Written Testimony of Cyndi Pitonyak, Coordinator
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Before the Senate Committee on Health, Education, Labor and Pensions
Beyond Seclusion and Restraint:
Creating Positive Learning Environments for All Students
Presented on June 28, 2012

Chairman Harkin, Ranking Member Enzi, and members of the committee, thank you for inviting me to be here as a representative of my school division, Montgomery County Public Schools. Our goal in Montgomery County is to create schools that are organized and equipped to meet the needs of all children who live in our community. This includes those children with the most significant social, emotional, and behavioral needs. For over two decades now, we have not found it necessary to use restraint or seclusion procedures to keep our schools safe, except in rare emergency situations. My testimony today will focus on fundamental factors that have been important to us in:

- Removing the need for using restraint and seclusion,
- Transitioning to positive behavior supports to address the needs of our students with the most difficult behaviors, and
- Preparing staff to successfully use positive behavior supports in their daily work with children.

A fundamental factor in **removing the need for restraint & seclusion** has been our move twenty three years ago from segregated, centrally located special education classes to serving all of our children in **inclusive regular classes in their local community schools.** This is especially important in our work with children with serious behavior needs for several reasons.

- First, serving each child in her local school means that we are working with the
  natural population of children who live in the community. Therefore, the number of
  students in any given school who have truly extensive behavior needs is very small,
  usually 1-2% of the population or less. The intensive planning and highly
  individualized supports required for success are not overwhelming because there are
  so few students who need them.
- Second, because a separate classroom is not part of our default plan and our special education and classroom teachers teach together, we spend our time talking about how to make our students successful rather than talking about where to send them. Students with and without IEPs benefit from this success-focused collaboration.
- Third, in an inclusive setting, children with problem behaviors are not surrounded by other children with problem behaviors. Typical peers who model appropriate social skills surround them instead. This healthy, natural setting is a strong positive influence on our students with problem behavior, and their peers benefit from learning first-hand how to resolve conflicts and solve social problems in the real world. The inclusive classroom setting is a positive influence on the behavior of adults as well. Restrictive interventions such as restraint or seclusion seem out of place or even shocking within the context of daily life in a regular classroom.

Another critical factor in removing the need to use restraint & seclusion has been **early behavior intervention**. When children develop behavior problems, most of the time it

begins quite early in their school careers. Problem behaviors often escalate and become even more serious over time. Initiating intensive intervention early, while children are still small, is not only easier to manage, but also has a major impact on the amount and intensity of intervention those children will require later.

- Our experience has been that when we are able to intervene and reverse a chronic negative behavior pattern in the first few years of school, usually before third grade, the chances that the student will go on to successful participation in future grades without requiring an extensive amount of support improve dramatically. This means that the student who needs a highly individualized daily routine and many special modifications to make it through the day in first grade, often actually requires no support by middle school, or is successful with relatively minimal supports that can easily be delivered through IEP or 504 Plan accommodations.
- Students sometimes transfer into Montgomery County from other school districts, where highly restrictive procedures have been used to control their behavior. These students are accustomed to being managed by others and usually have limited or sometimes no experience in a regular classroom setting. They require careful transition and a particularly high level of support.
- When we are not able to intervene until students are older, our experience has been that a higher level of ongoing support (i.e. greater commitment of staff time, increased requirement for specialized planning, intensive intervention) is often required through the last years of school to maintain students' success. Early intervention not only results in better outcomes for students, but in significant reduction in resources that are going to be needed to support those students later.

The bottom line is that school has to be first and foremost a safe place if our children are going to learn and thrive. Including students with the most significant behavior needs cannot mean that safety is compromised for anyone. In Montgomery County Public Schools, making the **transition from restrictive procedures to positive behavior supports** has meant that we must have easily accessible, evidence-based practices that prevent disruption and crises as much as possible. We must have the capacity to maintain safety and quickly restore calm when problems do occur. Having a good process for developing & implementing **individualized positive behavior support** (**PBS**) **plans** for students who need them has been essential. PBS plans are based entirely on the needs of individual students, so each one is different. However, the process for developing them must be simple and clear enough to be easily understood and implemented by a variety of teachers, administrators, and instructional assistants. (See Appendix A: *How to Develop a PBS Plan*)

- We start with forming a small support team around an individual student, composed of people who work with her every day and at least one person who is skilled in the PBS plan development process. The student's parents and the student herself (in the case of older students) are members of the team whenever possible. The team meets weekly to plan ahead, problem solve, review progress data and celebrate successes together. These regular meetings of "key players" are the vehicle for ensuring that behavior interventions for the student are relevant and effective. This commitment of time is essential in ensuring that the PBS plan is modified as needed and implemented with fidelity.
- If the student's behavior presents a safety or severe disruption risk, the team immediately develops a crisis plan. We spell out specifically what crisis level behavior looks like for this particular student, (e.g. aggression directed to self or others, talking "over" the teacher or otherwise making it impossible for instruction to

continue, leaving or roaming the classroom or school, destroying equipment). The plan includes early warning signs and steps to take to prevent a crisis. It includes who to call and exactly what to do to maintain safety and restore order if crisis level behavior does occur, as well as follow up procedures. (See Appendix B: *Crisis Plan Worksheet*). When a crisis incident occurs, we carefully document and analyze what happened in order to learn from the experience and adjust our supports for the student if necessary. (See Appendix C: *Crisis Incident Record*).

- With the team up and running and the crisis plan in place, we implement modifications to the student's daily routine, based on functional behavior assessment. (See Appendix D: How to Complete an FBA). The most important step is to help the student replace the problem behavior with a positive behavior that serves the same purpose. For example, if we discover that a student's problem behavior is driven by a need to escape the classroom, we might give the student a break card that can be placed on the desk any time and a "legal" place to go. This alternative works better for the student than the problem behavior did. It is a quicker and easier way to escape without the negative effects generated by the problem behavior. By focusing on the circumstances that drive the student to escape the classroom (in this example), and working to address those, we eliminate the need for the student to ask for special breaks, and we can withdraw the special modifications over time.
- Chronic, serious problem behaviors do not develop overnight and they are not addressed overnight. We frequently review progress data and make adjustments in our interventions. We tackle a week's worth of issues in our team meetings, and over time we can eliminate crisis behaviors and teach the student to interact positively in an integrated setting.

Skilled and knowledgeable staff is our most valuable resource, and **preparing our teachers & administrators to meet the challenges** presented by students with extensive behavioral needs requires initiative on several levels.

- First, we must make sure that the people who work directly with students every day and those who are called upon most frequently to help when problems occur, have a groundwork of basic understanding of the value of inclusion for these students, and primary principles of positive behavior support. We train all principals, assistant principals, special education teachers and instructional assistants in our emergency procedures policy and techniques for de-escalating crisis situations. Using stimulus funds over the last year, we have been able to greatly improve and expand this basic training to include counselors and classroom teachers.
- Second, we have learned that one of the primary ways our teachers develop their skills in positive behavior support is through participating on a student team. It is essential to have at least one person in each school that is highly competent in creating individual PBS plans. That person must have the leadership skills and responsibility to guide teams through the PBS plan development process. It is our responsibility as district level administrators to provide training, mentoring and technical support for those building level leaders. It is the responsibility of principals in each building to establish a flexible infrastructure that allows team members to plan and problem-solve together, and to receive any special training required to meet the needs of their student. This side-by- side, "learn while doing" approach has been essential due to the multitude of competing demands on our teachers' time.

 Third, we create easily accessible and free ways for interested and motivated staff to improve their skills. Each year we provide a menu of training opportunities open to all of our staff and interested parents.

We are far from perfect. At present, out of 881 students with IEPs, six are served in nearby private day schools to access services for their behavior needs that are not available in their schools. We keep in close contact with these students, and plan to bring two of them back next year. We have no students placed in residential settings by their IEP committees.

For the last 23 years, Montgomery County Public Schools have been safe places to learn without the use of restraint and seclusion. As the home of Virginia Tech, we are only too aware of the tragic implications that can be associated with serious and unmet social and emotional needs. We know for a fact that **positive results are not only possible**, **but also predictable when proactive positive procedures are used**. According to this year's data, 86 percent of the students for whom we developed an individual positive behavior support plan achieved very significant behavioral improvement. Of these students, the average decrease in targeted problem behavior was 81 percent. The average decrease in crisis level behavior for these students was 78 percent. Aside from the typical scrapes that occur between children in any public school setting, students with PBS plans injured no adults or children.

Restraint and seclusion may be necessary tools in the immediate urgency of an emergency situation when the alternative is serious injury, but restraint and seclusion are not teaching tools. They do not prevent crisis behavior and they do not teach positive alternatives.

The most effective way, in our experience, to establish safety in our schools is to prevent crises from occurring in the first place. The students who present emergency situations are not usually a surprise to us. We have powerful, evidence-based tools at our disposal. We can identify the circumstances that give rise to crises and modify the circumstances that are within our control. We can teach the student better ways to deal with these circumstances. We can include the student and his parents in our planning and support efforts. Most important of all, we can make sure that no child feels isolated and unwelcome at school, and that learning is not out of reach for any student. Our time, focus, and training initiatives must be about connecting with and empowering our students, not isolating and immobilizing them.

Thank you for the important work you are doing, and for the opportunity to share our story with you today. I look forward to answering any questions you may have.

## Appendix A

# How to Make a Positive Behavior Support (PBS) Plan













1.Identify

2. Establish

3. Complete

4. Create

5. Teach

6. Develop over time

Identify whether this student needs a PBS plan.	Establish the support team and address priority needs & safety issues.	3. Complete a Functional Behavior Assessment (FBA)	4. Using the "to do list" from the FBA, create prevention & response strategies.	5. Using the hypotheses generated in the FBA, teach functional replacement behaviors.	6. As the student's ability to participate develops over time, continue to monitor and gradually fade supports.
Questions to consider:  I she problem behavior serious? (IE. Presents a safety risk, serious property destruction, disruption at a level that is causing the student or others to miss significant amounts of instruction, or is causing student to be denied access to school)  I st happening across multiple settings and with multiple people? (It's not related to a particular type of activity or setting, like academic activities or classroom only.)  Are there other, less intensive interventions that might be appropriate, or that have been tried and failed? (IE. Classroom modifications, CICO, social skills training, homework club)	Conduct a record review (if this has not already been done) and construct a triangle chart to summarize personal, academic, and task or environment issues that have been part of this student's history.  Collect sociogram data and/or conduct a student interview to assess the status of the student's personal relationships in school.  Establish a support team and a regular meeting schedule.  Review the triangle chart and sociogram/student interview data together.  Determine any priority needs that this student has based on this information, and take action to begin addressing those needs. (IE. Academic weaknesses, friendships, etc.)Collect data to determine whether actions are effective.  If the student needs a crisis or safety plan, develop & implement it. Collect data on how often crises are happening.  Decide whether to move forward to the next step & continue with plan development.	□Obtain parent permission to conduct the FBA. Complete the FBA: □Select a target behavior. □Collect baseline data to determine the level at which the target behavior is currently occurring. □Collect data to identify antecedent events that reliably precede the target behavior. □Collect data to identify other factors in the student's life that may be influencing the occurrence of the target behavior. □Collect data to identify consequences that reliably follow the target behavior and may escalate or de-escalate it □Collect data to identify possible function's or "messages" of the target behavior and may escalate or □Develop hypotheses based on the data collected □ Make a "to do list" of supports to include in the plan.  See the attached page for more details on the FBA process.	Create prevention strategies for: all environments found in the FBA to be likely places for the target behavior to occur. all tasks found in the FBA to elicit the target behavior  Create strategies to address: elements of academic instruction found in the FBA to be areas of need for this student. (Note: This effort was probably initiated in step #2 if academic weaknesses were identified as a priority need.)  Create response strategies to: avoid reinforcing the target behavior when it occurs  Create strategies to generally improve this student's quality of life at school (Note: This effort was probably partially initiated at step #2 in addressing priority needs.)  Collect data using the baseline procedure from the FBA to determine whether the strategies are effective.	□Identify specific alternative behaviors that can serve as a functional replacement for the target behavior. (IE. Asking for a break instead of walking out of class.) □Develop a plan to teach the student to use those behaviors. □Be sure all staff working with the student are prepared to support the student in using the new behaviors. □Collect progress data to document whether the student is using the new behaviors and the target behavior is greatly diminished or not occurring.	Reep in mind the desired behavior that was identified as the ultimate goal in the FBA.   Gradually withdraw intensive preventive supports as the student's motivation and success in participating improves.   Continue to meet regularly as a team (although meetings may be less frequent) to monitor progress until behavior is no longer a major issue for this student and intensive supports are no longer needed.   Continue to collect progress data until that data shows that behavior is no longer a major issue for this student and intensive supports are no longer needed.   This process may take several years. Be sure to carefully document and proactively plan transitions between grade levels and to ensure an ongoing, consistent approach.

Cyndi Pitonyak, Montgomery County Public Schools, February 2011

# Appendix B

# Crisis (Safety) Plan Worksheet

Student: Grade: School: Planning Team:
Description of crisis-level behavior for this student (causes serious risk of injury or harm to student or others, causes serious property damage, or presents extreme disruption of learning environment):
Under what circumstances is crisis behavior likely to occur?
What are the behavioral precursors (early warning signs) to the crisis behavior?
What steps should we take when we see precursor behaviors to attempt to avert a crisis?
If crisis behavior does occur, what specific steps will we take to restore safety and order and eventually help the student resume his/her regular routine?
Staff supports needed to implement this plan (including back up plans in case of staff absences):
How will we track crisis incidents and determine whether or not our plan runs smoothly?

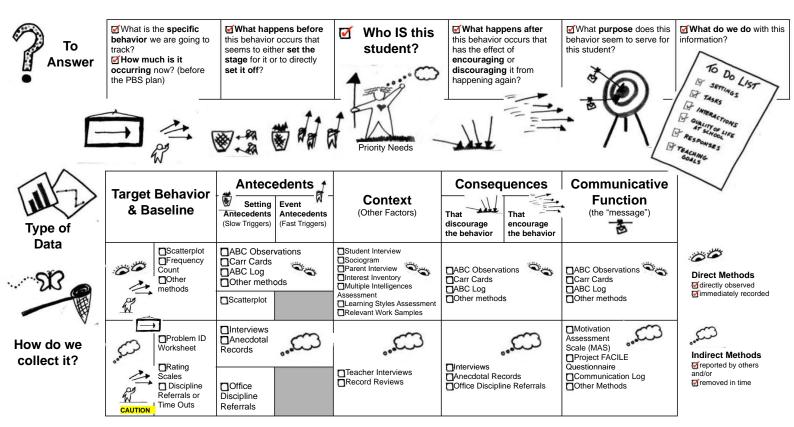
## Appendix C

## **Crisis Incident Record**

Use to document crisis incidents as described in student behavior support plan. CT should submit copy to Special Ed. Office if emergency or someone was injured.

STUDENT		Completed by:	
Wher	e incident occurred	Date/Day	Time:
Activit	y taking place		
Staff <sub>I</sub>	present at the time		
Stude	nts present at the time		
1.	Describe what happened just before	incident occurred:	
2.	Describe what the student did & what how long it lasted.	t happened through	the incident, including
3.	Describe what happened to the stude any consequences immediately appli people get excited or stay calm?)		
4.	Why do you think the incident occurre	ed?	
5.	In hindsight, how could this incident h	nave possibly been p	prevented or handled

# **How to Complete a Functional Behavior Assessment (FBA)**



Cyndi Pitonyak, Montgomery County Public Schools, February 2011

## Appendix E

# Montgomery County Public Schools Policy & Procedures Guiding Management of Student Behaviors in Emergency Situations: Use of Restraint and Seclusion\*

Developed April 2006 Updated June 2008

Philosophy: Montgomery County Public Schools is committed to valuing every student as a unique and capable partner in the education process. When there is a need to manage aggressive or violent behavior of students in emergency situations, there must be a balance between maintaining an effective and safe learning environment for children and school staff and safeguarding the rights and protections of students. This balance is reflected in our procedures for dealing with unanticipated emergency situations, as well as for planning as mandated by federal law (IDEA) for our students having disability-related problem behaviors. Students in Montgomery County Public Schools are free from the unreasonable use of physical restraint, seclusion, or any other intervention method that is not least restrictive for that student. The use of aversive interventions is not authorized, permitted or condoned in the public schools of Virginia and Montgomery County Public Schools. Corporal punishment is expressly prohibited by law.

**Purpose:** The purpose of this policy is to provide information to all persons working with children within Montgomery County Public Schools on how violent and aggressive student behaviors will be addressed – both in terms of response to emergency situations and with regard to planning for individual students to reduce the likelihood of future emergency situations. This document will provide definitions of restraint and seclusion as restrictive procedures and outline emergency circumstances under which they would be used. Also, this policy identifies students who receive on going planning to prevent emergency situations and how students are to be referred by administrators to receive such planning services. Procedures are described here for ensuring that incidents that require the use of emergency procedures are clearly documented, recorded and reported to appropriate school officials and parents.

### **Policy and Planning Procedures for Managing Student Behaviors:**

□ As required by IDEA, Behavior Support Plans (BSPs) are developed for students with significant disability-related problem behaviors. Student Individual Education Plans (IEPs) usually address the need for development of BSPs for individual students. Montgomery County Public Schools generally uses one of three different formats in development of these plans, depending on the needs of the student and the frequency and intensity of the behaviors being addressed. (See MCPS Special Education Handbook 2006-07). All BSPs are developed using a team approach, a clear definition of the behaviors being addressed, and a functional assessment of those behaviors using systematically collected information from a variety of sources. Personalized strategies to prevent problem behaviors are developed using the results of the functional behavior assessment and are spelled out in the BSP.

Specific steps staff will take to address problem behaviors when they occur and to defuse crisis situations may also be included in the plan. Descriptions of social skills, which are taught to the student as a means of replacing problem behaviors, are included as well. While the amount of detail and information included in individual BSPs will vary based on the needs of the student, all BSPs include a means for collecting data to measure effectiveness of plans and to allow for adjustment as needed.

- School administrators may also initiate development of Behavior Support Plans for students who engage in repeated or serious problem behaviors but who are not identified as having disabilities. The process used for these students is the same as that described above, using one of the three formats depending on the severity of the problem.
- □ In all emergency or crisis situations, MCPS staff initially uses the least restrictive measure possible to safely address the situation. The student should return to the learning environment as soon as possible after the behavior has been addressed.

### **Definitions:**

- "Emergency" situation is defined as one that requires a person to take immediate action to avoid serious bodily injury to a student or staff member or substantial property damage. Serious bodily injury means "a bodily injury that involves a substantial risk of death, extreme physical pain, protracted and obvious disfigurement, or protracted loss or impairment of the function of a bodily member, organ, or mental faculty".
- "Crisis" situation is defined as one in which student behavior is creating a situation which must be brought under rapid control because of risk of harm to student or others, serious property damage or extreme disruption of the learning environment.
- Physical restraint means the use of "approved physical interventions" or "hands on" holds by trained staff to prevent a student from moving his/her body to engage in a behavior that places him/herself or others at risk of physical harm. Montgomery County Public Schools staff are not trained in the use of physical restraint as part of their job responsibilities. Police assistance would be requested in emergency situations requiring this type of intervention. Physical restraint in the school setting may be used only for a period of time necessary to contain the behavior of the student so that the student no longer poses an immediate threat of causing physical injury to himself or others or causing severe property damage. Physical restraint is not used as a disciplinary procedure in Montgomery County Public Schools. It may be used only in emergency situations when other less intrusive measures have failed and there is no other way to re-establish safety. (See "Procedures....")
- □ Holding a student in order to calm or comfort that student, or holding a student's hand or arm to escort him safely from one area to another are procedures that are sometimes used by Montgomery County Public Schools staff, either to re-establish calm in crisis situations or as stipulated by a student's Behavior Support Plan. By middle and high school, as students mature and grow and physically holding or escorting a student safely becomes more difficult, alternatives to physical intervention would be addressed in student Behavior Support Plans.

- Seclusion means the confinement of a student alone in a room from which the student is physically prevented from leaving. Seclusion as defined here is an emergency procedure, and is used only for a period of time necessary to contain the behavior of the student so that the student no longer poses an immediate threat of causing physical injury to himself or others or causing severe property damage. Although an emergency procedure, no special training is required for use of seclusion.
- Exclusion means the removal of a student to a supervised area for a limited period of time during which the student is not receiving instruction and has an opportunity to re-gain self control. Time out means assisting a student to regain control by removing the student from his immediate environment to a different, open location until the student is calm or the problem behavior has subsided. Students may sometimes self-select this procedure. Exclusion and time out are measures that may be specified in crisis plans for some students. No special training is required for use of these procedures.

## **Procedures for Crisis and/or Emergency Situations:**

While it is hoped that crisis or emergency situations (as defined above) can be avoided as much as possible through the use of student Behavior Support Plans, unanticipated situations may arise which require immediate action. In these situations, MCPS staff will: **In a crisis situation** (student is at risk of causing harm to self or others or serious property destruction or interruption of instruction):

- □ Attempt to calm the student and de-escalate the situation through redirection,
- Withdraw demands,
- Re-locate the student to a private location or re-locate others to create privacy,
- Use other strategies as stipulated in the student's Behavior Support Plan (if applicable),
- □ Hold or escort the student to a private location if it can be done safely and there appear to be no non-physical alternatives.

**If the situation escalates to emergency status** (immediate action is required to prevent serious bodily injury to a student or staff member):

Staff should isolate the student by secluding him/her in a contained area, or removing others. Building administrator should call the police (School Resource Officer or DARE Officer if present in building, otherwise call 911). If necessary, building administrator should call for emergency lock down until police arrive and contain the situation.

Note: Police officers will use physical restraint or seclusion procedures to re-establish calm when other, less-intrusive measures have failed and there is no other way to establish safety in the situation. Use of these procedures will involve the use of force only as reasonable and necessary under the circumstances.

### **Follow Up Procedures for Emergency Situations:**

When the police have been called to assist in managing a student, and/or emergency physical restraint or seclusion procedures are used, the building administrator will take the following documentation steps:

### For all students:

- Inform parents of the situation and actions taken

- Inform the Superintendent of the situation and actions taken by submitting the *Incident Information Form*. This form includes documentation that parents have been informed.

## Additionally, for students with disabilities:

- Inform the Consulting Teacher in the building, who will insure that a *Crisis Incident Record* is completed by staff involved, submitted to the Special Education Office, and placed in student's confidential file.
- The building administrator will also inform the Director of Special Education through a call to the Special Education Office or Behavior Support Coordinator. The Behavior Support Coordinator will assume responsibility for convening a team to review the situation and determine steps needed to prevent emergency situations for this student in the future. If the student already has a Behavior Support Plan, the Behavior Support Coordinator will convene a meeting of the team involved in developing and monitoring it to review the plan and determine needed adjustments. If the student does not have a Behavior Support Plan, the Behavior Support Coordinator will work with the administrator to develop a team who will meet, review the situation together, and begin working on developing a BSP if indicated.
- These procedures are not intended to replace disciplinary action which is determined to be appropriate by the building administrator, but rather to provide a process for systematically addressing the behavioral needs of students and reducing the need for subsequent emergency measures.

### **Methods and Procedures for Policy Implementation**

- Building administrators and police officers serving as School Resource or DARE Officers for Montgomery County Public Schools will receive training in the requirements of this policy. This training will be repeated yearly for new personnel.
- All building administrators, special education teachers, support staff and instructional assistants in Montgomery County Public Schools will receive training in development of Behavior Support Plans for students, and in techniques for recognizing and defusing crisis situations. This training will be repeated yearly for new personnel and updated for all staff on a 3-year cycle.
- □ Training in development of Behavior Support Plans for students and techniques for recognizing and defusing crisis situations will be available to any staff as requested by building administrators.
- □ This policy statement will be made readily accessible in each school building for immediate review should incidents arise requiring the management of violent and aggressive student behaviors in emergency situations.

\*Based on IDEA Reauthorized Discipline Statute, July 2005 and Guidelines from Virginia Department of Education Office of Special Education Instructional Services November 2005.