Report of the Gubernatorial Task Force for University Campus Safety Executive Summary

Executive Order 07-77, signed by Governor Charlie Crist on April 30, 2007, established the Gubernatorial Task Force and University Campus Safety and tasked it with:

- Identifying students who pose a risk; improving information sharing among mental health and health professionals, education, and law enforcement within the parameters of applicable Federal law;
- Identifying methods of notification during emergency situations on school campuses;
- Identifying strategies for improving cross-agency communication;
- Identifying necessary improvements for training of law enforcement officials and first responders to crisis situations.

During the course of its fact-finding, the Task Force conducted six public hearings, five of which were held on university or college campuses, and heard testimony from 83 presenters who were invited or requested to speak. As a result, the Task Force has identified 63 recommendations for improvement of safety and security at Florida's institutions of higher education and has recognized 12 current "Best Practices" which should be shared within the State and throughout the nation.

Several points contained within the Task Force report are particularly important:

- Greater information sharing should take place both on campus and with local authorities, especially when a student is seen to be at risk. Organizational and legal barriers which impede the flow of necessary information must be removed. Campuses should implement programs of awareness and education relating to mental health and campus safety which target faculty, staff, students, and parents.
- Each college and university should have in place a process to foster and integrate the sharing of information between law enforcement, student affairs, residential housing, counseling center, health center, legal counsel, and other appropriate campus entities, and ensure a timely, effective, and coordinated response to students in crisis.
- Our campuses and our communities should focus more attention and resources on preventing mental health issues than simply responding to critical incidents.
- Each college and university should ensure that its law enforcement or campus security agency is well trained, well equipped, and adequately staffed to deal with critical incidents and campus emergencies.
- Each college and university should ensure that its emergency and critical incident plans are up-to-date, comprehensive, and regularly exercised. Local agencies and the State's seven Regional Domestic Security Task Forces should play a major role in the development and implementation of such plans.

Report of the Gubernatorial Task Force on University Campus Safety Recommendations

The Task Force recommends:

For Federal action

- That the United States Department of Education develop and promulgate a series of best practices for universities and colleges to use in preventing, intervening in, responding to, and recovering from crisis situations.
- That the Federal government identify new initiatives for funding college mental health efforts and expand existing programs, such as the Garrett Lee Smith Act for suicide prevention.
- That the Federal government increase its support for national initiatives in preventing underage drinking, substance abuse, suicide, bullying, domestic and dating violence, and other violent or destructive behaviors and that it include K-12 schools, colleges and universities in both its studies and its funding.
- That the U.S. Department of Justice increase the funding for its Community Oriented Policing Services (COPS) Office. The Department should give particular emphasis to funding for personnel, technology, training, and innovative community-based programs for campus law enforcement agencies and local law enforcement agencies serving a university or college population.
- That the Department of Homeland Security add a university and college critical incident scenario to its National Planning Scenario list and develop a Universal Task List and a Target Capabilities list for this scenario to guide future training.

For State Action

• That a separate Task Force for K-12 Campus Safety be established and directed to study and provide recommendations for the enhancement of safety at Florida's kindergarten, elementary, middle, and high schools.

For State University System, Division of Community Colleges, and/or Association of Independent Colleges and Universities of Florida action

- That the State University System encourage the University of Central Florida to continue to seek funding for the Emergency Campus Communications (EmergComm) Program from appropriate funding sources
- That the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida determine ways to increase the funding dedicated to campus mental health and wellness needs, including community education.
- That the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida jointly develop effective, appropriate training material for senior campus executives and Board of Trustee members that expand the capacity of each institution's top leadership to be proactive in its campus safety and security efforts.
- That the State University System examine additional funding sources for mental health and safety activities, including modifying state fee caps to fund student counseling and health initiatives and assessing a security/technology fee.
- That the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida examine the feasibility of mutual aid agreements between campuses to provide or augment mental health services.
- That the Chancellor of the State University System, in conjunction with the university and college presidents, encourage the Southern Association of Colleges and Schools to develop and include safety and security standards in their accreditation process.
- That the State University System conduct a salary survey of Florida State University System police positions to develop a pay package to be proposed to the 2008 Florida Legislature.
- That the State University System, working with the Chiefs of Police at Florida's 11 universities and with the International Association of Campus Law Enforcement Administrators, develop a standard recommending the minimum level of officers for a campus and a standard of officers per 1,000 campus population. Both standards

should be adaptable to the actual service population of the department and the geography of the campus.

- That the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida jointly develop clearly written desktop/internet reference materials and scenario-based training materials concerning mental health early warning signs and campus intervention and response procedures which can then be tailored by individual institutions for use by their faculty.
- That the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida each undertake a study of the level of student involvement in Florida colleges and universities and provide recommendations to develop supportive campus climates that will, result in strong student participation in daily activities and decisions affecting their campus life, particularly safety and security.
- That the State University System establish a legal working group to provide guidelines and best practices for the sharing of mental health information concerning at risk students. Membership should include representatives from the Division of Community Colleges, the Association of Independent Colleges and Universities of Florida, the Center for Excellence in Higher Education Law and Policy at Stetson University College of Law, and the Department of Mental Health Law and Policy at the Florida Mental Health Institute.
- That the State University System and the Division of Community Colleges each identify a statewide emergency management position with full-time responsibility for ongoing communication and coordination with their respective member institutions. Additionally, this position should develop a clearinghouse for innovative programs and best practices relating to school violence and campus safety issues.

For action by each college and university in Florida

• That each Florida college and university develop, promulgate, and market a campus-specific, multi-media awareness training program for faculty, staff, students, and parents. The program should include recognition of early warning signs of emotional crisis and methods of notification of appropriate campus authorities. Completion of this program should be required for all staff and faculty, including adjunct instructors.

- That each college and university develop a multidisciplinary crisis management team, integrating and ensuring communication between the university law enforcement or campus security agency, student affairs, residential housing, counseling center, health center, legal counsel, and any other appropriate campus entities to review individuals and incidents which indicate "at risk" behavior. The team should facilitate the sharing of information, timely and effective intervention, and a coordinated response when required.
- That, upon the addition of any emergency notification systems or devices, the individual institution undertake an extensive awareness campaign to educate the campus community about its use.
- That, upon the addition of any emergency notification systems or devices, the individual institution provide emergency notification procedures to all emergency responders in the campus and adjacent communities.
- That each college and university involve off-campus emergency response agencies in developing and exercising its emergency management and crisis response plans.
- That each college and university provide copies of its campus map, building plans, and other important emergency documents to local emergency response agencies. Such copies should be in the medium most acceptable to use by that outside agency.
- That, within legal guidelines governing health and mental health information, campus mental health centers develop a protocol for the exchange of information with local mental health providers regarding individuals who might pose a danger to themselves or others.
- That each university and college law enforcement/campus security organization develop a structured protocol for the sharing of information with their local community counterparts which would be relevant to safety and health within both the campus and local community environments.
- That the individual college and university develop and include an "Introduction to Mental Health" course as part of its undergraduate curriculum as part of its efforts to educate all members of the campus community.
- That each individual college and university implement programs to prevent underage drinking, substance abuse, suicide, bullying, domestic and dating violence, and other violent or destructive behavior.

- That the individual institutions encourage and foster the development of organized peer mental health support groups on campus.
- That each college and university conduct a critical infrastructure assessment using trained security specialists.
- That each campus incorporate traditional Crime Prevention through Environmental Design (CPTED) processes in the reconstruction and refurbishment of any campus buildings, as well as in design of all new buildings.
- That, where feasible, each campus ensure appropriate physical security devices, including surveillance cameras and card-controlled access to facilities, are in place.
- That each college and university ensure that equipment to summon assistance in case of an emergency is operational and strategically located.
- That each university or college administration, faculty senate, and student government promulgate formal statements identifying their appropriate role in campus mental health.
- That each university and college establish/expand its formal working relationship with local mental health systems and community-based organizations in order to ensure adequate support for and communication about campus mental health issues.
- That colleges and universities include responsibilities for faculty and students in their emergency operations and response plans.
- That each institution develop an awareness campaign to encourage faculty, staff, and students to become familiar with the university's emergency operations and critical incident plans and to develop a personal plan of action for response to crisis.
- That each college and university, both public and private, conduct a survey of its law enforcement/emergency radio system to ensure its functionality in the campus environment, the adequacy of its coverage throughout campus, and its operational compatibility with the radio systems and frequencies utilized by local responding agencies.
- That each Florida college and university review its emergency operations plan with its local Regional Domestic Security Task Force to ensure that it adequately and comprehensively addresses a response to critical incidents on campus, as well as larger disasters, and that

appropriate outside emergency response resources are involved in the development of such plans.

- That each Florida college and university designate a full-time emergency management director with the responsibility of development, maintenance, coordination, and exercise of the institution's emergency plans. This management position should be expected to participate in meetings and exercises conducted by the Regional Domestic Security Task Force and should be responsible for maintaining communication with emergency response agencies outside the campus.
- That each college and university create an emergency management council whose responsibilities includes a quarterly review of campus emergency plans and activities. This council should include administrators from the highest levels of the institution, as well as appropriate representatives of the faculty, staff, and student body. To be most effective, such a body should also include representation from the local emergency management agency.
- That each Florida college and university regularly exercise its emergency operations and critical incident plans through tabletop and practical exercises to test their operational completeness and their practical application.
- That each Florida college and university regularly involve its Regional Domestic Security Task Force in the review of its emergency plans and in the conduct of its exercises.
- That the leadership of each State university, community college, and private college and university ensure that appropriate campus personnel are involved in meetings, communications, and exercises of the Regional Domestic Security Task Force.
- That, as part of its emergency and critical incident planning process, each college and university develop its plans based on existing State models, including the behavioral health and medical components, and identify resources necessary and available following a critical incident or disaster.
- That the law enforcement and counseling components of each institution familiarize themselves with the resources of the Statewide Crisis Response Team and include its activation as part of the institution's emergency management and critical incident plans.

• That each institution of higher education participate in the Florida Crisis Consortium.

For action by the State's Domestic Security structure

- That Florida's Domestic Security State Working Group articulate standards for emergency notification systems and devices within 45 days of the submission of this report and provide that information to the State University System, the Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida. The Working Group should also promulgate a "best practices" guide for the use, maintenance, and frequency of testing of such systems.
- That the Domestic Security Oversight Council examine renaming the current Regional Domestic Security Task Force Education Committee as the "K-20 Safety and Security Committee" and clearly articulate its role as focusing on safety and security issues, including policies, operations, and infrastructure, within the educational community. Each Regional Task Force should clearly designate the specific roles of the K-12 and college and university members of this vital committee.
- That the Domestic Security Oversight Council develop a statewide allhazards strategy for educational institutional safety and security and require NIMS compliance on all Florida campuses. To accomplish this goal, the Council should work with the State University System, the Division of Community Colleges of the Department of Education, the Association of Independent Colleges and Universities, and each Regional Domestic Security Task Force.

For action by the Florida Criminal Justice Standards and Training Commission

- That the Florida Criminal Justice Standards and Training Commission identify Subject Matter Experts to develop learning goals and objectives on policing the campus community to be included in the minimum standards for all recruits attending the Basic Law Enforcement Program.
- That the Florida Criminal Justice Standards and Training Commission identify Subject Matter Experts to develop an Advanced or Specialized Training Program focusing specifically on those individuals employed as certified law enforcement officers on campus.

For action by campus and local law enforcement

- That all agencies charged with responding to violent events on a university or college campus train and exercise their personnel in the Active Shooter response and that each agency develop and train to a protocol which will allow the integration of the medical response with the law enforcement response.
- That all campus law enforcement and campus security agencies receive Crisis Intervention Team training and implement appropriate procedures for CIT-based responses.
- That local law enforcement agencies which provide daily or emergency support to a campus be encouraged to adopt the CIT model and jointly participate in such training.
- That the remaining universities in the State University System and any other institutions whose officers have full law enforcement authority be strongly encouraged to seek accreditation through the Commission for Florida Law Enforcement Accreditation.
- That, upon development of its accreditation standards by the International Association of Campus Law Enforcement Accreditation, all Florida campus law enforcement agencies, including those represented by the State University System, the State Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida, be encouraged to successfully complete that process.
- That each university police department develop a recruitment strategy to target potential police officers, such as those retired from other law enforcement agencies or the military, which are more likely to be retained, to fill their vacancies.

For action by the Department of Children and Families

- That the statewide strategies for improving mental health services particularly target K-12, college, and university initiatives in preventing underage drinking, substance abuse, suicide, bullying, domestic and dating violence, and other violent or destructive behavior.
- That the Department of Children and Families through its Substance Abuse and Mental Health Program develop a long-term strategy to reduce the gap in available treatment and a 2008-2009 Legislative Budget Request which continues to address the deficiencies in Florida's mental health system.

• That the Department of Children and Families, in conjunction with the Florida Substance Abuse and Mental Health Corporation and advocacy and provider organizations, expand its efforts at communicating statewide strategies to improve mental health services and substance abuse.

For action by the Florida Association of Court Clerks and Comptrollers

- That the report and recommendations of the working group led by the Florida Association of Court Clerks and Comptrollers be submitted to the Governor and Legislature for consideration.
- That this working group include at least one representative from a mental health advocacy group.

Report of the Gubernatorial Task Force on University Campus Safety Best Practices

The Task Force Report identifies a number of efforts currently underway at Florida colleges and universities which are innovative and effective and should be considered "best practices" by other institutions:

For intervention and coordination of the University's response:

- The Florida State University Crisis Management Unit (page 6)
- The Case Management Team at Rollins College (page 6)
- The Crisis Response Team at the University of Florida (page 6)

For response to a critical incident:

- The integration of emergency medical response into the Active Shooter capability of the Orange County Sheriff's Office and the Region 5 Regional Domestic Security Task Force (page 11)
- Florida's Regional Domestic Security Task Force structure (page 26)

For intervention in a mental health emergency:

• The Florida Crisis Intervention Team Coalition (page 11)

For student mental health peer support on campus:

• The Active Minds Program at the University of South Florida (page 13)

For recruitment and retention of university law enforcement officers:

• The recruitment of retired Jacksonville Sheriff's Office officers as University of North Florida Police Officers (page 16)

For physical security of campus:

- Critical infrastructure physical assessments of campus facilities conducted by the Region 7 Regional Domestic Security Task Force (page 17)
- The "blue light" emergency telephone systems in use at Florida State University and at Florida International University (page 17)

For institutional emergency planning

• The Santa Fe Community College Crisis Management Team (page 24)

For student awareness

• The emergency contacts information card provided to each incoming student at the University of Florida (page 18)