

## Testimony of the NYC Department of Education on Intro 131 Before the NYC Council Committee on Education

June 12, 2014

Good morning Chair Dromm and all the Members of the Education Committee here today. My name is Kathleen Grimm, Deputy Chancellor of the Division of Operations at the NYC Department of Education (DOE). Joining me are Elayna Konstan, Chief Executive Officer of DOE's Office of Safety and Youth Development, and John Shea, our Chief Executive Officer for the Division of School Facilities. Thank you for the opportunity to discuss Intro 131.

Ensuring that our students are safe and secure is our fundamental responsibility, and continues to be a top priority. The DOE's Office of Safety and Youth Development (OSYD) works with schools and school support teams to put individualized safety protocols in place and create procedures to help maintain a safe learning environment. Additionally, OSYD has a collaborative partnership with the New York City Police Department's School Safety Division (NYPD-SSD). Together, OSYD and NYPD develop school safety protocols and procedures, school safety and emergency preparedness plans, and training for school safety agents and other school-based staff.

We share the Council's commitment to ensure that the appropriate school safety systems are in place, particularly for our most vulnerable students. Chancellor Fariña and I are profoundly saddened by the tragic loss of Avonte Oquendo. Avonte inspires us every day to better ensure that all of our students are safe and secure in school. In the wake of this tragedy, we have undertaken a comprehensive review of our existing safety protocols and procedures. As a result of this review, we have implemented a number of refinements to our safety and security protocols.

Firstly, we codified and enhanced our Missing Student Protocol, which outlines the procedure that must immediately be followed when a student is reported missing, when a student's whereabouts cannot be confirmed, or when there is concern for a student's safety or well-being. Among other protocols, schools must be prepared to initiate a soft lockdown and assign staff to secure exit doors in an effort to prevent the student from leaving the building. As part of this initiative, OSYD has provided protocol-specific training for principals, assistant principals, other designated school staff, NYPD police officers, and school safety agents.

In addition, OSYD, in collaboration with District 75 (D75), has implemented the following safety improvements:

• Enhanced the School Safety Plan (SSP) to improve the collection of information regarding D75 students and relevant safety protocols. SSPs are designed so that principals can identify students who have "elopement" tendencies, thereby allowing school administrators and staff responsible for safety and security, including school safety agents to become familiar and aware of the unique ways that these students may be supported regularly as well as during an emergency.



- Conduct ongoing site visits to buildings that are newly co-located with D75 programs and other schools to review safety protocols and procedures. These visits include representatives from OSYD, D75, Division of School Facilities (DSF), NYPD-SSD, and the principals of each school on the colocated campus. These visits also require a review of the procedures that will be implemented if the D75 students enrolled are those with conditions that may include elopement tendencies.
- Conduct trainings in behavioral support and safety protocols for special education paraprofessionals. OSYD and D75 staff will continue to collaborate in order to offer this training annually.
- Developed comprehensive training for school-based staff in collaboration with school leaders, with an
  emphasis on training teachers and classroom support staff in the use of appropriate transitional
  practices with students when proceeding from one area of the school to another.
- Developed in collaboration with school leaders, more appropriate arrival and dismissal procedures that can be implemented in all school buildings.
- Revised the Emergency Readiness curriculum that is used to train all staff and students in the proper use of the General Response Protocols to include a supplemental special needs curriculum. These lessons are reviewed and revised regularly.
- Performed assessments of District 75 sites to identify sites in need of additional two-way radios, and provided trainings to enable D75 staff to communicate more effectively with school safety agents and Building Response Team (BRT) members.
- Engaging in ongoing research to identify updated safety systems and tools (for example, video systems, door alarms, panic bars, etc.) that can be used in our schools. Research includes staff from the NYPD-SSD, DSF, OSYD, and the School Construction Authority.

For many years, OSYD has provided specialized training to new recruits of the NYPD School Safety Division on the Chancellor's Regulations, best practices for supporting students with special needs, conflict resolution, and peer mediation. This year, we have enhanced our trainings to provide a more thorough overview of D75 students and programs. Over the last year, we have re-designed our training for current school safety agents with an increased focus on students with special needs. Specifically, these trainings provide an in-depth overview of D75 programs, structures, and the needs of the D75 population as well as highlight the missing student protocol.

The DOE employs a comprehensive multi-faceted approach to school safety, from supporting schools to create and sustain an orderly, supportive school climate to providing professional development and training on emergency preparedness and crisis response. This includes system-wide training for various stakeholders working in our schools including principals and assistant principals, staff from the Office of School Food, Office of School Health, DSF, parent coordinators, Community Education Council members (CECs), and NYPD-SSD staff. Each member of the school community has an important role to



play in this effort, and this work allows each member to develop an understanding of their responsibilities.

Since 2000, all schools have been required to create a School Safety Committee mandated to meet once a month, and develop a School Safety Plan (SSP). The committee plays an important role in establishing and reviewing safety procedures, and recommending additional security measures in response to emerging needs. The Safety Committee is also responsible for communicating the responsibilities and expectations for students and staff to the school community.

SSPs are revised each school year and are approved by the DOE and the NYPD. Each school building uses a standard template but plans are designed to identify the unique learning communities that exist across the city, as well as the safety and emergency procedures that are unique to each building. For example, each plan identifies specific facility designs, evacuation and relocation procedures, response teams and protocols activated in emergencies, and staff and students with conditions that either limit their mobility or require special assistance in an emergency.

The SSP calls for the creation of a Building Response Team (BRT). The BRT plays an essential role in coordinating the actions of students and staff during an emergency until first responders arrive. The General Response Protocol is designed to provide all schools with the direction they must take when an emergency incident occurs. Principals and other school-based staff are required to attend a two-hour emergency readiness training session every two years provided by OSYD. This training session covers General Response Protocols, design of a School Safety Plan, BRT responsibilities and the Missing Student Protocol, among other topics. Throughout the school year, Borough Safety Directors hold on-site assessments to identify additional needs at schools for targeted training.

To complement our safety protocols we continue to utilize the newest technlogy. As of May 2014, we have installed Internet Protocol Digital Video Surveillance (IPDVS) in over 500 buildings serving approximately 870 schools, with over 22,000 cameras online. The number of buildings with these surveillance camera systems is expected to surpass 600 by the end of 2015. These cameras are funded in the current Capital Plan. The IPDVS application allows authorized school officials to view live and archived camera images at their computer stations and provides remote viewing capability to authorized personnel from borough and central offices.

Historically, the placement of cameras has been prioritized based on a number of factors, including the number of incidents occurring in a school or on a campus. The proposed FY2015-2019 Capital Plan allocates approximately \$100 million for security systems. Going forward, we will increase our focus on the placement of these systems using additional criteria, including age range and special needs of the student population.

Intro 131 requires the DOE, in consultation with the NYPD and principals, to install door alarms systems at the entrance and exit doors of school buildings serving elementary and District 75 students where the Chancellor deems such door alarms appropriate for safety purposes. In addition, Intro 131 requires the DOE to assess and prioritize each covered school building for the potential installation of door alarm systems and report its findings to the Speaker of the City Council by the end of the calendar year.



We share the Council's goal to prevent the unauthorized departure of our youngest students and students with disabilities. Though the requirements of the bill are unclear, we have some concerns regarding the proposed legislation to the extent that it imposes a legal mandate requiring DOE to install door alarms systems in all school buildings housing elementary and District 75 students.

We believe the DOE should maintain the discretion to work with schools to implement individualized safety and security systems as school communities have unique safety and security needs related to their student population, programs, and physical environment.

Currently, each school building has designated entrances, which are monitored by school safety agents. In addition, each building has other doors that are locked from the outside but must remain unlocked from the inside, pursuant to the New York City Fire Code. During the course of the school day, these doors are checked by school safety agents, to ensure they are secure. Some schools assign staff to serve as hall monitors during class transitions, bathroom monitors, cafeteria monitors, and as assistants during entry and dismissal times. These staff members are responsible for interacting with students in a way that creates a safe environment, as well as reporting any issues that require immediate attention to school safety and school administrators.

As previously mentioned, many school buildings have surveillance cameras in all entrances and exits. In addition, a principal may request to have a door alarm system installed in his or her school building with costs typically covered by the school.

Students in our D75 programs have a range of disabilities and unique needs. As you are aware, some children with autism spectrum disorder can be particularly sensitive to environmental stimuli, such as noise. We have concerns regarding how the loud sound of a door alarm could affect these students.

Some principals have chosen not to install door alarms because of the propensity for them to be activated by students or staff in a nonemergency, and for other operational reasons. These include the need to deactivate the alarms during the day for certain school activities, and at dismissal.

For a large and diverse school system such as ours, there is no "one-size-fits-all" response that will prevent a student from leaving a school building without permission. Door alarm systems may be a viable option for some schools, as one element of a comprehensive school safety and security plan. However, no single device can replace the human element: elementary school students and certain D75 students must be under close adult supervision at all times during the school day.

We share the Council's commitment to ensure that our children are safe at school and we commend the Council for its leadership on this issue. We will continue to review our safety protocols and procedures, as well as the installation of other security technologies, such as silent alarm systems. We look forward to working with the Council on this very important issue.

With that, we would be happy to answer any questions you may have.



### Testimony of

Stephanie Gendell
Associate Executive Director
Citizens' Committee for Children

Before the New York City Council Education Committee

June 12, 2014

Re Int. 131: Avonte's Law-Requiring DOE to equip all exit doors with an alarm system in all elementary school buildings and buildings accommodating district 75 programs

Good morning. My name is Stephanie Gendell and I am the Associate Executive Director for Policy and Government Relations at Citizens' Committee for Children of New York, Inc. (CCC). CCC is a 70-year old independent child advocacy organization dedicated to ensuring that every child in New York City is healthy, housed, educated and safe.

I would like to thank Council Member Dromm and all of the members of the Education Committee for holding today's hearing on Int. 131, which would require audible alarms on all exit doors at elementary schools and district 75 schools. CCC strongly supports this commonsense legislation, which would help keep NYC's public school children safer.

CCC thanks Council Member Cornegy Jr. for spearheading and championing this legislation. In addition, we are grateful to the 45 additional City Council Members and Public Advocate James who are co-sponsoring the legislation.

Unfortunately, all too often it takes a tragedy before commonsense solutions are put into place. We have already had a horrific tragedy because 14-year, Avonte Oquendo left his school through a side door and school staff was unaware of his departure dramatically delaying the search for Avonte. Had there been an alarm on that side door, we believe that Avonte might still be alive today.

Since the death of Avonte, an additional 8 children have left their schools through side doors. We are lucky because these young children ages 4-7, either found their way home or were helped by a Good Samaritan. We are very fortunate that none of those stories ended in any number of countless tragedies that could have befallen a young, unsupervised child wandering the City streets alone, be that traffic, a subway accident or fatality, or encountering a stranger who could have put them in harms' way.

The timing of this bill is extremely important, given that there will be thousands more young children in school buildings this coming fall, given the significant expansion to pre-k. CCC has been disappointed that DOE has expressed reluctance to implement this measure at both the Preliminary and Executive Education Budget Hearings.

Installing alarms on side doors of elementary and district 75 schools is a relatively inexpensive means to protecting thousands of young and vulnerable children. The alarms cost approximately \$125-\$175 each. The total cost has been estimated at about \$1.5 million and CCC is eager to hear more about the cost estimate from DOE at the hearing.

If DOE remains unwilling to fund the alarms, CCC urges the City Council to create a new City Council Initiative to fund these alarms in FY15. Funding audible alarms is a great one-year City Council initiative because they only need to be purchased once, and thus proponents of this legislation will not need to advocate for the funding to be restored next year. Most importantly, the relatively small investment has the potential to save young lives.

In addition to ensuring elementary schools and District 75 schools have audible alarms on the exit doors, CCC believes that all early childhood preschools and child care programs also have alarms on the side doors. This would likely require amending Article 47 of the Health Code, although the City could take measures to ensure city-funded programs had this safety measure.

When parents send their children to school (and child care) they should feel confident that they will be safe. Audible alarms on the side doors/exit doors would immediately alert school staff that a child has left the building. This legislation is common-sense, logical and relatively inexpensive. CCC urges the City Council to pass Int. 131 and ensure that the funding for the alarms is included in the City's Fiscal Year 2015 budget.

Thank you for the opportunity to testify.

June 12, 2014

Testimony before the Council of the City of New York Committee on Education

Kim Mack Rosenberg

President, National Autism Association New York Metro Chapter Board Member of the Elizabeth Birt Center for Autism Law & Advocacy

Good Morning. Council Member Cornegy, other sponsors of Int. No. 131, the Committee Chair and Committee members, thank you all for giving me the opportunity to speak here today. It is an honor to have been asked to participate. And thank you even more for your concern for students with autism in the City of New York. My name is Kim Mack Rosenberg and I am President of the New York Metro Chapter of the National Autism Association and a board member of the Elizabeth Birt Center for Autism Law and Advocacy. I am also the parent of a 14 year son on the autism spectrum. It is heartening to see the City Council pay attention to the critical issue of autism and wandering. As the number of students with autism increases in the New York City schools, wandering will become a bigger and bigger issue.

What is wandering? It's when an individual tries to leave a safe situation – so a person may try leaving the classroom or even the school, may try to leave an adult caregiver when out in the community or even try leaving his home or apartment.

Because many people with autism face significant challenges with social and communication skills and safety awareness, wandering is a potentially dangerous behavior. And as we have seen too often and very recently here in NY in the case of Avonte Oquendo, the results of wandering can be deadly.

Studies have shown that approximately half of individuals with autism will engage in wandering behaviors. Wandering is something that everyone who lives with,

cares for or works with children or adults with autism needs to be aware of. Wandering-related factors, including drowning and prolonged exposure to outdoor conditions remain among the top causes of death for those with autism.

Why does a person with autism wander? The reasons are many but often a person with autism will wander either to escape a situation or to try to get to something he or she desires. Many people with autism have deep interests in things and may gravitate towards items of interest. That interest may be trains, a pool or other water source, a particular store, a particular person – the options are endless – and the person with autism may wander to try to reach that item of interest. Other times, a person may want to escape an environment. Again, there can be many reasons for this, especially a situation they find overly challenging or overly stimulating.

Most children with autism spend many hours a day in a school environment and, as Avonte's tragic case demonstrated, they may be vulnerable in that environment. We also know that Avonte is not the only child to have wandered from a school in NYC this year – his is just the most high profile case.

I testified in April before the Public Safety and Mental Health committees concerning measures to safely recover those vulnerable individuals who do wander. However, the most effective thing that can be done is to stop the wanderer before he or she leaves a safe environment. That is what this bill intends to do and why its passage is so important. To implement a simple, cost-effective safeguard, such as an audible alarm system, in a place where children spend a significant portion of their waking day, will undoubtedly curtail wandering incidents. In fact, many parents use a similar system in

their homes with inexpensive door and window alarms that can be purchased at home improvement stores.

Time is of the essence when a person with autism wanders. An alarm system, alerting school personnel that a child has triggered an exit door, will demand immediate attention and likely will result in stopping the wanderer before he or she leaves the school building or immediately thereafter.

We must also make sure that everyone working in our schools know as much as possible about wandering and wandering prevention. Ideally, with increased awareness and training, fewer children will be able to leave a classroom, and those who leave a class will get stopped before they reach an exit door. But for those who do make it to an exit door, an audible alarm is an excellent way to prevent further elopement.

For those who have concern that children with sensory issues will be affected by a loud alarm, I don't discount the reality of sensory issues. However, I believe we must balance the significant risks of injury or even death to a wandering child against sensory disregulation. Saving the wandering child must win out. Moreover, classroom teachers and therapists in schools can work with children with sensory issues to help minimize the impact of the alarms on their sensory systems and provide sensory tools to help children regulate.

NAA NY Metro's national parent organization has for the last several years taken a leading role in bringing awareness and education on the issue of wandering on a nationwide level. Among its initiatives is a program called AWAARE.org – Autism Wandering Awareness Alerts Response and Education. At the AWAARE website you can find valuable tools about wandering prevention and ways to increase chances that a

person with autism who does wander is found safe. There is information for both parents and professionals. Among the most valuable tools with respect to wandering are those put in place to prevent or minimize wandering in the first place. As we have tragically learned, often the professionals in whom we entrust our children's care are not adequately trained to protect our children from wandering. While we may never be able to eradicate wandering entirely, we can and should take measures to train professionals and parents to minimize chances of wandering.

Thank you for taking measures to protect among the most vulnerable of our citizens, those affected by autism spectrum disorders, and thank you for your time today.



## FOR THE RECORD

### Advocates for Children of New York

Protecting every child's right to learn

June 10, 2014

Council Member Daniel Dromm 250 Broadway, Suite 1821 New York, NY 10007

Dear Councilman Dromm,

**Board of Directors** Eric F. Grossman, President Harriet Chan King, Secretary Paul D. Becker, Treasurer Kevin J. Curnin Jessica A. Davis Adrienne Filipov Robin L. French Brian Friedman Kimberley D. Harris Caroline J. Heller Roderick Jenkins Jeffrey E. LaGueux Jamie A. Levitt Maura K. Monaghan Jonathan D. Polkes Raul F. Yanes

> Executive Director Kim Sweet

Deputy Director Matthew Lenauhan I am writing to you from Advocates for Children about the proposed bill before the City Council's Education Committee to amend the New York City charter to equip all exit doors in elementary school buildings and buildings that house District 75 programs with an alarm system to protect students at risk of elopement.

At Advocates for Children, a non-profit organization that has been working to protect the rights of New York City's most vulnerable children for over 40 years, we feel strongly that a comprehensive approach is necessary to keep safe youth who may be tend towards wandering away from their schools. We support the targeted use of alarms, but only as a piece of a larger plan. Reliance on one strategy alone, as is the case in the bill before the Council now, is dangerous and will only serve as a band-aid to the problem. Alone, alarms are unlikely to prevent another disaster like NYC experienced last fall when Avonte Oquendo was able to leave his school unattended. We propose instead that solutions must be driven by individual students' needs and proclivities and adapted to unique school situations taking into consideration staffing, location, and building layouts. To be successful, any move to protect students from elopement will also need to include targeted training of school staff, improved communication within each school building and a variety of carefully thought out preventive measures.

Unfortunately, staff from Advocates for Children will be unavailable to offer testimony on Thursday, but we did want to make clear that while we fully support moving to protect young students and students with autism or other disabilities that may make them especially vulnerable in the outside world from being able to leave their schools unsupervised and unprotected, we would recommend that the proposal made by Councilman Cornegy be expanded to include a multi-faceted approach to institutionalizing school safety.



If you have any questions, feel free to reach out to me at (212) 822-9514, Randi Levine at (212) 822-9532 or Maggie Moroff at (212) 822-9523.

Best,

Kim Sweet

cc:

Jan Atwell

Aysha Schomburg

## TESTIMONY OF THE UNITED FEDERATION OF TEACHERS

# BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON EDUCATION

REGARDING INT. 0131-2014: MANDATING DOOR ALARMS ON ALL EXIT DOORS IN ELEMENTARY SCHOOLS BUILDINGS & BUILDINGS THAT ACCOMMODATE DISTRICT 75 PROGRAMS

JUNE 12, 2014

Good afternoon. My name is Carmen Alvarez, and I am the UFT's vice president for special education. On behalf of our president, Michael Mulgrew, and our 200,000 members, we want to thank Speaker Mark-Viverito, Chairman Dromm and the City Council for the opportunity to testify before you today.

I'd like to begin by commending you for your attention to the safety and security of New York City students and by acknowledging Council Member Cornegy and the other sponsors of Int. 0131 for raising the visibility of this critical issue. The UFT maintains a continual focus on safety in our schools. Nearly 7,500 children in District 75 schools and over a thousand more attending neighborhood schools have been diagnosed with autism and, as I know you realize, the incidence of "running" is significantly higher among this group of children. However, we also have general education students who are prone to "running."

Teachers, paraprofessionals, guidance counselors, school safety supervisors and other UFT members who work in New York City schools devote their lives to caring for students. We strongly believe that school safety is a fundamental right for every student and staff member.

We know that protecting children who have a tendency to run, whether they are special education or general education students, requires a comprehensive school-wide solution. Just last week, we received a call from educators at school who were desperate for guidance and support concerning this very question of how to deal with children who are "runners." We told them what we will tell you today: consistent and effective protocols, procedures and preparation are necessary to prevent a child from running out of a school building in the first place. Placing alarms on the exit doors of all elementary schools and all buildings that house District 75 programs, as Int. 0131 calls for, may help in alerting school staff once a child has left the building. But that should just be one piece of an overall plan. By the time an alarm sounds, it's already too late.

A comprehensive safety plan that maximizes the value of all available technology should include these elements:

### **IDENTIFYING STUDENTS AT RISK FOR RUNNING**

Schools have a responsibility to identify students who are at risk for running, whether they are special education or general education students. Schools should help these students understand the dangers of running off and encourage appropriate and effective replacement behaviors.

Some schools send letters home to parents of children with autism, asking them if their children are prone to running or wandering off. At a minimum, one of the top five questions for parents at IEP

meetings should be whether their child has exhibited this behavior. Likewise, if a staff member notices that a child engages in this behavior at school, the parent should be notified.

While it's easy to say that students at a risk of running should have that information clearly indicated in their IEPs or behavior intervention plans, the reality is that running is not something you can diagnose and it's not always known that a student is a runner until they actually run. Furthermore, not all students with a history of running are special education students; general education students will not have an IEP.

That's why communication and collaboration between parents and schools is critical, but it only happens when there is a culture of trust and support. Some parents are hesitant to inform a school about a past incident for fear that their son or daughter will not be admitted to the school or will be isolated.

#### **MAKING OTHERS AWARE OF "RUNNERS"**

All school personnel, regardless of whether they have direct contact with students, should be made aware of any students identified as at risk of running.

The UFT recommends that the city Department of Education immediately modify the "alerts" checklist on the IEP cover page to add "elopement risk." In addition, we strongly recommend that the State Education Department consider adding a similar "alert" component on the first page of the statewide IEP form.

It is also vital that IEPs are regularly updated and that teachers and administrators at any host school to which the student travels have immediate access to that student's IEP in the Special Education Student Information System (SESIS). This summer, hundreds of children with autism who have 12-month programs will travel to schools they don't normally attend to receive services. Administrators and staff who have been informed that they are taking on additional students for the summer have told us that because they don't have information about these new children, they cannot put the proper safety steps in place. It's a problem waiting to happen.

Receiving schools must have access to the students' IEPs through SESIS as soon as the summer assignments are made and each staff member with IEP implementation responsibilities must be informed about his or her role and review their students' IEPs before the summer program begins. This is an issue that needs to be addressed immediately.

The local NYPD precinct should also be informed about at-risk students, again with the full consent of the parent or guardian and within FERPA guidelines, since they will take the lead in searching for the student if he or she is reported missing.

#### PROTECTING AND SUPPORTING STUDENTS AT RISK

Once a student has been identified as at risk for running, the school and the child's parents should work together to ensure that additional assessments are conducted. With the results of these assessments in hand, an IEP meeting should be convened to develop a behavior plan and goals and determine the human and environmental supports needed to protect the child and help the child learn appropriate behaviors. Relevant information about the student's behaviors, triggers and method of communication (if nonverbal) should be detailed in the IEP. Debriefing and assessing after an incident can be particularly helpful to identify triggers and look for ways to prevent situations from occurring in the future.

School administrators should take steps to ensure that a child who is a known runner is always accompanied by a staff member who knows and understands their behavior, including during the lunch period and transitions between rooms. These children should never be left unsupervised.

Schools can also discreetly provide school safety agents with photos of students who have been identified as runners, so they can recognize those students in the hallways before they attempt to leave the building. This measure can only be used with the full consent of the parent or guardian and within Family Educational Rights and Privacy Act (FERPA) guidelines.

Paraprofessionals play a key role in supporting students who may wander or run off. First and foremost, they work to ensure that the child is safe by keeping an eye on them. Consistent with the child's IEP goals, paraprofessionals also assist in teaching replacement behaviors and help the student become as self-sufficient as possible.

Educators can teach these children about the dangers of running through "social stories" and strategies like those employed in the "walk with me" program, which teaches instructions like "walk with me" and "stop" and progressively introduces stimuli and distracters. The school and the parent work with the student in using these strategies in different environments. Educators and parents can set goals for students and conduct periodic reviews to see how well the student is doing.

One helpful tool being used by schools participating in the Institute for Understanding Behavior initiative is called the Individual Crisis Management Plan. Schools develop these plans for their students by analyzing their high-risk behaviors, identifying the triggers and other contributing factors for those behaviors, and then helping the students develop coping skills to minimize those behaviors.

### **TRAINING**

Elopement is typically precipitated by a desire to get something, such as access or proximity to something that the child finds interesting or stimulating, or to avoid something, such as a task that the child cannot do or finds difficult or a stimulus such as a loud alarm or yelling that the child finds undesirable.

Every staff member in a school building, from custodians to kitchen staff, should be trained in what behaviors to watch for in children at risk of running and how to intervene when necessary. They must also receive training in the behaviors of students with autism and how certain actions on their part could escalate a situation, trigger extreme fear or anxiety in a child, or prompt a child to run off.

Staff members also need training in what to do when they see any child unsupervised and near an exit. The school-based support team is an important resource in that regard. One particular worry among some District 75 teachers is that their students "tailgate" behind other students who are walking around – or out of – a school building. Everyone needs to be on the lookout for that type of behavior. School doors and gates must be monitored and kept closed at all times.

### **PROPER STAFFING & SCHEDULING**

Summer gives us an opportunity to reassess staffing and scheduling in our schools. Schools must take steps to ensure that at-risk students are supervised during peak stress times – arrival at school, lunch, trips to and from the cafeteria, transitioning from room to room in the building, and at dismissal. Paraprofessionals assigned to provide one-to-one support for a child at risk of running

off are particularly important. Many schools use staff members to guard exit doors in large gathering spaces such as cafeterias and auditoriums.

Summer is also an opportunity to reassess the number of school safety agents at a school and to redeploy or bring in new agents as necessary. A school could also consider creating a building-response team. Members of the team would walk the halls throughout the day and respond immediately when an incident occurs.

### **USE OF VOLUNTARY IDENTIFICATION TOOLS AND TRACKING DEVICES**

Many District 75 schools have already put in place strategies to keep track of students who are prone to running. Some schools have explored discreet measures for identifying these students, much in the same way they identify students who are diabetic or have severe peanut allergies. For example, some schools have a tag that clips onto a student's shoelaces. Schools should discuss the various options with parents.

Parents and caregivers also have the option of using tracking technology for students who may run. U.S. Sen. Charles Schumer has advocated using federal grant funding to pay for ID bracelets that include GPS technology or emit radio frequencies that would allow law enforcement to locate the children in the event they wander off, similar to the devices used with people who have Alzheimer's disease.

#### **TARGETED USE OF ALARMS AND CAMERAS**

Many of our members also support using alarms on doors and surveillance cameras in the halls as part of a larger comprehensive safety plan, but not as a stand-alone mechanism without tailoring to each school building.

If used correctly, alarms and cameras can be important tools. But alarms must be part of a comprehensive system of monitoring throughout the day, ideally with a surveillance camera system that is integrated with the access control system.

Alarms need to be monitored to ensure that every alarm that sounds triggers a response. As we all know, an alarm can't prevent a student from opening a door and leaving a building; it can only tell you when someone has left. (Alarms also need to be monitored by cameras to deter tampering.) If a student has managed to leave a school, a quick response to the alarm and immediate information on the location of the alarm are essential. Similarly, surveillance cameras can help schools respond quickly if a student is seen to be leaving a building, but only if those cameras are monitored at all times.

It may make the most sense for security agents to have the primary responsibility for monitoring alarms and cameras, possibly with aides or even parent volunteers playing a supporting role. Ideally, the central station would allow for remote monitoring as a backup to in-person monitoring Key people in each school would need to have access to the technology. Rapid communication among school employees in the event of an incident is also essential. To facilitate that, many schools have strategically placed radios and walkie-talkies in classrooms and with certain school personnel in case of emergency.

Alarms or other passive security systems that aren't wired to a central monitoring system are neither practical nor effective. That's one of the lessons our school system learned in the early 1990s when the Department of Education experimented with door alarms in response to a series

school shootings and stabbings. A public outcry led to putting alarms on many high school doors. This program fell victim to hardware malfunctions and vandalism, resulting in many false alarms to the NYPD and FDNY. This problem of constantly ringing alarms became more disruptive than helpful.

Since many of our school buildings are old, environmental protocols also require the School Construction Authority to probe walls for asbestos and lead before they can be drilled into; remediation may be necessary. Staff who will be using the technology must be trained and scheduled so that someone is always monitoring the feeds. Funding and personnel must be in place to maintain and repair the technology. Some school districts outside of NYC even contract out to security companies that offer video and alarm monitoring management services.

There needs to be a more thoughtful analysis of how security systems can best protect the safety of our students while they are at school. The proposed five-year capital plan includes \$100 million for safety and security enhancements that include network-based video surveillance, ID-card access control and radio communication. This funding offers an opportunity to look more closely at these issues, particularly in buildings with District 75 students.

It's also worth noting that since a loud sound such as an alarm, a siren or even a large crowd can be a 'trigger' that causes a child with autism to panic and flee, schools may need to consider nontraditional approaches to an alarm system. For example, if a child with autism has an extreme reaction to loud bells or buzzers, the autism advocacy community strongly supports replacing those alarms with another manner of notification, such as a silent alarm or systems that text teachers and staff. The autism advocacy community also says that visual supports such as a large red STOP sign on a door can be an effective method of stopping a student.

#### REQUIRE DOE & NYPD TO DEVELOP SCHOOL-SPECIFIC PROTOCOLS

School-specific protocols should be developed and reviewed annually by the city Department of Education, the NYPD and the School Leadership Team, which includes the principal, parents, teachers and, for some schools, students. At that time, a decision can be made about what type of security measures should be installed, taking into consideration the physical layout of the building, whether it is a co-located school, and the needs of that particular school's student body and other factors. For campuses that house multiple co-located schools, the School Leadership Team of each school should be involved in this process. The review of and training in these protocols for school staff is best done each year before students arrive in the fall.

Schools and their local precincts should hold regular safety and security meetings and establish working relationships. Doing so would create opportunities to develop response and information-sharing protocols involving law enforcement and the school.

We also believe that the DOE should review its missing student protocols once a year. Updates should be made as needed, and the latest information should be passed along to every school. A yearly review would also provide the DOE with an opportunity to identify and circulate examples of effective models and best practices. For example, many schools have learned that running after a student can escalate a situation and instead have created protocols to fan out, follow and close in by using walkie-talkies to relay locations, lock doors and block stairwells to prevent a student from leaving the building.

#### MODIFYING BUILDING LAYOUTS & DESIGN

Every school building presents its own unique challenges. Some buildings empty into fenced-in courtyards and enclosed play spaces, while others empty right onto heavily trafficked streets. What's more, some school interiors are designed to funnel students into main hallways and big foyers that feature several sets of doors, while others feature narrow and winding hallways that are hard to monitor and that exit right onto the sidewalk outside.

When it comes to planning new school buildings, consideration should be given to creating architectural barriers, both inside and out, to prevent students from leaving campus unattended. While not violating building codes and laws, these barriers can make it difficult for children to leave a school without being noticed.

Architectural barriers can also be added to existing buildings wherever possible. Schools typically have many vulnerable areas that make it easy to for students to hide, including stairwells, blind hallways and rooms such as auditoriums that typically have egress doors. A school's school safety committees and School Leadership Team should conduct regular walk-throughs to reevaluate and find solutions for site-specific issues.

The DOE and the School Construction Authority should consider a pilot program in a few school buildings with District 75 students to assess if cost-effective modifications consistent with building and fire codes could be made that would make it more difficult for students to run off. These are tough issues with the other safety concerns in a school that the building's design must accommodate. Making changes to existing buildings is, of course, challenging, but the design for new school buildings should immediately explore these issues.

#### **ADDITIONAL THOUGHTS**

There are many moving parts in any school system, but particularly in a system as large as ours. That means individual schools can't do this important work without help and support from all of us. A comprehensive student safety plan hinges on consistent policies, procedures and protocols from the city DOE. At the school level, for the plan to be effective, everyone in a school building as well as parents and law enforcement should be informed and engaged.

The UFT looks forward to working with Speaker Viverito, Council Member Dromm, Council Member Cornegy and the bill's other sponsors as a partner in ensuring that our students are kept safe at all times. Thank you again for spotlighting this critical issue.

###

### **TESTIMONY**

### **New York City Council Education Committee**

### Honorable Daniel Dromm Committee Chair



Thursday, June 12, 2014

The Council of School Supervisors and Administrators
Ernest Logan, President
Mark Cannizzaro, Executive Vice President
Randi Herman, Ed.D., 1st Vice President
40 Rector Street
New York, New York 10006
(212)823-2020

www.csa-nyc.org

Good morning, my name is John Khani, Assistant Director of Political Affairs at the Council of School Supervisors and Administrators (CSA), and on behalf of the nearly 16,000 members of CSA, I want to thank Chairman Dromm and the members of the committee for this opportunity express our thoughts on this important issue.

Before I speak another word I want to be clear: The CSA commitment to the health and safety of our students and staff is non-negotiable. Our members are directly responsible for ensuring a safe environment and we will always look closely at any attempt to improve security. As school building administrators, the security of our school fire doors both to prevent unauthorized exits and unwanted visits from unauthorized visitors is a constant challenge.

Yet, despite our best efforts and commitment nearly every school has found a door check not operating properly causing a door not to completely close or a child who has left the school without permission.

That is why CSA welcomed the amendment to Section 528 of the City Charter in 2006 which called for the installation of security cameras in New York City Public Schools. Unfortunately the 2006 amendment did not mandate cameras in every school but in locations where the chancellor deems such cameras to be appropriate.

So here we are, after eight years and the tragedy of Avonte Oquendo, too many of our schools are still in need of the security cameras, and we now looking add "Avonte's Law" to the charter. This legislation, Intro 0131-2014, would require the Department of Education to equip all exit doors with an alarm system in elementary school buildings and buildings that accommodate district 75 programs.

We are pleased this legislation includes the caveat which requires the Chancellor to consult with the Principal before deciding if the door alarms should be installed.

Clearly any legislation designed to ensure the safety and even the lives of our students and staff, is welcomed. However, before moving forward, we would like to discuss come concerns we have about the implementation of the new law.

### For example:

Most elementary schools are assigned a single School Safety Agent (SSA), so assuming the alarm is audible who will respond when it sounds? How do we ensure the SSA is able to hear and identify the location of each alarm? If and when the School Safety Agent does leave the desk, who will relieve the agent who has responded to the alarm?

Ideally the door alarms would work best as part of a comprehensive School Safety Plan. However, knowing that someone made an unauthorized departure from the school building is not enough. Cameras are needed to identify the person who exited unauthorized and allow the SSA (or whoever is monitoring the cameras) to take the next step in responding.

#### Other concerns from our members include:

- Will the classes near an exit be interrupted by loud noises or will it scare the younger students?
- Will staff be able to disarm the alarms if they are leaving and returning from an outdoor activity?
- Will there be funds available to train additional personnel to monitor the cameras?
- When implemented, will there be additional SSA's to monitor the alarms and doors?

In conclusion, we support the goals of Intro 0131-2014 but we have concerns about the implementation. Some schools have already purchased door alarms and have implemented the system before the law has been ratified and our research shows that the system can work when the School Safety Team is on the same page. Where it is working, all staff members have deputized themselves to respond. It is not enough to let Administration and School Safety to have the sole responsibility.

This cannot be another unfunded mandate that advocates for something that is good and needed but never reaches the potential of what it was designed to do because of lack of funding. An alarm to alert us to an unauthorized exit is only part of the solution. There must be cameras to document the cause of an alarm and to deter unauthorized departures and sufficient staff must be assigned and trained to make it work.

We are committed to working with the DOE to proactively insure the safety of students and staff.



## TESTIMONY FROM DARLENE BOSTON, ORGANIZER, BEDFORD-STUYVESANT CHAPTER, STUDENTSFIRSTNY, IN SUPPORT OF INTRO 0131, "AVONTE'S LAW"

My name is Darlene Boston and I'm the organizer for the Bedford-Stuyvesant chapter of StudentsFirstNY. Councilmember Cornegy, thank you so much for the opportunity to speak today. I am a constituent, the parents whom I organize are constituents, and we are all proud that you're playing a leadership role on this important issue. I'd also like to thank the other 45 sponsors of the bill.

I am here today in a number of roles. First, I'm here to represent the hundreds of Bed-Stuy parents actively involved with StudentsFirstNY, and the thousands of StudentsFirstNY parents in chapters all around the City. Our parents volunteer their time to fight for a better education for every child, and they have spoken out strongly in favor of the Audible Alarms bill. A number of them joined me this morning on the steps and they are here in the Chamber to show their support.

Our Bed-Stuy parents have seen too many children leave school through unsecured, unalarmed school doors. Tania Pierre, the President of our Bed-Stuy chapter, found her 4 year-old son on the street by his school. He had left his pre-k program and wandered out. He's a smart kid, but he's also four years old. And with the Mayor's new Pre-K plan, we're going to have many more young kids in school buildings who have never been in settings like that before. Thankfully Tania's son made it home safe, but our school safety policy shouldn't be luck. We've seen the tragedies. We must put a stop to this.

On top of being a parent organizer, I'm also a mother of three.

My youngest son Shaqueil is autistic and non-verbal. He attended PS 305. One of my biggest worries everyday was Shaqueil's safety at school. I worried that he would wander out of school and be in danger.

As the parent of an autistic child or the parent of a young child entering pre-K, one of the scariest things you can do is entrust their safety to the City of New York. But as parents we do this on a daily basis and hope for the best.

As the mom of an autistic child, and as an organizer who talks to public school parents all day, every day, I implore you to pass the Audible Alarms bill. I don't want to hope for the best, and gamble with the safety of any more precious young lives.

Adding alarms to NYC public school doors should be a no-brainer. It is the City's responsibility to protect my child when he's at school. We have seen the danger of students wandering out. We've seen tragic ends, and many more stories that could have met tragic ends. Please pass this bill to protect our kids and meet your responsibility to parents like myself.

Thank you.

My name is Kirsten Phillips. I am a former D75 classroom teacher. I am writing to you today to express my sincere gratitude that a rally is being held to equip school doors of vulnerable students with alarms. I am in full support of this movement because it has recently cost me my passion, my job and my livelihood. I wish to share my story with you to illustrate that the impact of such a change will not only preserve the safety of our most vulnerable students but also the dedicated professionals who have been given the responsibility of protecting them.

On the afternoon of January 24th, 2014! accompanied an autistic student from a downstairs cafeteria restroom where he had been **abandoned** by his paraprofessional. Although I was officially on a scheduled prep, I quickly escorted him into my classroom and closed the door behind him once he'd stepped inside. Not half an hour later, I was informed by my assistant principal that I had a "missing student". Completely in shock, I returned to my classroom to find that the student had not left the building but had been found in an adjacent classroom unattended. He had been found by another paraprofessional but before he could be returned to my classroom, my assistant principal heavily questioned those who were officially responsible for his whereabouts but no one claimed responsibility for seeing him leave the classroom. The student, being autistic, was accustomed to spending that portion of his schedule in an adjacent room. However, due to a change in the schedule on that day, that particular room was empty. The student simply followed his usual routine, went into the empty classroom and waited until he was found by another paraprofessional.

At no time was the student in any danger. At no time did he leave the floor of his present classroom. At no time did he leave the building or even approach the front door of the building.

In addition, at no time was the student's parent ever made aware of the incident.

Because none of the four adults in my classroom claimed responsibility or knowledge of the student's whereabouts, the blame fell on me. As an untenured teacher, I was given virtually no protection from the severe consequences handed to me by the superintendent. Although I appealed and pleaded my innocence, I was shown no leniency. Despite the fact that I followed protocol, because of the remarks made against me I was temporarily reassigned, isolated from my students and colleagues and finally terminated from my position. I meant no harm and did no harm.

I have been taken away from the students and job I have grown to love. I have been removed from a profession I have devoted years of hard work, time and money to and it saddens me to even write of this injustice. I have given the last five years of my life to serving students with autism and their families to the best of my professional ability and, sadly, due to the current zeitgeist of the Oquendo tragedy, my voice has no impact. The safety of our students is vital and change must be imminent! Even the most diligent of educators can miss a student slipping outside a door. This must not be allowed to happen. The district has put in place several safety measures and practiced mandatory lockdown procedures in case of emergency. These steps are to be lauded but they are clearly not enough to prevent further incidents.

6/12/14 Good morning name 15 Jonia Julias and I am mother of a 13. year old child with autism. <u> Un Dec 10, 2013</u> during a period when the din over the Armte tragedy had not died down and during a period when the tock of School Sufery protocoly were under intense Swuting, my Son eloped

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■ Long Island Center 110 Jericho Turnpike Floral Park, NY 1100 516.3.AUTISM

### Testimony before New York City Council Committee on Education

### Thursday June 12, 2014

Good morning Chairman Dromm, members of the Committee on Education, Council Members, committee staff, and guests.

My name is Pat Barrientos; I serve as the External Affairs Coordinator for Quality Services for the Autism Community, otherwise known as QSAC.

We are a New York City and Long Island based organization, founded by a group of parents, in 1978. Since then, QSAC has grown significantly and provides person-centered services to more than 1,600 children and adults with autism. We also provide support services for parents and siblings.

Earlier this year, I testified in support of a package of legislation that revolved around the issue of GPS technology, which was in response to the case of Avonte Oquendo. In that testimony, I stated that GPS technology should be used in coordination with other precautionary measures that parents and service providers have in place, coupled with valuable community-based trainings for parents and caregivers.

Requiring the Department of Education to equip all exit doors with an alarm system in all elementary school buildings and all buildings accommodating District 75 programs falls within the category of "other precautionary measures."

That is why QSAC lends its support to Council Member Cornegy's bill, Introduction 131.

The case of Avonte Oquendo, brought to light the fear that many parents of a child or adult with autism have on a daily basis- whether at home, school, a neighborhood store or a family outing - the fear of their child "eloping," otherwise known as wandering, bolting or running is very real.

According to a study conducted by the Interactive Autism Network through the Kennedy Krieger Institute, forty-nine (49%) percent of children with an autism spectrum disorder tried to run off at least once after they reached the age of four (4).

In that same study fifty-eight (58%) percent of parents stated eloping was the most stressful behavior they encountered. Further, the study also highlighted children between the ages of four (4) and seven (7) with autism were four (4) times more likely to wander away than children of the same age without autism. That number doubles to eight (8) times between the ages of seven (7) and ten (10).

When it comes to children with autism, especially in a school setting, all precautionary measures must be taken to ensure the safety of children with autism – even if that means installing an alarm system.

As an organization that has served the autism community for more than thirty-six (36) years, Introduction 131 means a great deal to the families we serve throughout New York City. Introduction 131 would provide for another layer of safety for the autism community.



■ Executive Office 253 W. 35th Street New York, NY 10001 212.4 AUTISM Administrative Office 25-09 Broadway Astoria, NY 11106 718.7.AUTISM Bronx Center1968 Eastchester RoadBronx, NY 10461718.7.AUTISM

■ Long Island Center 110 Jericho Turnpike Floral Park, NY 110t 516.3.AUTISM

Since 1978, QSAC has been trusted by families, on a daily basis, not only to provide high quality services for their loved ones, but also trusted to keep their children safe.

Community based organizations like QSAC can provide valuable insight and guidance to ensure the success of new programs that seek to assist families in protecting their loved ones. We look forward to working with Council Member Cornegy and members of this committees, as together we ensure the safety and well-being of children with autism.

Thank You.

# **OUR IMPACT**

STATISTICS FROM 2013



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7 OUT OF 12 STUDENTS IN OUR EARLY INTERVENTION CLASSROOM BEGAN TALKING.



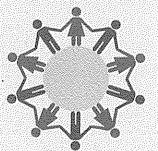
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QSAC OPENED TWO NEW RESIDENCES FOR ADULTS WITH AUTISM.



100% PRESCHOOLERS

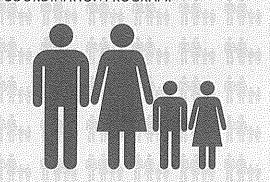
100% OF OUR PRESCHOOL STUDENTS GRADUATED WITH A WAY TO COMMUNICATE.





750+ FAMILIES

MORE THAN 750 FAMILIES WERE SUPPORTED BY OUR SERVICE COORDINATION PROGRAM.



**35%** 



35% INCREASE IN AGENCY-WIDE PROGRAM CAPACITY OVER THE PAST FIVE YEARS.

61%



61% OF OUR
PARTICIPANTS
COME FROM
LOW-INCOME
COMMUNITIES.

1,600 CHILDREN & ADULTS

QSAC PROVIDES DIRECT SERVICES TO MORE THAN 1,600 CHILDREN AND ADULTS WITH AUTISM EACH YEAR.



11% STUDENTS

11% OF STUDENTS IN OUR DAY SCHOOL TRANSITION TO A LESS-RESTRICTIVE EDUCATIONAL SETTING.

## Valerie V. Williams D75 CEC Member

### 6/12/2014 - Testimony for Avonte's Law

June 12, 2014

### Dear City Council Members:

I am Valerie V. Williams, a mother of a Special Needs child, and District 75 Citywide Educational Council Member.

This should be a NO BRAINER FOR THE ENTIRE CITY, Mayor De Blasio, and especially NYC Department of Education. The fact that this law was not unanimously passed, and that a hearing has to be conducted makes me wonder about the value of a life.

In this case not only one life, but eight lives - there have been seven District 75 children reported missing since October 2014 - and one 4 year old from General Education that just walked away from their schools. Where was the Paraprofessional supervision?

Why is this a question of finances?

At \$35,000 per student in Special Education, 189,046 Special Education Students in NYC DOE and the Special Education budget of \$ 3.4 Billion dollars (What is the problem?)

One life has been lost, and the prevention of another life being lost is in the NYC DOE's capability and in true fashion they are once again dragging their feet. NYC DOE has been labeled "The Most Racist Educational System in the Country" and now they are also going for the title of "The Most Neglect". If Avonte's law does not pass, then it will show the world that NYC DOE is not only racist, but they value money more than they do human lives.

Sincerely,

Valerie Williams
DISTRICT 75 CITYWIDE EDUCATIONAL COUNCIL MEMBER

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I represent	41 235 Street
Address:	to my 11813
Please complete t	his card and return to the Sergeant-at-Arms