



Educational Resource Officer Report 2012-2013 through 2016-2017

Key Findings

1. The number of arrests at MMSD high schools decreased by 22% from 2012-2013 to 2016-2017. The number of incidents leading to arrests decreased by 38% over the same five year period.
2. The number of citations at MMSD high schools decreased by 40% from 2012-2013 to 2016-2017. The number of incidents leading to citations decreased 46% over the same five year period.
3. Over the past five school years the number of truancy citations has decreased by 69%, with a 54% decrease occurring from the 2015-2016 to the 2016-2017 school years.
4. The percent of arrests charged to females increased from 25% to 42% and the percent of incidents leading to the arrest of a female increased from 27% to 37% from 2012-2013 to 2016-2017.
5. The number of TimeBank referrals during the 2016-2017 school year was 38% lower than during the 2012-2013 school year.

Background

The data in this report covers arrest and citation incidents that occurred on the campuses of East, La Follette, Memorial, and West high schools or adjacent to these campuses. The data includes incidents recorded during the 2012-13 through 2016-2017 school years. To make the data reflective of school day activity, only incidents that occurred between 8:00 AM and 5:00 PM on weekdays are analyzed.

Arrests can be any charge, from a state statute violation to an ordinance violation. When an arrest occurs the officer may choose to write a citation and release the individual, and this is recorded as a citation. An arrest for an ordinance violation may also be resolved, depending on the circumstances, by releasing the person without a citation, transporting the person for additional processing, or transporting the person and requiring that a bond be posted for release. The arrest and citation data in this report was provided by the Madison Police Department (MPD).

In this report an arrest charge is an arrest where a citation was not issued and the description for the offense was not truancy. Citations are arrests where a citation was issued and the description was not truancy. Citations for truancy are highlighted in a separate section and arrests for truancy are not analyzed. Truancy data is presented separately because it is the only recorded offense for failure to conform with a state statute concerning compliance with school specific expectations. All other listed offenses (e.g. disorderly conduct, battery, and possession of marijuana) are crimes not specifically related to school expectations.

MPD data does not report whether individuals charged or cited for a crime are MMSD students. The data does include the age of an offender but not all juveniles in the area of MMSD high schools are necessarily MMSD students and some adults are MMSD students. We therefore cannot differentiate between MMSD students and non-students in this report.

We use National Incident Based Reporting System (NIBRS) designations to summarize the types of crimes EROs cite and charge people for during the school year. The NIBRS is an incident-based reporting system for crimes known to the police under the Uniform Crime Reporting program.

This report also presents data provided by the Dane County TimeBank for the 2012-13 through 2016-2017 school years. The Dane County TimeBank Youth Court works with high school aged youth to provide an alternative to the juvenile justice system. When an ERO charges a student with some types of ordinance violations the officer can refer the student to Youth Court based on the circumstances. The student can either accept the citation or charge for the offense or attend Youth Court in abeyance of the charge or citation. Students can only attend Youth Court after admitting guilt. An ERO's ability to refer high school aged youth to Youth Court is an important diversionary tool for implementing restorative justice in MMSD.

Please note that this report largely updates the content presented in *Educational Resource Officer Report 2012-13 through 2015-16 School Years (2016-12-2)* to include another year of data. This report is not a comprehensive review of ERO's work in schools or an analysis of the effect they have on the security, safety, learning environment, or culture of MMSD's traditional high schools.



Data Notes for Report

Arrest data reports Asian, black or African American, and white as racial categories. Citation data reports Hispanic or Latino as an ethnicity category along with these racial categories. In this report, data identifying six or fewer individuals is suppressed (identified by SPR) in the TimeBank Youth Court section.

Arrests and Citations and Incidents leading to Arrests and Citations

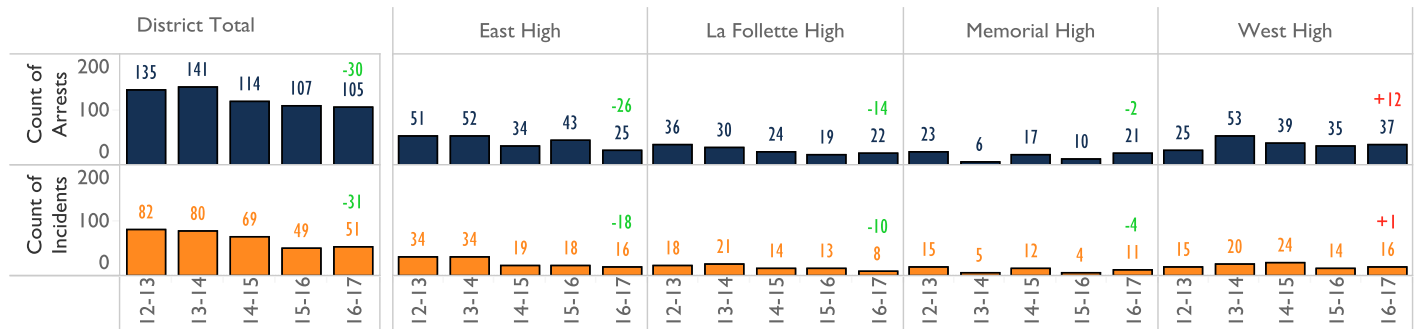
In this report we present the number of arrests and citations and the number of incidents that led to these enforcement activities. As an example, during the 2015-16 school year there were 49 incidents that led to an arrest and 107 recorded arrest charges that resulted from these incidents. The larger number of arrests results from more than one person being arrested during an incident, one person being charged with more than one arrest offense, or both of these occurring together. The same applies for citations, with more than one person being given a citation, one person being given more than one citation, or both of these occurring together.

NIBRS Designations

Each NIBRS offense is assigned to one of three categories: Crimes Against Persons, Crimes Against Property, and Crimes Against Society. Crimes Against Persons (e.g. sexual assault and battery) are crimes whose victims are always individuals. Crimes Against Property (e.g. theft and vandalism) are crimes whose object is to obtain money, property, or some other similar benefit. Crimes Against Society (e.g. disorderly conduct and possession of drugs) are crimes where a violation of a societal prohibition against engaging in certain types of activities has occurred; they are typically victimless crimes in which property is not the object of the crime. In this report we label crimes not covered by these three categorizations in the NIBRS documentation All Other Offenses.



Arrests 2012-2013 through 2016-2017 Arrests by School and for the District Overall



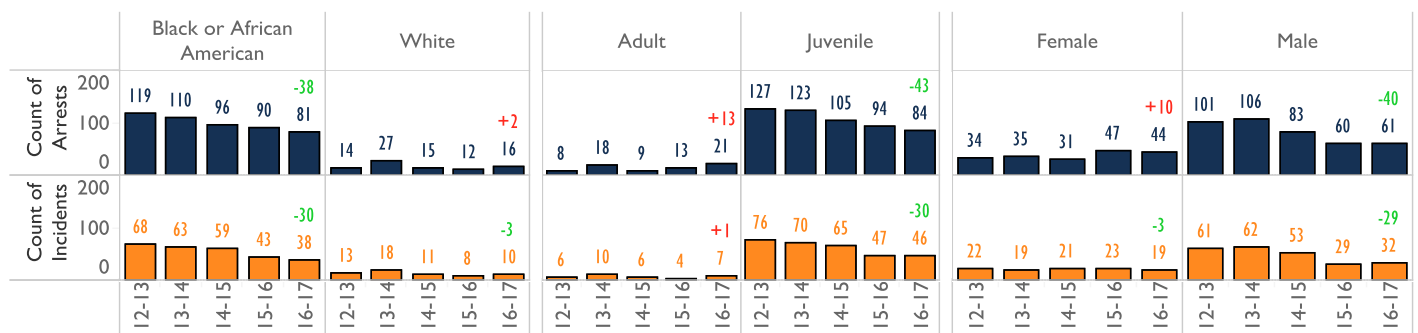
The number of arrests for the 2016-2017 school year was 105, 30 lower (22% lower) than during the 2012-2013 school year. The number of incidents leading to these arrests was 51, 31 lower (38% lower) than during the 2012-2013 school year.

The school with the largest decrease over the past five school years, in both arrests and incidents leading to arrests, was East High, with both measures decreasing by more than 50%. East also saw the greatest decrease in arrests from the previous year, from 43 charges to 25 charges (42% decrease).

The only school with more arrests than five years previous was West High, which saw an increase from 25 to 37 arrests. However, we can see that there was only one more incident leading to an arrest at West during 2016-2017 than during 2012-2013. There was a single incident during the 2016-2017 school year which led to twelve separate arrest charges (and a separate citation) and this incident is responsible for the growth in charges.

The largest increase from the previous year occurred at Memorial, increasing from 10 charges during the 2015-2016 school year to 21 during the 2016-2017 school year (110% increase).

Arrests by Demographic Group



We do not report on Asian individuals because there are too few individuals for meaningful reporting

The majority of arrests have involved people identified as black or African American each school year. There has been a significant decrease in the number of these arrests from 119 to 81 over the five years, representing a decrease of 32%. There has also been a significant decrease in the number of incidents from 68 to 38, representing a 44% decrease.

There has been a significant reduction in the number of arrests charges and incidents leading to arrest involving males over the past five school years. The decrease from 101 to 61 arrest charges and from 61 to 32 incidents represent decreases of 40% and 48% respectively. There has also been an increase in the number of arrests of females at MMSD high schools over the five school years, from 34 to 44 arrests.

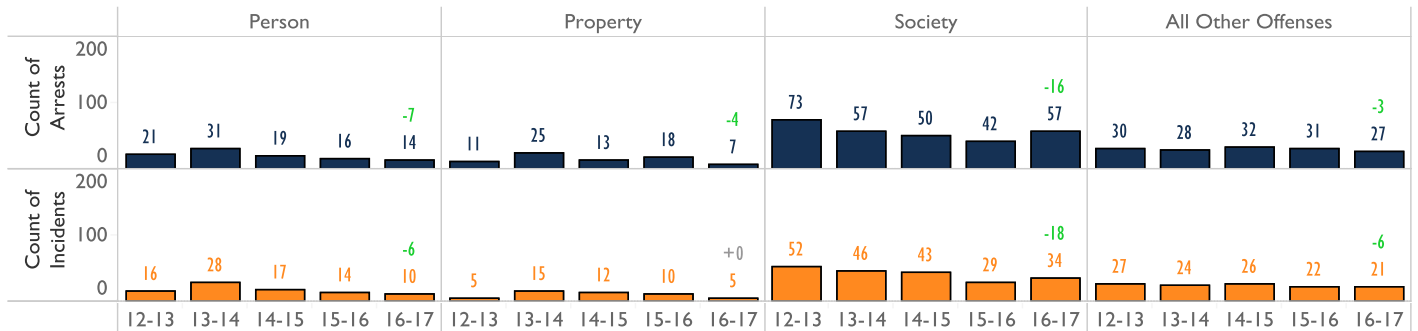
The decrease in the number of arrests and arrest incidents disproportionately favored males (with the number of arrests of females actually increasing). Consequently, the percent of arrests charged to females increased from 25% to 42% and the percent of arrest incidents increased from 27% to 37% from 2012-2013 to 2016-2017.



The same incident discussed above, which caused West's arrests to increase, had a significant impact on the number of arrests for black or African American and female individuals. All of the individuals charged were identified as black or African American females so that 15% of all arrests for black or African Americans ($12/81=15\%$) and 27% of all charges to females ($12/44=27\%$) were due to this single incident. Of the 12 arrest charges, 11 were charged to adults so that 52% of all charges to adults ($11/21=52\%$) were due to this single incident.

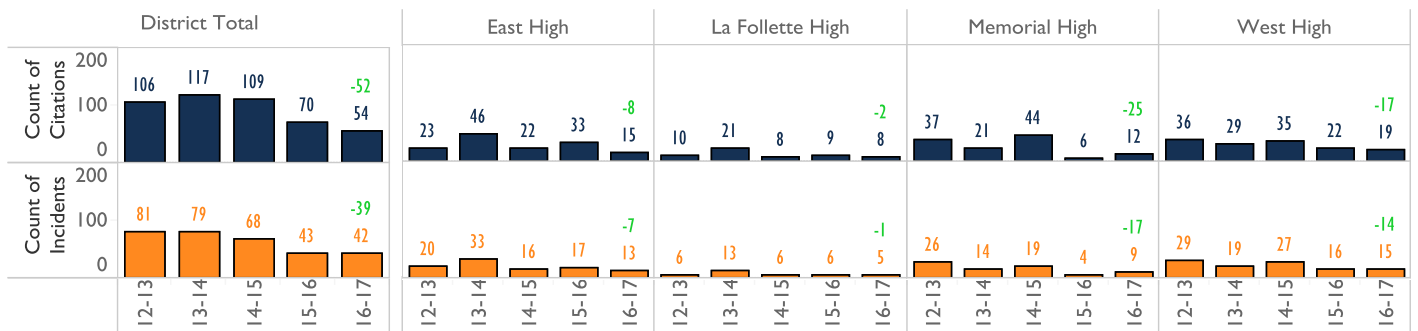
Please note that each year there is at least one of these significant incidents that have an outsized impact on the district's records.

Arrests by NIBRS Designation



The majority of arrests during each school year were for Crimes Against Society, ranging from 39% to 54% of all arrest charges. The most common Offense Description was disorderly conduct (a Crime Against Society), ranging from 24% to 31% of all arrest charges. Most NIBRS Offense Descriptions only cover a few arrest charges.

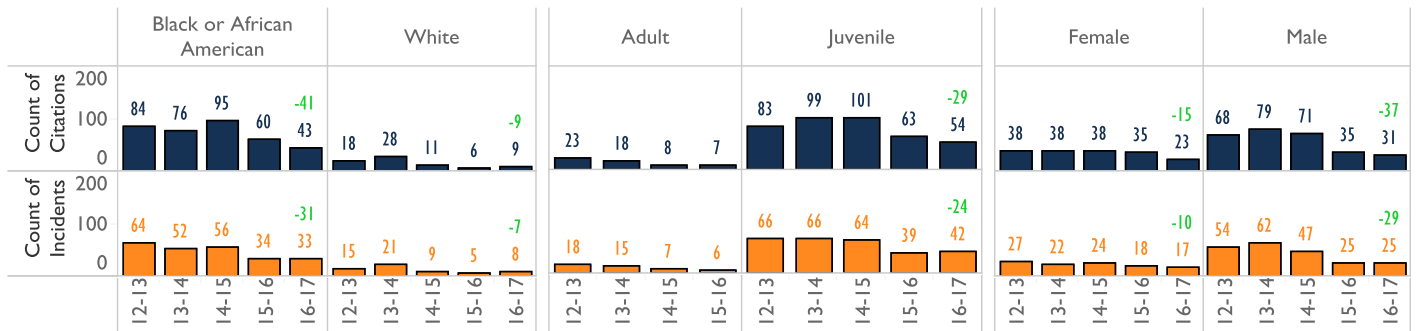
Citations 2012-2013 through 2016-2017 Citations by School and for the District Overall



The number of citations and incidents leading to citations issued have decreased substantially over the past five school years; the number of citations decreased 40% and the number of incidents decreased 46%. Although there was a significant decrease in the number of citations from the 2015-2016 to the 2016-2017 school years, this was associated with a decrease of only one incident.



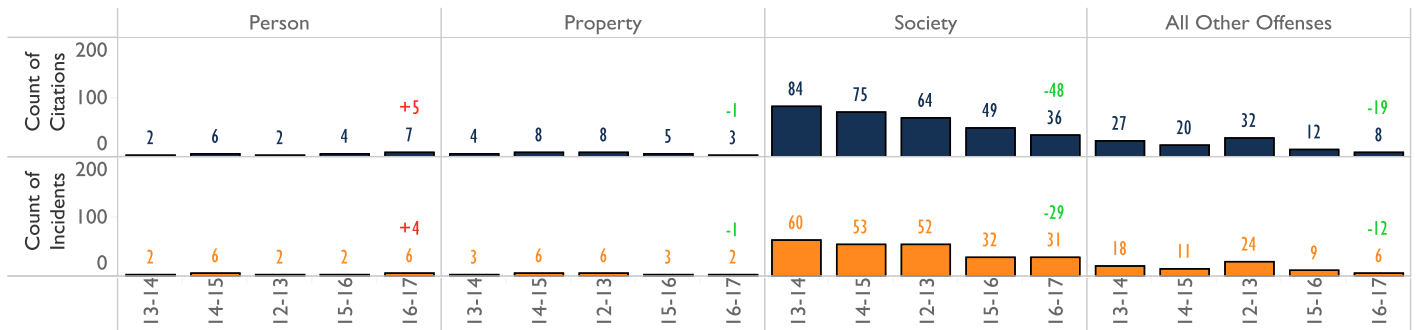
Citations by Demographic Group



We do not report on Asian or Hispanic individuals because there are too few individuals for meaningful reporting

The majority of citations have been issued to and the majority of incidents have involved people identified as black or African American and males. The decrease in the number of citations issued to black and white individuals have been proportional, while the decrease has favored males so that the percent of citations issued to male individuals has decreased from 64% during the 2012-2013 school year to 57% during the 2016-2017 school year. Similarly, the percent of incidents leading to a citation that included a male being cited decreased from 67% to 60%.

Citations by NIBRS Designation



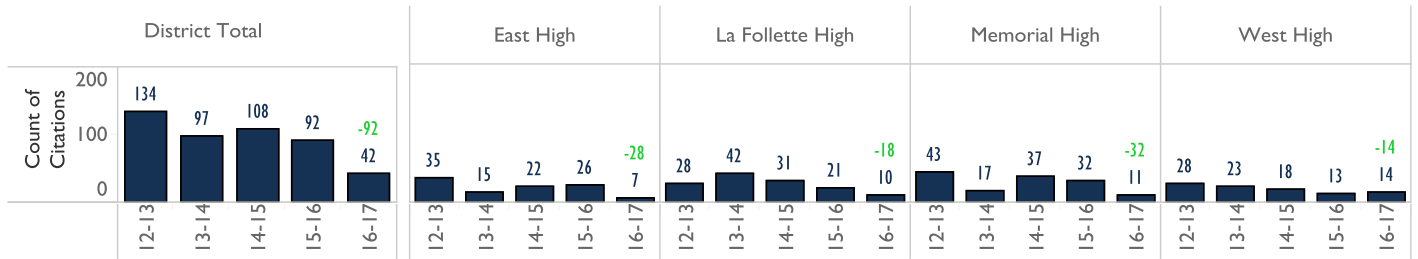
While the majority of citations have been issued under Crimes Against Society during each school year, the percent issued as disorderly conduct significantly decreased from the 2015-2016 school year to the 2016-2017 school year, from 53% to 19% of all citations. The most common type of charge during the 2016-2017 school year was some form of trespass charge (Unlawful Trespass, Unauthorized Presence on School Property, Unlawful Entering of Premise after Notified Not to Enter etc.), with 46% of all charges falling into this type.

Truancy Citations 2012-2013 through 2016-2017

Truancy citations are issued to habitually truant students by EROs at the request of the Student Support and Intervention Team or the Attendance Team in accordance with the student's Attendance Improvement Plan, consideration of the root cause analysis summaries provided by the student and parents, and other mitigating circumstances. As defined by Wisconsin State Statute, a habitual truant is a pupil who is absent without an acceptable excuse for part or all of five or more days on which school is being held during a school semester.

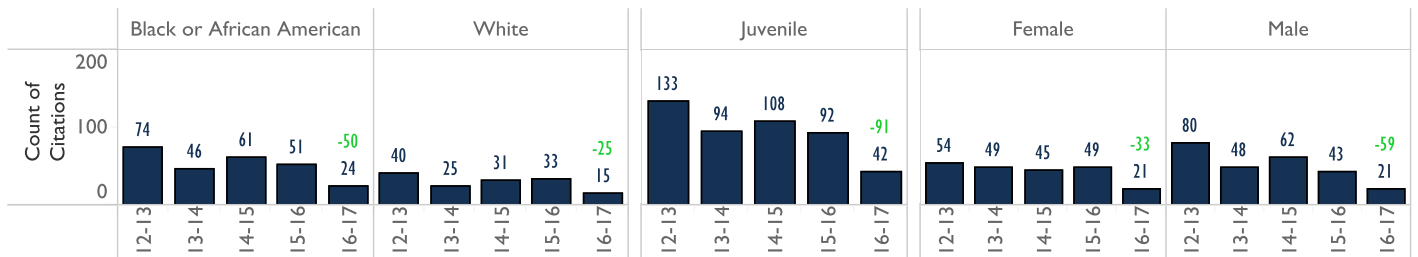


Truancy Citaitons by School and for the District Overall



The number of citations for truancy has decreased substantially over the past five school years and decreased by a particularly large amount between the 2015-2016 and 2016-2017 school years. Over the past five school years the number of truancy citations has decreased by 69% (from 134 to 42 citations), with a 54% decrease occurring from the 2015-2016 to the 2016-2017 school years (from 92 to 42 citations). This pattern of significant decreases in the number of citations holds for each high school in MMSD with an ERO assigned, with each school seeing a decrease of at least 50% from the 2012-2013 school year through 2016-2017.

Truancy Citations by Demographic Group

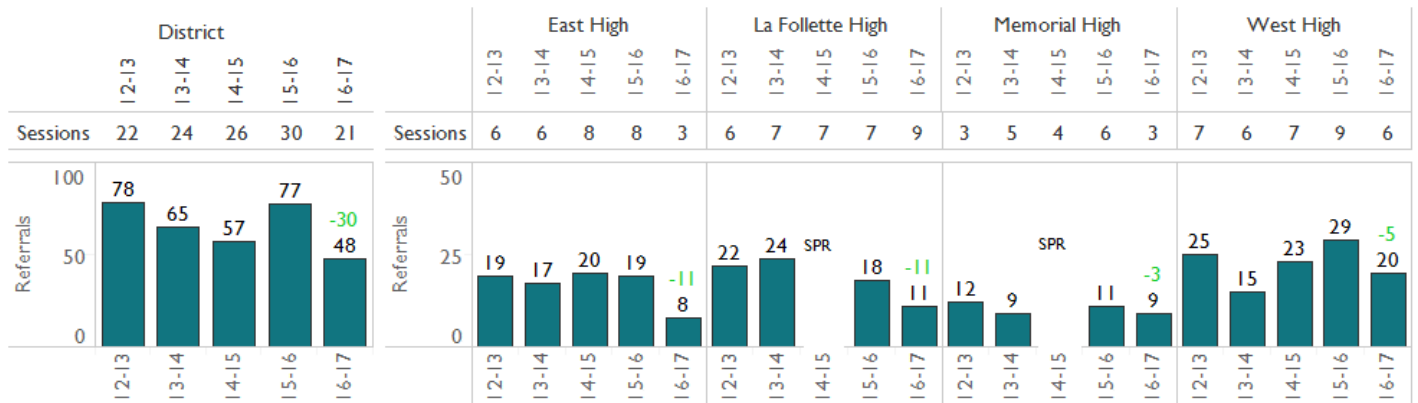


The majority of citations issued to students have been to students identified as black or African American during each school year. However, the decrease in the number of citations has been greater for students identified as black (68% decrease) than for students identified as white (63%).

The proportion of truancy citations issued to males and females have fluctuated over the past five school years, with the proportions either being similar or the majority of citations being issued to males. During the 2016-2017 school year the number of citations issued to males and females was equal.



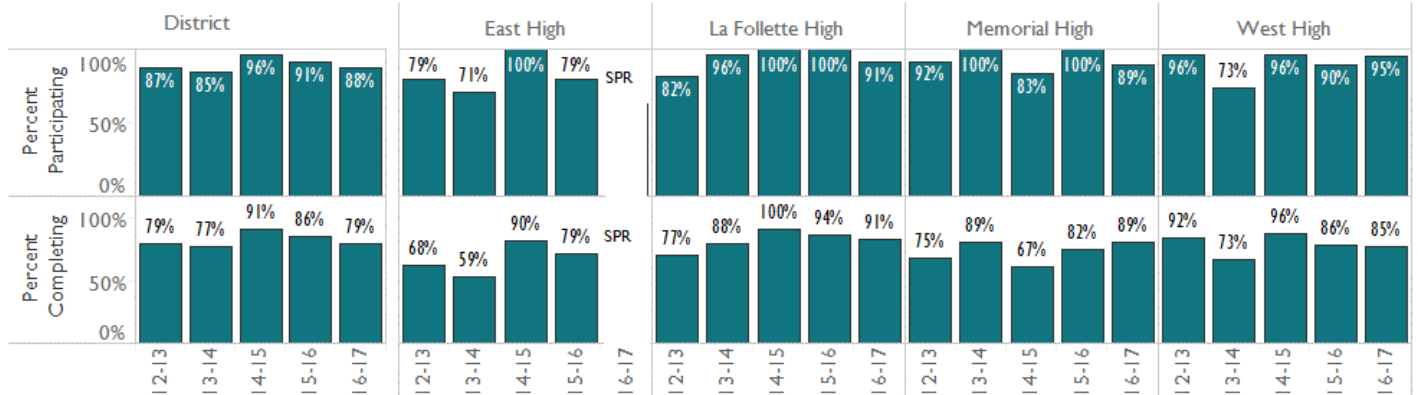
TimeBank Youth Court TimeBank Sessions and Referrals by School and District Overall



The number of students is suppressed (SPR) in cases where the number of students identified is six or fewer

The number of TimeBank referrals during the 2016-2017 school year was 38% lower than during the 2012-2013 school year, decreasing from 78 to 48. Even though the number of referrals was significantly lower than during the 2012-2013 school year the number of sessions was nearly the same (21 sessions during 2016-2017 compared to 22 sessions during 2012-2013). The number of referrals at each school was lower than during the 2012-2013 school year with East and La Follette being at least 50% lower.

TimeBank Participation and Completion by School and District Overall

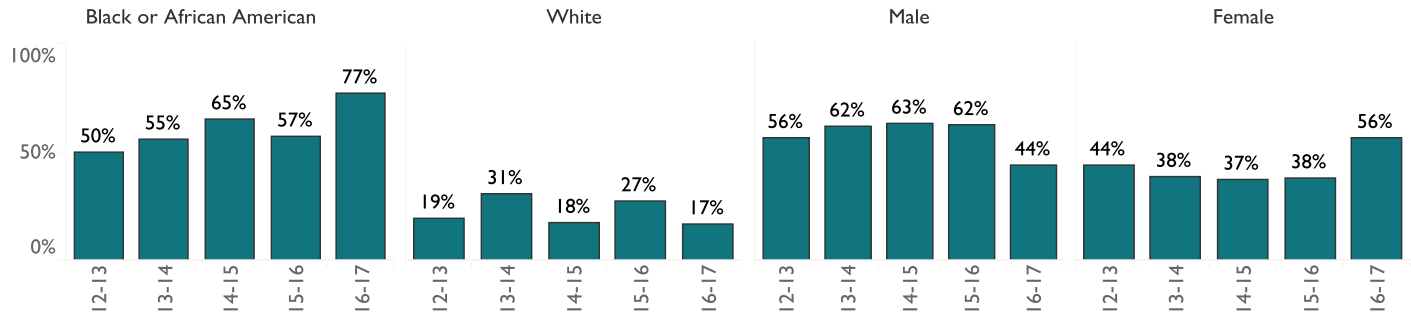


The number of students is suppressed (SPR) in cases where the number of students identified is six or fewer

The percent of students referred to youth court who ended up participating in a session and the percent completing their sentence during the 2016-2017 school year are similar to during the 2012-2013 school year. However, the percentages are significantly lower than they were during their five-year highs during the 2014-2015 school year. Since the 2014-2015 school year the percent of students participating after referral has decreased from 96% to 88% and the percent completing their sentence decreased from 91% to 79%.



TimeBank Proportion of Referrals by Demographic Group



The percentage of students referred to TimeBank Youth Court identifying as black or African has increased by 27 percentage points, from 50% during the 2012-2013 school year to 77% during the 2016-2017 school year. The percent of students identifying as white fluctuates from year to year and is relatively similar to five years previous. The percent of students identifying as Asian, Hispanic or Other Races has decreased over the five school years from 31% during the 2012-2013 school year to 6% during the 2016-2017 school year.

The percentage of students referred to TimeBank identified as male has decreased from 56% during the 2012-2013 school year to 44% during the 2016-2017 school year. The 2016-2017 school year is the first year reported on where more females were referred to TimeBank than males.

TimeBank Referrals by NIBRS Designations

Over the course of the five school years summarized (2012-2013 through 2016-2017) the most common NIBRS designation for the charge filed is disorderly conduct type charges (33%, including disorderly conduct, obstructing an officer, resisting arrest, disturbance, etc) and followed by fighting type offenses (15%, including fighting, battery, threatening, etc.). Over the five school years there were 329 individual charges referred to the Youth Court across 49 different charges, so that the over-riding trend is that each different type of charge has a small number of individual charges referred each school year.

TimeBank Agreements

Due to the significant decrease in the number of referrals and completion rate there was a large decrease in the number of agreements completed. The number of sentence hours/sessions/activities students completed decreased from 644 during the 2015-2016 school year to 239 during the 2016-2017 school year.



TimeBank Agreements (Hours/Sessions/Activities) by Category

Sentence Group	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017
Grand Total	647	585	698	644	239
Attend Classes/Sessions	308	SPR		374	72
Mentoring/Tutoring Sessions	33	400	430	76	32
Attend Meetings	38	18	14	56	27
After School Activity/Club Participation				44	26
Community Service Hours	83	45	93	SPR	20
Mentoring Sessions	12	18	24		16
Write Essay	20	17	16	22	16
Apology Letters Written	25	27	23	19	9
Attendance Improvement Monitoring		10	8	16	8
Restitution		SPR		SPR	SPR
Apply For Jobs		SPR	12	SPR	SPR
Conduct an Interview	39	18	40	SPR	SPR
Create Poster		SPR	SPR	SPR	SPR
Anger Management Sessions	17	SPR	20	7	
Art Sessions	39	SPR			
Career Opportunities Meeting	15	8	13		
Improvement Activities	SPR	SPR	SPR		
Keep a Journal	SPR				
Mediated Discussion/Session	9	SPR			
No Fights Or Police Contact For Duration Of Sentence		SPR		SPR	
Required Jury Duty Sessions	SPR	SPR	SPR	17	
Shadow A Staff Member	SPR				

The number is suppressed (SPR) in cases where the number of students identified is six or fewer



Annual ERO Report Appendix:

The ERO Role in Creating Safe & Welcoming Schools

Background

For two decades now, the Madison Metropolitan School District has worked in partnership with the Madison Police Department on our Educational Resource Officer program (ERO). The ERO is a full time, commissioned Madison police officer who has applied for a four-year commitment to work with our youth at one of MMSD's four high schools. Officers who express an interest in the ERO position are interviewed and selected by MMSD and MPD. The ERO works closely with their respective high school principal, the administrative staff, and student services support staff to insure our high schools are safe and welcoming environments.



Memorial High School
ERO Shane Olson



West High School
ERO Corey Saffold



East High School
ERO Zulma Franco



La Follette High School
ERO Ken Mosley

The Madison Metropolitan School District's Research & Program Evaluation Office has annually published the [Educational Resource Officer Report](#). This report has historically focused on reporting out data collected from four sources:

1. Total number of criminal arrests made by the Madison police officers, at MMSD high schools, between Monday and Friday, and between the hours of 8:00 a.m. and 5:00 p.m.
2. Total number of municipal citations issued by Madison police officers, at MMSD high schools, between Monday and Friday, and between the hours of 8:00 a.m. and 5:00 p.m.
3. Arrests and citations for Truancy as prescribed by Wisconsin State Statute and by the policies and procedures set forth by the Board of Education.
4. Restorative justice youth court data as provided by Dane County TimeBank, Inc.

While this past ERO report format has been valuable in monitoring trends with respect to the four above data points, we also realize that it is hardly inclusive or an accurate reflection of the work done each year by our EROs. The purpose of this "appendix" is to begin a process where we hope in future MMSD ERO Reports to provide a more comprehensive review of the contributions our EROs make in creating and maintaining a safe and welcoming school environment.



What Did We Do This Year?

The MMSD Safety & Security Coordinator, (retired MPD Captain Joe Balles), serves as the MMSD's primary liaison to the Madison Police Department. It is the responsibility of the MMSD Safety & Security Coordinator to work in partnership with MPD command staff to implement and monitor all provisions set forth in the current [MMSD-MPD ERO contract](#). Every month, the Safety & Security Coordinator facilitates the **ERO Internal Working Group** meeting. This meeting rotates to a different high school each month and is attended by all four EROs, two MPD command staff, one principal or assistant principal from each of the high schools, and one at large MMSD representative currently being filled by the La Follette HS Minority Services Coordinator. The ERO Working Group has one primary goal and multiple purposes:

Goal: To ensure that all students and staff feel welcome and safe in their high school.

Purpose:

1. To review and understand the current processes, procedures, and use of EROs in schools.
2. To review current research and best practices to inform areas for continuous improvement.
3. To create a set of short term and long term recommendations for continuous improvement.
4. To implement the recommendations over time.
5. To improve communication between MPD and MMSD.
6. To celebrate schools and practices which have positive outcomes for students.

What Have We Learned This Year?

In order to accomplish this work, the ERO Working Group identified and agreed to work on a set of specific tasks or commitments this year. Each of these tasks/commitments are described below with a brief status update as to our progress with this work:

Task/commitment #1: Better ERO data tracking and reporting process

As mentioned earlier, the current format of the annual MMSD ERO Report is not reflective of the work being done by EROs and often fails to answer many of the public's questions about the work of the EROs. Per the MMSD-MPD ERO contract, EROs have historically provided their respective principals with a "weekly summary of citations, problem solving activity and incidents" which they were involved in at their school. The current ERO Internal Working Group believes the quality of the past weekly report format can be improved.



In order to accomplish this, a new data tracking tool has been created and implemented. At the end of each school day, EROs now use a web based application created by MPD where they enter information on their daily activities. The type of ERO activity information now collected includes:

- Time spent on conflict resolution activities.
- Time spent in student counseling and mentoring activities.
- Time spent providing for security through presence and oversight.
- Time spent assisting with classroom instruction.
- Time spent in security team meetings and trainings.
- Time spent reviewing “out of school” incidents involving their students.
- Time spent safety planning with student support services staff at their school.
- Time spent conducting criminal investigations.
- Time spent on administrative activities (email, report writing, etc.).

Going forward, we believe the new data tracking tool will allow future annual MMSD ERO Reports to provide for a much more comprehensive picture as to the important work performed every school day by our EROs.

Task Commitment #2: Clarify and revise training for EROs and School Security Assistants

During the most recent MMSD-MPD ERO contract negotiation, significant discussions took place with respect to training. In short, it was agreed that much more could be done to promote and provide training opportunities for EROs and MMSD School Security Assistants (SSAs). Historically, the coordinator of Safety & Security organized two Professional Development training days for all EROs and SSAs (e.g. late August before start of first semester and early February near start of second semester). These Professional Development days cover a variety of topics and serve as a great opportunity to review MMSD Emergency Procedures and best practices.

Beginning this year, MMSD and MPD agreed that each new ERO will complete the 40 hour [National Association of School Resource Officer Basic Course](#). This training will then be followed up with additional training as provided by the Safety & Security Coordinator and school principals on MMSD specific policies and operating procedures. Going forward, we will be looking for continued opportunities for EROs and SSAs to participate in other MMSD and external training offerings (e.g. Trauma Informed Care, Conflict Management and De-escalation Techniques, Development of the Adolescent Brain, Emergency Procedures and Code Red Active Shooter training, etc.).



Task Commitment #3: More student voice and involvement in school level safety

Each high school has been asked to create a *Student Welcoming and Safety Advisory Committee* made up of a diverse group of students across all grade levels who meet quarterly. The goal of the committee is to:

- Increase student voice in school level decisions that affect them.
- Improve the MMSD Climate and Culture Survey safety question ratings in high schools.
- Narrow the racial gap as observed in the MMSD's Climate and Culture Survey safety questions ratings.

It is expected the ERO and relevant school staff attend each quarterly meeting. Principals and Assistant Principals are also expected to take action based on the information resulting from these meetings and help their school monitor trends through this direct connection to the student voice.

Task Commitment #4: Define roles and responsibilities

While the MMSD and the MPD have historically maintained a legal document (e.g. contract) which describes our legal relationship, we have come to realize that we do not have a document which adequately describes the roles and responsibilities of not just EROs, but all of our staff responsible for ensuring our schools are safe and welcoming. Without clear roles and responsibilities of each involved adult, we only increase the chance of poor outcomes for kids. Consequently, a major task for the ERO Internal Working Group for the remainder of the 2017-18 school year is to create "*Roles & Responsibilities*," and finalize that document for inclusion into the next ERO contract (or as a separate partnership agreement).

What Will We Do Moving Forward?

On behalf of all students, there is a lot of work taking place to enhance and strengthen the overall safety of our high schools. It is particularly critical that our students of color feel safe and welcome in our schools. We realize that EROs alone are not responsible for the overall safety and security of our schools. In reality, many other MMSD staff (e.g. administrators, school security assistants, support services, secretarial and custodial staff) are equally if not more responsible for this work. We are optimistic and excited about the work being done to improve our systems and practices. MMSD is strongly committed to safe and welcoming schools for all. The Madison Police Department EROs provide MMSD significant expertise to help our schools achieve this every day of the school year.