

FY20 TVTP Grant Close-out Report

Bay Area Urban Areas Security Initiative (BA UASI)

Project Overview

BA UASI programs serve a 12-county geographic area with 100+ cities, numerous special districts (schools, hospitals, utilities, transit agencies), community/faith-based organizations, 2000 schools, 250 school districts, and 8 million people. Our funding streams, organizational structure, and partnerships enable our multi-discipline, multi-jurisdiction successes in building broad disaster preparedness and terrorism prevention capabilities.

During the FY20 Period of Performance, the BA UASI implemented 4 Projects funded by FY20 TVTP grants:

- **Project 1:** Training and Awareness to enhance community-based terrorism prevention capabilities for schools and houses of faith in the Bay Area
- **Project 2:** Youth Resilience/Safe School Ambassadors program implementation to reduce bullying in schools across the Bay Area
- **Project 3:** Threat Assessment and Management technology to build and strengthen intelligence and information sharing capability and empower County Offices of Education with awareness of aggregate risk factors and other data that will drive protective effort strategies
- **Project 4:** Behavioral Analysis Training to enhance the ability of schools and houses of faith to recognize the behavioral characteristics of someone about to perpetrate targeted violence

All Projects

Due to the political nature of the grant, the increasing, the growing, complex threat of targeted violence, the termination of School Resource Officer programs, and the absence of School Threat Assessment and Management Teams, a significant amount of socialization and marketing of the TVTP grant funded projects occurred.

Projects 1 & 4

For efficiency and effectiveness, the BA UASI combined Projects 1 and 4 and leveraged the DHS Community Awareness Briefing materials to develop, deliver, and evaluate 10 customized, culturally competent virtual “Targeted Violence: Community Awareness, Behavioral Analysis, and Prevention Strategies” (CAB/BA) training, and 8 Train-the-Trainer (CAB/BA TTT) courses. Registration and survey technologies were used to evaluate progress toward IMP goals and objectives which included strengthening targeted violence prevention capabilities for 55 schools and 100 houses of faith.

Project 2

The Youth Resilience/Safe School Ambassadors (SSA) training and train-the-trainer program were delivered and evaluated at 5 bay area School campuses to approximately 350 students and 50 faculty members by Community Matters, a local non-profit organization.

Project 3

The BA UASI expanded an existing student-outcomes data platform, DataZone serving 290,000 students, with county-level real-time dashboards for Behaviors of Concern, Suspensions, Expulsions, Academics, Attendance, and student mental health/wellbeing.

Key Accomplishments and Outcomes

All Projects

Projects were implemented on time and within budget. There were no public protests around this grant award. Outreach efforts, CP3, and the Research Triangle Institute (RTI) contributed to the key accomplishments, outcomes, and overall success of our program.

Using public data from the California Department of Education, the BA UASI Distribution Lists, public/on-line local and regional directories, an e-mail distribution list of over 20,000 prevention practitioners was created that included 2000 schools and 250 school districts. Targeted outreach to and assistance from FEMA IX and Bay Area Interfaith Councils increased engagement and a willingness to host our CAB/BA Train-the-Trainer programs. Outreach to statewide associations representing the occupations that would serve on multi-disciplinary threat assessment and management teams resulted in a new formal partnership with the California Association of School Counselors and informal partnerships with California Behavioral Health Officers, California Mental Health Services Authority, California School Resource Officers, California Juvenile Probation Officers, and the Northern California Association of Threat Assessment Professionals. Existing partnerships with the California Homeland Security Advisory Council, California State Threat Assessment Center, and the Northern California Regional Intelligence Center (NCRIC) were leveraged to expand engagement and sustain the program. Our DHS CP3 California representatives and grant manager guided and advised the BA UASI and partnered the BA UASI with other leaders and grantees (particularly the McCain Institute) to share knowledge, resources, and support the success of each project.

The BA UASI established the California Prevention Practitioners Network (CPPN), styled after the McCain Institute's National Prevention Practitioners Network. The BA UASI facilitated five 90-minute awareness and education virtual quarterly meetings during the period of performance, expanding and replicating the efforts of the CP3 Digital Forums and the McCain Institute. There were 400 multi jurisdiction/diverse partnership types who registered and attended (See Appendix A). Subsequent 'never-before' formal Memorandums of Understanding were established with Santa Clara and San Mateo County Offices of Education that commit to the implementation of a variety of grant funded targeted violence prevention projects resulting in cascading positive impacts on school safety and youth resilience. Meetings enhanced intelligence and information

sharing, and educated prevention practitioners on the threat picture, best practices in building and establishing threat assessment and management teams, and available prevention resources. The CPPN expanded reach and increased awareness regionally and statewide to reduce incidents of targeted violence.

Projects 1 & 4

The CAB/BA training had 600 participants representing more than 300 schools and 300 houses of faith. The CAB/BA TTT training had 207 Registrants (See Appendix B). A recording of the CAB/BA training, and all course materials were made available to all registrants.

Before training, 40% of attendees reported that they did not know and were not confident that they could identify the behavioral characteristics of persons intent on committing violence and how to report suspicious activity. After training, 100% of attendees reported that they could identify behavioral characteristics of persons intent on committing violence and how to report suspicious activity. The Terrorism Liaison Officers supported by the NCRIC continue to deliver this training in partnership with the Trainers who took the CAB/BA TTT. The NCRIC reports an increase in school and faith-based member/partner enrollment as well as school related suspicious activity reporting. Pre-training skill tests reflected an average score of 78% and, after training, scores increased to 90%. Short term outcomes reflect that immediate interventions are occurring before a threat manifests.

Project 2

The Safe School Ambassadors (SSA) program is expandable and sustainable and met all performance measurement goals. Five schools have adopted and implemented the SSA program, and 89% of Students and Adults felt confident to be Safe School Ambassadors after the training. There were over 400 reported interventions by newly trained student ambassadors across 5 schools within 3 months of completing the training. Reports of bullying by student ambassadors to teachers increased. Participating schools have an effective tool for combatting bullying and violence on campus. Schools are using SSA to prevent and mitigate suicides and youth emotional issues.

Project 3

Gaps and capabilities in Bay Area School Threat Assessment and Management capability were identified. Level 1 Threat Assessment and Management Protocols were developed by San Mateo County Office of Education and shared with all Bay Area schools and prevention practitioners. Enhanced data sharing across schools, school districts, and County Offices of Education is an outcome of this project. Dashboards provide real time aggregate metrics at the county level which did not exist previously. School Threat Assessment and Management representatives at County Offices of Education in Santa Clara, San Mateo, Napa, Mariposa, and Butte Counties are now enabled to make strategic investments in early interventions and protective actions. The newly created dashboards revealed a need for broad public health informed interventions to support thousands of justice-involved youths, youth in foster care, children living in poverty, and children experiencing homelessness.

Deliverables

All Projects

All project deliverables are final and have been shared with DHS CP3.

- Outreach/Marketing: California Prevention Practitioners Distribution List of over 20,000 stakeholders from schools, law enforcement, fire, public health/behavioral health/mental health, emergency management/homeland security, houses of faith, private sector (Should not be shared).
- Project updates, project reports, CPPN presentations identified as shareable, conference presentations, and other panel presentations (Shareable)

Projects 1 & 4

- IRB application (Should not be shared)
- Curriculum: Student Guide, Instructor Guide, Pretest, Posttest, recording of CAB/BA training (Shareable)
- Inventory of Prevention Resources and Strategies (Shareable)
- Marketing: Flyers, Eventbrite, Email Marketing Campaigns, and TVTP Website (Shareable)

Project 2

- IRB application (Should not be shared)
- Instructor Guide, Student Materials (Shareable but copyrighted/trademarked)
- Action Campaigns (Shareable)
- Non PII reports from students and teachers (Shareable)

Project 3

- Level 1 School Threat Assessment and Management Protocols (Shareable)
- County Office of Education Student Risk Factor Data Dashboards (Should not be shared)

Challenges and Lessons Learned

All Projects

Challenges

- COVID-19 had a tremendous impact on project success. Schools were overwhelmed. Teachers did not return to work. In-person training attendance was difficult to plan around and implement. Requiring proof of vaccinations and masks for in-person training caused some challenges. High no show rates for in-person training occurred despite reminders and confirmations of attendance beforehand.
- The history around this grant generated the need for socialization, trust building, and extensive outreach.
- To capture intermediate and long-term outcomes, perhaps the period of performance should be 3 years, especially when considering timelines for local government administrative processes once the grant is awarded.

- The Human Subject Research Determination and IRB processes caused significant delays. IRBs at universities and colleges were not willing to review external stakeholder projects. Additionally, the Implementation and Measurement Plans' Performance Goals and Metrics were difficult to capture anonymously thus impacting my ability to share required or requested project updates.
- Completion rates of post training skill tests were very low despite repeat follow up requests.
- The application and reporting processes were cumbersome.

Lessons Learned

- Collaborate, leverage, and support DHS CP3 staff (Hector Tejeda, Noel Lipana, Mike Brown), and other grantees. The DHS CP3 team assigned to the BA UASI stood out as “best in class” grant partners given the BA UASI’s experience with a multitude of state and federal grants
- Virtual training reaches great numbers of people but continues to be a barrier and a challenge for the most vulnerable populations who are our target audience.
- Data protection, privacy, and security remains a top priority, and many government employees have received extensive training on the subject; however, CITI training provided a new, critical, and different perspective on the subject that perhaps should be considered a required training for more DHS grant recipients working on projects with vulnerable populations.
- Diversity in grantees for future TVTP grant awards is more important than funding projects with a direct statewide impact on building TVTP capability.

Projects 1 & 4

Challenges

- Words Matter: Using the word “threat” when referring to School Threat Assessment and Management was offensive to some stakeholders as the “threat” has not been assessed yet. Other terms like behavioral assessment became more palatable. Terms like Risk Assessment and Vulnerability Assessment mean different things to schools, mental health, and security professionals. Definition of Terms or Translation of Terms between disciplines might be helpful.
- Images/Color Schemes Matter: 2020 US Violent Extremist “Mobilization Indicators” publication had imagery of terrorists that associated terrorism with people of color or from a particular culture or religion which offended some of our communities. Black and Red color schemes have a violent feel. Fear does not create sustainable behavioral change. The color schemes of the DHS CP3 CAB were used for Behavioral Analysis training which was originally Black and Red like the Mobilization Indicators publication.
- Threat Picture/Whole Community Approach: Data on Hate Crimes, Gun Violence, School Shootings, Mass Shootings, Extremism, and what is being done is not readily accessible or communicated broadly/publicly. Evolving threats or the motive behind incidents in the press are not shared with the whole community. There’s no clear threat

picture, and/or the community needs more intelligence and information sharing. Without a local threat picture, a whole community approach is difficult to inspire.

- Trust in Law Enforcement: Even with all the training, some communities believe the biggest threat facing their community is law enforcement. They refuse or hesitate to report suspicious activity to law enforcement.
- Break in the Intelligence Cycle: Termination of SRO programs at schools, turnover at fusion centers, and local law enforcement
- It was difficult to measure knowledge/skill transfer given the IRB and the fact that we moved the CAB/BA to virtual deliveries.
- It was difficult to manage no-shows of the CAB/BA TTT training given the constant COVID-19 outbreaks and surges.
- Leverage Fusion Centers and TLOs to promote and sustain all TVTP related training
- Be transparent, accountable, and communicate often.
- Communities expect the training to be localized, personalized, and culturally competent. Start with a pilot course. Listen and incorporate feedback from community leaders and experts before rolling out training.
- Bring in community leaders to open the class and/or tell a relevant story of how this training benefits the audience.
- If the audience represents non-profits, connect them to Non-Profit Security Grants and Vulnerability Assessments. if the audience represents schools, connect them to school related resources.

Project 2

Challenges

- Adults and Student, No Shows/Sick Days on the days when we scheduled training caused our goal of 6 adults per class at times to fall short.

Lessons Learned

- The surge in behaviors of concern at schools, demand, and positive feedback from this program justified the BA UASI's decision to fund an additional 25 schools with anti-bullying programming.

Project 3

Challenges

- The original innovative technology project was a great idea before COVID-19 but was based on assumptions of robust local capability and commitment that vaporized when COVID-19 hit. The BA UASI had to terminate the project and find a suitable alternative that aligned with the original project intent.

Lessons Learned

- Fail fast and communicate regularly with the DHS CP3 Grant team.
- Major gaps exist in schools while the threat/occurrence of shootings grows.

- Understanding a “public health informed approach to TVTP” changed the types of projects we fund out of our UASI grant.
- There is an immediate need for uniformity in data elements, data collection, definitions of terms, across schools/data bases to truly understand what’s happening real time.
- Politics gets in the way of unity of effort

Sustainability

All Projects

All will continue

Projects 1& 4 had a train the trainer element, and trainers and Terrorism Liaisons are delivering the training.

Project 2 had a train the trainer element, and trainers are sustaining and growing the program.

Project 3 represented the seed funding concept intended by the TVTP grant program. The effort created a data aggregation capability that did not previously exist and was outsourced to a contractor. The function is now handled within the County Office of Education and will be leveraged to review other types of risk factors and the impact of strategic investments of protective actions. The outcome of the project is a clear need to standardize “Behaviors of Concern” and threat data collection from all schools and school districts which will drive the establishment of a School Threat Assessment and Management team, protocols, and systems. The BA UASI is using FY21 UASI grants with the San Mateo County Office of Education to create a school threat assessment and management team case intake and management system that can be shared broadly with all schools.