

MMSD School Resource Officer Arrest and Citation Report 2019-2020

Key Findings

1. Madison Police Department (MPD) officers had 91 interactions on MMSD high school campuses that led to a tracked disposition or resolution (citation, arrest, and other resolutions including restorative justice referrals) during the 2019-2020 school year.
 - a. There were 33 arrests, 18 citations, and 40 other resolutions.
 - b. The 40 other resolutions include referral to community-based restorative justice, referral for school-based restorative action, disciplinary action according to MMSD's Behavioral Education Plan (BEP), and family meetings.
2. Of the 91 interactions, 84 involved MMSD students and resulted in 28 arrests, 17 citations, and 39 other resolutions. For context, MMSD high schools had 7,785 students enrolled for the 2019-2020 school year and, therefore, the 28 students arrested represent 0.36% of the high school student enrollment.
3. Of the 91 interactions, the remaining 7 interactions involved parents/guardians or community members. These interactions resulted in 5 arrests, 1 citation, and 1 other resolution.
4. Of the 84 incidents involving MMSD students, 51 involved students identified as Black or African American, 12 Hispanic/Latino, 10 multiracial, and 9 White students. Demographics are only available for MMSD students.
5. **Historic overview of MPD data:** Based on MPD data, the 4-year historical trend (2015-2016 to 2018-2019) has decreased in both the number of arrests and the number of citations. The 37 arrests in 2018-2019 is higher than the previous year but is still lower than the number of arrests during the 2015-2016 and 2016-2017 school years. Citations decreased by over 50% from 2015-2016 to 2018-2019 (from 57 to 25 citations, respectively), which is a substantial decrease. This does not include citations for truancy.

Report Purpose

This report presents data regarding School Resource Officer (SRO) and Madison Police Department (MPD) involvement in MMSD high schools, with a primary focus on 2019-2020 data collection improvements. This is an update of the arrest and citation report published each year by MMSD's Research and Program Evaluation Office (RPEO). This report is limited to incidents involving an MPD officer that resulted in an arrest, a citation, a referral to community based restorative justice options, referral for school based restorative options, disciplinary action according to MMSD's Behavior Education Plan, or family meetings. The report does not include data on the many interactions involving officers that did not result in these types of resolutions.



Background Information and Changes During the 2019-2020 School Year

Annual Arrest and Citation Report

Intentional efforts were made by MMSD and MPD to meet to discuss arrest and citation data on a regular basis. This is an improvement over past years' data collection practices. Members of the District Safety and Security team, along with the high school assistant principals, reviewed their schools' data bi-weekly. The District team and high school assistant principals also met quarterly with the Madison Police Department to calibrate documentation practices, to review arrest and citation data, and to collaborate around community patterns and trends.

MMSD produces a report annually that provides data on MPD arrests and citations on school campuses. Previously, this report was produced and released nine months after the end of an academic year. District staff adjusted the annual release of this data to provide it to the Board of Education (BOE) earlier than usual. This year's report focuses on 2019-2020 data and also includes summative 2018-2019 data. Because of improvements to the documentation processes, this report discusses relevant changes and makes comparisons to previous years' results to the extent possible. Moving forward, MMSD arrest and citation data will be included in the quarterly Behavior Education Plan BOE report.

Data Limitations for the 2019-2020 Report

Comparing Data Across Years

The data that is presented in this report has allowed MMSD to examine and compare data in a different way. In past reports, MMSD relied solely on MPD data at the end of each school year to create a report. Therefore, the data in this report primarily focuses on the most recent year of data (2019-2020) and cautions against any comparison of data from previous years or reports. In addition, the MPD Enforcement Activities in MMSD High Schools for 2018-2019 report is now available and is referenced later on in this report to provide an examination of general trends over time. This report is typically produced in the spring subsequent to each year, but it is being released during the summer of 2020 to coincide with the release of the 2019-2020 report. Moving forward, in addition to the annual report to the BOE, MMSD will provide the BOE quarterly reports of arrests, citations, and other resolutions to be included within the quarterly BEP reports.

Scope of the Data

This report only contains MPD enforcement data and the dispositions of physical arrests, citations, and a set of other results in MMSD's four comprehensive high schools (East, La Follette, Memorial, and West). This report does not contain information on the other activities of MPD officers in MMSD schools (e.g., 911 calls, presentations given to classes by School Resource Officers) and it does not contain data provided by our restorative justice community partners.

Safer At Home

On March 16th, 2020, a Safer at Home order was issued that temporarily closed Wisconsin businesses and schools in an effort to slow the spread of COVID-19. MMSD's standard model of service -- providing over 25,000 students with nutrition; social, physical, and mental health support; and instruction at 52 schools across Madison -- was no longer feasible, and MMSD began providing services in compliance with the Safer at Home order. In April, the Safer at Home order was extended to keep schools closed for the duration of the 2019-2020 school year. Due to school closures, data for this report is only available and reported for September 3, 2019 to March 13, 2020.

Termination of SRO Contract in 2020

On June 29, 2020, MMSD’s Board of Education unanimously voted to terminate the SRO contract with the Madison Police Department. The June 29, 2020 vote came before this data narrative and key findings could be shared with the BOE. Even though the SRO contract will not continue, there will be continued efforts to closely monitor and report arrests and citations on MMSD campuses on a quarterly and annual basis.

Program Refinements for 2019-2020 School Year

Data Collection and Documentation

Starting with the 2019-2020 school year, high school assistant principals assigned to school safety, the Chief of School-Operations, Director of Safety and Security, and the Chief of High Schools began to meet bi-weekly. The primary purpose of these meetings was to monitor the implementation of the [SRO contract](#) and to debrief student cases where police involvement occurred. Specifically, the district wanted to ensure MMSD guidelines and state statutes were being followed.

Over the year, this district team has continued to assess the impact that the contract, citations, arrests, and diversions have on students and schools. These meetings served to improve consistency in the role and expectations of SROs and other MPD interactions within the four high schools. The work of this team surfaced a need to create a clear and transparent guidance document for schools, families, MPD, and partnerships. This document will guide schools through the process of when to involve and/or collaborate with law enforcement as well as provide clarity when and where restorative justice options are made available to students and families. The process will be shared with all stakeholders early fall of 2020-2021 to ensure there is a strong understanding of the options available to student(s) who are involved in behaviors that may or may not result in police involvement.

Improved Access to Restorative Justice (RJ) Resolution

MPD’s Community Outreach Section, which focuses on community programs and diversion of youth from the justice system, collaborated with MMSD and community partners to successfully change the citation process for youth aged 12-16. As of January 1, 2020, any youth that engages in a behavior resulting in a municipal citation is directly referred to community partners for restorative justice options. Before January 1, 2020 all youth were eligible for restorative justice options after a citation was issued, but this change ensures that a youth aged 12-16 will not be issued a citation unless they opt out or do not complete the restorative justice option available to them. Regardless if the student is referred to restorative justice through MPD or taken into custody, there are several school-based interventions that happen proactively, in conjunction with the RJ process, and/or after the student completes the RJ process. These interventions include:

- MMSD’s school-based restorative practices utilized by RJ trained staff,
- Regulation and de-escalation through Nonviolent Crisis Intervention (NVCi),
- Family planning and problem solving,
- Progressive logical consequences,
- High quality and equitable programming through a student’s IEP,
- Social, emotional teaching and intervention,
- Threat, violence, and suicidal risk assessments,
- Safety planning, and
- Referrals to external services, treatment, and community resources.



Critical Response Teams

Through collaboration on a federal grant designed to utilize law enforcement and school partnerships, MPD's Mental Health Unit and MMSD's Coordinator of Cross Systems and Critical Response trained building-based critical response teams in all six of MMSD's high school sites. These teams, made up of building administration, safety/security, student services, and SROs, were trained in threat assessment, mental health, and crisis response. This partnership led to the decision of MPD to move the SROs under the command of the Captain of Community Outreach, allowing for further collaboration, aligned training, and mutual oversight by MMSD's Safety and Security Team as well as MPD's Community Outreach Section.

Habitual Truancy Municipal Court

MMSD's School-Based Habitual Truancy Municipal Court partnership was designed to provide high school student services teams the ability to issue a municipal citation to students who have been identified as habitually truant (with an attendance percentage of 67% or above) and utilized as an intervention to promote an increase in school attendance by reducing barriers through judicial support.

Since the most recent formal MOA in 2015, there have been several updates to the program and process. In 2018-2019 the truancy process (linked [here](#)) was revised to incorporate external programs, additional supports, and parameters for utilizing this intervention. Starting in 2020-2021, congruent with the decision to divert other municipal citations, any truancy citations will result in direct referrals to restorative justice for youth ages 12 to 16.

Definition of Terms

Arrests and Citations: MPD traditionally combines "citation arrests" and "custodial arrests" into one category per the National Incident Based Reporting System (NIBRS), but for MMSD's report, arrest data has been separated into physical arrests and citations. A **physical arrest** means that an officer took an individual into custody, removed them from the school, and took them elsewhere (which could include release to parent). **Citation** data are all instances where an officer issued an individual a citation or ticket. Citations are not cross-counted as arrests.

Restorative Justice Option: As of January 1, 2020, any youth that engaged in a behavior resulting in a municipal citation was directly referred to community partners for restorative justice options. When looking at citation data, note that even before the January 1, 2020 change to direct referral, every youth (in school and/or in the community) aged 12-16 who was issued a citation, regardless of offense, was offered a restorative justice option in an effort to divert youth from the justice system. Since 2015, MPD has partnered with Dane County through Timebank, Briarpatch, and the YWCA to make restorative justice available to all youth ages 12-16.

Responding Officer: Arrest and citation numbers in this report should not be attributed only to MPD's School Resource Officers (SRO's) as this report includes any incident resulting in an MPD officer responding to a school campus. Other types of responding officers would include patrol, detectives, sub SROs, etc.

Arrest and Citation Data

Data note: As noted previously, there have been significant shifts in data collection and reporting practices in 2019-2020. The 2019-2020 data in this report aligns MPD and MMSD reporting on this data, the data definitions are clearer than in historical reporting, and the enforcement data is more comprehensive. The 2019-2020 data represents the initial disposition/result of an incident. In addition, data for 2019-20 covers September 3, 2019 to March 13, 2020 due to school closures in response to the COVID-19 pandemic.



Context for MMSD High Schools

On the September membership count, MMSD identified 7,785 students enrolled in the four comprehensive high schools (East, La Follette, Memorial, and West) during the 2019-2020 school year. This is the first official enrollment count of the year. This report covers the 119 school days that occurred between the beginning of the school year and March 13, 2020. On average, there were 7,309 students present at these schools during this period. This information is meant to put the number of incidents described below in context regarding how many students were in the four high school buildings each day and how many days this report covers.

Interactions with MPD Officers Resulting in Disciplinary/Punitive Consequences

Overall, MMSD recorded 91 total interactions between individuals and MPD officers which resulted in one of the resolution actions that were tracked during the 2019-2020 school year (September 3, 2019 to March 13, 2020). Of these 91 interactions, the majority involved an MMSD student (84), with the remainder involving parents/guardians (2), community members over the age of 18 (3), a community member under the age of 18 (1), and 1 interaction involving an individual with an unknown status.

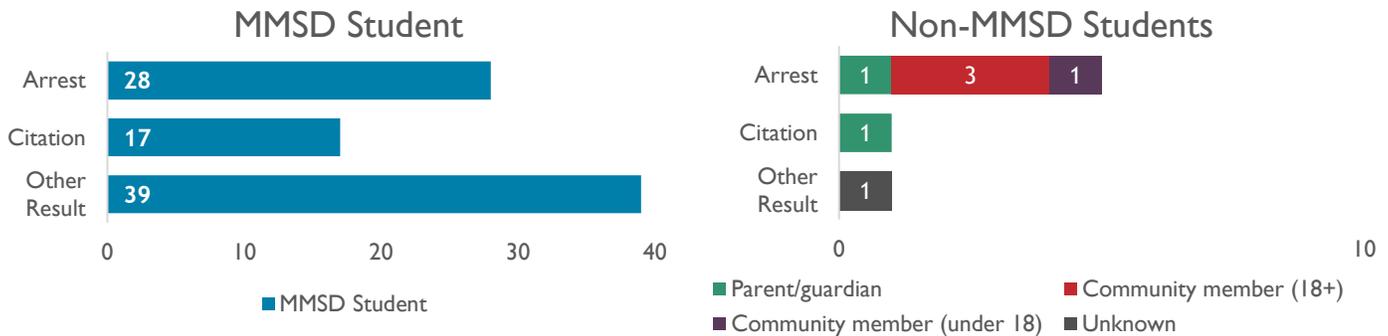
Of the 84 interactions involving MMSD students, 28 resulted in an arrest, 17 in a citation, and the remaining 39 into other types of dispositions. Arrest refers to a custodial arrest that can result in the individual being transported, the individual being released, and the individual being released into the custody of a parent or guardian. The other types of dispositions the interactions resulted in included referral to Youth Court, referral for Restorative Action, disciplinary action according to MMSD's Behavior Education Plan, and family meetings.

The number of students arrested (28) represents 0.36% (or one-third of 1%) of the total number of students enrolled (7,785). The 84 students who had an interaction resulting in one of the tracked dispositions represents 1% of the number of students who enrolled during the school year.

The most common reasons MPD officers intervened or were called by school for assistance are: possession of a dangerous weapon, physical fights, unlawful trespass/refusal to leave campus, serious (imminent) threats of school violence, theft/burglary, and intervening in a mental health crisis (e.g., student harming self or threatening to harm self/others). Many of these incidents did not lead to an arrest or citation, but instead resulted in some type of restorative practice.

Of the 28 student arrests, 6 were for behaviors that fall under Level 5 (mandatory recommendation for expulsion) under the Behavior Education Plan (BEP). Of those, 1 was for possession of a firearm, 3 were for possession of a facsimile weapon (e.g., BB gun), and 2 were for use/threatened use of other weapons (e.g., knife, taser). Under state law, possession of a firearm must proceed to an expulsion hearing. Under Board Policy 4045, the 5 students who engaged in the other Level 5 behaviors were eligible for MMSD's expulsion abeyance program (Restore). Of the other 22 arrests, some did not fall under the BEP at all (e.g., related to behavior from off-campus), and some fell under Level 3 or 4 in the BEP, which can lead to 1 to 5 five days of out of school suspension, as well as responses/interventions to address the root causes of the behavior (see p.14 of the BEP).

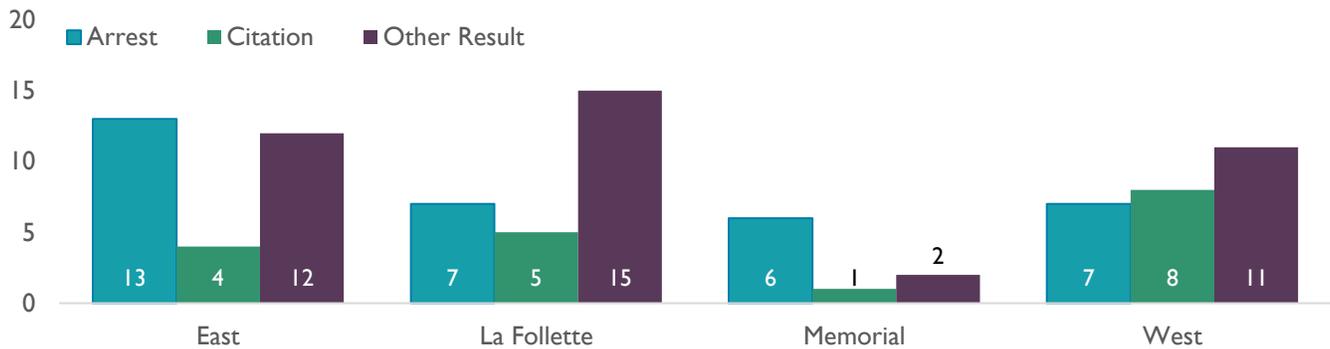
**Summary of the Results of Interactions Between MPD Officers and Individuals on MMSD Campuses
9/1/2019-3/13/2020**



Connection to School	Total Count	Arrest	Citation	Other Result
Total Count	91	33	18	40
MMSD student	84	28	17	39
Parent/guardian	2	1	1	0
Community member (18+)	3	3	0	0
Community member (under 18)	1	1	0	0
Unknown	1	0	0	1

Overall, the total number of law enforcement interactions at East (29), La Follette (27), and West (26) were similar, while the number at Memorial (9) was much lower. Memorial had fewer interactions resulting in a citation or other kinds of resolutions.

Results of Interactions Between MPD Officers and Individuals on MMSD Campuses by Location 9/1/2019-3/13/2020 (Includes Students and Non-Students)



School	Total Count	Arrest	Citation	Other Result
Total Count	91	33	18	40
East	29	13	4	12
La Follette	27	7	5	15
Memorial	9	6	1	2
West	26	7	8	11

Demographics of MMSD Students Having Interactions with MPD Officers

Data Note: In data sets referring to MMSD students, MMSD suppresses student data to protect student privacy. Any number smaller than 7 will be suppressed in the following tables and this will be indicated by “—”.

The majority of the 84 interactions involving MMSD students involved a student who identified within the following demographic groups:

- Black or African American (51),
- a male student (53),
- a student who has never been an English Language Learner (72), or
- a student qualifying as low-income (59).

Also of note, are students who had special education status (41) in comparison to students who did not have special education status (43).

**Demographics for Interactions Between MPD Officers and MMSD Students on MMSD Campuses
9/1/2019-3/13/2020**

	Total Count	Arrest	Citation	Other Results
MMSD Student Total	84	28	17	39
Race/ethnicity Breakout				
Black or African American	51	18	14	19
Hispanic/Latino	12	—	—	—
Multiracial	10	—	—	—
White	9	—	—	9
Asian	—	—	—	—
Gender Breakout				
Male	53	20	9	24
Female	31	8	8	15
English Language Learner Breakout				
Ever ELL (includes current <i>and</i> former ELL)	12	—	—	—
Current EL	—	—	—	—
Former EL	—	—	—	—
Never EL	72	22	16	34
Special Education Breakout				
No Special Education	43	10	10	23
Receiving Special Education	41	18	7	16
Income Status Breakout				
Not low-income	25	—	—	14
Low-income	59	22	12	25

Note: Any number smaller than 7 is suppressed and is indicated by “—”.

Explanation of Historical MPD Provided Data

Historically, MMSD has reported on data provided by the Madison Police Department (MPD) during the spring following a school year (e.g., reporting on 2017-2018 data was completed during spring of 2019). In an effort to make reporting more timely, the data will be reported in the summer immediately following the school year.

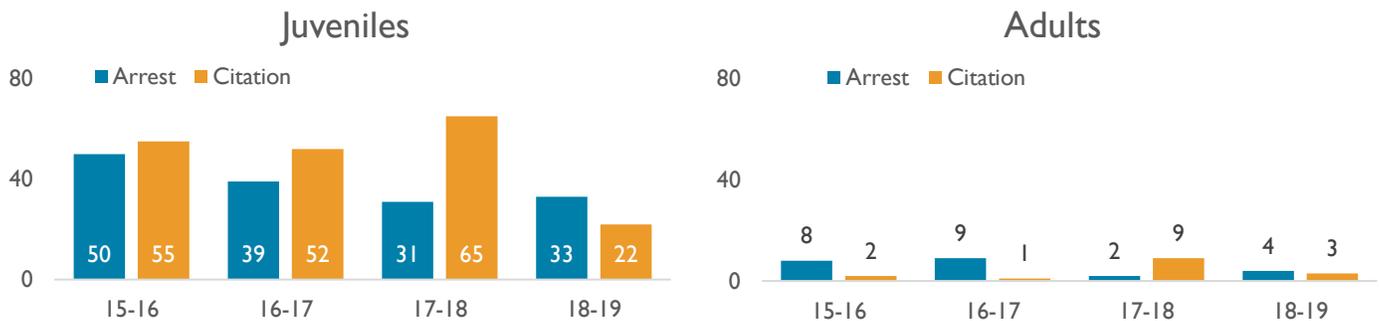
In previous reports, including the [MPD Arrest and Citations at MMSD High Schools 2018-19](#), the data included all citation and arrest data concerning MMSD campuses between 8:00 a.m. and 5:00 p.m. during the school year. Since the data was provided by MPD, the demographic information followed federal reporting standards and MPD’s demographic data has limitations and does not match MMSD reporting. MPD data did not differentiate between MMSD students and members of the community. There are additional differences in reporting processes between historical MPD data and the district’s 2019-2020 data. Therefore, it is not recommended to compare the previous years’ data and demographics to the current 2019-2020 data.

Citations (omitting truancy citations) decreased by over 50% from 2015-2016 to 2018-2019 (from 57 to 25, respectively). This is a substantial decrease, continuing the trend of decreases each year of data collection. MPD data did not include data as to whether an individual was an MMSD student so there is not a direct historical comparison. Approximating the number of MMSD students can be done by looking at the number of incidents involving juveniles. Over the previous four years, 2015-2016 to 2018-2019, the number of arrests involving juveniles decreased from 50 to 33 and the number of citations (excluding citations for truancy) decreased from 55 to 22.

The number of citations for truancy (ages 12-17) have also decreased, from 85 during 2015-2016 to 19 during 2018-2019.

Summary of Arrests and Citations by the Individual’s Age 2015-2019*

Juvenile 12-16, Adult 17+, Excludes truancy citations



School Year	Juveniles (12-16)		Adult (17+)	
	Arrest	Citation	Arrest	Citation
15-16	50	55	8	2
16-17	39	52	9	1
17-18	31	65	2	9
18-19	33	22	4	3

* 2019-2020 data was excluded due to different data collection and analysis processes for the 2019-2020 school year

Next Steps for Data and Reporting

The following next steps are specific to data and data reporting for the 2020-2021 school year:

- Continue bi-weekly team meetings that include high school assistant principals to calibrate and ensure accurate data documentation.
- Improve the technical tools used for documenting arrests and citations to promote ongoing, systemic data analysis, the ability to clearly understand any additional Behavior Education Plan implications, and all relevant restorative and/or intervention opportunities (including restorative justice work in the community).
- Develop a parallel documentation system to quantify any police contact at elementary and middle schools.
- Identify any additional data sources needed to understand the full scope of student interactions with law enforcement; develop a plan for collecting, analyzing, and reporting.