

ACTION ITEM

Date: November 12, 2018

From: Members of the Board of Education

Subject: Illinois Association of School Boards Representation

PROPOSED ACTION BY THE BOARD OF EDUCATION

Motion to approve new IASB resolutions as attached.

My Board's Recommendation

Support Oppose

NEW RESOLUTIONS

Board Operations and Duties

- | | | |
|--------------------------|--------------------------|--------------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | 1. Student Safety & Protection |
| <input type="checkbox"/> | <input type="checkbox"/> | 2. Student Safety & Protection |
| <input type="checkbox"/> | <input type="checkbox"/> | 3. Student Safety |

Financing Public Education-Other

- | | | |
|--------------------------|--------------------------|---------------------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | 4. Energy Savings Funding & Borrowing |
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REAFFIRMATION OF EXISTING POSITIONS

Financing Public Education-State

- | | | |
|--------------------------|--------------------------|---|
| <input type="checkbox"/> | <input type="checkbox"/> | 5. Position Statement 2.27 Charter School Funding |
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NEW BELIEF STATEMENT

- | | | |
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| <input type="checkbox"/> | <input type="checkbox"/> | 6. Local Authority in Safety Practices |
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AMENDED BELIEF STATEMENTS

- | | | |
|--------------------------|--------------------------|--|
| <input type="checkbox"/> | <input type="checkbox"/> | 7. Belief Statement 5 – Mental Health Services |
| <input type="checkbox"/> | <input type="checkbox"/> | 8. Belief Statement 2 – Student Voter Registration |

NEW RESOLUTIONS

BOARD OPERATIONS & DUTIES

1. Student Safety and Protection

Submitted by: Red Hill CUSD 10 (Sponsor)
Bement CUSD 5 (Co-sponsor)
DeLand-Weldon (Co-sponsor)
Edwards County CUSD 1 (Co-sponsor)
United Community School District 304 Co-sponsor)
Gallatin County Community Unit District 7 (Co-sponsor)
Mount Vernon City Schools
Wilmington CUSD 209U
Kewanee School District 229
Norris City-Omaha-Enfield CUSD 3
Prairieview-Ogden CCSD 197

BE IT RESOLVED THAT the Illinois Association of School Boards shall support and advocate legislation which provides local school boards the option of developing Student Safety and Protection Plans which may include administrators, faculty, and/or other staff who have successfully completed a training course approved by the school board and who have also passed the multiple background checks and qualifications for and have a current Illinois concealed carry license or a carry license issued under the Law Enforcement Officers Safety Act to be an active and armed part of the Student Safety and Protection Plan, upon being granted board approval. We also present this resolution to our state representative and state senator in the Illinois General Assembly and urge them to support such legislation.

District Rationale: The safety and protection of our students and school personnel is one of the most important and top priorities.

There are many schools that do not have the financial resources to employ full time security on school property to insure the safety and protection of their students and school personnel.

Some schools have grants which provide financial aid for the presence of a school resource officer on school property during certain hours, this is usually one officer at any given time.

Many schools in Illinois are located in areas where it may take up to thirty or more minutes before an effective law enforcement team can arrive on scene in the case of a life-threatening event.

In three states which border Illinois — Indiana, Kentucky, and Missouri — and in many other states, local school boards have authority provided by state law and are entrusted to develop Student Safety and Protection Plans which implement board-approved armed and trained administrators, staff and faculty who could provide for the safety and protection of students and personnel until an effective law enforcement team can respond to a threat to the safety and protection of students and personnel.

This resolution does not compel or require any particular school board to develop or implement such a plan but leaves the decision to each local district board to decide what is best for their schools and students.

Resolutions Committee Rationale: This resolution calls for the Association to support and advocate for local options for schools, including for armed district personnel subject to training, background checks, licensure and board approval. It is, generally, the same as Resolutions #2 and #3.

Since these three proposals were essentially the same, the Committee worked with the sponsoring districts, which agreed to combine all of them into Resolution #2.

The Resolutions Committee RECOMMENDS DO NOT ADOPT.

2. Student Safety and Protection

Submitted by: Mercer County CUSD 404

BE IT RESOLVED THAT the Illinois Association of School Boards shall support and advocate for legislation which provides local school boards the option of developing Student Safety and Protection Plans which may include administrators, faculty, and/or other staff who have completed a state approved training course above and beyond concealed carry training, who have passed the multiple background checks and qualifications required for a concealed carry license, or have a current concealed carry license issued under the Law Enforcement Officers Safety Act. Only staff who fulfill all requirements listed would be eligible as an active and armed part of the Student Safety and Protection Plan, upon being granted board approval.

Statement of Rationale: Every year concern for student safety grows with more tragic events in our nation's schools. The safety and protection of our students and school staff is one of the top priorities in each district. Districts are looking for new ways to keep those who enter our buildings safe. One proposal is to allow local school districts the option to have armed staff in their buildings.

The Gun-Free School Zones Act of 1990, sponsored by then-Senator Joe Biden and signed into law by then-President George H.W. Bush, makes it illegal for anyone "to knowingly possess a firearm" within 1,000 feet of a school zone. The Gun-Free School Zones Act has exceptions. A teacher can bring a gun to school "as part of a program approved by a school in the school zone." As of February, there are at least 18 states which allow armed adults on school property with relatively minor conditions, such as superintendent, school board, or administrator/school trustee/ governing officer approval.

Illinois state law currently does not allow for local control of school boards in determining if they want to include an option for trained and armed staff to protect their students and fellow staff members in an emergency situation until

law enforcement arrives. Our neighbors Missouri, Indiana, and Kentucky allow districts to decide what is best for their communities. Other states that allow armed adults on school grounds with certain limitations include California, New York, Connecticut, Iowa, Massachusetts, New Jersey, Montana, New Hampshire, Texas, Wyoming, and 5 more.

Ideal school security plans include SRO's (school resource officers) present at each building students attend. However, some schools are unable to employ full time security due to a lack of financial resources. SRO's are often only on site for a few hours per day and one officer at a time. In our district for example, our SRO is only on site at the high school, with a set number of hours per day. He is within a short driving distance to two other buildings in the same town. Two of our remaining buildings have no SRO coverage and are not close enough to the high school to be within a short response time.

Another problem, mainly found in rural areas, is the distance school buildings are from local law enforcement teams. Mercer County School District has five buildings in three towns. Our square miles makes us the 5th largest school district in Illinois based on area. Three buildings sit in a town with its own police force that is also a county seat and home of the Sheriff's department. Our fourth building is in another town 10 minutes away. Our fifth building, an elementary school, is in a town 21 minutes away. The town has one officer and is backed up by the sheriff's department with an approximately 20 minute response time to get there. We are certain that our district is not in the worst response time situation in Illinois.

The most misunderstood part of discussion on this topic is that this resolution is about LOCAL CONTROL, one of IASB's top priorities. This resolution, if adopted, would not compel or require any school district or school board to develop or implement any such trained and armed staff plan. Our state is not homogenous north to south, east to west. Our communities and districts differ greatly. Some communities are perfectly comfortable with having their teachers and school staff trained and armed so they can protect the people in their buildings. Other communities are adamantly opposed to the idea. That is OK! The districts in our state should be allowed to determine what is best for them, rather than those in Springfield who do not know or understand communities outside their own.

Resolutions Committee Rationale: Similar to other proposals, this resolution calls for the Association to support and advocate for local options for schools, including for armed district personnel subject to training, background checks, licensure and board approval. However, this resolution calls for locally approved training above and beyond that required for concealed carry.

The Firearm Concealed Carry Act (PA 98-63), effective July 9, 2013, prohibited any concealed carry in "any building, real property, and parking area under the control of a public or private elementary or secondary school."

During negotiations on the legislation before it passed the General Assembly, discussions included the possibility of each

individual school board having the authority to decide what the policy would be within its district. Both the proponents and the opponents of the legislation dismissed this idea. The concealed carry proponents wanted no regulation on school property and the opponents wanted a complete prohibition on school property.

School districts are also governed by the federal Gun-Free School Zones Act of 1990, which makes it unlawful for any unauthorized individual from possessing a firearm in a school zone. Exceptions include if an individual possessing a firearm is licensed to do so by the state in which the school zone is located. Individuals in Illinois would not have violated the federal Gun-Free School Zones Act if they carried a concealed weapon in a school zone, if State law had not prohibited it.

Many states have similar laws providing the change sought in this proposal. After the school shooting tragedy in Parkland, Florida in February of 2018, the Florida General Assembly passed a gun legislation package that included a local district option to arm school personnel.

Committee discussions largely centered on the acknowledgement that many rural school districts do not have the luxury of the fast response times of emergency responders in urban and suburban areas. Because of geography, resources, and other limitations, response times to emergencies in some rural districts can be as long as 20-30 minutes.

There were still concerns about having firearms in schools, the stress arming staff could put on teachers, and finding assurances that the proper training was in place. When the point was emphasized that this was absolutely permissive for each individual school board, and when the submitting districts agreed to amend the proposal to require a statewide training standard (instead of training approved by the school board), the Committee came to a consensus.

The Resolutions Committee RECOMMENDS DO ADOPT.

3. Student Safety

Submitted by: Galva CUSD 224

BE IT RESOLVED THAT the Illinois Association of School Boards shall: Support and advocate for legislation which provides local school boards the OPTION of developing Student Safety and Protection Plans which MAY include arming administrators, faculty, and/or other staff who have completed a school district approved training course, met qualifications required for a concealed carry license, and have a current concealed carry license issued under the Law Enforcement Officers Safety Act. Only staff who fulfill all requirements listed would be eligible as an active and armed part of the Student Safety and Protection Plan, upon granted board approval.

District Rationale: Illinois State Law does not allow for local control of school boards in determining if they want to include an option for trained and armed staff to protect their students, fellow staff members, and themselves, in an emergency situation until law enforcement arrives. In small

communities like ours, the sole officer on duty might be unavailable for immediate assistance. Other states allow districts to determine what is best for their community.

Resolutions Committee Rationale: This resolution calls for the Association to support and advocate for local options for schools, including for armed district personnel subject to training, background checks, licensure and board approval. It is, generally, the same as Resolutions #1 and #2.

Since these three proposals were essentially the same, the Committee worked with the sponsoring districts, which agreed to combine all of them into Resolution #2.

The Resolutions Committee RECOMMENDS DO NOT ADOPT.

FINANCING PUBLIC EDUCATION — OTHER

4. Energy Savings Funding & Borrowing

Submitted by: Community High School District 94

BE IT RESOLVED THAT the Illinois Association of School Boards shall recommend to the legislature that a bill be passed that allows districts to borrow or otherwise obtain money without referendum for the sole and specific purpose of purchasing and installing energy saving equipment relating to the utility usage (water, gas and electricity).

District Rationale: Much progress has been made recently in the development and cost reduction of energy saving technologies. Some local power companies are offering rebates, incentives, or grants to cover the partial purchase and installation costs of these products, but not fully covering the costs. It is well known that the utilization of these products reduce overall energy costs in the long run and contribute to an overall improvement in environmental stewardship. Some districts may be caught between the desire to improve their cost effective use of energy resources and the monetary resources to do that. Some businesses have started to provide “performance financing” programs, but while they allow districts to reduce energy cost, they

also siphon the savings from the districts as part of their business model. It is a shame that districts that wish to be environmentally prudent and responsible cannot keep the benefits in their districts to benefit the students and the community. A carefully crafted plan that would require very specific use of the money with reasonable ROI would benefit all involved, the districts, the utilities and the environment. The cost would be returned to the taxpayers many times over in savings. There is no reason that a business sector should profit off this opportunity by fronting money to taxing districts.

Resolutions Committee Rationale: The resolution calls for legislation that will allow school districts to borrow or obtain revenues, without referendum to purchase and install energy savings equipment.

The Committee agreed that school districts should have the ability to utilize school district revenues, whether obtained through existing funds or through referendum to carry out energy savings projects on their own. The Committee also discussed that schools would need to work with engineers and architects to carefully craft an effective energy savings project. By leaving the resolution broad in concept, the legislative process could be used to negotiate more specific provisions that would certainly be sought by lawmakers and interested parties to protect schools and taxpayers. However, schools would be able to realize the maximum savings sought by the energy related upgrades.

The School Energy Conservation and Saving Measures law (105 ILCS 5/19b-1) was enacted in 1993 to facilitate installation of energy conservation and savings projects that could help offset energy costs schools incurred due to antiquated or energy inefficient lighting, heating and air conditioning and inefficient energy systems. These contracts often allow the potential energy savings calculated by increasing efficiency to offset the cost of installation of new, more energy efficient, equipment.

This program does not require a referendum to obtain funds and allows for school districts to pursue borrowing so long as the projects can be funded with savings and available school district revenues.

The Resolutions Committee RECOMMENDS DO ADOPT.

REAFFIRMATION OF EXISTING POSITIONS

FINANCING PUBLIC EDUCATION — STATE

5. Position Statement 2.27 Charter School Funding

Submitted by: Woodland Community Consolidated
School District 50

BE IT RESOLVED THAT the Illinois Association of School Boards shall urge adoption of legislation which would create a new methodology for the funding of State Authorized Charter Schools which would not have a negative financial impact on the host district. With respect to State authorized

virtual charter schools, further limit the withholding of State funds from host school districts in proportion to the per pupil expenditure used for building maintenance, classroom supplies, transportation, safety and security, and other costs unique to “brick and mortar” schools. For all State-authorized charter schools, require that proof of continuing enrollment and attendance be submitted quarterly, with prorated refunds to the host school district upon withdrawal of students from the charter school.

District Rationale: Loss of students does not equate to a proportionate reduction in host district expenses. With

current method, the State Charter does not share in deductions or proration's in State funding. The charter school tuition increases as a host districts' State funding decreases. State currently assumes no financial responsibility for State Charter Schools that were approved over objections of the locally elected school board members. There is no locally elected responsibility by the communities that are required to support the State Chartered School; therefore the burden of financial support should be assumed by the State.

Resolutions Committee Rationale: The current position statement on State Authorized Charter Schools (SACS) was amended in 2014 to provide more flexibility and cleaner language that fits better into IASB's overall position

statements. Position Statement 2.27 was reaffirmed in 2015, 2016 and 2017.

State Authorized Charter Schools continue to be a major issue as "host" districts have to scramble to find a way to deal with fewer revenues from the State of Illinois while still providing a quality education to the students they serve.

Current law takes State funding from a local district and distributes it to a State authorized charter school. If the local school district looked to raise revenue and provide additional resources to students from local sources, the SACS would receive an even larger share of the local districts' State funding.

The Resolutions Committee RECOMMENDS DO ADOPT.

NEW BELIEF STATEMENT

6. Local Authority in Safety Practices

Submitted by: Indian Prairie Community Unit School
District 204

The Illinois Association of School Boards believes that schools should provide a safe and secure environment for all students and staff. Decisions of school safety drills, plans, and procedures should be made at the local level, utilizing evidence-based practices that maximize resources and effectiveness, and by soliciting input from local emergency responders resulting in fewer physical, emotional, and psychological risks to students and staff.

District Rationale: Given recent tragic events have created a renewed sense of urgency to address school security measures, especially active shooter threats, providing guidance to our legislators that reflect thoughtful and researched based practices will be essential. The voice of the Illinois Association of School Boards should be a driving force behind any new legislative proposal to ensure laws do not cross the line of mandating security measures that may negatively impact the emotional and psychological wellbeing of students and staff.

An updated (April 2017) guidance document, *Best practice considerations for schools in active shooter and other armed assailant drills*, from the National Association of School Psychologists and the National Association of School Resource Officers provides schools critical guidance on armed assailant training. They also received input from Safe and Sound Schools; A Sandy Hook Initiative and the ALICE Training Institute before producing this document.

This overview is provided:

- A. Response to armed assailants has focused on implementing a school lockdown. Recently, discussion has emphasized options-based approaches, which sometimes include the "Run, Hide, Fight" model.
- B. Armed assailant drills have both benefits and concerns associated with their implementation.

- C. Armed assailants in schools account for only 1% of homicides among school-age youth; schools must balance costs and benefits when allocating crisis preparedness resources.
- D. Such drills have the potential to empower staff and save lives, but without proper caution, they can risk causing harm to participants.
- E. Available research supports the effectiveness of lockdown drills implemented according to best practices, but research is still needed on the effectiveness of armed assailant drills.

The document further points out the importance of the developmental maturity of students.

It lists these developmental and mental health considerations:

- A. Children model their reactions on adult behavior, so effective drills should result in staff who inspire calm and confidence in students.
- B. It is critical that participation in drills be appropriate to individual development levels, and take into consideration prior traumatic experiences, special needs, and personalities.
- C. School-employed mental health professionals should be involved in every stage of preparation.
- D. Prior to the drill, staff should be trained to recognize common trauma reactions.
- E. Adults should monitor participants during the drill and remove anyone exhibiting signs of trauma.
- F. After completion, staff and students should have access to mental health support, if needed.
- G. Participation should never be mandatory, and parental consent should be required for all students.
- H. If staff choose to opt-out of intense drills, they should receive comparable, less intense instruction.

The authors point out that current available research suggests multiple practices increase the ability of staff to respond

appropriately during a crisis. However, they note a lack of available research regarding the effectiveness of school-based armed assailant drills.

“at present there is no empirical research regarding school-based armed assailant drills.”

The authors stress the importance of local level decision making for disaster response procedures.

“The specifics of any training should be determined at the local level by appropriately trained school leadership, school safety and mental health personnel, and law enforcement.”

In summary, several organizations with expertise of school environments and school safety have advocated for balancing safety measures effectiveness with ample consideration of the emotional and psychological well-being of students and

staff. They also advise that local school leaders and experts will best determine this balance. Therefore, Indian Prairie School District 204 respectfully proposes that the Illinois Association of School Boards adopt a belief statement that is reflective of this guidance.

Resolutions Committee Rationale: This proposal was prompted by recently approved legislation requiring an active shooter safety drill with students present. The resolution states that the local school district should have the authority to determine which best practices and procedures best maximize the effectiveness of increased safety in its schools.

The Committee worked with the submitting district to place additional specificity to the proposal, and include verbiage that local law enforcement should be involved.

The Resolutions Committee RECOMMENDS DO ADOPT.

AMENDED BELIEF STATEMENTS

7. Belief Statement 5 — Mental Health Services

Submitted by: Lake Villa Community Consolidated School District 41

The Illinois Association of School Boards believes that schools should provide a safe and secure environment for all students. School board members and staff should try to protect students from the effects of bullying, discrimination, and violence, and offer appropriate instruction to improve intergroup relations and to promote peaceful resolution to conflict. Further, the Association urges the State of Illinois and the U.S. States Congress to invest in and support comprehensive, coordinated, and collaborative mental health resources to address these social-emotional issues leading to safe schools and the achievement of academic success.”

District Rationale: Providing a safe school environment that ensures both the physical and emotional safety of students and staff creates the conditions necessary to foster academic achievement.

The loss of life is unacceptable and school shootings are a tragedy that affect the whole society.

The most effective approach to creating safe school environments requires a comprehensive, coordinated effort including school-wide, district-wide, community-wide and state-wide strategies where all institutions, organizations and individuals must accept responsibility for their critical roles and collaborate to establish a positive environment for teaching and learning.

Resolutions Committee Rationale: The proposal addresses mental health services, urging the State and Federal governments to invest in mental health resources that will assist school districts. This is clearly a vital concern, especially in the current social climate and increased attention to school violence.

The Resolutions Committee RECOMMENDS DO ADOPT.

8. Amending Belief Statement 2 — Student Voter Registration

Submitted by: Indian Prairie Community Unit School District 204

The Illinois Association of School Boards believes school administrations and faculties should be composed of persons supporting the principles of constitutional government because schools should continue with vigor their programs for giving young citizens a clear understanding of the principles of the American way of life and a desire to make these principles prevail in their own lives and in the life of their country. Further, the Association believes in the value of student non-partisan civic responsibility, including the importance of student voter registration.

District Rationale: On August 21, 2015, Governor Rauner signed House Bill 4025 (Public Act 99-0434) into law, requiring that future Illinois high school students complete a stand-alone, semester-long civics course. This course requirement was approved to support a key public school objective to develop the next generations for participation in our democratic society. Reciting the pledge of allegiance and this recent civic course requirements are in place to education, inform, and inspire students for future engagement.

Federal public policy per Congress finds that:

- A. the right of citizens of the United States to vote is a fundamental right;
- B. It is the duty of the Federal, State, and local governments to promote the exercise of that right; and
- C. Discriminatory and unfair registration laws and procedures can have a direct and damaging effect of voter participation in elections for Federal office and disproportionately harm voter participation by various group, including racial minorities.

The State of Illinois allows schools to be voter registration agencies. A county clerk can appoint persons as deputy registrars upon request, such as, a school principal situated within the election jurisdiction, or a qualified person designated by the principal. Given this, each local district has the flexibility to implement their own program as desired.

Given approximately 25% of eligible 18-24 year olds (vs. 21% of all eligible voters) are unregistered to vote, high school registration is an important step toward maintaining a healthy democracy and addresses a root of the high number of people who do not vote in elections. A strong democracy depends on informed and active participation by its citizenship.

Registration's importance to the voting process and the large number of individuals who remain unregistered have triggered several major reforms intended to increase voter registration. Most notably, the federal government's National Voter Registration Act of 1993 (NVRA) requires that states allow eligible citizens to register to vote when completing other transactions at state motor vehicle and social services agencies. Despite these efforts less than 20% of those unregistered to vote have been offered an opportunity to register at a motor vehicle or other government agency. Additionally, the unregistered were more likely to say they are not interested in registration because they dislike politics or believe voting will not make a difference.

Recent research suggests that voting is a habitual behavior. Young people who develop a habit of voting regularly are likely to remain frequent voters, while those who don't are likely to remain non-voters. Additionally, studies

show unregistered voters are less likely to understand government, are more pessimistic, less likely to participate in civic activities and volunteerism.

Community benefit, support for a healthy democracy, and empowered citizens are direct results of encouraging voter registration in the high schools. An IASB belief statement valuing high school voter registration will take an important step for young people to develop the knowledge, skills and dispositions that facilitate informed participation in public life.

Resolutions Committee Rationale: The resolution stresses the importance of student voter registration and non-partisan civic responsibility.

The submitting district's rationale cites several State and federal actions to encourage IASB's adoption of the proposal, including:

- Recent Illinois legislation emphasizing civics education
- Voting is a fundamental right and the duty of local governments to promote voting
- Schools are voter registration agencies in Illinois
- A strong democracy depends on participation by its citizens and that is declining
- Young people who vote regularly are likely to remain frequent voters and more likely to participate in civic activities and volunteerism
- Empowered citizens are a direct result of encouraging voter registration in high schools

The Resolutions Committee RECOMMENDS DO ADOPT.