducted by the CDC, provides data representative of students in public and private schools across the United States. The state, local, tribal, and territorial government surveys, which are conducted by those jurisdictions' departments of health and education, provide data representative of mostly public high school students in each locality.[33]

The national YRBSS survey enables the CDC to study trends in the prevalence of these health-risk behaviors on school grounds.[34] Three topic areas of the survey related to school violence prevention have the following objectives: reduce physical fighting among adolescents, reduce bullying among adolescents, and reduce the incidence of adolescents carrying weapons on school property.[35]

School systems and non-governmental organizations use YRBSS data to track progress toward meeting school health program goals, support the modification of school health curricula or other programs, support new legislation and policies that promote school health, and seek funding or other support for new initiatives. The CDC and other federal agencies also use the data to assess trends in priority health behaviors, monitor progress toward national health objectives, and evaluate the contribution of broad prevention efforts in schools and other settings.[36]

The YRBSS also encompasses other CDC surveys relevant to school safety. These include a middle school survey conducted by interested state, tribal, and territorial governments, as well as large urban school districts; a series of method studies conducted in 1992, 2000, 2002, 2004, and 2008 to improve the quality and interpretation of the YRBSS data; and the National Alternative High School Youth Risk Behavior Survey, which was conducted in 1998 among a representative sample of almost 9,000 students in alternative high schools.[37] The latter survey sampled students who were at high risk for failing or dropping out of regular high schools, or those who had been expelled because of illegal activity or behavioral problems. The health-risk behaviors among this population were unknown. As a component of the YRBSS, the survey monitored the same categories. Particular survey questions related to school violence included

those asking whether the student had carried a weapon on school property in the 30 days before the survey was conducted, whether the student had been involved in a physical fight on school property in the 12 months before the survey was conducted, and whether the student had been involved in or affected by school-related violence.[38]

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[1] U.S. Government Accountability Office, *School Mental Health: Role of the Substance Abuse and Mental Health Services Administration and Factors Affecting Service Provision*, GAO-08-19R, October 5, 2007, http://www.gao.gov/new.items/d0819r.pdf.
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[6] U.S. Department of Education, Office of Elementary and Secondary Education, "Safe Schools–Healthy Students Initiative: Program Description," last modified May 6, 2014, https://www2.ed.gov/programs/dvpsafeschools/index.html. Local juvenile justice agencies became the fourth community partner in 2004 (Irene Saunders-Goldstein, "Federal Collaboration Redefined: The History of the Safe Schools/Healthy Students Initiative" (unpublished manuscript, 2008), 24, Microsoft Word file).
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[11] White House, *Now is the Time: The President's Plan to Protect Our Children and Our Communities by Reducing Gun Violence* (Washington, DC: White House, 2013), https://obamawhitehouse.archives.gov/sites/default/files/docs/wh_now_is_the_time_full.pdf.
[12] HHS's participation in the initiative is authorized under 42 U.S.C. § 520A.
[13] Project AWARE is authorized under 42 U.S.C. § 501, 509, 516, and 520A.
[14] HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2015*, 57.
[15] HHS, Substance Abuse and Mental Health Services Administration, "'Now is the Time' Project AWARE State Educational Agency Grants; Funding Opportunity Announcement (FOA) Information," last updated January 15, 2015, https://www.samhsa.gov/grants/grant-announcements/sm-14-018; HHS, Substance Abuse and Mental Health Services Administration, "Complete List of SAMHSA Grant Awards [Project AWARE]," accessed June 19, 2017, https://www.samhsa.gov/grants/awards?field_rfa_value=SM-14-018&combine=&items_per_page=50.
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[20] Safe Schools/Healthy Students Action Center, "About Us," accessed June 19, 2017, https://web.archive.org/web/20020726170004/http://www.sshsac.org/.
[21] The School Action Grant Program was a SAMHSA program that began in FY1999 and concluded in FY2002. It was designed to complement the SS/HS Initiative. SAMHSA awarded a total of $5.6 million in School Action Grants to 33 local education agencies to encourage communities to expand upon school-based programs to help young people develop the skills and emotional resilience necessary to maintain healthy lives, engage in pro-social behavior, and decrease the use of alcohol and illicit drugs (Fiscal Year [FY] 1999 Funding Opportunities, 64 Fed. Reg. 11,935–38 [March 10, 1999]).
[22] Safe Schools/Healthy Students Action Center, *The Action Center Newsletter* 1, no. 1 (2003): 1, https://web.archive.org/web/20020726170004/http://www.sshsac.org.
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[24] National Resource Center for Mental Health Promotion and Youth Violence Prevention, "About Us."
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[26] HHS, Substance Abuse and Mental Health Services Administration, "FY 2013 SAMHSA Grant Awards: CMHS/SM-13-007; YVP-RC."
[27] University of Maryland, School of Medicine, Center for School Mental Health, "History."
[28] HHS, Substance Abuse and Mental Health Services Administration, "Now is the Time Technical Assistance Center," last updated January 9, 2017, http://www.samhsa.gov/nitt-ta.
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[32] CDC, National Center for Injury Prevention and Control, Division of Violence Prevention, "School-Associated Violent Death Study."
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[35] The national data are derived from a separately drawn sample of high school students and are designed to be representative of students in the United States, but they do not necessarily include students from each state. The national data do not include statistics from U.S. territories. Although these data points are not aggregates of state, local, territorial, or tribal figures, all surveys do follow the same methodology and use the same core questionnaire

(CDC, "Methodology of the Youth Risk Behavior Surveillance System—2013," *Morbidity and Mortality Weekly Report: Recommendations and Reports* 62, no. 1 [2013]: 2, https://www.cdc.gov/mmwr/pdf/rr/rr6201.pdf).

[36] CDC, National Center for HIV/AIDS, Viral Hepatitis, STD, and TB Prevention, Division of Adolescent and School Health, "YRBSS Frequently Asked Questions," last updated June 9, 2016, https://www.cdc.gov/healthyyouth/data/yrbs/faq.htm.

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SCHOOL SAFETY PROGRAMS AND POLICIES ADMINISTERED BY INTERAGENCY PARTNERSHIPS

Introduction

Since the late 1990s, the U.S. government has launched several national initiatives to prevent youth violence and improve the safety of schools and communities. Federal agencies have responded to the cross-cutting nature of these initiatives by coordinating their activities and, in some cases, partnering to share the responsibility for funding and implementing such programs. These partnerships have allowed federal agencies to pool their resources and avoid duplication of effort, thus maximizing the impact of federal dollars dedicated to youth violence prevention and school safety.[1] By breaking down traditional functional silos in the juvenile justice, school-based outreach, and youth mental health service fields, federal interagency partnerships have facilitated comprehensive approaches to complex problems such as youth victimization and bullying, gun violence, and the preservation of safe and secure school environments.

Safe Schools/Healthy Students Initiative (1999–2013)

Background

The Safe Schools/Healthy Students (SS/HS) Initiative (CFDA No. 84.184L) was a discretionary grant program that sought to enhance student mental health services, improve school safety, prevent substance use among children and youth, and promote pro-social behaviors in children from an early age. The program was jointly administered by the U.S. Departments of Education (ED), Health and Human Services (HHS), and Justice (DOJ). Launched by the Clinton administration in 1999 following four school shootings during the 1997–1998 school year, the SS/HS Initiative awarded multi-year grants to local education agencies (LEAs) that partnered with local public mental health authorities, law enforcement, and juvenile justice entities to develop comprehensive prevention and mental health programs to prevent school violence and drug abuse among children and youth.[2]

From 1999 through 2005, the SS/HS Initiative awarded three-year grants totaling between $1 million and $3 million per year for these partnerships. Beginning in 2007, the length of the award period was extended to four years, with grants ranging from $750,000 to $2.25

million per year. The initiative was authorized under several reauthorizations, including those for the Public Health Service Act of 1944, the Safe and Drug-Free Schools and Communities Act of 1965, and the Juvenile Justice and Delinquency Prevention Act of 1974.[3]

Implementation History

On October 15, 1998, President Bill Clinton convened a day-long White House Conference on School Safety. The meeting focused on the causes of youth violence, as well as the prevention strategies that addressed and the specific programs that reduced this violence. Approximately two dozen speakers addressed the assembly, including the president, vice president, first lady, attorney general, and secretary of education. At the conference, Clinton announced a series of measures to enhance school safety, including a new "safe schools/safe communities initiative" that would fund 10 communities' efforts to develop plans to reduce youth violence and drug use, both in and out of school. The program would provide support for prevention activities such as after-school programs, mentoring, counseling, conflict resolution, and mental health services.[4]

One week later, on October 21, 1998, Congress took action to make funding available for a new youth violence prevention effort in the nation's schools. In the omnibus appropriations bill for fiscal year (FY) 1999, legislators appropriated $125 million to ED under the Safe and Drug-Free Schools and Communities Act's National Programs account for a school-based violence prevention initiative. Congress also appropriated $40 million to HHS's Substance Abuse and Mental Health Services Administration (SAMHSA) to develop a youth violence prevention program in conjunction with ED's efforts. Congress explained the purpose of the SAMHSA funding as follows:

> This additional funding will assist schools in identifying and addressing the mental health needs of children and preventing aggressive behaviors. Schools are an ideal location for children's mental health activities because they facilitate peer-based programs, comprehensive approaches, and access to professionals in a familiar environment where many of the problem behaviors occur. It is intended that SAMHSA will collaborate with the Department of Education to develop a coordinated approach.[5]

Attorney General Janet Reno, Secretary of Education Richard Riley, and Surgeon General David Satcher formally announced the SS/HS Initiative at DOJ headquarters on April 2,

1999.[6] From the beginning, the program was characterized by a high level of coordination among the federal partners. It also introduced several innovations in large-scale interagency efforts, including pooled federal funding (by ED and HHS) and joint management of the grant funds.[7] In a 2007 memorandum, the U.S. Government Accountability Office described the federal partners' collaborative efforts:

> To define and articulate a common program outcome, the agencies overcame the differences in agency missions by identifying a common mission—to create safe school environments and healthy students. This effort to identify a common mission was designed to create a seamless program for grantees at the local level. To establish mutually reinforcing or joint strategies for the program, agency leadership at the three agencies vested decision-making authority in officials such as division directors and branch chiefs, who assigned their staff to the SS/HS effort. The agencies established compatible policies, procedures, and other means to operate across agency boundaries and agreed on each agency's roles and responsibilities. For example, because each agency had different program monitoring policies, officials created a program monitoring system that was consistent across all three agencies.[8]

Within ED's Office of Elementary and Secondary Education, the Office of Safe and Drug-Free Schools (subsequently, the Office of Safe and Healthy Students) assumed most of the responsibility for the direct administration of the program, including grants management. At HHS, SAMHSA's Center for Mental Health Services (CMHS) was the lead agency responsible for implementing that department's component of the initiative. The CMHS provided technical assistance to grantees through its technical assistance centers, publications, and website. The Centers for Disease Control and Prevention (CDC) also played a number of supporting roles, including providing evaluation support to grantees. The DOJ's Office of Juvenile Justice and Delinquency Prevention (OJJDP) provided support to the SS/HS Initiative primarily by commissioning program evaluations.[9] In the program's later years, the office integrated components of its own mentoring programs into the initiative through the Mentoring for Safe Schools/Healthy Students Initiative program. The intent of this program was to demonstrate new community-based mentoring efforts and to expand existing mentoring activities within the grantees' comprehensive plans.[10] Additionally, the DOJ's Office of Community Oriented Policing Services (COPS Office) joined the coalition for several years and made funds available to grantees; however, these funds were part of an add-on program rather than the pooled funding.[11]

The mental health and early childhood elements of the SS/HS Initiative represented significant innovations in youth violence prevention programs.[12] First, it was designed to include not only K–12 students, but also those at the pre-K level.[13] Additionally, the initiative marked the first time that a federal mental health services agency systematically focused a grant program on the promotion of mental health and the prevention of mental and behavioral disorders, rather than on mental health treatment.[14]

One of the main goals of the initiative was to encourage collaboration at the local level among agencies and organizations whose programs and services could affect the outcomes among children and youth. To this end, the SS/HS grants were awarded exclusively to LEAs that had existing memoranda of understanding with partners from local law enforcement, public mental health, and juvenile justice agencies to work jointly on implementing the proposed projects. Grant applications were to include a written agreement that described the goals and objectives of the partnership and a delineation of the agencies' roles and responsibilities. Grant applicants also were required to submit a comprehensive plan demonstrating how evidence-based practices would be used to offer youth prevention services. Project sustainability was strongly encouraged. Grantees were expected to plan for and work toward sustaining the most successful aspects of their projects beyond the period of performance.[15]

LEAs and their partners responded in large numbers to the first grant announcement, submitting 447 application packages for the initial wave of 54 grants.[16] In its first year, the SS/HS Initiative awarded $98.7 million to 54 communities. In addition, those districts received $7 million in one-year COPS Office funds to hire school resource officers. In order to sustain second- and third-year support to the FY1999 grantees on available appropriations, the FY2000 and FY2001 new grantee cohorts were smaller—23 and 20 new grantees, respectively. The practice of awarding grants to larger cohorts every three years, followed by two years of smaller cohorts, continued through FY2008, when the grant performance period was lengthened to four years (see table 19).

Table 19. Grant Awards for the Safe Schools/Healthy Students Initiative, FY1999–2012

FY	New (1st year) Grant Award Funding ($ millions)	# of New Awards	Continuation Grant Award Funding ($ millions)	# of Continuation Awards	Total Budget Authority for Awards ($ millions)
1999	98.7	54	---	---	98.7
2000	41.2	23	---	54	---
2001	38.2	20	---	77	---
2002	80.5	46	---	43	---
2003	41.9	23	---	66	---
2004	39.2	25	---	69	---
2005	76.4	40	---	48	---
2006	17.1	19	62.1	63	79.2
2007	21.8	27	57.1	59	78.9
2008	37.6	60	39.5	46	77.1
2009	17.4	29	60.1	86	77.5
2010	0	0	77.8	116	77.8
2011	0	0	---	89	---
2012	0	0	---	29	19.4

Note: The award totals reflect those announced in publically available ED press releases and may not equal the sum of the listed new and continuation amounts.

Source: U.S. Department of Education (ED), "More than $38 Million in Grants Going to Communities to Prevent Violence Among Youth," October 4, 2001, https://web.archive.org/web/20011110031454/http:/www.ed.gov:80/PressReleases/10-2001/10042001e.html; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2001), 214–15; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2002), 214–15; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2003), 287–88; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2004), 315–16; ED, Office of Elementary and Secondary Education, "Safe Schools-Healthy Students Initiative: Awards; OSDFS Announces 2005 Safe Schools/Healthy Students Grant Awards," last modified November 4, 2011, http://www2.ed.gov/programs/dvpsafeschools/fy2005awards.html.ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2006), 335–36; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2007), 219–20; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2008), 217–18; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2009), 239; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2010), 218–19; ED, *Safe Schools and Citizenship Education: Fiscal Year 2010 Budget Request*, G-32; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2011), 210–11; ED, *Supporting Student Success: Fiscal Year 2011 Budget Request*, G-27; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2012), 198.

In 2007, ED and HHS's SAMHSA implemented substantial changes to improve the operation of the SS/HS Initiative. Most significant was a strengthening of the grant application requirements to ensure that the applicants could not only demonstrate the commitment of the required partners (the LEA and local law enforcement, public mental health, and juvenile justice

agencies) to support the project if it received funding, but also a preexisting partnership among these entities on issues of school safety, drug and violence prevention, and/or healthy childhood development.[17] Additionally, the original maximum yearly grant funding formula, based on geography, was replaced by a formula based on student enrollment.[18] Beginning with the FY2007 grant year, grantees' local comprehensive strategies would focus on five key elements instead of the original six. The five elements were:

- Safe school environments and violence prevention activities;
- Alcohol, tobacco, and other drug use prevention activities;
- Student behavioral, social, and emotional supports;
- Mental health services; and
- Early childhood social and emotional learning programs.[19]

Beginning in FY2008, the original three-year grant cycle was expanded to four years to enable the grantees to solidify their partnerships, hire staff, contract for services, develop plans of action, and design good evaluation plans.[20] As the program matured, the SS/HS grantees frequently expanded their partnerships beyond the required agencies to include faith-based groups, civic organizations, local businesses, chambers of commerce, and other existing coalitions. Grantees also sought out organizations that had a strong track record of working with young people, such as Boys and Girls Clubs, Big Brothers Big Sisters, and the YMCA.[21]

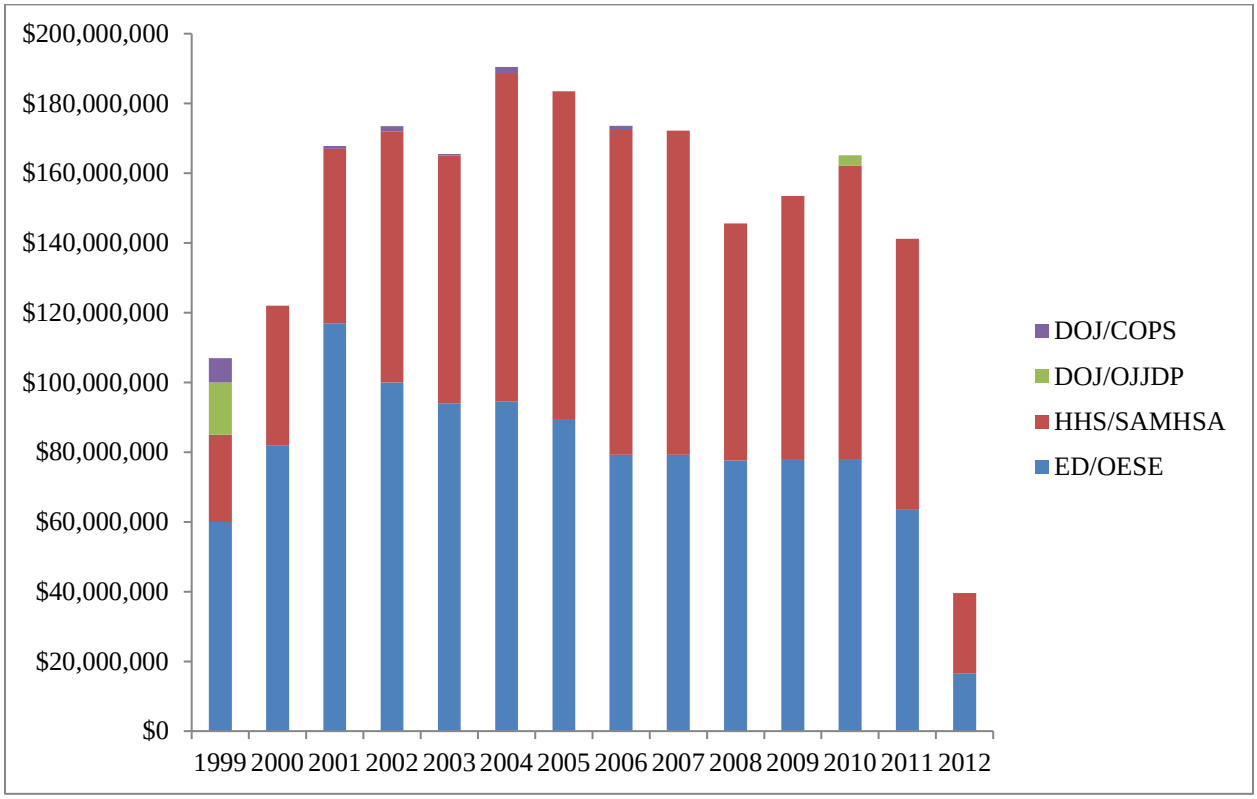
ED and HHS's SAMHSA supported the final cohort of 29 SS/HS grantees (awarded in FY2009) through FY2012. SAMHSA also utilized funding in FY2012 to realign technical assistance activities to meet the needs of the grantees, and to evaluate the performance of the existing program. Finally, SAMHSA transferred $2.2 million to ED to help finance technical assistance focused on improving the disciplinary climate in schools.[22]

Funding History

The first year of the SS/HS Initiative was funded with FY1999 appropriations, with $60 million contributed by ED's Office of Safe and Drug-Free Schools, $25 million from SAMHSA's Youth Violence Prevention program, and $15 million from the DOJ's OJJDP. Additionally, the DOJ's COPS Office awarded $7 million to SS/HS grantees for the purpose of hiring school resource officers, bringing the program's total funding for FY1999 to $107 million.[23]

Federal appropriations for the program ranged from a high of around $190 million in FY2004 to a low of $40 million in FY2012, the national program's final year (see Figure 1). From FY1999 through FY2012, the SS/HS Initiative provided services to more than 13 million children and youth, and more than $2 billion in funding and other resources to 365 communities in 49 states across the nation and the District of Columbia.[24]

Figure 1. Federal Appropriations for the Safe Schools/Healthy Students Initiative, FY1999–2012



Source: U.S. Department of Health and Human Services (HHS), Substance Abuse and Mental Health Services Administration, "Clinton Administration Launches $300 Million Program for Safe Schools," April 1, 1999, https://web.archive.org/web/20060926185937/http://www.samhsa.gov/News/newsreleases/040199nr.htm; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2001), 214–15; HHS, *FY 2001 Consolidated Appropriations Act*, 16; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2002), 214–15; U.S. Senate, Comm. on Appropriations, "Departments of Labor, Health and Human Services," 160; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2003), 287–88; ED, Office of Public Affairs, *Guide to U.S. Department of Education Programs* (2004), 315–16; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2005: Justification of Estimates*, CMHS-8; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2006), 335–36; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2006: Justification of Estimates*, CMHS-8–10; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2007), 219–20; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2007: Justification of Estimates*, CMHS-9; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2008), 217–18; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2009), 239; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2009: Justification of Estimates*, CMHS-3; ED, Office of Communications and Outreach, *Guide to U.S. Department of*

Education Programs (2010), 218–19; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2011), 210–11; ED, Office of Elementary and Secondary Education, "Safe Schools-Healthy Students Initiative: Funding Status," last modified November 4, 2011, http://www2.ed.gov/programs/dvpsafe schools/funding.html; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2011: Justification of Estimates*, CMHS-5; ED, Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* (2012), 198; HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2013: Justification of Estimates*, 35; HHS, Substance Abuse and Mental Health Services Administration, *Sequestration Operating Plan for FY 2013*, 1.

Evaluation Requirements

To develop mechanisms to monitor, evaluate, and report on results, the SS/HS federal partners built an evaluation component into the program. Grantees were required to conduct local evaluations, while the federal agencies conducted two national evaluations over the course of the initiative—the first by the DOJ's OJJDP and the second by HHS's SAMHSA. The evaluations sought, overall, to document the effectiveness of collaborative community efforts to promote safe schools and provide opportunities for healthy childhood development. A national evaluation conducted over five years and released in 2013 examined activities implemented by 175 grantees in the FY2005–8 cohorts.[25]

Safe School Initiative (1999–2004)

In June 1999, in the aftermath of several mass school shooting incidents, staff from ED's Office of Safe and Drug-Free Schools and the U.S. Secret Service's National Threat Assessment Center began working together to study the thinking, planning, and other pre-attack behaviors of school shooters. The research effort, known as the Safe School Initiative (SSI), was patterned after the Secret Service's Exceptional Case Study Project. This five-year study, which began in 1992, examined the thinking and behavior of individuals who had carried out or attempted lethal attacks on public officials or prominent individuals in the United States since 1949. The project's objective had been to improve the service's understanding of attacks against public officials, and thereby inform its agents' investigations of threats against the president and other protectees, as well as the development of strategies to prevent any harm to these officials.[26] The SSI sought to employ a similar methodology to assist in developing preventive strategies for the protection of students from targeted school attacks.

The SSI examined 37 major incidents of targeted school violence (involving 41 attackers) that occurred in the United States from 1974—the year in which the earliest incident identified

took place—through June 2000, when data collection for the study was completed. For the purposes of the study, an incident of targeted school violence was defined as "any incident where (i) a current student or recent former student attacked someone at his or her school with lethal means (e.g., a gun or knife); and, (ii) where the student attacker purposefully chose his or her school as the location of the attack."[27]

The SSI produced an interim report in 2000, a final report in 2002, and a revised final report in 2004.[28] The research concluded that most attackers did not threaten their targets directly before an attack, but did engage in pre-attack behaviors that would have indicated an inclination toward or the potential for targeted violence had they been identified.[29] The findings also suggested that law enforcement officials, educators, and others could build the capacity to pick up on and evaluate available or knowable information that might indicate a risk of a targeted school attack. The study further noted that they could use the results of risk evaluations (or "threat assessments") in developing strategies to prevent potential school attacks from occurring.[30] In 2004, ED and the U.S. Secret Service published *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates,* which distilled the lessons learned from the SSI research effort, providing key information for school system superintendents and school security chiefs.[31]

School Emergency Preparedness Initiatives

In the post-September 11, 2001 years, federal agencies, states, and non-governmental civic organizations have renewed their efforts to promote emergency preparedness. ED and the U.S. Department of Homeland Security (DHS) have taken the lead in developing guidelines, information products, and training programs to promote this preparedness in schools and institutions of higher education (IHEs). In October 2008, the American Association of Pediatrics issued a policy statement on disaster preparedness in schools, noting that "the recent experiences with natural disasters, in-school violence, acts of terrorism, and the threat of pandemic flu demonstrate the need for schools to be prepared for all-hazard crisis possibilities."[32] On March 30, 2011, President Barack Obama issued Presidential Policy Directive-8, "National Preparedness."[33] The directive is aimed at strengthening the security and resilience of the United States through a systematic preparation for the threats that pose the greatest risk to the security of the nation, including acts of terrorism, cyberattacks, pandemics, and catastrophic natural

disasters. Several of the school emergency preparedness activities focused on school safety, with some efforts led by a variety of federal agencies. Examples of these efforts include:

- Since the 1990s, the Federal Emergency Management Agency (FEMA, which is now a part of DHS) has offered the Multi-Hazard Safety Program for Schools course at its Emergency Management Institute in Emmitsburg, Maryland. The course is designed to help school communities plan for all types of disasters. Topics include risk reduction techniques, drills, immediate response exercises, and post-disaster recovery and mitigation opportunities, as well as school violence and crisis counseling. Additionally, FEMA offers an Earthquake Safety Program for Schools course that is intended to help school communities be self-sufficient in the aftermath of a destructive earthquake.[34] The agency also offers publications (such as *Earthquake Safety Activities: For Children and Teachers*, which was published in 2005) and hands-on workshops that introduce earthquake-related topics to K–12 teachers who train others in their school districts, as well as online training modules on school preparedness topics.[35]

- Beginning in the mid-2000s, ED addressed the topic of emergency response in schools through programs developed by the Office of Special Education and Rehabilitative Services and the Office of Safe and Drug-Free Schools. As part of these early efforts, in January 2007, the department published *Practical Information on Crisis Planning: A Guide for Schools and Communities*, which provided basic guidelines and useful ideas on how to develop emergency response and crisis management plans.[36] The guide sought to disseminate information on critical concepts and components of good crisis planning, stimulate thinking among school districts about the crisis preparedness process, and provide examples of promising practices. It and subsequent ED publications on school emergency management have been made available on the FEMA website, as well as through the REMS Technical Assistance Center website.[37]

- In 2006, FEMA's Ready campaign to promote national preparedness consulted with a number of organizations experienced in education and children's health to develop Ready Kids.[38] Ready Kids is designed to help parents and teachers educate children ages 8–12 about emergencies and how they can help their families prepare. FEMA consulted with federal partners, including ED and HHS, as well as with the American Psychological Association, American Red Cross, National Association of Elementary School Principals, National Association of School Psychologists, National Parent Teacher Association, and National Center for Child Traumatic Stress to develop the program.[39]

- In January 2009, HHS's Agency for Healthcare Research and Quality published *School-Based Emergency Preparedness: A National Analysis and Recommended Protocol*.[40] This monograph, intended for use by school districts of all sizes, describes a practical approach to creating a school-based all-hazards emergency response plan using the national literature in combination with "lessons learned" in the field.

- In June 2013, the White House released guides for developing high-quality emergency operations plans for schools and IHEs.[41] The guides, which were the first joint ED, HHS, DHS, and DOJ product on this topic, contain best practices developed over years of

emergency planning work by the federal government. They incorporate lessons learned from past emergency incidents, and are intended to be used by schools and IHEs to create new plans, as well as to revise and update existing plans, and align their emergency planning practices with those at the national, state, and local levels.

– In July 2014, FEMA, the American Red Cross, and ED released the *National Strategy for Youth Preparedness Education: Empowering, Educating, and Building Resilience*.[42] This document outlines a vision for a nation of prepared youth and provides nine priority steps that agency partners at the national, state, and local levels can take to help make that vision a reality. The priorities highlighted by the strategy include making school preparedness a key component of youth preparedness.

Federal Partners in Bullying Prevention (2010- Present)

In the late 1990s, increased public awareness of the problem of bullying prompted Congress and the White House to take steps to address the issue.[43] Data collections on student victimization highlighted the extent of bullying. For example, among respondents to the 2008 National Survey of Children's Exposure to Violence, 13.2 percent reported having been physically bullied within the past year; more than one in five (21.6 percent) reported having been physically bullied during their lifetimes.[44]

In 2010, President Obama announced his administration's commitment to combatting harassment and bullying in schools. As part of the administration's efforts, several federal agencies partnered to assist schools in addressing bullying and in enforcing civil rights laws that protect students from harassment. The DOJ, for example, joined ED and HHS, along with the U.S. Departments of Agriculture and Defense and other agencies, to form a federal working group on bullying. The resulting Federal Partners in Bullying Prevention Steering Committee is an interagency effort that works to coordinate policy, research, and communications on bullying topics.[45] In August 2010, the committee hosted the first national anti-bullying summit in Washington, which brought together 150 top state, local, civic, and corporate leaders to begin mapping out a national plan to end bullying.[46] A new website, StopBullying.gov, which contains federal anti-bullying resources, including a national database of effective anti-bullying programs, was launched at the summit.[47] StopBullying.gov provides information on preventing and responding to bullying.[48]

In October 2010, ED's Office for Civil Rights issued guidance on bullying and harassment prevention to every school district in the nation.[49] The DOJ endorsed this guidance and worked with ED to coordinate the enforcement of federal civil rights laws. This guidance

explained schools' responsibilities for combatting harassment and provided clarification on types of harassment that violate federal civil rights laws, particularly harassment on the basis of one's race, national origin, sex, gender, or disability.[50]

The DOJ's Office of Justice Programs used presentations from the August 2010 summit to develop a webinar to be used as a free training tool for practitioners. The office also created a five-bulletin series titled *Bullying in Schools*, released in 2011 and 2012, that discussed the topic of peer victimization in schools. The series summarized findings from OJJDP-funded research and addressed the impact of bullying on student engagement, attendance, and achievement.[51] In December 2010, the department's Civil Rights Division released a video as part of the "It Gets Better" project, an ad campaign to inspire hope among lesbian, gay, bisexual, and transgender (LGBT) youth facing bullying and harassment.[52] The video highlighted the DOJ's commitment to enforcing the laws that protect LGBT youth, featured personal stories and experiences from DOJ employees, and provided messages of support. Also in 2010, the department's National Institute of Justice published a systematic review of school-based programs to reduce bullying and victimization and evaluated "Bully-Proofing Your Schools," an anti-bullying program for elementary and middle schools.[53]

Federal Partners in Bullying Prevention Summits and National Conference on Bullying Prevention

As a follow-up to the first bullying prevention summit, in March 2011, President Obama and First Lady Michelle Obama hosted the National Conference on Bullying Prevention at the White House. The conference brought together students, teachers, advocates, representatives from the private sector, and policymakers to discuss ways to make schools safer.[54] Specifically, conference sought to inform federal practices and encourage public engagement.[55]

The second Federal Partners in Bullying Prevention Summit was held on September 21–22, 2011. The event engaged students, parents, teachers, and representatives from national organizations to discuss and share progress on anti-bullying efforts across the country.[56] The third annual summit was held on August 6–7, 2012.[57] This gathering focused on ensuring that bullying prevention efforts are coordinated and based upon the best available research. It included panel discussions on the connection between bullying and suicide, and on finding ways to help students who bully others.

The fourth summit was held on August 15, 2014, and highlighted the work of federal agencies to address bullying while also challenging legislators, schools, educators, students, and communities to do more. The summit further emphasized ED's efforts to provide states with resources (through different grant programs) to address bullying and build positive school climates. Additionally, HHS's SAMHSA announced the release of "KnowBullying," a free smartphone app developed in collaboration with StopBullying.gov to provide parents, caregivers, educators, and others with information and communication support to help prevent bullying and build resilience in children. Finally, the summit expanded on the previous years' goal of crafting a national strategy to prevent bullying by working toward engaging private and public organizations to provide the tools and resources necessary to ensure the safety of students.[58]

The fifth Federal Partners in Bullying Prevention Summit was held on August 12, 2016, and focused on the theme of promoting tolerance and inclusion among students to prevent bullying. Plenary sessions at the conference looked at "recent research recommendations and school surveillance, the federal and legal responses to harassment and bullying, using the school operations plan framework to support bullying prevention efforts, and strategies to create safe, understanding, and inclusive academic environments." A particular emphasis was placed on the experiences of LGBT students, students with disabilities, and students from Arab, Muslim, Sikh, and South Asian communities, with student representatives discussing the challenges they face, as well as the work being done in their own communities and schools to prevent bullying.[59]

Supportive School Discipline Initiative (2011–2016)

The Supportive School Discipline Initiative (SSDI) is a collaborative project between ED and the DOJ that addresses the phenomenon of disciplinary policies and practices that can push students out of school and into the justice system—commonly described as the "school-to-prison pipeline." To counteract this phenomenon, the initiative aims to support disciplinary practices that are non-discriminatory and that foster safe and productive learning environments in every classroom.[60] The federal partners coordinate with other organizations in the non-profit and philanthropic communities, including the Council of State Governments and the National Council of Juvenile and Family Court Judges. Through their combined efforts, SSDI partners have sought to build consensus among education and justice stakeholders, develop guidance for the field, collaborate on research and data collection, build awareness of evidence-based

practices, and integrate SSDI work into federal grant-making.[61] Implemented activities in these areas include:

- In 2012, the DOJ awarded nearly $1.5 million through the Field Initiated Research and Evaluation Program to focus on research and evaluation studies of school-based practices that relate to reducing victimization and the risk of delinquency. For example, Texas A&M University received funding to explore the potential use of the school discipline system as a means of reducing juvenile justice contact, especially among youth of color.[62]

- The SSDI assisted the New York State Permanent Judicial Commission on Justice for Children in hosting the National Leadership Summit on School–Justice Partnerships in March 2012. The summit convened teams from 45 states, territories, and the District of Columbia, bringing together expert practitioners, researchers, and innovators from the education, justice, and school health sectors. The summit served as a kick-off for planning and action in the realm of improving policies and practices related to school discipline.[63]

- In the months following the summit, the SSDI launched a web-based community for attendees called the Supportive School Discipline Community of Practice. The website provides regular opportunities for leaders to consult with each other and share information about best practices in school discipline. Since its launch, four smaller topic-specific communities have been organized at the request of the members: the Discipline Policy Forum, Supportive Discipline Practices, Truancy Prevention, and Juvenile Justice Alternatives.[64]

- The DOJ awarded $840,000, matched by philanthropic collaborators, to the Council of State Governments to initiate the School Discipline Consensus Project. Launched in October 2012, the project brings together practitioners from the education, juvenile justice, behavioral health, and law enforcement fields, as well as state and local policymakers, researchers, and advocates; students and their parents are also included. In 2014, the council published a comprehensive report on supportive school discipline practices, titled *The School Discipline Consensus Report: Strategies from the Field to Keep Students Engaged in School and Out of the Juvenile Justice System.*[65]

- Also in October 2012, the DOJ provided financial assistance to the National Council of Juvenile and Family Court Judges to replicate successful school-court partnerships that work to reduce court referrals for non-serious behavior and to fund the evaluation of demonstration sites.[66] The council developed a curriculum to train judges to guide and support other judges for the purpose of convening problem-solving school-court teams.[67]

- In January 2013, ED, HHS, and the DOJ launched the Supportive School Discipline Webinar Series, which was designed to increase awareness and understanding of school disciplinary practices that push youth out of school and into the justice system, and to provide practical examples of alternative approaches that maintain school safety while ensuring academic engagement and success for all students. During the first few months

of the series, the federal partners had organized seven webinars, addressing topics such as youth courts, restorative justice practices, truancy, and multi-tiered behavioral health frameworks.[68]

- Since 2013, the SSDI partners have awarded supplemental grants to the National Forum on Youth Violence Prevention, a network of 15 communities and federal agencies that collaborate to reduce youth violence. Communities use prevention, intervention, enforcement, and reentry strategies to stop such violence and to sustain their accomplishments. The forum is supported by a federal coordinating team that includes the CDC, the DOJ, ED, and HHS, as well as the U.S. Departments of Housing and Labor, among others, to align its efforts and resources. The supplemental grants enable selected schools in forum communities to implement or strengthen a range of interventions. Known as tiered behavioral supports, these interventions are a key strategy in improving the schools' climate and safety.[69]

- In January 2014, the DOJ partnered with ED to release joint legal guidance to assist public schools in administering student discipline in a manner consistent with the legal obligations set forth under Title IV and Title VI of the Civil Rights Act of 1964.[70]

Now is the Time Initiative (2014–2016)

In response to the December 14, 2012 mass shooting at Sandy Hook Elementary School in Newtown, Connecticut, the Obama administration created the multi-agency Now is the Time (NITT) Initiative to reduce gun violence and improve access to mental health services in the nation's schools and communities.[71] Five days after the shooting, the president announced that Vice President Joe Biden would lead an effort to develop a set of policy proposals for reducing gun violence, due no later than January 2013. The vice president solicited input from citizens and organizations with a wide range of concerns, perspectives, and opinions while preparing his recommendations.[72] The effort was conceived as an initiative involving the DOJ, ED, and HHS pursuing separate but coordinated program goals.[73]

One of the DOJ's school safety component of the NITT Initiative was the School Justice Collaboration Program (CFDA No. 16.829), which was administered by the OJJDP. The office's goal was to enhance the collaboration and coordination among schools, mental and behavioral health specialists, law enforcement, and juvenile justice officials at the local level. The program had three objectives: "to build, expand, and sustain capacity at the local level to make schools safer, increase awareness of mental health issues, connect children . . . to needed services, and avoid unnecessary referrals from schools to juvenile justice and law enforcement agencies"; "to develop and implement systems for [the] early identification of signs and symptoms, including

trauma and exposure to violence that, without intervention," that could lead to the types of behavior that might elicit "exclusionary discipline or involvement in the juvenile justice system"; and "to create positive school climates through evidence-based reforms and practices, including those that promote positive discipline practices."[74]

The other DOJ component of the NIIT initiative was intended to be an effort to hire SROs and school counselors. This so-called Comprehensive School Safety program eventually became the Comprehensive School Safety Initiative (CSSI) administered by the National Institute of Justice (see "School Safety Programs and Policies Administered by the U.S. Department of Justice.") Although NIJ has primary responsibility for the Comprehensive School Safety Initiative, many federal partners are assisting in the initiative's development and dissemination of information, including several other DOJ offices, HHS components, and representatives from the U.S. Departments of Education, Homeland Security, and the Treasury.[75] An interagency working group of these federal partners meets regularly to assist in the development of the initiative. Members share their historical knowledge, research efforts, data collection activities and strategies, and information about the programs each agency supports.

ED introduced four new school safety-related discretionary grant programs in FY2014 as part of the NITT Initiative: the School Climate Transformation Grant—State Educational Agency Program, the School Climate Transformation Grant—Local Educational Agency Program, the Grants to States for School Emergency Management Program, and the Project Prevent grant program. The school climate transformation grants programs provided funding to state (SEAs) and local education agencies to develop evidence-based, behavioral frameworks for improving behavioral outcomes and learning conditions for students.[76] The Grants to States for School Emergency Management Program (CFDA No. 84.184Q) provided competitive grants to SEAs to increase their capacity to assist LEAs by providing training and technical assistance in the development and implementation of high-quality school emergency operations plans.[77] Project Prevent provided funding to LEAs to increase their capacity to identify, assess, and serve students exposed to pervasive violence.[78]

The main HHS component of the NITT Initiative was the Project AWARE (Advancing Wellness and Resilience Education) grant program.[79] Project AWARE's objective was to advance the fourth NITT goal of increasing awareness of youth mental health issues and

connecting young people experiencing behavioral health issues and their families with needed services.[80]

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[1] For a discussion of various approaches to federal interagency collaboration, see Frederick M. Kaiser, *Interagency Collaborative Arrangements and Activities: Types, Rationales, Considerations*, CRS Report for Congress R41803 (Washington, DC: Library of Congress, Congressional Research Service [CRS], 2011), https://fas.org/sgp/crs/misc/R41803.pdf.

[2] U.S. Department of Education (ED), Office of Elementary and Secondary Education, "Safe Schools–Healthy Students Initiative: Program Description," last modified May 6, 2014, https://www2.ed.gov/programs/dvpsafe schools/index.html. Local juvenile justice agencies became the fourth community partner in 2004 (Irene Saunders-Goldstein, "Federal Collaboration Redefined: The History of the Safe Schools/Healthy Students Initiative" (unpublished manuscript, 2008), 24, Microsoft Word file).

[3] 42 U.S.C. § 290hh, 20 U.S.C. § 7131, and 42 U.S.C. § 5614b(4)(e) and 5781 et seq.

[4] White House, Office of the Press Secretary, "President Clinton's Remarks at the White House Conference on School Safety," October 15, 1998, https://clinton4.nara.gov/WH/New/html/19981015-19598.html.

[5] U.S. House of Representatives, Comm. of Conference, "Making Omnibus Consolidated and Emergency Supplemental Appropriations for Fiscal Year 1999," H.R. Rep. 105–825, 1300–1, 1281 (1998), https://www.congress.gov/105/crpt/hrpt825/ CRPT-105hrpt825.pdf.

[6] U.S. Department of Health and Human Services (HHS), Substance Abuse and Mental Health Services Administration, "Clinton Administration Launches $300 Million Program for Safe Schools," April 1, 1999, https://web.archive.org/web/20060926185937/http://www.samhsa.gov/News/newsreleases/040199nr.htm.

[7] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Federal Collaboration Redefined: The History of the Safe Schools/Healthy Students Initiative* (Rockville, MD: HHS, 2008), 11; ED, *Safe Schools and Citizenship Education: Fiscal Year 2010 Budget Request*, G-29, accessed November 21, 2016, https://www2.ed.gov/about/overview/budget/budget10/justifications/g-ssce.pdf.

[8] U.S. Government Accountability Office, *School Mental Health: Role of the Substance Abuse and Mental Health Services Administration and Factors Affecting Service Provision*, GAO-08-19R, October 5, 2007, 10, http://www.gao.gov/new.items/d0819r.pdf.

[9] Saunders-Goldstein, "Federal Collaboration Redefined," 37, 20.

[10] U.S. Department of Justice (DOJ), Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, "OJJDP FY 2010 Mentoring for the Safe Schools/Healthy Students Initiative," 3, accessed July 24, 2017, https://www.ojjdp.gov/grants/solicitations/FY2010/MentoringSSHSI.pdf.

[11] Saunders-Goldstein, "Federal Collaboration Redefined," 22.

[12] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Federal Collaboration Redefined*, 11, 25.

[13] ED's FY2011 program guide was the first to include pre-K as a target education level (Office of Communications and Outreach, *Guide to U.S. Department of Education Programs* [Washington, DC: ED, 2011], 211, https://www2.ed.gov/programs/gtep/gtep2011.pdf).

[14] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Federal Collaboration Redefined*, 47–48.

[15] ED, Office of Elementary and Secondary Education, "Safe Schools-Healthy Students Initiative: Awards; OSDFS Announces 2005 Safe Schools/Healthy Students Grant Awards," last modified November 4, 2011, http://www2.ed.gov/programs/dvpsafeschools/fy2005awards.html.

[16] Saunders-Goldstein, "Federal Collaboration Redefined," 35.

[17] ED, *Safe Schools and Citizenship Education: Fiscal Year 2009 Budget Request*, F-30, accessed November 21, 2016, https://www2.ed.gov/about/overview/budget/budget09/justifications/f-ssce.pdf.

[18] Until 2007, the maximum yearly award for SS/HS grants was $1 million for rural school districts and schools run by the U.S. Department of the Interior's Bureau of Indian Affairs, $2 million for suburban school districts, and $3 million for urban school districts. From 2007 on, the maximum yearly award was $2.25 million for a local education agency (LEA) with at least 35,000 students; $1.5 million for an LEA with at least 5,000 students, but fewer than 35,000 students; and $750,000 for an LEA with fewer than 5,000 students (ED, Office of Elementary and Secondary Education, "Safe Schools-Healthy Students Initiative: Awards; Fiscal Year 2006 Grant Awards," last modified

November 4, 2011, https://www2.ed.gov/programs/dvpsafeschools/fy2006awards.html; HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Federal Collaboration Redefined*, 26, 58).

[19] Saunders-Goldstein, "Federal Collaboration Redefined," 58. Prior to 2007, grant applicants had to submit plans that focused on six elements. The sixth element was safe school policies (Saunders-Goldstein, "Federal Collaboration Redefined," 17).

[20] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Federal Collaboration Redefined*, 58.

[21] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Safe Schools/Healthy Students Initiative National Evaluation: 2005–2008 Cohorts* (Rockville, MD: HHS, Substance Abuse and Mental Health Services Administration, 2013), 15, https://store.samhsa.gov/shin/content//SMA13-4798/SSHS_National_Evaluation.pdf.

[22] HHS, Substance Abuse and Mental Health Services Administration, *Fiscal Year 2015: Justification of Estimates for Appropriations Committees*, 56, accessed June 19, 2017, https://www.samhsa.gov/sites/default/files/fy-2015-budget-cj.pdf.

[23] HHS, Substance Abuse and Mental Health Services Administration, "Clinton Administration Launches $300 Million Program for Safe Schools"; Saunders-Goldstein, "Federal Collaboration Redefined,"11.

[24] New Hampshire was the only state without an SS/HS grantee (HHS, Substance Abuse and Mental Health Services Administration, "About Safe Schools/Healthy Students," last updated June 8, 2015, https://www.samhsa.gov/safe-schools-healthy-students/about).

[25] HHS, Substance Abuse and Mental Health Services Administration, Center for Mental Health Services, *Safe Schools/Healthy Students Initiative National Evaluation*, iv.

[26] Bryan Vossekuil et al., *The Final Report and Findings of the Safe School Initiative: Implications for the Prevention of School Attacks in the United States* (Washington, DC: U.S. Secret Service [USSS] and ED, 2004), 3–4, https://www2.ed.gov/admins/lead/safety/preventingattacksreport.pdf.

[27] The 10 key findings of the study were: incidents of targeted violence at school were rarely sudden, impulsive acts; prior to most incidents, other people knew about the attacker's idea or plan to attack; most attackers did not threaten their targets directly prior to advancing the attack; there is no accurate or useful "profile" of students who engage in targeted school violence; most attackers engaged in some behavior prior to the incident that caused others concern or indicated a need for help; most attackers had difficulty coping with significant losses or personal failures (moreover, many had considered or attempted suicide); many attackers felt bullied, persecuted, or injured by others prior to the attack; most attackers had access to and had used weapons prior to the attack; in many cases, other students were involved in some capacity; and, despite prompt law enforcement responses, most shooting incidents were stopped by means other than law enforcement intervention (Vossekuil et al., *The Final Report*, 7–8, 11–12).

[28] For a copy of the interim report, see Bryan Vossekuil, Marisa Reddy, and Robert A. Fein, *Safe School Initiative: An Interim Report on the Prevention of Targeted Violence in Schools* (Washington, DC: USSS and ED, 2000), http://cecp.air.org/download/ntac_ssi_report.pdf.

[29] Robert A. Fein et al., *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates* (Washington, DC: USSS and ED, 2004), 4, https://www2.ed.gov/admins/lead/safety/threatassessmentguide.pdf.

[30] Vossekuil et al., *The Final Report*, 11.

[31] Fein et al., *Threat Assessment in Schools*.

[32] Council on School Health, "Disaster Planning for Schools," *Pediatrics* 122, no. 4 (2008), http://pediatrics.aappublications.org/content/122/4/895.

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