

Gubernatorial Task Force for University Campus Safety



Report on Findings and Recommendations May 24, 2007

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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 all-hazards 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)

Report of the Gubernatorial Task Force for University Campus Safety

Introduction

On April 30, 2007, Governor Charlie Crist and U.S. Health and Human Services Secretary Mike Leavitt met to discuss safety and security on university and college campuses and the actions taken in Florida following the tragedy at Virginia Polytechnic Institute and State University ("Virginia Tech"). Secretary Leavitt, accompanied by representatives of the U.S. Secretary of Education and the U. S. Attorney General, is meeting with other America governors to determine measures taken to improve security and response to crisis situations on university campuses throughout the country. Secretary Leavitt is asking each governor to provide recommendations which will be consolidated into a final report to President George W. Bush.

In response to this request and to assist Florida's colleges and universities, Governor Crist signed Executive Order 07-77, establishing the Gubernatorial Task Force for University Campus Safety, and Executive Order 07-78, establishing the organizational structure of that Task Force (Appendix A). In recognition of the expected submission date of the Federal report, Governor Crist directed that the report and recommendations be completed by May 24, 2007.

Task Force Membership

As originally established, the Task Force is composed of nine members:

- Bob Butterworth, Secretary of the Department of Children and Families, Chairman
- William H. Janes, Director of Florida's Office of Drug Control, Vice Chairman
- Mark Rosenberg, Chancellor of the State University System
- Gerald M. Bailey, Commissioner of the Florida Department of Law Enforcement
- Craig Fugate, Director of the Division of Emergency Management
- Chief David L. Perry, Florida State University Police Department
- Cynthia Rogers-Vallely, representing Attorney General Bill McCollum
- Marbely Hernandez, Student Body President, Florida International University
- Kevin Letourneau, President, Student Government Association, Florida Community College at Jacksonville

Personnel from the Department of Children and Families, the Office of Drug Control, the Florida Department of Law Enforcement, and the State University System provided staff support for the Task Force.

Task Force Charge

In Executive Order 07-77, Governor Crist specified that the Task Force was formed to "help improve communication and collaboration between education,

mental health, law enforcement, and emergency management agencies.” To carry out this responsibility, he indicated that the Task Force would “be advisory in nature and created for the following purposes”:

- 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.

Task Force Action Plan

Chairman Butterworth approved the initial action plan to guide the fact-finding and reporting by the Task Force. The action plan included:

- a review of the recent survey conducted by the Florida Department of Law Enforcement on participation of colleges and universities in Florida’s seven Regional Domestic Security Task Forces;
- a survey of all Florida colleges and universities;
- public hearings throughout Florida with community, college, and university presentations on the issues identified in the Executive Order. The Task Force provided the opportunity for public comment during each meeting.

The Task Force identified the following additional topics on which to include recommendations in this final report:

Prevention

- On-campus efforts
 - Mental health and wellness activities
 - Campus security and law enforcement policies/procedures/practices
 - Enhancement of the physical security of the educational institution
 - Recognition of the role of faculty, staff, and students in prevention and early identification of students in crisis
- Off-campus issues
 - Mental health component of Federal and State gun laws
 - Virginia Governor’s Executive Order
 - Impact of HIPAA/FERPA
 - State statutes or local ordinances
 - Local mental health system

Intervention

- Early identification of mental health risks and response
- Communication and information sharing within and between campus agencies

- Legal issues

Response

- Initial campus response to mental health issues and crisis situations
- Law enforcement response to crisis
- Community emergency response capabilities
- Interoperable communications
- Training of first responders
- Emergency notification procedures
- Integration of National Incident Command System into university/college response
- Institutional emergency planning capabilities
- Practical exercises
- Linkages to the Regional Domestic Security Task Forces

Aftermath

- Post-incident capabilities, including mass casualty planning
- Dealing with victims and families
- Community response/community recovery
- After-action review and reporting.

Task Force Meetings

The Task Force held six public meetings:

- On May 3, 2007, at Florida State University Police Department, Tallahassee
- On May 9, 2007, at Stetson University College of Law, Gulfport
- On May 11, 2007, at University of North Florida Performing Arts Center, Jacksonville
- On May 16, 2007, at Broward Community College Institute of Public Safety, Davie
- On May 18, 2007, at Florida Agricultural and Mechanical University College of Law, Orlando
- On May 23, 2007, at the State House Office Building, Reed Hall, Tallahassee

The Task Force heard presentations and testimony from 83 individuals who were invited or requested the opportunity to speak. An additional 12 citizens offered comments during the Public Comments section of the meetings. Appendices B-G reflect the formal agenda, scheduled speakers, and minutes for each of the Task Force sessions.

Additionally, the Task Force utilized two surveys to gain additional information. The first, developed and administered by the Florida Department of Law Enforcement immediately after the murders at Virginia Tech, focused on the

participation of colleges and universities in Florida's seven Regional Domestic Security Task Forces. The results of that survey are included in Appendix H.

The second survey, developed by the Task Force in conjunction with the State University System, was distributed to all State University System institutions, all community colleges, and all members of the Association of Independent Colleges and Universities of Florida. Its preliminary results and the original survey instrument are reflected in Appendix I.

Task Force Observations

In spite of the massive violence experienced at Virginia Tech, murders on college campuses are not a common event. U.S. Department of Education figures indicate that 17 murders occurred on campuses nationwide in 2001, and 23 murders occurred in 2002. Incidents of gun violence on campus are rare; one of the presenters placed the presence of firearms in 9% of violent crimes committed against college students. Repeatedly, presenters emphasized the importance of balanced recommendations by the Task Force and cautioned against overreaction at the State or national level.

It became clear during the Task Force hearings that mental illness is not a predictor of violence. Individuals with mental health disorders are more often the victims of violence than the perpetrators, and students abusing alcohol and other drugs are more likely to commit acts of violence than a student with a mental disorder. Initial reports about the tragedy at Virginia Tech have emphasized the importance of untreated mental illness increasing the likelihood of violence. The Task Force heard testimony that students with an untreated mental disorder are more likely to commit destructive acts than those receiving treatment.

It was apparent early in the presentations that a greater threat to American college students is suicide. Task Force members asked for additional information about campus suicides and emphasized the importance of providing increased resources for suicide prevention on campus and in our communities.

There is a significant stigma associated with mental illness which is very evident in the competitive world of higher education. Students must overcome this stigma in order to enter and remain in treatment. In dealing with the lessons of Virginia Tech and the overarching issue of safety on campus, our institutions must undertake a program of community education, ensuring that all members of the campus understand the fundamental issues about mental health, particularly the early warning signs of mental disorder. The benefits of this approach include reducing the fears associated with mental illness; empowering faculty, staff, and students to identify and act when early warning signs are observed; and creating an environment conducive to students entering treatment.

The discussion of allowing firearms on campus is fraught with emotion, particularly after the Virginia Tech tragedy. While some argue that Second

Amendment rights take precedence, case law has generally allowed narrowly drawn restrictions to locations where firearms may be carried. The critical issue is that students should feel safe on their campus without the need to arm themselves.

In making its recommendations, the Task Force recognized the dynamic nature of Florida's institutions of higher education, particularly those with multiple campuses. The Association of Independent Colleges and Universities of Florida, for instance, represents 28 institutions with a total of 180 campuses. Each campus is unique, and its differing needs in terms of safety and security must be met.

This Task Force recognized that program differences on Florida's campuses also generate a variety of issues and responses. Students in graduate programs, including professional schools, have stresses and needs different from those of undergraduates. Students with disabilities, who are hearing or sight impaired, or who come from different cultures have special needs, especially when the institution conducts awareness programs or when these students face crisis. Students who have separated from a college or university and seek readmission must also be considered as we seek a comprehensive approach to campus safety and security.

The Task Force heard discussions about the role the media play in sensationalizing these events. Testimony indicated that the longer the same story is played on television and appears in the other media, the more likely a "copy cat" incident will occur. Further, the media's intense, repeated reporting of an incident, coupled with the use of self-proclaimed experts, simply adds to the fear in a community following an event. While the public has a right to know what has occurred, the media's reporting must be more responsible.

The Task Force encountered many issues that impact the campus environment at all levels of education. Substance abuse, suicide, gang violence, domestic and dating violence, and bullying contribute to an environment which threatens the safety and well-being of Florida's students of all ages.

Task Force Recommendations

Charge 1: Identifying students who pose risk and improving information sharing

Positive interaction between a student "who poses a risk" and faculty, staff, and other students can be the best method for early identification and intervention. Faculty, staff, and students will frequently observe behavior that is beyond the norm. For instance, essays and term papers submitted by an affected student may contain disturbing or threatening remarks and be early indicators of a problem. Too often, however, faculty, staff, and students will not know early warning signs, are unaware of procedures for referral of students in crisis, or do not want to become involved because they fear their action will result in punitive

action by the administration or retribution against them. Additionally, they may be unsure of their evaluation of the student and hesitate to become involved.

During the course of the Task Force review, a number of colleges and universities reflected on their means to both identify students who pose a risk and ensure the sharing of information between the most critical and necessary institutional entities. Such methods seemed to fall into two areas. First, as is the case of Florida State University, a designated team of trained individuals, in this case a University police officer and a doctoral level psychology student, will respond to a specific individual or incident, conduct an evaluation, and take appropriate action, including referral for treatment or taking the student into custody.

Second, a multidisciplinary crisis management team, including members from the university police or security department, student affairs, residential housing, counseling center, legal counsel, and others, review and evaluate specific individuals and incidents on a regular basis (e.g., meetings are held every week to discuss individuals, incidents, or issues that have arisen since the last meeting) and channel the institution's coordinated response. The important point in this approach is the immediate integration of information and services through the involvement of key players from a variety of university offices. The Case Management Team at Rollins College and the Crisis Response Team at the University of Florida offer "best practice" examples of such integration of information and services on campus.

It should be noted that a person can be "at risk" for many reasons. It becomes important for colleges and universities to be able to identify and respond to both at risk students and non-students in an all-hazard context.

The Task Force recommends:

- **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 each 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.

Charge 2: Identifying methods of emergency notification

A number of colleges and universities appearing before the Task Force discussed their current methods of notification of the campus community about emergencies. These included e-mail, text messages, university websites, reverse 9-1-1 systems, and audio alerts systems, such as the use of a campus emergency siren.

The Task Force also heard from experts in emergency notification technology, including Dr. James Pearson, who has been involved in a study of emergency communications systems for Florida university and college campuses conducted by the University of Central Florida and funded by the U.S. Department of Homeland Security. A summary of the report of this group and recommendations for future action are included in Appendix J.

The UCF study provides important recommendations:

1. There are three key requirements for an alert system:
 - a. Alert as many people as possible in a normal condition. The goal is 90% of the community within five minutes.
 - b. Alert as many people as quickly as possible without power and phone system.
 - c. Constantly deliver alerts to specific groups of people in different locations.
2. There is no single design for an all-hazard alert system on a dynamic campus; each campus is unique.
3. Multiple capabilities are required for an all-hazard alert system to cope with the wide range of dynamic situations and behaviors on campus. Special attention must be given to disabled or visually or hearing impaired faculty, staff, students, or visitors.
4. No Florida college can currently effectively communicate in real time across a large section of their campus(es) in most emergency scenarios.
5. Significant new funding is needed to implement an all-hazard approach at all Florida schools.

The UCF Emergency Campus Communications (EmergComm) Program team has recommended Phase 2 of this research project, which would cost slightly more than \$1 million. If funded, this phase will ensure:

- the implementation of operational emergency response plans at all Florida’s public universities and community colleges;

- the continued build-out of emergency alert/communications capability at the 10 SUS institutions and 8 community colleges that participated in Phase 1; and
- expansion to the remaining SUS campus and community colleges that were not participants in Phase 1.

These discussions made several points about mass emergency notification systems clear to the members of the Task Force. First, our colleges and universities are being bombarded with vendors offering technological solutions to this issue, yet no clear minimum standards for acquisition or best practices for their use exist at the national or state level. Second, any effective system must be continuously available; have redundancy in communications capabilities, probably requiring the use of multiple technologies; meet the capacity requirements of any transmitting systems, such as the local telephone company; be time sensitive; and be built to handle the campus's worst-case scenario. Third, the system must take into account members of and visitors to the university community who have disabilities, are visually or hearing impaired, or for whom English is a second language. Fourth, messages sent out over the system must be clear, easily understandable, and specifically direct the actions of the recipient. Finally, local off-campus emergency responders, as well as those on campus, must be aware of the notification system.

Director Craig Fugate, Director of the Division of Emergency Management and a member of this Task Force, reminded the group of the basic tenets of an effective warning system:

- the event must be detected
- the decision to warn the public must be made
- the public must receive and understand the warning
- the public must have somewhere safe to go or some action to take
- the public must act

The Task Force recommends:

- **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 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, 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.**

Charge 3: Identifying strategies for improving cross-agency communication

Difficulties in communication occur not only on college campuses, but also between campus organizations and their local partners. Response to a critical event or a disaster on campus requires that outside responding agencies have a working knowledge of the campus geography, buildings, emergency procedures, and citizens. Failure to involve local first-response agencies can lead to failures at the time their assistance is needed most-during a crisis.

To that end, local first-response agencies, including local law enforcement, fire-rescue, and emergency management personnel should be involved in the development of the critical incident and emergency management plan for each institution. Further, each of these agencies should have access to maps of each campus and plans for each building. Any changes in the plans, geography of the campus, or building infrastructure must be immediately reported to the emergency response agencies. Finally, local agencies should be involved in any drills, tabletop, or practical exercises used to test the institution's emergency plans.

A critical element is the ongoing communication between administrators within the university and their local counterparts. When additional resources are needed or outside agency involvement in an incident is expected, colleges and universities should have formal support agreements with municipal, county, or, in the case of health services and the counseling center, private sector providers.

An institutional emergency management director should be designated and assigned the responsibility for ongoing communication with outside agencies and the development, implementation, and maintenance of an effective emergency management plan. The campus emergency management director should participate in the Regional Domestic Security Task Force to facilitate communication across agencies.

The Task Force recommends:

- **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.

Charge 4: Identifying improvements in training for first responders

Under current Florida law, sworn law enforcement officers, including those on Florida's campuses, receive a minimum of 770 hours of basic recruit training before they are allowed to perform law enforcement duties. Subsequently, they are required to receive a minimum of 40 continuing education hours (referred to as Mandatory Retraining) every four years and to qualify at least annually with their firearms. Most departments have internal training requirements related to continuing education that exceed those of the State.

Current curriculum for Florida's Basic Law Enforcement Program does not include any information about policing on a college campus. With Florida's 11 State University System institutions, 28 community colleges, and many private colleges and universities, an understanding of appropriate police responses to issues and incidents on these campuses is vital for all Florida law enforcement officers. Additionally, specialized or advanced training programs under the authority of the Florida Criminal Justice Standards and Training Commission should be offered for Florida's university law enforcement officers. Advanced training courses may be utilized for Salary Incentive Program reimbursement for attending officers.

As a result of the school shooting at Columbine High School in 1999, most law enforcement agencies adopted an "active shooter" response, which emphasized the utilization of the first officers on the scene to engage the armed individual, rather than wait for Special Weapons and Tactics (SWAT) personnel. The incident at Columbine showed that the traditional technique of initial responding officers containing the suspect while waiting for more tactically trained officers, particularly when they were drawn from multiple areas, could result in the additional loss of life.

In addition to continuing to train all law enforcement personnel - especially those who might be responding to a violent confrontation on a campus - in these tactics, agencies should develop methods by which the emergency medical response to such scenes can be integrated with the police response. This integration and coordination will allow for more expeditious triage and on-scene treatment of victims. An application of this approach is being developed by the Region 5 (Central Florida) Regional Domestic Security Task Force, in conjunction with the Orange County Sheriff's Office, and can serve as a "best practice" for other law enforcement agencies to adopt.

The Florida Crisis Intervention Team (CIT) Coalition has fostered the implementation of Crisis Intervention Teams in many of Florida's communities. CIT is an effective police response program designed for first responders who handle crisis calls involving people with mental illness, including those with co-occurring substance abuse disorders. The program emphasizes a partnership between law enforcement, the mental health and substance abuse treatment systems, mental health advocacy groups, and consumers of mental health services and their families. Florida's program is modeled after the CIT training implemented in Memphis, Tennessee, in the late 1980s. The program focuses on giving first responding officers the skills and knowledge that will allow them to intervene in situations involving people in a mental health crisis, including those with co-occurring substance abuse disorders. This training enables law enforcement to respond to these situations in a safer, more effective manner and to divert individuals needing mental health services from the criminal justice system. The CIT approach is a "best practice" already in use in a number of campus agencies, including the University of Florida, University of Central Florida, Florida International University, Pensacola Junior College, University of West Florida, University of South Florida, Florida Gulf Coast University, Florida Atlantic University, and St. Petersburg College.

The Task Force recommends:

- **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.**
- **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.**

Additional Issues: Prevention

Campus Mental Health and Wellness Activities

The Task Force heard varied testimony regarding the responsibilities of colleges and universities in providing mental health care. The costs for these services are significant, especially considering the number of counselors recommended, which is beyond the current financial capability of many of our institutions. However, the consensus suggested that colleges and universities must provide access to these services through their own counseling centers or agreements with community mental health providers. The existence of an adequately staffed and funded counseling center involved in its community is critical to the well-being of the campus and the positive environment so important to the higher education experience. Importantly, counseling staff must be actively involved in crisis intervention planning, intervention, and response. The staffing standard recommended by the International Association of Counseling Services for mental health professionals in a campus setting is no more than one counselor for each 1,500 students. During its deliberations, the Task Force identified few of Florida's colleges or universities which met this standard.

Prevention of mental illness and crisis situations should be the major focus of each university's efforts. A comprehensive campus mental health program, including efforts to prevent underage drinking, alcohol and other substance abuse, suicides, bullying, and domestic and dating violence, as well as providing for appropriate intervention, is necessary for a positive, healthy institutional climate. As with physical health, treatment services for mental illness should be available, confidential, and well known by all members of the campus.

Mutual aid agreements may be a partial solution in providing adequate mental health services, especially in times of crisis. For many years, law enforcement organizations have used the concept of mutual aid agreements to allow a response from neighboring police agencies during times of need or crisis. The formalization of such a relationship among campus mental health agencies and mental health providers would facilitate effective support during times when one institution's resources are overwhelmed.

It should also be noted that, from the information that the Task Force received, monitoring of "at risk" students is limited to those in immediate crisis. Long-term

follow-up and treatment are difficult for most institutions to maintain. Additionally, after release of the patient, coordination between off-campus Baker Act (Florida Mental Health Act) receiving facilities and campus authorities is at times poor. Reportedly, this was the case at Virginia Tech where there was inadequate follow-up after an emergency mental health evaluation.

Peer group support systems, including student-only group counseling activities, are an important component of a comprehensive campus mental health system. Students afraid of being stigmatized by their illness are frequently much more likely to interact with others suffering from similar difficulties. The Active Minds Program, active on 65 campuses in 25 states, including the University of South Florida, is one of the “best practices” worthy of review by other institutions.

The Task Force recommends:

- **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 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 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, Division of Community Colleges, and the Association of Independent Colleges and Universities of Florida examine the feasibility of mutual aid agreements between campuses and with local community resources to provide or augment mental health services.
- That the individual colleges and universities 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.

Accreditation Standards

Presenters to the Task Force discussed several accreditation processes. The first, administered on most campuses by the Southern Association of Colleges and Schools, focuses on academic issues and related administrative support. Security and safety standards currently are not subject to review by this group.

In Florida, two types of accreditation can be utilized by law enforcement agencies on campus. Both the Commission for the Accreditation of Law Enforcement Agencies (CALEA), a national accrediting body, and the Commission for Florida Law Enforcement Accreditation (CFA) have adopted standards that represent current professional law enforcement practices. The latter process is more Florida-specific and less voluminous than the standards adopted by CALEA. Currently, the University of North Florida, University of South Florida, University of Florida, and Florida State University hold CFA accreditation.

Finally, the International Association of Campus Law Enforcement Administrators (IACLEA) is developing its own process of accreditation. The standards developed by IACLEA will focus on the best practices in campus law enforcement and security. IACLEA has five pilot agencies participating in their

initial accreditation process and has already received thirteen applications from institutions seeking accreditation.

The Task Force recommends:

- **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 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.**

University Police

During each public session, the Task Force heard concerns about the recruitment, retention, and number of officers available on Florida's State University System campuses. Campus officials believe that the current average beginning salary of a University Police Officer (\$35,239, ranging from a low of \$30,109 at the University of West Florida to a high of \$40,082 at Florida International University) is not competitive with the current municipal/county police market. The exclusion of University Police Officers from proposed annual increases for other state law enforcement positions further inhibits their ability to retain seasoned personnel. The inability of our universities to maintain filled positions has led to a reduction in services and police response capabilities on some of Florida's campuses. A number of universities have also experienced a significant reduction in the community-oriented police practices for which university law enforcement is well known.

The Task Force heard a number of methods by which trained officers could be recruited into university law enforcement. At the University of North Florida, for instance, the University Police Department recruits heavily from the retired ranks of the Duval County Sheriff's Office, an agency which is not a member of the Florida Retirement System (FRS). This approach could easily be adopted as a "best practice" by other State University System agencies.

Additionally, the International Association of Chiefs of Police has generally recommended a ratio of two officers per 1,000 as a standard for municipal policing. The ratio of officers on Florida's campuses falls significantly below that standard. Currently, there is no specific standard for the number of police officers on Florida's campuses.

The Task Force recommends:

- **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 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.**
- **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 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**

Physical Security of the Educational Institution

Law enforcement has long stressed to business owners and private citizens that formal physical security assessments could identify weaknesses in facility security. Corrective actions resulting from these assessments would reduce the opportunity for crime. Crime prevention personnel on many campuses offer this service, and the Region 7 (Southeast) Regional Domestic Security Task Force has completed critical infrastructure assessments on three of the institutions within its jurisdiction.

A number of campuses have already implemented systems providing for immediate contact with the police during emergencies. Florida State University

and Florida International University, for instance, have a series of emergency telephones, each designated by a flashing blue light. Other campuses have installed emergency alarms in classrooms and other critical locations.

As the Task Force discussed efforts which could be taken to prevent the occurrence of a violent act, it became apparent that the physical environment of an institution of higher education also contributed to campus crime. Crime prevention experts have held that improved lighting; “target hardening” of buildings, parking lots, and other facilities; surveillance cameras; card-controlled access to buildings; and the design of sidewalks and roadways could help reduce crime. Many campuses use this approach of “Crime Prevention through Environment Design,” and it should be the standard in planning, architecture, and facility design.

The Task Force recommends:

- **That each college and university conduct a critical infrastructure assessment using trained security specialists.**
- **That each college and university 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 college and university 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.**

The Role of Faculty, Staff, and Students

Too frequently, members of the campus and surrounding community fail to accept their responsibility for the welfare of others. This is especially true if the situation involves mental health and violence. Each campus must define and emphasize the appropriate roles for faculty, staff, and students.

The Task Force heard recurring testimony that faculty were focused on the academic and research nature of their jobs, to the exclusion of other responsibilities. At the same time, however, they have a critical role in developing students, enhancing the value of the college experience, and recognizing the early warning symptoms that have become evident in students having difficulties with the stresses of college life.

Many presenters emphasized the role students have in mental health prevention and treatment. They are in the classrooms, residence halls, and fraternities and sororities and are best able to observe students in distress. With proper education, they can provide a timely intervention, to include making a referral to proper resources. Engaging students in mental health prevention and intervention provides a unique challenge. Students must not feel threatened if they report a student “at risk.” Student information must also be conveyed to the campus crisis intervention team where decisions regarding a coordinated university response can be made.

The Task Force cannot emphasize too strongly that students often know when a situation on campus is dangerous. They may hesitate to act because they are unaware of procedures to report a dangerous situation or they are concerned about retribution to themselves or to the person causing the concern. Testimony reinforced the important role that students have in safety and security. They are making a major investment in their education; they are major stakeholders on our campuses. Their understanding of procedures to protect themselves and other is paramount to campus safety and security; as a “best practice” noted by the Task Force, the University of Florida distributes a wallet sized card containing emergency numbers, including a number for rumor control during emergencies, and websites to all incoming students. If the campus is positive and supportive, students will come forward to help themselves and other students. If it is not, students will withdraw and remain uninvolved.

The success of a campus early-warning system rests upon several factors. First, faculty, staff, and students must be educated about mental health issues, resources available, and the specifics of making a referral. The process must ensure that students are not over-referred because they are having a “bad day.” Success will rely upon an active and aggressive marketing approach aimed at all elements of campus society.

Second, those faculty, staff, and students who become involved in prevention, early identification, and intervention, must have confidence in the system. They must believe the system will offer necessary and professional assistance, that the information of all involved is appropriately confidential, and that the action taken by the university will not be punitive against the concerned student. At the same time, the faculty, staff, and students should receive appropriate feedback on the results of their referral.

The Task Force recommends:

- **That each university or college administration, faculty senate, and student government promulgate formal statements identifying their appropriate role in campus mental health.**
- **That the State University System and the Division of Community Colleges 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.**

Florida's Gun Laws

Shortly before the murders at Virginia Tech, Cho Seung-Hui purchased a firearm from a registered firearms dealer in Virginia, showing appropriate identification in the process. Information developed after the murders indicated that Cho had exhibited a pattern of disturbed behavior and had, in fact, been ordered by a county magistrate to undergo a mental evaluation in December 2005. On April 30, 2007, Virginia Governor Timothy M. Kaine issued an Executive Order to close an apparent loophole in Virginia law and include both inpatient and outpatient involuntary admissions to a facility as disqualifiers for the purchase of a firearm in Virginia. Consequently, as part of its work, the Task Force on University Campus Safety examined Florida's current firearms law for any needed enhancements.

In Florida, upon receiving the request for approval to transfer a firearm from a federally licensed firearms dealer, the Florida Department of Law Enforcement (FDLE) is responsible for checking appropriate Federal and state databases, including the National Crime Information Center, Florida Crime Information Center, and the FBI National Instant Check System, to determine the eligibility of the buyer. Reasons for non-approval include:

- Felony conviction
- Criminal felon registrant
- Active warrant
- Adjudication withheld on a felony (or misdemeanor domestic and dating violence charge), and three years have not elapsed since the completion date of any court provisions
- Illegal alien status
- Domestic or repeat violence injunction where the subject was notified of the hearing
- Unresolved felony arrest or unresolved pending felony prosecution
- Conviction of a misdemeanor crime of domestic and dating violence
- Adjudicated as mentally defective or committed to a mental institution by a court of law.

It is important to note that Florida law requires the existence of a judicial finding of “mentally defective” or an involuntary commitment order, including commitment for mental defectiveness, mental illness, or substance abuse, to preclude a purchaser from buying a firearm from a licensed dealer. The Mental Competence Database was established on February 1, 2006, to allow FDLE to assess the judicial finding criteria for non-approval. The Clerk of Court is responsible for submitting information acquired from judicial mental health orders to this database within 30 days from the adjudication or commitment. Under Florida law, the distinction between “inpatient” and “outpatient” is not an issue as long as there is a judicial determination.

Under Section 790.065, F.S., Federally licensed gun dealers must call FDLE for approval before transferring a firearm. Private individuals who do not possess a Federal firearms dealer license are not required to conduct a criminal or mental health records check before selling a firearm.

During its public sessions, the Task Force received presentations from both the Florida Department of Law Enforcement and the Florida Association of Court Clerks and Comptrollers. Additionally, a speaker during the public session at the University of North Florida called for allowing concealed weapon permit holders to carry a concealed handgun on Florida’s college campuses.

The Florida Association of Court Clerks and Comptrollers has indicated that the demographic information received from the courts is sometimes incomplete. Without a fingerprint-based identification system, positive identification of the specific individual during the FDLE records check is not possible. To that end, FACCC, in conjunction with FDLE, is establishing a working group to: 1) examine State law to ensure that it encompasses all Federal disqualifiers on mental health issues and that no gaps exist; and 2) ensure that the law enables the clerks to collect and maintain all necessary demographic information to allow FDLE to correctly identify those who are prohibited from purchasing firearms. In addition to FACCC and FDLE, this working group will include representatives of the Florida Prosecuting Attorneys Association, Florida Public Defenders Association, judiciary, National Rifle Association, and the Office of State Courts Administrator.

The Task Force recommends:

- **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.**

Impact of HIPAA/FERPA

As part of its review of information sharing practices within the institutions of higher education in the State, the Task Force received testimony regarding two Federal laws: the Health Insurance Portability and Accountability Act of 1996 (HIPAA), which governs the use and disclosure of private health information, and the Family Education Rights and Privacy Act of 1974 (FERPA, also known as the Buckley Amendment), which protects the privacy of student educational records. The Task Force heard a variety of interpretations regarding the impact of these laws on the exchange of information when dealing with “at risk” students.

Currently, there are conflicting interpretations of these privacy laws. As a result, definitive interpretations of these laws should be provided by the appropriate Federal agencies in order to facilitate timely sharing of information during a potential crisis situation.

The Task Force noted, however, that those most closely involved in the fields of mental health law and higher education law held that the disclosure of a student’s records without his or her consent is not prohibited “in connection with a health or safety emergency...if knowledge of the information is necessary to protect the health or safety of the student or other individuals.” Additionally, it was suggested that HIPAA regulations may not apply to all student health records. For a detailed discussion of these issues, please see “Legal Issues for Campus Administrators, Faculty, and Staff,” by Dean Darby Dickerson, in College Student Mental Health, edited by Sherry A. Benton and Stephen L. Benton (Washington, DC: NASPA, 2006). Dean Dickerson appeared before the Task Force at its meeting at Stetson University College of Law.

The Task Force recommends:

- **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.**

Support of the Local Mental Health System

During the course of its work, the Task Force heard from representatives of a number of non-campus mental health groups, including the National Alliance for Mental Illness and the Florida Council for Community Mental Health. Each stressed a number of key issues, including the need for increased community support for Florida’s college students. The age of those in college coincides with the average age for onset for serious mental illnesses. Additionally, more students are entering college already having a diagnosis of a serious mental

illness and requiring a treatment plan. These mental health experts and advocates have suggested that untreated mental illness is Florida's #1 public health crisis.

The Task Force reviewed information that spoke to the lack of financial support for Florida's efforts at mental health. According to the data received, of all states, Florida ranks:

- 48th in per capita mental health spending
- 47th in Medicaid spending per child beneficiary
- 43rd in Medicaid spending per adult beneficiary

The Task Force has also noted difficulties in student access to outside mental health resources. For example, there is usually a delay in receiving services because demand for services remains high, and available mental health practitioners are not able to handle the workload. To further complicate the matter, it is difficult for students without insurance to receive needed mental health services in the community.

The Task Force recommends:

- **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.**
- **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.**

Additional Issues: Intervention

The additional issues concerning intervention raised in the initial Task Force discussion have been addressed earlier in this report.

Additional Issues: Response

Response to Crisis

In spite of an institution's best efforts at prevention and intervention, a critical incident or disaster may strike. It is therefore absolutely essential that all members of the campus community understand their role and responsibilities

during a crisis. While this role rests primarily with the institution and emergency response agencies, it is imperative that faculty, staff, and students recognize the potential for an incident to occur and consider their own response to critical incidents on campus.

The Task Force recommends:

- **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 critical incident plans and to develop a personal plan of action for response to crisis.**

Interoperable Communications

Since the communications difficulties experienced by emergency personnel on September 11, 2001, America's first responders have been sensitive to developing communications systems which allow communication between multiple responding agencies. In order to ensure the safety of Florida's campuses and first responders, it is critical that campus emergency personnel are able to communicate with responding personnel from off-campus agencies. One State university police official noted that the State Law Enforcement Radio System (SLERS) equipment carried by his personnel had limited capabilities within university buildings and could not communicate with off-campus agencies; consequently, his personnel carried other radios equipped with the channels of outside agencies.

The Task Force recommends:

- **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.**

Institutional Planning Capabilities and Practical Exercises

Most campus presenting to the Task Force indicated that they had emergency plans in place. Most of these plans, however, focused on natural or larger disasters rather than critical incidents such as crimes of violence. Comprehensive university and college plans should now emphasize all hazards, including incidents of violence and terrorism. As these critical incident plans are developed and rehearsed by colleges and universities, local first responders should be involved. Details about the sequencing of outside resources, areas of responsibility, and interoperable communication must be addressed. The Crisis Management Team document provided to the Task Force by Santa Fe

Community College reflects such a comprehensive approach and is considered a “best practice.”

In developing an institution’s emergency operations or crisis response plan, it is important to recognize that the planning for these events can necessarily become a full-time job. Campus administrators to whom the title “Emergency Management Director” is added to myriad other duties will find it difficult to give this critical position the attention it requires. All campuses must recognize the importance of these duties and assign an individual whose sole job should be the development, maintenance, communication and coordination, with both on-campus and off-campus entities, of these plans. The full-time campus emergency staff member will be responsible for synchronizing communications and plans as well as re-shaping campus attitudes toward emergencies and crisis response.

During its first meeting, the Task Force received a presentation on the State University System’s Emergency Management Task Force (EMTF). In a report submitted to Chancellor Mark Rosenberg on January 19, 2007, the EMTF recommended that the State University System and its Board of Governors should:

- Ensure adequate funding for disaster recovery
- Establish an Emergency Management Trust Fund
- Fund a 100% permanent position of Director of Emergency Management/Homeland Security at each of the 11 institutions and at the Board of Governors
- Establish appropriate resources for off-site information technology management/data centers for back up of mission critical data
- Establish a SUS working group to assure ongoing coordinated pandemic and emergency preparedness planning

The use of practical exercises to “test” an emergency response plan can be problematic for some campuses, especially where the primary student population is made up of commuters. Many of the Task Force presenters expressed concern about the inconvenience caused to faculty and students. Such exercises, however, are absolutely necessary to assure that plans will work when a crisis occurs. Conducting exercises or rehearsals in a campus setting requires creativity to minimize the disruption of campus life. Reduced-scale exercises in select parts of the campus can be used to exercise plans, gain valuable lessons learned, and ensure understanding of the plans and procedures. As is the case in the development of an emergency plan, it is equally critical that such plans be exercised with responsible campus agencies and outside emergency management and public safety entities.

The Task Force recommends:

- **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.

- 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.
- 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 include 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.**

Linkages to the Regional Domestic Security Task Forces

Immediately after September 11, 2001, in an effort to better prepare for the potential of terrorist attacks, Florida implemented a system of Regional Domestic Security Task Forces (RDSTFs), guided by a Statewide Domestic Security Oversight Board and acting under the authority of the FDLE Commissioner as the State Domestic Security Advisor. Based upon geographic regions of both FDLE and the Division of Emergency Management, the RDSTFs are responsible for coordinating resources representing a number of disciplines which might be involved in preparing for or responding to a terrorist incident, including law enforcement, fire/rescue, emergency management, education (schools/colleges/universities), private sector businesses, and public information/media. These RDSTFs allow for significant interaction and information sharing between the various entities charged with handling major disasters and, through the use of ongoing field and tabletop exercises, regularly test their knowledge, abilities, equipment, interoperable communications, and technology before a crisis occurs. As a result of the successes of this approach over the last several years, the RDSTFs are now viewed as Florida's all-hazard preparation/response/recovery framework.

During presentations before the Task Force and as reflected in the FDLE survey, it became apparent that there is varying participation by the State's colleges and universities in the RDSTFs and that there is some confusion about their appropriate role (i.e., whether their focus as the Education Committee is on training issues or on coordination of operational issues relating to campuses). Major universities, with a formal law enforcement presence on their campus, were more likely to be involved in the activities of the RDSTFs than smaller community colleges and private institutions.

The Task Force recommends:

- **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 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.

Integration of National Incident Management System

Central to the success of these RDSTFs has been the statewide use of the National Incident Management System (NIMS) and its Incident Command System (ICS), a model of crisis response which allows for a standardization of duties, chain of command, and coordination of resources. The implementation of such a model reduces some of the confusion and disorganization which accompanies a crisis and makes the integration of resources from a variety of responding agencies easier, more professional, and more timely.

The Task Force recommends:

- **That the Domestic Security Oversight Council develop a statewide all-hazards 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.**

Other Issues: Aftermath

Post Incident Capabilities

In its early discussions, the Task Force saw the issue of a campus critical incident as a four fold process: prevention, intervention, response, and aftermath. In the latter category, colleges and universities need to be aware of and have access to post-incident support. As evidenced at Virginia Tech and at other incidents of mass injuries and fatalities, local emergency medical, hospital, behavioral health, and medical examiner resources can become quickly overwhelmed by the volume of care needed. The large scale nature of a crime scene spread over a campus or with multiple sites in a building can easily stretch the investigative and crime scene resources of a campus law enforcement agency.

As part of its emergency management process, Florida has already prepared for such eventualities. The Domestic Security Oversight Board, through its catastrophic health response planning efforts, has already provided an analysis of hospital and emergency response capabilities and has plans in place which can be readily implemented. The State has also developed a Disaster Behavior Health Plan which can serve as a model for the plans of individual institutions. Similarly, existing law enforcement relationships, mutual aid agreements, and the investigative and forensic resources of the Florida Department of Law Enforcement and a number of Federal agencies offer support to their campus counterparts.

The Task Force recommends:

- **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.**

Dealing with Victims and Families

A campus tragedy has a major emotional impact, not only on the victims and their families, but also on the community itself. Emotional crises are typical in such events, and even those professionals closest to the tragedy and who we expect to provide consolation and assistance to direct and indirect victims are often emotionally incapacitated and not able to do the most effective job.

The State of Florida has resources available to both assist victims and participate in the recovery of the community following a major tragedy. As the Task Force heard, the Statewide Crisis Response Team, coordinated through the Office of the Attorney General, has over 1,000 trained crisis responders statewide available to assist during crises and also capable of advising communities on the long-term impact of such events.

The Task Force recommends:

- **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.**

Future Actions

By the nature of its charge and the time constraints placed upon its deliberations, the Task Force has focused its efforts on Florida's colleges and universities. It must be noted, however, that the concerns addressed here are just as real, timely, and deserving of attention in Florida's K-12 system. A review group similar to this Task Force should be devoted to this younger school population in the immediate future.

The Task Force recommends:

- **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.**

STATE OF FLORIDA

OFFICE OF THE GOVERNOR

EXECUTIVE ORDER NUMBER 07-77

(Establishing Gubernatorial Task Force for University Campus Safety)

WHEREAS, a horrific tragedy unfolded on April 16, 2007, on the campus of the Virginia Polytechnic Institute and State University ("Virginia Tech") in Blacksburg, Virginia, when a young man opened fire on the campus, shooting and killing 32 people and wounding many more before committing suicide;

WHEREAS, I met today with Mike Leavitt, United States Secretary of Department of Health and Human Services to discuss Florida's actions taken in the aftermath of the tragedy at Virginia Tech;

WHEREAS, the President of the United States has tasked Secretary Leavitt, the United States Attorney General, and the United States Secretary of Education with the goal of meeting with Governors across the United States in order to report back to the White House on measures taken to improve security and response to crisis situations on university campuses;

NOW, THEREFORE, I, CHARLIE CRIST, as Governor of Florida, in obedience to my solemn constitutional duty to take care that the laws be faithfully executed, and pursuant to the Constitution and laws of the State of Florida, do hereby promulgate the following Executive Order, to take immediate effect:

Section 1.

A. There is hereby created the Gubernatorial Task Force for University Campus Safety ("Task Force"), formed to help improve communication and collaboration between education, mental health, law enforcement, and emergency management agencies;

B. The Task Force shall be advisory in nature and is created for the following purposes:

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

Section 2.

The Task Force shall provide a report to the Governor by May 24, 2007 setting forth its recommendations.



IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Florida to be affixed, at Tallahassee, the Capitol, this 30th day of April, 2007.

A handwritten signature in black ink, appearing to read "Charlie Crist".

GOVERNOR

ATTEST:


SECRETARY OF STATE

FILED

2007 APR 30 PM 3:43

DEPARTMENT OF STATE
TALLAHASSEE, FLORIDA

STATE OF FLORIDA

OFFICE OF THE GOVERNOR

EXECUTIVE ORDER NUMBER 07-78

(Establishing Structure of Gubernatorial Task Force for University Campus Safety)

WHEREAS, a horrific tragedy unfolded on April 16, 2007, on the campus of the Virginia Polytechnic Institute and State University (“Virginia Tech”) in Blacksburg, Virginia; and

WHEREAS, I met today with Mike Leavitt, United States Secretary of Department of Health and Human Services to discuss Florida’s actions taken in the aftermath of the tragedy at Virginia Tech; and

WHEREAS, by Executive Order 07-77, I established the Gubernatorial Task Force for University Campus Safety, an advisory body tasked with identifying measures to improve communication and collaboration between education, mental health, law enforcement, and emergency management agencies in order to improve security and collective crisis response on college and university campuses;

NOW, THEREFORE, I, CHARLIE CRIST, as Governor of Florida, in obedience to my solemn constitutional duty to take care that the laws be faithfully executed, and pursuant to the Constitution and laws of the State of Florida, do hereby promulgate the following Executive Order, to take immediate effect:

Section 1.

The Gubernatorial Task Force for University Campus Safety (“Task Force”), shall be comprised of at least nine members, and shall always be comprised of an odd number of members. Members shall be appointed by the Governor, and shall serve at his pleasure.

Section 2.

The membership of the Task Force shall include the Secretary of the Department of Children and Families, who shall serve as Chairman, Director of the Office of Drug Control Policy, who shall serve as Vice Chairman, the Commissioner of the Florida Department of Law Enforcement, the Director of the Department of Emergency Management, the Chancellor for the State University System, David L. Perry, Florida State University Chief of Police, a designee of the Attorney General of Florida, and two student representatives, one from a two-year college and one from a four-year college or university.



IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Florida to be affixed, at Tallahassee, the Capitol, this 30th day of April, 2007.

Handwritten signature of Charlie Crist in black ink.

GOVERNOR

ATTEST:

Handwritten signature of Jeb Bush in black ink.
SECRETARY OF STATE

2007 APR 30 PM 3:05
DEPARTMENT OF STATE
TALLAHASSEE, FLORIDA

FILED



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Thursday, May 3, 2007
Florida State University Police Headquarters
Tallahassee, Florida**

10:00 a.m. – 12:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

**2. Review of State of Florida, Office of the Governor, Executive Order
Number 07-77, “Gubernatorial Task Force for University Campus
Security”**

Robert A. Butterworth, Chair

3. Review Meeting Schedule

William H. Janes, Vice Chair

May 9	Stetson College of Law Eleazer Court Room 1401 61 st Street South Gulfport, Florida 33706 (St Petersburg)	1:00pm to 5:00pm
May 11	Jacksonville	10:00am to 4:00pm
May 16	South Florida	10:00am to 4:00pm
May 18	Orlando	10:00am to 4:00pm
May 23	Tallahassee	10:00am to 4:00pm

4. Review “Topics for Discussion” Document

William H. Janes, Vice Chair

5. Discussion of Report/Testimony Procedure

William H. Janes, Vice Chair

6. Task Force Discussion

Robert A. Butterworth, Chair

12:00 p.m. – 1:00 p.m. LUNCH

1:00 p.m. – 3:00 p.m.

1. Reconvene

Robert A. Butterworth

**Gubernatorial Task Force for University Campus Safety
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Tallahassee, Florida**

2. Reports/Testimony

Tallahassee Community College

Dr. William D. Law

Florida State University

Dr. T.K. Wetherell

Florida A&M University

Dr. Yolanda Bogan

Crisis Intervention Training in North Florida

Dr. J. Paul Rollings, Department of Children and Families

Florida's Gun Laws

Bureau Chief Martha Wright, Florida Department of Law Enforcement

General Counsel Michael Ramage, Florida Department of Law Enforcement

Research into Gun Legislation

Dr. Gary Kleck, College of Criminology

FSU Police Approach to Crisis Intervention

Chief David L. Perry

SUS Emergency Management Task Force Report

Chief of Staff Bob Donley, SUS Board of Governors

FDLE Preparedness Survey

ASAC Jennifer Pritt

Regional Domestic Security Task Force Activities

SAC Tom McInerney

3:00 p.m. – 4:00 p.m.

Public Comment

4:00 p.m.

Adjourn

Robert A. Butterworth, Chair

Gubernatorial Task Force for University Campus Safety
Meeting One
Thursday, May 3, 2007
10:00 a.m. – 4:00 p.m.
Florida State University Police Headquarters
Tallahassee, Florida

Meeting Summary

Task Force Members Present¹

Chairman Robert A. Butterworth, Secretary, Florida Department of Children and Families
Vice Chairman William H. Janes, Director, Office of Drug Control Policy
Gerald Bailey, Commissioner, Florida Department of Law Enforcement
Mark Rosenberg, Chancellor, State University System
Craig Fugate, Director, Department of Emergency Management
David L. Perry, Chief of Police, Florida State University
Cynthia Rogers-Vallely, Bureau Chief, Office of the Attorney General
Kevin Letourneau, Two-Year College Student Representative

Task Force Members Absent

TBD, Four-Year College Student Representative

Presenters

Jennifer Pritt, Assistant Special Agent in Charge, Florida Department of Law Enforcement
William D. Law Jr., President, Tallahassee Community College
Yolanda K. H. Bogan, Ph.D., Director of Counseling Services, Florida A&M University
T.K. Wetherell, President, Florida State University
J. Paul Rollings, Ph.D., District 1 Substance Abuse & Mental Health Program Supervisor,
Florida Department of Children and Families
Michael Ramage, General Counsel, Florida Department of Law Enforcement
Martha Wright, Bureau Chief, Florida Department of Law Enforcement
Gary Kleck, Ph.D., Professor, Florida State University College of Criminology
David L. Perry, Chief of Police, Florida State University
Bob Donley, Chief of Staff, State University System Board of Governors
Tom McInerney, Special Agent in Charge, Florida Department of Law Enforcement
Larry Campbell, Sheriff, Leon County

Welcome and Introductions

Chairman Butterworth opened the meeting of the University Campus Safety Task Force (“Task Force”) and welcomed all. The Chairman discussed background in the creation of the task force and Governor Charlie Crist’s charge to task force members. The Chairman reported that Governor Crist signed Executive Order 07-77 creating the Task Force in response to Secretary Leavitt, U.S. Department of Health and Human Services. Over the next few weeks, the Task Force will meet numerous times throughout the State. The task force is

¹ Gubernatorial Task Force for University Campus Safety structure established in Executive Order 07-78.

Gubernatorial Task Force for University Campus Safety Meeting One: May 3, 2007

to present a report of recommendations to Governor Crist by May 24, 2007, and it will then be provided to Secretary Leavitt by May 30, 2007 for further submission to the President.

The report will be drafted as meetings progress. Chairman Butterworth mentioned that the report should include recommendations related to campus safety in college settings, as well as in K-12 schools. The task force will consider information sharing and the law, and how the law enforcement, educational, mental health and disaster preparedness communities can work together for prevention and response.

Vice Chairman Janes reviewed the proposed meeting schedule and indicated that exact locations will be published as soon as possible. The next meeting is on May 9, 2007 from 1:00 – 5:00 p.m. in the Eleazer Court Room at Stetson University College of Law in Gulfport, Florida. There will be an opportunity for public comment each meeting.

The vice chairman noted that a student representative from a 4-year university will be appointed to the Task Force.

Review of Executive Order 07-77 and Task Force Charge

The purpose of the task force is to respond to Secretary Leavitt's request to Governor Crist and to build an action report for the State of Florida regarding safety and security of university campuses in Florida. The vice chairman outlined the charge set forth in Executive Order Number 07-77 to report on measures taken to improve security and respond to incidents on campuses and to improve communication and collaboration across campuses and between education, law enforcement, mental health, and emergency management agencies. The Governor's charge to the task force is to:

1. Identify students who pose a risk; improve information sharing within parameters of federal and state law.

Among other items, the task force will consider:

- a. Parental involvement/working with families and parental notification
 - b. Off-campus experiences and incidents
 - c. Authority of universities to compel students to seek help
 - d. Scope and impact of privacy laws (HIPAA/FERPA) as barriers to information sharing
 - e. Scope and impact of gun laws as barriers to information sharing
2. Identify methods of notification during emergency situations on school campuses.
Among other items, the task force will consider:
 - a. Notification of students, faculty, and staff
 - b. Notification of response agencies
 - c. Notification of families
 - d. Technological opportunities/challenges
 3. Identify strategies to improve cross-agency communication.

Among other items, the task force will consider:

- a. Communication between the classroom and law enforcement within the campus

Gubernatorial Task Force for University Campus Safety
Meeting One: May 3, 2007

- b. Communication between the classroom, mental health agencies, and law enforcement
 - c. An enhanced role of university law enforcement/first responders in Regional Domestic Security Task Forces
 - d. Impact of multiple campuses for a university police department
 - e. Impact of media involvement on response and communication
 - f. Appropriate level of involvement for university administrators
4. Identify necessary improvements for training needs of law enforcement and first responders

Vice Chairman Janes introduced the appointed members of the Task Force and invited guests to introduce themselves.

Vice Chairman Janes reminded meeting participants of Florida's Government in the Sunshine Laws. Task Force members may not talk about decisions and issues related to the Task Force outside of the public forum.

Task Force Discussion

Vice Chairman Janes led a discussion on many of the critical areas the task force will consider. The task force will focus on areas such as:

Prevention

- On campus efforts
 - Mental health and wellness activities – mental health continuum on campus
 - Campus security/law enforcement policies/procedures/practices
- Off-campus issues
 - Mental health component of federal and state gun laws
 - Virginia Governor's Executive Order
 - Impact of HIPAA/FERPA
 - State statutes or local ordinances
 - Local mental health system
 - Critical Incident Peer Support (CIPS)

Intervention

- Early identification
- Communication and information sharing within and between campus entities
- Legal issues
- Training

Response

- Initial campus response to crisis situations
- Law enforcement response to crisis
- Community emergency response capabilities
- Interoperable communications

**Gubernatorial Task Force for University Campus Safety
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- Training of first responders
- Emergency notification procedures
- Planning capabilities
- Practical exercises
- Linkages to Regional Domestic Security Task Forces

Aftermath

- Post-incident capabilities, including mass casualty planning
- Dealing with victims and families/victim services
- Community response
- Incident response systems
- Community recovery
- After action reporting

Task force members commented on these topics and also discussed additional suggestions for topics within the scope of the charge to the task force.

Chancellor Rosenberg noted that on-campus prevention efforts begin with front-line faculty and professional staff who interact with students on a day-to-day basis. On-campus students interact more frequently in dormitories, sports and other activities. Off-campus students interact most commonly in the classroom or with advisors.

Regarding training, Chief Perry noted that the FSU Police Department has already instituted a training program with a goal to identify problems before they occur.

Commissioner Bailey's staff recently conducted a survey on the state of readiness on campuses. Results show that campus security needs enhancements. FDLE will further discuss gun laws, particularly as they may affect persons with mental illnesses.

Mr. Fugate spoke about managing crisis situations. He noted that faculty and staff need to be trained in determining which behaviors should be referred for services. He expressed a need to look at mass casualty planning because many communities do not have the capacity to deal with mass trauma. He suggested that mental health providers be involved in incident response systems. He also noted that bringing about a sense of closure is key to community recovery.

Ms. Rogers-Vallely noted that Florida is a leading state in training responders in victim services and victim advocacy, using the National Office for Victims Assistance (NOVA) model. The challenge is how victim advocates can help to identify at-risk persons and break the cycle of violence.

Mr. Letourneau stated that his perspective would give an insight to student expectations. He would like to help identify methods to deliver emergency messages to students and to consider training for students if an emergency occurs.

**Gubernatorial Task Force for University Campus Safety
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Chancellor Rosenberg noted several factors that contribute to the challenge of protecting campuses. One is that the university environment is so diverse. Students encounter new people and new experiences for the first time, and are exposed to volumes of information, which can lead to a high level of stress on students. By definition, campuses are open environments that foster creativity to allow students to thrive. Students have access to 24-hour infrastructure, yet most support systems are not available 24 hours a day. There are 650 attempted suicides on campuses nationwide per day; there are not enough mental health resources, counselors, coaches, mentors and advisors to address the needs of students. In addition, cultural norms may prevent discussion and/or participation in mental health services, which further complicates de-stigmatizing mental health. Finally, universities have little authority to compel a student into treatment or follow up.

In response, Chairman Butterworth asserted the task force should address suicide attempts. He also noted that that some professions require disclosure of mental health treatment on employment applications, which is a challenge in seeking services. Vice Chairman Janes indicated the Office of Suicide Prevention may be created this year within the Office of Drug Control and that staffing models should be available. The task force has asked the Florida Mental Health Institute (FMHI) and the National Alliance for the Mentally Ill (NAMI) to participate in future meetings.

Chief Perry added that medical withdrawal policies from university classes are inconsistent and not well understood. Parental involvement is key in prevention and/or intervention. The task force members would like to hear from a Dean of Students on this. It is also important that university police departments are recognized as full-fledged law enforcement agencies.

Reference Materials¹

Department of Homeland Security articles
State University System Emergency Management Task Force Report
Office of Statewide Intelligence report
Department of Children and Families paper
Newsclips

Upon completion of the discussion, the task force recessed for lunch at 12:02 p.m.

The task force reconvened at 1:02 p.m.

Presentations

Task force members heard from various speakers giving their perspective on various task force-related topics, such as general safety and violence, mental health, gun laws and the application of those laws in the mental health arena, emergency management and regional domestic security task forces.

¹ Reference materials provided to task force members are available at <http://www.dcf.state.fl.us/campusSecurity/>

**Gubernatorial Task Force for University Campus Safety
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1. Florida Department of Law Enforcement Preparedness Survey: Jennifer Pritt, Assistant Special Agent in Charge, FDLE (Office of Statewide Intelligence Report¹)
FDLE created a preliminary survey of colleges and universities that participate in the Regional Domestic Security Task Force (RDSTF) structure to determine preparedness for mass casualty events.

Preliminary results show that participation by colleges and universities in the RDSTF is inconsistent across regions. Ms. Pritt suggested there is a need for outreach in areas where there is no large state university system presence. Participants noted confusion as to the roles and function of the RDSTF education committee. Participants reported difficulty in attending all meetings.

Professional associations are part of the formal RDSTF structure and the communications network (ThreatCom) for notifications of incidents. There is a need for consistent protocols among universities for emergency response to critical incidents. There is also a need for consistent training programs across regions.

Ms. Pritt reported that there is a need to continue to expand outreach activities to the education community to encourage participation in the RDSTF. The education community does not always identify projects that could compete for funding through the RDSTF annual process. The focus should be on information sharing for better prevention and intervention components.

FDLE will continue compiling survey results and will provide the full report to the task force.

Questions/Comments: How do we ensure that members are communicating the message to the education community? Ms. Pritt indicated she would provide information to the task force as to whether communications are relayed to key players in colleges and universities, as well as K-12 schools.

What Department of Homeland Security funding has gone to colleges and universities? What has been requested and not funded? Ms. Pritt responded that she would provide this information.

Which colleges and universities have access to the ThreatCom system? Ms. Pritt would provide information.

Are there consistent education protocols within the RDSTF? Ms. Pritt would provide written protocols.

How can we institutionalize the education component of the RDSTF role?

Related to ThreatCom, what privacy issues prevent sharing information with non-law enforcement partners? Situational awareness is being shared, not the specifics on individuals. A fusion center process creates an information-sharing model for all hazards. Information is received from all partners to assess threats and share related information to relevant partners. State agencies are identifying liaisons for fusion center.

¹ Office of Statewide Intelligence Report provided to task force members is available at <http://www.dcf.state.fl.us/campusSecurity/>

**Gubernatorial Task Force for University Campus Safety
Meeting One: May 3, 2007**

2. Tallahassee Community College: William D. Law Jr., President, TCC (memorandum)

The faculty of Tallahassee Community College (TCC) is in touch with their student population. Dr. Law stated that disruptive behavior comes after multiple signals have been sent, and the challenge is how to recognize behaviors and act on it. Among TCC's strengths are small class sizes, availability of counseling and advising centers and a public safety force. TCC is aligned with the Pat Thomas Law Enforcement Academy. The operating budget of the college provides for students to be resource officers who can identify at-risk students. TCC has also released disruptive students as appropriate.

Dr. Law expressed a need for common protocols across the community college system. There is also a need to make counseling services more robust, with a robust plan for training staff. Dr. Law referred to his memorandum when discussing the needs of front-line staff. Among those, faculty and staff need to have confidence that if they make a referral, it will be dealt with properly by someone who will handle the underlying issues. He suggested the need to expand and enhance sufficient resources for counseling services. There is a need to expand relationships with community agencies, but that privacy issues preclude some of the necessary communications. This brings about a sense that faculty and staff cannot be proactive on a single-student basis because of privacy laws. Dr. Law would support training for administrators. He cautioned that there is a danger in misidentifying unpopular or different behavior. Dr. Law also suggested that because Employee Assistance Programs work well for faculty and staff, to consider expanding it to work for students.

Questions/Comments: Do you have a dedicated Emergency Management position on staff? Yes, but the extent of involvement is for natural disasters.

Should the mandate of emergency management be expanded to address other types of emergencies? Yes, but there need to be common solutions.

Is your counseling center adequately staffed? In light of recent events, the mental health capacity is not as robust as it should be.

Is there a specific curriculum in place to train faculty and staff about early warning signs and the process after an at-risk student is identified? There is no curriculum currently in place; however, it is being discussed now. The main issue is not violence against others, but mostly suicide.

3. Florida A&M University: Yolanda K. H. Bogan, Ph.D., Director of Counseling Services, Florida A&M University (handouts)

Citing her handout, Dr. Bogan expressed the need for additional qualified counselors. She also expressed the need to decrease the stigma for mental health services. At historically Black Colleges and Universities, there is a widespread taboo on seeking mental health assistance. This is not limited to students, but the stigma also includes faculty and staff.

Additional counselors are needed to train faculty and staff on how, when and where to report concerns. She discussed seven "lessons learned" from a study, "Review of Campus Security in Wake of Virginia Tech Tragedy"¹, which include:

¹ Reference materials provided to task force members are available at <http://www.dcf.state.fl.us/campusSecurity/>

**Gubernatorial Task Force for University Campus Safety
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1. identifying at-risk students
2. monitoring at-risk students
3. parental involvement
4. policies to include student handbook
5. emergency notification systems
6. develop personal relationships with law enforcement
7. violence prevention checklist

She noted that counseling services are not mandated, and there is no way to follow-up if the student does not cooperate. Confidentiality laws sometimes bind counselors from sharing information.

Questions/Comments: What gaps frustrate counseling professionals? The faculty's understanding of what counseling is and the limits of what counseling can do. Students may be uncomfortable in seeking services. Counseling centers are not able to disclose general threats. A threat must be very specific, which may call for Baker Act. State laws and professional association ethics policies make counselors unable to disclose information. A student must sign a release of information for counselors to notify parents.

What happens after the 72 hour Baker Act period? Mental health counselors are not notified when a person has been released. There is no way to be sure the person will continue services.

Do you do any training with law enforcement? Campus law enforcement has emergency mental health procedures, but does not conduct specific training.

4. Florida State University: T.K. Wetherell, President, Florida State University

FSU's weekly staff meetings for safety and security include representatives from local law enforcement and others. A Student Resource Council concentrates efforts on specific individuals identified as a risk.

Dr. Wetherell acknowledged a need to improve communications with other agencies, specifically citing the need to address issues related to a Baker Act release. FSU has instituted a training program, but the school often cannot retain trained officers because the salary is not competitive. When considering both prevention and in the aftermath of a crisis, he suggested the task force look at the International Police Chief Association standards for the ratio of university law enforcement personnel and to examine standards for the ratio of university counseling resources. Law enforcement and counselors often must compete for resources with other priorities, such as faculty and classrooms.

Dr. Wetherell also suggested that the appropriate agencies work together across the state to determine appropriate technology, find the best deals and make joint purchases.

Questions:

What is the reaction from university mental health staff related to the Virginia Tech incident? The reaction of students and parents is so extensive that staffing levels would be a challenge.

**Gubernatorial Task Force for University Campus Safety
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5. Crisis Intervention Training in North Florida: J. Paul Rollings, Ph.D., District 1 Substance Abuse & Mental Health Program Supervisor, Florida Department of Children and Families; Lisa Van Natter, CIT Coordinator, Pensacola Junior College Police Department (PowerPoint presentation)

Crisis Intervention Teams (CIT) are specially trained to deal with substance abuse and mental health issues. The CIT involves law enforcement and jail staff, school resource officers, probation and other front line personnel. Membership also includes a managed care behavioral health company. Among the major features are the response capability for crises; improved communication and access to information; inclusion of consumers and family members; ongoing evaluation and review of training programs; ongoing commitment to educating and training, which is most valuable; inclusion of other stakeholders, such as military in this area; involvement the Department of Children and Families and managed care agencies; and a “locally owned” process that is implemented by communities.

Communication and officer and public safety are paramount to CITs. They train every officer in two counties to deal with persons exhibiting signs of mental illness. If a person does not meet Baker Act criteria, the CIT can still refer them for services.

The presenters stated that mental illness is not against the law, but sometimes law enforcement can add to the stigma against it.

Questions/Comments: Who are your key partners? University of West Florida and Pensacola Junior College only have a few law enforcement officers, so community partners are key.

What is the role of educational institutions? Universities are mandated to have law enforcement, not crisis counseling. A broader, more flexible consent provision would be helpful to improve communication between students, universities and mental health resources.

6. Florida’s Gun Laws: Michael Ramage, General Counsel, and Martha Wright, Bureau Chief, Florida Department of Law Enforcement (PowerPoint presentation)

Mr. Ramage gave an overview of his PowerPoint presentation on the Florida Firearms Purchasing Program. He discussed current procedures when a person purchases a gun from a federally licensed firearms dealer. The process is not applicable for private transactions. FDLE searches federal and state databases (Florida Crime Information Center (FCIC), National Crime Information Center (NCIC) and the FBI National Instant Check System (NICS)) to determine if the purchaser has a record and then to determine disqualifiers.

Non-approval reasons include felony convictions and unresolved felony arrests, domestic violence, illegal alien status, and adjudicated as mentally defective or committed to a mental institution by a court of law.

FDLE also checks a Mental Health Competency Database. The Clerks of Courts provide data from mental health orders to FDLE, which submits the data to the FBI’s NICS. Under state and federal law, an individual is ineligible to purchase a firearm if there is a determination by

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a court that an individual is “mentally defective”¹ or if the individual has been committed to a mental institution involuntarily for mental defectiveness or mental illness and commitment for substance abuse. Florida law requires a judicial finding of “mentally defective”, or an involuntary commitment order (in-patient or out-patient care is not a factor in determining gun disqualification). A Baker Act referral by law enforcement does not necessarily count because there must be a determination by a court.

The Mental Competency Database is new, and the information collected is only as good as the information that is submitted. If the required information is not submitted, a person may not be disqualified by the database.

Questions/Comments: What is a mental institution? The Program uses the federal definition of a mental institution.

Does the Marchman Act serve as a disqualifier to purchasing a gun? It would depend on the specific order.

Is there a time limit on disqualifications? A person can meet time and other conditions and have their name removed from a disqualified list.

Is there a requirement for a private sale to be documented? No, only licensed gun dealers are required to comply with the law.

Does the Social Security Administration (SSA) contribute information to NICS about persons who receive financial benefits for mental disabilities?

Randy Long from the Florida Association of Clerk of Courts then addressed task force members on this topic. He reported that there is a training program for the clerks and FDLE, but that there have been some significant interpretation issues with the law. There is confusion as to which records should be reported. Chairman Butterworth asked the speaker to present at a later meeting on what would be helpful to the clerks.

At 3:09 p.m., the task force asked if there would be any public comment. There was no response from the audience. The task force then continued with the scheduled presentations.

7. Research into Gun Legislation: Gary Kleck, Ph.D., Professor, Florida State University College of Criminology (handout)

Dr. Kleck presented on his research into gun legislation and the impact of gun control on violence. Dr. Kleck cautioned that solutions should not be aimed at atypical situations and that the tragedy that occurred at Virginia Tech was not typical. He reported that his recent research shows that banning the mentally ill from purchasing firearms has no measurable impact on homicide. Less than 2% of persons rejected is related to mental illness. Dr. Kleck maintains that expanding firearms purchase restrictions will have a minimal effect on violence.

¹ F.S. 790.065(2)(a)(4)

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He noted that the vast majority of violence is not due to mental illness and that the majority of mentally ill persons are not violent. Alcoholism is more related to violence than mental illness, yet alcoholism is not routinely captured in databases.

Dr. Kleck suggests that the expansion of mental health databases and better coordination with the Courts could help identify those who are mentally ill but who are not dangerous. He cautions that a consequence to expanding databases or expanding the scope of firearms purchase guidelines may be non-treatment for mental illnesses, which would have many adverse affects for the individual and/or others.

Finally, Dr. Kleck suggests that the mental health aspect not be overstated, that the prohibitions on purchasing guns not be expanded in scope, and that databases containing names of persons seeking treatment not be expanded.

Questions/Comments: Need a better database of those who have committed violent acts in the past but are not convicted. Extend background checks to other transactions such as private transfers.

In response to a question as to whether he believes he has adequate training to identify and refer at-risk students, Dr. Kleck answered that the average professor does not have the training to identify at-risk students, but that training professors may have little impact and come at significant costs. More important is the need to provide professors and front-line staff with a phone number or other method to make referrals.

8. FSU Police Approach to Crisis Intervention: David L. Perry, Chief of Police, Florida State University (PowerPoint presentation)

Chief Perry conducted a PowerPoint presentation on the Florida State University Police Department (FSUPD) Critical Incident Preparation and Response. Chief Perry indicated the FSUPD has in place an incident command system and conducts realistic critical incident training and exercises. FSUPD operates in conjunction with state and local law enforcement agencies and other community organizations.

The FSUPD has numerous prevention and identification initiatives in place to focus resources, provide on-going communications between FSU departments and key personnel, and share data with local law enforcement, among other things. Other prevention and identification initiatives include a newly formed Special Situations Resolution Team, a Threat Assessment Team, a crisis management team on each shift, and an audible alert notification system with three towers that can also give clear verbal directions.

FSU has formed a Presidents Committee to cover prevention and to develop a better response system for buildings or campuses in outlying areas. The University works with the Florida Police Chiefs Association, the International Association of Campus Law Enforcement Administrators, the International Association of Chief of Police, the Atlantic Coast Conference (ACC) Chiefs of Police, and local, state and federal law enforcement agencies as a best practice for information sharing.

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Chief Perry indicated among their biggest challenges are law enforcement retention, competitive salaries, an above-standard ratio of officers to the campus population, and alert notification equipment and improvements.

Questions/Comments: Is cross-referencing with local law enforcement a best practice all campuses practice? Cross-referencing lists of potential risk with local law enforcement and participation in the Florida Law Enforcement Exchange system may help improve coordination. To what extent is the alert system dependent on decisions and clearness of message? Alert system must be accurate and not send mixed messages. FSU is providing training sessions to classroom professionals on how to respond in a crisis. Resident Assistants are a primary link between on-campus students and law enforcement.

All FSU police officers have completed NIMS and have been trained in NCIC.

Does FSU interface with mental health resources on campus? Those resources are part of many meetings, especially if there are identified at-risk students needing help.

How long would it take to notify the entire campus? FSU has a multi-layered plan to get out a message: audible alert system, radio, web, reverse 911, loud speakers on patrol cars, etc.

9. State University System Emergency Management Task Force Report: Bob Donley, Chief of Staff, State University System Board of Governors (in meeting materials)

The State University System Emergency Management Task Force Report included recommendations addressing hurricane preparedness that would improve system-wide emergency preparation, response and recovery.

Mr. Donley reported the need for full-time emergency management positions at each institution. This position is the focal point for all federal regulations and responsibility for continuity of operations. Institutions are vulnerable because of communications failures that are due to redundancy and incompatibility of systems.

Mr. Donley suggested the report include discussion on funding mechanisms for task force recommendations and a more holistic approach to emergency preparedness.

10. Regional Domestic Security Task Force Activities: Tom McInerney, SAC, Florida Department of Law Enforcement; Larry Campbell, Sheriff, Leon County

Mr. McInerney noted that the local Regional Domestic Security Task Force (RDSTF) has a significant campus presence and strong participation of universities and K-12 systems; however, there is a need to involve other stakeholders beyond campus police in RDSTF activities.

RDSTF training exercises have involved schools in some form. RDSTF is exercising in rural counties in the region to provide opportunities to train and exercise and to increase participation in RDSTF. The task force will continue outreach efforts to facilitate involvement.

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Sheriff Campbell explained that RDSTF is considering an active shooter exercise, which is different from a hostage situation because the responder must respond immediately and not wait for backup. Critical incident training, consistent throughout the State, ensures all law enforcement entities and personnel are sure of their roles and responsibilities when responding to a situation.

Sheriff Campbell stated that mental health became a law enforcement problem when state mental institutions were shut down. He also mentioned that some mentally ill persons he receives in jail wait only 2-3 hours for release, rather than a 72-hour period as required by the Baker Act.

Conclusion

Vice Chairman Janes again opened the floor for public comment. Hearing none, he reminded members of Sunshine Law communication. Task Force members should communicate with Dr. Jim Sewell and Steve Holmes on recommended agenda items. Members should notify the vice chairman if unable to attend a meeting. All meeting schedules, materials, agendas, presentations, etc. will be posted to the Department of Children and Families's Web site.

The next meeting of the Governor's Task Force for University Campus Safety will be held on Wednesday, May 9, 2007 at the Stetson University College of Law in Gulfport from 1:00 p.m. – 5:00 p.m.

The meeting was adjourned at 4:26 p.m.



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Wednesday, May 9, 2007
Stetson University College of Law
Gulfport, Florida**

1:00-5:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

2. Review of Minutes of Previous Session

Robert A. Butterworth, Chair

3. Review Meeting Schedule

William H. Janes, Vice Chair

May 11	Jacksonville University of North Florida Fine Arts Center/ Lazzara Performance Hall 4567 St. Johns Bluff Rd. S. Jacksonville, FL 32224	10:00am to 4:00pm
May 16	Davie Institute of Public Safety Broward Community College 3501 Davie Road Davie FL 33314	10:00am to 4:00pm
May 18	Orlando Florida A&M University College of Law	10:00am to 4:00pm
May 23	Tallahassee	10:00am to 4:00pm

4. Reports/Testimony

St. Petersburg College

Dr. Carl Kuttler, President

University of South Florida

Dr. Judy L. Genshaft, President

A Student Affairs Perspective

Dr. Jennifer Meningall, Vice President of Student Affairs,
University of South Florida

USF Police Approach to Campus Safety

Chief Thomas Longo

**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Wednesday, May 9, 2007
Stetson University College of Law
Gulfport, Florida**

Stetson University College of Law
Dean Darby Dickerson

A Legal Perspective on Mental Health Issues
Robert Dillinger, Public Defender, 6th Judicial Circuit

**A Perspective on University Mental Health from the Florida Mental
Health Institute**
John Pettila
Dr. Randy Borum

A Pracademic View of Campus Safety
Dr. Max L. Bromley
USF Department of Criminology and Criminal Justice

Eckerd College
Lisa Mets, Director of Emergency Management

Regional Domestic Security Task Force Activities
ASAC Cynthia Sanz

4:00 p.m. – 5:00 p.m.

Public Comment

5:00 p.m.

Adjourn

Robert A. Butterworth, Chair

Gubernatorial Task Force for University Campus Safety
Meeting Two
Wednesday, May 9, 2007
1:00 p.m. – 5:00 p.m.
Stetson University College of Law
Gulfport, Florida

Task Force Members Present

Chairman Robert A. Butterworth, Secretary, Florida Department of Children and Families
Vice Chairman William H. Janes, Director, Office of Drug Control Policy
Ken Tucker, Assistant Commissioner, Florida Department of Law Enforcement (Representing
Commissioner Bailey)
Bob Donley, Chief of Staff, State University System (Representing Chancellor Rosenberg)
David L. Perry, Chief of Police, Florida State University
Cynthia Rogers-Vallely, Bureau Chief, Office of the Attorney General
Kevin Letourneau, Two-Year College Student Representative
Marbeley Hernandez, Four-Year College Student Representative

Task Force Members Absent

Craig Fugate, Director, Department of Emergency Management

Presenters

Dr. Carl Kuttler, President, St. Petersburg College
Dr. Judy L. Genshaft, President, University of South Florida
Dean Darby Dickerson, Stetson University College of Law
Dr. Jennifer Meningall, Vice President of Student Affairs, University of South Florida
Chief Thomas Longo, University of South Florida
Robert Dillinger, Public Defender, 6th Judicial Court
John Petriola, Florida Mental Health Institute
Dr. Randy Borum, Florida Mental Health Institute
Dr. Max L. Bromley, USF Department of Criminology and Criminal Justice
Lisa Mets, Director of Emergency Management, Eckerd College
Cynthia Sanz, Regional Domestic Security Task Force Activities

Welcome and Introductions

Chairman Butterworth opened the second meeting of the Gubernatorial Task Force for University Campus Safety (“task force”) at 1:04 p.m. with a welcome to all. After a brief overview of the intent of the task force, the task force members introduced themselves.

Minutes of Previous Session

Chairman Butterworth advised the Task Force members that the minutes from the previous meeting should be reviewed so that comments could be made and they could approved at the next task force meeting on Friday, May 11, 2007.

Review of Meeting Schedule

Vice Chairman Janes reminded members that the meetings are public under Florida’s Government in the Sunshine Law. He requested that task force members, presenters and all other attendees record their attendance on the sign-in sheet. The remainder of the meetings will be from 10 a.m. to 4 p.m. The next meeting is on Friday, May 11, 2007 at the University of

North Florida in Jacksonville. Additional meetings are scheduled in Davie on Wednesday, May 16 and in Orlando on Friday, May 18. All of these meetings will be open for public comment. The final task force meeting is scheduled in Tallahassee on May 23 to finalize the report, which is due to the Governor on May 24, 2007.

Reports/Testimony

Task force members heard from various speakers giving their perspective on task force-related topics such as on-campus prevention and intervention efforts and issues, law enforcement preparation and response capabilities, legal issues, mental health, and Regional Domestic Security Task Force activities.

1. St. Petersburg College: Dr. Carl Kuttler, President

Dr. Kuttler opened the presentations stating that no college or university is prepared for an incident like what happened at Virginia Tech. Although St. Petersburg College has procedures in place for reporting injury, evacuation procedures, bomb threats, etc., some are likely not adequate given the breadth of that situation. The College is examining best methods for communication, response and notification.

A workshop for presidents of all junior colleges, security heads, technology representatives, legal staff, student leaders, facility managers, and public relations staff will consider task force efforts. Participants will hear from experts to discuss risk management, public relations, first responder coordination, communication, and technology. The workshop will discuss how to handle an incident in the aftermath and facilities management, among other topics.

Community colleges have an "open door" policy, so some issues facing those schools are different than in universities. There is a need to examine the differences in privacy issues between community colleges and universities. Dr. Kuttler suggested that a conflict with mental health prevention and privacy might require changes to or clarification of federal and state laws. When is it ok to disclose information to balance for the common good? In addition, the media often misconstrues security campus issues. It is crucial to prevail with reason and learn from the tragedies that have occurred. A written report will be issued following the workshop to include best practices from around the state.

Questions/Comments: Are there adequate resources for mental health prevention needs at St. Petersburg College? Dr. Kuttler indicated that counseling is geared toward career counseling; staff are not prepared to do personal counseling. They need a good referral process.

There is a need to consider the needs of younger children on campus for summer programs. Is it practical to provide periodic training for faculty and staff in identification of high-risk students? Dr. Kuttler advised to be cautious about what to expect. Faculty and staff can be taught to look for signs, but they will not be prepared to respond at a mental health counselor level.

Are staff familiar with where to make referrals? Dr. Kuttler, as President of the College, personally interviews all new faculty hires to be comfortable with how and where to react to situations. Training is not consistent throughout campuses and should be improved.

What is your level of coordination and preparation? Dr. Kuttler again stated that no one was prepared for the scope of the tragedy that occurred at Virginia Tech. He indicated that, while

the College conducts training and exercises, drills are often mocked, implying that there are people that do not take preparation seriously.

2. University of South Florida: Dr. Judy L. Genshaft, President

A Student Affairs Perspective: Dr. Jennifer Meningall, Vice President of Student Affairs, University of South Florida

With 44,000 students on 4 campuses in multiple counties, Dr. Genshaft stated that safety is the number one concern for University of South Florida (USF) and all University Presidents across the nation, especially those with residence halls on campus.

A primary issue of concern is that pay for campus police officers is not comparable to city and county officers in the area, which has an impact on retention of campus law enforcement officers. Another concern of note is that federal “flow through” funds often exclude campus officers. USF applies for federal grants, however the flow-through funds do not include campus security.

Regarding federal issues, Dr. Genshaft suggested that federal accreditation agencies incorporate campus public safety standards into accreditation of institutions to provide uniformity of best practices. She suggested the establishment of a centralized national office for data collection, benchmarking, information sharing and collaboration. Additional resources should be made available to colleges and universities.

The Florida Mental Health Institute (FMHI) on the USF campus has well-trained, American Psychological Association accredited counselors. Thirty seven percent of adults have mental health issues, many with onset during the late teens or early twenties. USF is considering having counselors and staff living on-site in the residence halls.

A primary method of communication for the campus is “Mo-bull”, the text messaging system used by 10,000 students. USF has formed a task force to recommend strategies to improve student participation in the “Mo-bull” system. The USF task force is also examining whether background checks should be required. USF completes background checks for all staff and faculty that work with children. USF has standard security procedures, which include security cameras, police officers, security officers, counseling centers.

USF Police Approach to Campus Safety: Chief Thomas Longo

Chief Thomas Longo thanked the Task Force for addressing an issue this important issue. Campus law enforcement have the same charge as municipal agencies, but with an additional mission: to be part of the education process for students. USF has instituted an Adopt A Cop program to provide mentors to students and to facilitate information flow to police and to students.

The key to providing services to having sufficient officers to staff the campus as needed. The standard ratio of campus officers to students is 1:600. According to this model, USF is severely understaffed. The key issue is retention. Recruitment is difficult due to non-competitive salary and lack of activity on campus. Officers use campus law enforcement for good training as a stepping-stone for attaining a higher wage position with the city or county. In addition to the starting pay not being competitive, campus police are not considered for across-the-board law enforcement increases.

Gubernatorial Task Force for University Campus Safety
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Chief Longo volunteered to work with the Task Force to establish acceptable officer to student ratios, pay plans, and to discuss the budget allocation methodology. With Federal assistance, they would like to re-institute the "COPS" program and to address technology and equipment needs (radio ability with both city and county, upgrade radio equipment to penetrate thick walled structures, bandwidth for Mo-Bull system).

Questions/Comments: Chairman Butterworth accepted Chief Longo's offer to work with the Task Force and acknowledged that the one-time bonus for state employees was not going to help the pay issue for the officers.

Based on standards for staffing levels, how many officers are needed? Chief Longo indicated that it should be 70-80 to meet standards; they have 47 positions (39 filled and 8 vacancies). What is the best practice of accreditation process to get all institutions to the same police staffing levels? Dr. Genshaft illustrated the importance of accreditation as it relates to the ability to receive federal funding. Dr. Meningall clarified that there are two accreditations, one for the university and one for the police. Chief Longo agreed to provide white paper with benchmarks and cost analysis.

Is the mental health center accredited? Dr. Genshaft indicated that FMHI is also accredited. Establishing minimum standards would make applying for federal grants easier. There is a need for a clearinghouse of data on national and state standards.

What would you want for mental health? Dr. Meningall emphasized the importance of addressing mental health needs as early as high school and to consider student's issues (substance use, violence, mental health needs) along with their educational needs.

David Perry, Chief of Police, Florida State University, indicated that a White Paper had been completed on Law Enforcement Challenges.

Are students seeking mental health assistance or is there still a stigma? Dr. Meningall stated that some students are seeking assistance for mental health issues, but for others the stigma still exists.

Is there technology for assistance, like on-line counseling? Dr. Meningall was concerned with on-line counseling as it is necessary to have the person-to-person interaction. Technology would be better used to educate people about mental health to remove the stigma attached to it. Dr. Genshaft also noted that the diverse cultures represented at USF have varying views on the stigma with counseling. Dr. Meningall further emphasized the importance of education and prevention.

Are mental health services available 24 hours? Dr. Meningall indicated that 24-hour accessibility is only available when law enforcement or the resident assistant becomes involved. In addition, appointments are necessary for students unless identified by faculty. According to standards, USF should have 30-40 counselors, but currently have 12.

When was the last mass casualty exercise conducted? Chief Longo indicated that an exercise was conducted 4 months ago with other law enforcement agencies.

Is training conducted with law enforcement officers? Chief Longo stated that law enforcement is trained in mental health issues during academy training. It is difficult to balance time between training and protecting.

Is there a formal standard to release text message information? Dr. Genshaft stated that it was included with the emergency response team.

How are students formally educated on prevention and safety? Dr. Meningall indicated that it begins at orientation with personal safety on campus, it is also emphasized at the residence halls, the campus web pages have information, university police include alerts on the web site to notify of specific events, and it may also be discussed in the classroom setting.

Has USF ever had to Baker Act a student and what is the process after release? Dr. Meningall stated that students have been Baker Acted and an assessment is completed through the counseling center to determine the appropriate action upon return.

3. Stetson University College of Law: Darby Dickerson, Vice President and Dean (handout¹)
Dean Dickerson welcomed members and the audience on behalf of Stetson University College of Law. She expressed that colleges and universities struggle with safety and security concerns. Campuses are not immune to violent crimes. Sexual offences are often under-reported, and many acts of violence occur off-campus as well. Dean Dickerson encouraged the Task Force not to focus on the Virginia Tech tragedy to the exclusion of more common incidents.

To address violence in community, many issues to consider are improved premises safety, community policing, mental health counseling, alcohol and other drug prevention efforts, background checks, emergency preparedness plans and protocols and more. Dean Dickerson highlighted three key areas: high-risk alcohol use, the Facilitator Model, and collaborative risk management teams.

Substance use is correlated to almost all negative behaviors that occur on campuses. The Core Alcohol Survey is used to identify the scope and consequences of alcohol and substance abuse on campuses. Dean Dickerson encouraged the Task Force to recommend that colleges and universities adopt an environmental management model and annually administers the Core survey to understand the campus culture and to establish specific, measurable prevention goals. Additional resources are needed to address alcohol and other drug prevention efforts.

A Facilitator Model has been adopted in several universities across the nation². The Model recognizes that college students are no longer children, however they do not always have the experience or knowledge to make good choices. With this model, colleges share the responsibility by creating an environment that is structured and safe for students to be educated and empowered to make good choices. The Model impacts legal issues in that proactive collaborative risk management teams will identify risks, evaluate solutions and train people to minimize legal risk. The Model provides room to exercise sound discretion and to empower campus officials to create safe environment.

Dean Dickerson noted that Virginia Tech did not have a process to gather and evaluate concerns about Cho. To avoid this, she suggests that colleges and universities should form Collaborative Risk Management Teams to allow information to be shared with people with the ability and expertise to evaluate and act on information³.

Questions/Comments: Is Stetson University College of Law doing all three of these? Dean Dickerson responded that they have just begun the CORE surveys; therefore no longitudinal data is available at this time. The facilitator model is really a philosophy. They have

¹ Presentation materials distributed to the task force is available at <http://www.dcf.state.fl.us/campusSecurity/>

² Additional details on the Facilitator Model found in *The Rights and Responsibilities of the Modern University: Who Assumes the Risks of College Life?* The book was submitted to Task Force with written testimony.

³ Additional details on collaborative risk management teams found in *A Blueprint for Collaborative Risk Management Teams*. The article was submitted to the task force and is available at <http://www.dcf.state.fl.us/campusSecurity/>.

developed the Collaborative Risk Management Team, which is led by the Dean of Students and includes the Chief of Public Safety, Legal Counsel, Communications, Associate Dean of Academics, and others as needed.

Are mental health services available on-site? Stetson University College of Law contracts for a Student Assistance Program.

How are services communicated to the students? Information and referral lists are available through new student orientation, mentoring in the student affairs office and information is also shared through student ambassadors.

How is privacy handled, with all the lawyers on campus? Private institutions have more flexibility in privacy issues. FERPA has safety and emergency exceptions, so there exists the ability to make decisions to protect the individual and the community. If it is an emergency, it makes more sense to face a suit concerning privacy rather than wrongful death. There is a need to educate administrators and others on the limitations of FERPA.

Upon conclusion of Dean Dickerson's testimony, Chairman Butterworth invited the representatives from the University of South Florida to continue their testimony. See above from testimony from Dr. Jennifer Meningall and Chief Thomas Longo.

4. A Legal Perspective on Mental Health Issues: Robert Dillinger, Public Defender, 6th Judicial Circuit

Mr. Dillinger opened by stating that Florida ranks 48th nationally on per capita funds spent on mental health needs. Significant issues exist even in elementary school age children.

Privatization of mental health services led to a cap on administrative costs by provider Health Maintenance Organizations (HMOs). The legislature recently removed the cap on administrative costs, and there is already a notable reduction in staff at mental health facilities.

Statistics show that one in five people have or have had some form of mental health issues. Noting that Virginia Tech missed some warning signs, Mr. Dillinger suggested that in order to have the most impact, prevention and intervention efforts must start early. It is important to address the issue as a community and address the issues early. The longer we wait, the worse it will get. Jails are the least effective and most expensive way to handle mental health issues.

The most significant challenges from a legal perspective include a lack of resources and the stigma that is attached to mental health issues.

Questions/Comments: Is there a correlation between victimization and the onset of mental health issues?

What state or federal laws hinder the ability to share information at colleges and universities? HIPAA regulations are widely misinterpreted. Coordination can and does occur between mental health and law enforcement. There is a need to improve data system coordination for information sharing.

5. A Perspective on University Mental Health from the Florida Mental Health Institute: Dr. Randy Borum, Professor, Department of Mental Health Law and Policy, and John Petrila, Attorney, Florida Mental Health Institute, University of South Florida

Dr. Borum is a forensic psychologist and a former police officer. He notes that the key is to invest in prevention. There is a need to develop a process to identify, assess, and manage those that are a threat to self or others. People may have concerns, but don't know who to tell. Multiple people may have only a piece and without the others will not get the whole picture.

To create a climate that people talk and know who to talk to, there are three fundamental elements: the authority to conduct a relevant inquiry, the capacity to do this, and an integrated, systems relationship. All are needed to be effective at prevention efforts.

John Petrila is an attorney specializing in mental health. Mr. Petrila discussed three major legal issues, including confidentiality, expulsion, and legal duty of care.

HIPAA is the most misinterpreted and misapplied law that often discourages sharing of information. Mr. Petrila would urge clarification of HIPAA and Florida Law. People are more willing to seek help when they feel that the information will be kept confidential.

Students have been expelled following their seeking of mental health assistance, which may deter students from seeking treatment. There is a need to research policy of universities concerning this.

A question is whether colleges have a legal duty of care/responsibility to inform 3rd party. Some act in fear of liability.

More and more training is available to law enforcement such as the Crisis Intervention Training (CIT) model. There is a need to also offer to college officers.

Questions/Comments: How do you distinguish between creative writing and a concern? Dr. Borum stated that faculty often has a baseline for the norm. Collaborate to make a thoughtful assessment to determine whether a matter of expression or a matter of threat.

How do we get authority to do assessment/translation between the legal and the social? Dr. Borum responded that there is no need to change existing law. What is necessary is expansion of policy to be explicit on how situations will be handled. Information sharing is not a legal barrier.

If it's not a legal barrier, then how do we get people to share information? Mr. Petrila stated that attitudes must change. Cited the example of the department hiding behind the confidentiality law and the new administration promoting transparency. Often it is the assumptions or interpretations of law that are incorrect.

Vice Chairman Janes asked Mr. Petrila to write up some bullet points that would educate on the confidentiality law and how that impacts communication. Mr. Petrila agreed to do this.

6. A Pracademic View of Campus Safety: Dr. Max L. Bromley, Associate Professor, University of South Florida, Criminology Department (handout)⁴

Dr. Bromley's research is in relation to campus crime. His report, *Campus-Related Murders: A Content Analysis Review of News Articles*⁵, was included in the binders handed out to the task force.

College campuses are complex environments that vary in size, and some are more like a "city" within a city. Unlike other facilities, it can be difficult to "lock down" a campus. When the media covers an incident on campus, the coverage is different than if it happened anywhere else, which can further frustrate the situation. The majority of crimes on campuses are property related. Murders on campus are extremely rare, and because only about 25% of campuses report to the database, data is limited.

Sometimes there is a lag in communication during or after an incident. There must be comprehensive plans in place for shared responsibility and communication between campus executives, university police and the local police department, student affairs officials, counseling centers, student health centers, victim assistance programs, media relations and university legal. Risk management teams are crucial, and their policies must be well thought out and known by key stakeholders. Appropriate, timely, accurate information sharing is critical. Timely notification to others may or may not be appropriate to avoid a panic situation. Faculty and staff must be educated to recognize warning signs or potential problems and must know how, when and where to make referrals when appropriate.

Questions/Comments: From the criminal perspective, are colleges and universities difficult to protect in regards to terrorism? Campuses have to be prepared for potential terrorism. Are there guidelines as for when to evacuate or "lock down" facilities? Dr. Bromley stated that it is a judgment call based on information that is available at the time. Colleges and universities may be able to lock down a building, but an entire campus may not be possible. The active shooter scenario is a good exercise in training to "lock down" buildings.

Upon conclusion of the questions and comments, Vice Chairman Janes mentioned that audience member wishing to provide public comments would have the opportunity after the last two presenters.

7. Eckerd College: Lisa Mets, Director of Emergency Management

Ms. Mets expressed appreciation for inclusion of small, private colleges, such as Eckerd College. Eckerd College develops plans in collaboration with local emergency management agencies, health departments and law enforcement agencies. As is traditional with private institutions, Eckerd has no armed police force on campus.

Ms. Mets suggested the return to a community policing model where, "If you see something suspicious, you say something about it." The belief is people are more likely to share information if the authority is trusted.

⁴ Presentation materials distributed to the task force is available at <http://www.dcf.state.fl.us/campusSecurity/>

⁵ *Campus-Related Murders: A Content Analysis Review of News Articles* report provided to task force members is available at <http://www.dcf.state.fl.us/campusSecurity/>

Ms. Mets spoke to two successful Eckerd College programs: Silent Witness and Intervention@Eckerd.edu, both of which are email communications that provide a vehicle for students to express concerns. Other security measures at Eckerd include: text messaging, satellite phones, security cameras, e-mails, and pop-up messages, and they are now considering the use of a siren broadcast system.

Ms. Mets suggested that campus safety is best when planned with local, county, and state to participate in all-hazards drills and that campus safety funds should be provided for independent schools as well as public institutions.

Questions/Comments: Federal Funds require NIMS compliance. Ms. Mets indicated that Eckerd is voluntarily NIMS compliant.

What state or federal laws serve as barriers to your efforts? HIPAA impedes our ability to get information from a facility if a student is committed under the Baker Act.

Are you familiar with the Regional Domestic Safety Task Force? Ms. Metz indicated that she recently learned of it due to the task force. They are pursuing it.

Eckerd does not have formal law enforcement, any plan for it or contract? Ms. Metz stated Eckerd College is satisfied with their relationship with the St. Pete Police Department and would like to maintain no guns on campus.

Do you have any published communication that is available to students to educate them as to how to react in emergency situations? Eckerd is good with communication for hurricanes, but the college is developing additional publications for all hazards.

8. Regional Domestic Security Task Force Activities: Assistant Special Agent in Charge Cynthia Sanz

Ms. Sanz noted that following the events of September 11, state and local governments re-evaluated their role in addressing security issues. Various agencies partnered to develop comprehensive strategies with five primary goals: prevention, preparation, protection, response and recovery.

Seven Regional Domestic Security Task Forces (RDSTF) formed, with representation from an array of public and private sector disciplines, such as emergency management, education, medical, law enforcement and investigations. In the past, cross-functional communication took place only during an emergency. Now, the RDSTF meets quarterly. The Task Force has developed these relationships and protocols that have enhanced information sharing and response capabilities.

Each Task Force has committees chaired by subject matter experts. K-12 schools are well represented on the education committee, but there is a need for outreach activities to improve private school participation.

Questions/Comments: When was the last exercise on a college campus? Ms. Sanz indicated that there has not been an exercise on a college campus.

Public Comment

Vice Chairman Janes opened the floor to public comment at 4:24 p.m.

1. Kay Doughty, Vice President, Operation PAR, Inc.

Ms. Doughty is Vice President of Operation PAR, Inc. and Chairs the Florida Substance Abuse Prevention Advisory Council.

Ms. Doughty's staff works with students on substance abuse issues and expressed the need for prevention activities on campuses.

Every campus should create an environment where a system exists so that everyone on knows how to report issues and where to do so. There is a need for a triage process by which information is analyzed and action is taken. Policies and procedures should be in place and following them properly would provide legal protection.

Ms. Doughty suggested that campuses adopt a student assistance program.

2. John Ward, Jr., Ph.D., Professor, Florida Mental Health Institute

Dr. Ward is a faculty member of the Department of Mental Health Law and Policy of the Florida Mental Health Institute at the University of South Florida. He is also the Vice President of the USF Faculty Senate and a Licensed Clinical Psychologist.

Dr. Ward's major points included:

- Mental illnesses are treatable
- Detection of people who need help is important, but if detection leads to treatment, then stigma does not increase and prevention is possible
- If detection leads to expulsion and not treatment, then stigma increases and reluctance to seek help increases and consequences of mental decline increase

He encouraged the task force to emphasize creating adequate resources for detection and treatment on campus and coordinated teams involving improved communication [among] sections of university (e.g. police, mental health, academics, administrators, etc.)

Mr. Ward agreed to provide written comments or bullet points concerning the stigma of mental health and other comments that may be useful for the task force report. The comments will be based on surveys and student perceptions on what it is like to have a mental illness.

Conclusion

Vice Chairman Janes addressed the Task Force concerning the meeting on Friday. He recommended using the first two hours of the meeting to review the four tasks in the Executive Order as well as to share useful resources. The plan is for Chairman Butterworth to have a preliminary meeting with Governor Crist on May 22. The Task Force will meet on May 23 with a draft report for comments, and the final report will be submitted to the Governor on May 24. Task Force members were encouraged to provide input on the process. Vice Chairman

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Janes recommended that the members bring forth their ideas and recommendations to address under each of the four areas. The members were also asked to review and make comments on the survey that will be finalized on Friday. The plan is to get the survey out to all colleges and universities by Monday, May 14, with responses due back by Monday, May 21, 2007.

Chairman Butterworth thanked the Task Force, invited presenters and the audience adjourned the meeting at 4:45 p.m.



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Friday, May 11, 2007
University of North Florida
Jacksonville, Florida**

10:00 a.m. – 12:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

2. Review of Minutes of the May 3, 2007, Meeting

Robert A. Butterworth, Chair

3. Review Meeting Schedule

William H. Janes, Vice Chair

May 16	Institute of Public Safety Broward Community College 3501 Davie Road Davie, Florida 33314	10:00am to 4:00pm
May 18	FAMU College of Law 201 Beggs Avenue Orlando, Florida 32801	10:00am to 4:00pm
May 23	Tallahassee	10:00am to 4:00pm

4. General Task Force Discussion

Robert A. Butterworth, Chair

12:00 p.m. – 1:00 p.m. LUNCH

1:00 p.m. – 3:00 p.m.

1. Reconvene

Robert A. Butterworth, Chair

2. Reports/Testimony

University of North Florida's Approach to Campus Safety

Chief Mark Foxworth, UNF Police Department

UNF Life on Campus

Lynn Hendricks, Director of Residence Life

Campus Safety at UNF

Rachael Tutwiller, Student Government President

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Jacksonville University

Lorice Gregory, Director of Public Safety
Dr. Kristin Alberts, Director, Student Counseling Center
Kristie Gover, Assistant Dean of Students

Dealing with University Crisis

Dr. Eugene Zdziarski, Dean of Students, University of Florida
Major Brad Barber, Assistant Director, UF Police Department

Florida Community College at Jacksonville

Steven Bowers, Vice President for Administrative Services

Crisis Preparation and Coordination on Campus

Chief Daryl Johnston, Santa Fe Community College

Florida's Gun Laws: Capturing Needed Information

Randy Long, Florida Association of Court Clerks and Comptrollers
Marsha Stiller Ewing, Martin County Clerk of Circuit Court

Campus Safety: A Student's Perspective

Rachel Louise Long

State Disaster Behavioral Health Plan

Dr. Jennifer Bencie
Diane F. Fojt

Law Enforcement Training in the State of Florida

Director Michael Crews, FDLE

Regional Domestic Security Task Force Activities

SAC Dominick Pape

3:00 p.m. – 4:00 p.m.

Public Comment

4:00 p.m.

Adjourn

Robert A. Butterworth, Chair

Gubernatorial Task Force for University Campus Safety
Meeting Three
Friday, May 11, 2007
10:00 a.m. – 4:00 p.m.
University of North Florida
Jacksonville, Florida

Task Force Members Present

Vice Chairman William H. Janes, Director, Office of Drug Control Policy
Steve Holmes, Senior Executive Assistant, Department of Children and Families
(Representing Secretary Butterworth)
Ken Tucker, Assistant Commissioner, Florida Department of Law Enforcement (Representing
Commissioner Bailey)
Bob Donley, Chief of Staff, State University System (Representing Chancellor Rosenberg)
David L. Perry, Chief of Police, Florida State University
Cynthia Rogers-Valley, Bureau Chief, Office of the Attorney General
Kevin Letourneau, Two-Year College Student Representative
Marbeley Hernandez, Four-Year College Student Representative

Task Force Members Absent

Craig Fugate, Director, Department of Emergency Management

Presenters

Chief Mark Foxworth, University of North Florida Police Department
Lynn Hendricks, Director of Residence Life, University of North Florida
Rachael Tutwiller, Student Government President, University of North Florida
Lorice Gregory, Director of Public Safety, Jacksonville University
Dr. Kristin Alberts, Director, Student Counseling Center, Jacksonville University
Kristie Gover, Assistant Dean of Students, Jacksonville University
Dr. Eugene Zdziarski, Dean of Students, University of Florida
Major Brad Barber, Assistant Director, University of Florida Police Department
Steve Bowers, Vice President for Administrative Services, Florida Community College at
Jacksonville
Chief Daryl Johnston, Santa Fe Community College
Randy Long, Florida Association of Court Clerks and Comptrollers
Rachel Louise Young
Dr. Jennifer Bencie, Director of Medical Operations, Florida Department of Health
Diane Fojt, Director, RDBHAT on behalf of Florida Crisis Consortium
Director Michael Crews, Florida Department of Law Enforcement
Dominick Pape, Assistant Special Agent in Charge, Regional Domestic Security Task Force

Welcome and Introductions

The meeting was called to order by Mr. William Janes, Vice Chairman, at 10:12 a.m.

Vice Chairman Janes opened the meeting by welcoming Task Force members, staff and the audience. He invited audience members to join task force on stage. He stated the Task Force

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met in Tallahassee last week, Gulfport on Wednesday and today at the University of North Florida. Vice Chairman Janes asked the Task Force to introduce themselves.

Vice Chairman Janes reviewed today's meeting agenda.

Vice Chairman Janes discussed the proposed Higher Education Survey that will be distributed on Monday, May 14, 2007 to the State University System for completion by universities and colleges by Monday, May 21. He requested Task Force members to review and provide comments. As a result of the discussion, several questions will be added to the survey before it is distributed to the State University System.

Review of Minutes

Vice Chairman Janes asked Task Force to review the minutes of the May 3, 2007 meeting in Tallahassee. Ms. Rogers-Valley asked for correction to her job title. Mr. Donley motioned to approve minutes with corrections. Mr. Letourneau became the second on the motion. Motion passed unanimously.

Vice Chairman Janes asked Task Force to review the minutes of the May 9, 2007 meeting in Gulfport. Mr. Letourneau motioned to approve minutes. There was a second on the motion. Motion passed unanimously.

Vice Chairman Janes reminded the Task Force that all work was subject to Florida Sunshine Laws.

Review Meeting Schedule

Vice Chairman Janes announced next meetings are to be held at Broward Community College on May 16th, Florida A&M University College of Law in Orlando on May 18th, and in Tallahassee on May 23. He reminded all the Task Force Report is due to the Governor on May 24, 2007.

Vice Chairman Janes requested that all attendees please sign in. Sign-in sheets are at the entrance in the rear of the auditorium.

Vice Chairman Janes informed the Task Force that the morning's activities would center on general task force discussions. The afternoon would be dedicated to testimony, followed by public comment starting at 4:00 p.m. Anyone wishing to provide comments should complete a speaker card and give to Chris Osborne or Nicole Stookey, Task Force staff.

General Task Force Discussion

For the remainder of the morning, Task Force members discussed various items, such as the Higher Education Survey, future Task Force meetings and tasks in the Executive Order.

Survey Discussion

Mr. Donley discussed the proposed Higher Education Survey that will be distributed on Monday, May 14, 2007 to the State University System for completion by universities and

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colleges. Mr. Donley has asked for OPPAGA's assistance to smooth out the language and provide support in processing responses. The survey follows the categories of the Executive Order. He reviewed the survey with the Task Force.

- Identification of students who pose a risk. Several universities are in process of doing a reverse 911 system.
- Identifying strategies for improving cross-agency communication.
- Training improvement for law enforcement.
- General emergency response preparation. He commented that several colleges/universities have already assigned an Emergency Management Officer, but cautioned this does not become an unfunded mandate. All institutions have been asked to become National Incident Management System (NIMS) compliant.

Mr. Donley asked what else needed to be added to the survey, and commented that the university officials and provosts have been alerted to the forthcoming survey, and many already have started working on the information requested.

Vice Chairman Janes stated he wants input from all colleges and universities across the state. He also welcomes any input from the Board of Governors. The intent of the survey is not "what should be", rather "what it is". He asked about NIMS compliance.

Mr. Tucker responded that Homeland Security requires National Incident Management System (NIMS) compliance if an institution wishes to apply for grants. First responders must use NIMS System. NIMS was defined as a plan of how federal, state, and local would respond to an incident – "plug and play". This uses the Incident Command System model, which has specific roles, mechanisms, and components related to response.

Vice Chairman Janes asked where are the universities going?

Mr. Donley stated that he has discussed this with six universities so far. This is an ongoing process. They are sending in Certificates of Compliance and his staff is updating the lists. \

Vice Chairman Janes asked about NIMS compliance. Trained law enforcement? Are there two levels?

Mr. Tucker stated NIMS is not restricted. It applies to all parts: health, fire, and law enforcement. The intent is the State will be compliant. Feds want all to be compliant.

Mr. Donley stated they do need to become NIMS Compliant. \$30M was passed for Homeland Security in Congress. Of that, \$5M is tied to communication systems. On a national scale, all are expected to be NIMS Compliant. However, more than \$5M is needed.

Vice Chairman Janes asked if the survey solicits comments regarding mental health preparedness and dealing with mental health issues.

Mr. Tucker replied that some institutions were and some were not.

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Vice Chairman Janes asked if the survey should include more specifics and suggested the survey should ask about participation in regional emergency preparedness groups.

Dr. Sewell stated he would add this to the survey.

Ms. Rogers-Valley suggested asking about barriers.

Mr. Tucker agreed. When he asked the “why not?” the responses was legal says no. Upon investigation, asking why and to what extent – there was no real reason. There needs to be some “Myth Busters”. It seems as if attitude is to “error on if someone would sue” where it should be “error on safety”.

Dr. Sewell stated he would add a question to briefly describe how institution is restricted.

Vice Chairman Janes asked if there were any more questions regarding the survey.

Dr. Sewell said additional questions to weave in were:

- USF Counseling question
- Number of staff providing mental health services
- Ratio of mental health staff to student population
- Has college or university seen increase in severe mental health problems
- Is there a waiting list for mental health services
- What is emergency capacity for mental health services
- What is the level of access to medications
- How does an institution identify at risk students
- Do colleges use multi-disciplinary team to evaluate students
- Any federal policy changes needed.

Ms. Rogers-Valley asked if they know how many students attempted suicide in last five years. According to the testimony in Tampa, the attempted suicide for shooters indicated $\frac{3}{4}$ of shooters had attempted suicide. The survey should also ask what services are available to individual with a suicide attempt.

Future Task Force Meetings

Dr. Sewell gave an overview of today’s testimony and testimony the Task Force would be hearing at future meetings.

Today, the Task Force will receive input from several major institutions: University of North Florida, Jacksonville University and Florida Community College at Jacksonville. Critical issues from previous meetings will be addressed, such as Florida’s gun laws from the Clerk’s Association, preparedness and training issues, and an update from the Regional Domestic Security Task Force (RDSTF).

A variety of different issues will be presented during the May 16 meeting in Davie. Judge Leifman, appointed by the Chief Justice of the Florida Supreme Court to serve as a special counsel to the Department of Children and Families on mental health issues, will address the

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Task Force. The National Alliance for Mentally Ill will present from a victim advocates perspective. The NTI technology group will give an overview of available technology and what is currently being used in K-12 schools. Other subjects include the Youth Crime Watch and representative of local major universities and colleges. The Task Force will also hear information related to domestic violence issues.

During the May 18 meeting in Orlando, the Task Force will discuss components of the report. The Chief of Police of George Washington University will join by phone to discuss standards for university law enforcement. Other topics are accreditation by "SAC" and the Florida accreditation process. Dr. Alex Rodriguez of the Florida Substance Abuse Association will discuss Florida's Crisis Intervention Teams and psychiatry services. The Attorney General's Office will discuss community response teams. Several colleges, universities and community colleges have been invited to present.

Vice Chairman Janes noted his office would provide statistics on suicides and attempted suicides. Tiffany Carr of the Florida Coalition Against Domestic Violence will provide information regarding domestic violence.

Ms. Rogers-Vallely wanted to hear from the medical community on their ability to respond. A presentation today will cover that.

Mr. Holmes would like additional information on HIPAA/FERPA and impact of the law.

Dr. Sewell commented that the Governor's Office will do a presentation which will focus on university and colleges. Teresa Klebacha, Chief of Staff for the Department of Education, will do a presentation regarding K-12 schools. Private universities need to be included as well.

Mr. Tucker asked about the scope of mental health. He suggested using an "all hazard issues" and to expand the scope for planning for K-12 and universities and colleges.

Vice Chairman Janes concurred with all hazard planning and security issues.

Vice Chairman Janes invited all to look at the Executive Order.

Tasks in Executive Order

The Task Force members discussed issues related to tasks in the Executive Order (**see Appendix A for bulleted points**).

Regarding identification of students at risk, Vice Chairman Janes posed the question to Mr. Letourneau and Ms. Hernandez: "Where is the emphasis on security and safety?"

Mr. Letourneau responded that this is discussed during orientation, varying in detail and volume. However, orientation has so much information that crisis response information would get lost. He suggested follow up information could be distributed by pamphlet,

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information posted in common areas, and further information could be obtained from campus police.

Ms. Hernandez agreed with Mr. Letourneau regarding information at orientation. Lots of information is given regarding campus violence, drinking, and drugs, and role playing scenarios are conducted, which is lot of information in one day. There is a Freshman Experience Course which could include this information. Pamphlets should be available regarding mental health services. It is difficult for students to feel ok to go. Need to reinforce it is acceptable to seek mental health services.

Vice Chairman Janes. Students do not take this seriously?

Mr. Letourneau. Students do not take it seriously. We have heard that there is a need to hear a message 8-10 times to take it serious. Need more presentations regarding: due diligence, must get information out there, students must have access to that information, need to repeat the information with other subjects.

Ms. Hernandez. This is not taken seriously. She used the fire alarm example. This is routine and has a relaxed response from students. Need to make students aware by using pamphlets, flyers and meetings.

Vice Chairman Janes. Questions?

Ms. Rogers-Vallely. In reviewing the notes, students who pose risk are often known to someone on campus. Once they are identified, can a multi-disciplinary team staffing be established on the student? The team could include law enforcement, mental health and others. There is a need to remove the stigma attached to students seeking services. All faculty need to know where to make referrals, both on and off campus.

Ms. Hernandez. Are there legal issues? When make referral, did they ever go? With confidentiality laws, schools don't know. Is there any follow up vs. case being dismissed?

Ms. Rogers-Vallely. Use technology to post information on University web site. Information included could be where to go to seek services and how and where to approach for requesting services.

Vice Chairman Janes. In the after-action reports, the student was known. How should follow up be accomplished to know if at risk student did get help?

Mr. Letourneau. Make yourself a mentor. Follow up with the clinic to see if student showed up. Be available to the student. His concern is the pendulum effect. What happens if too many students are referred given limited resources?

Vice Chairman Janes. There are resource constraints for colleges and universities.

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Mr. Tucker. There are issues with community awareness. The community is not concerned with “what could happen”, rather “what to do if it happens”. Need a consistent message of what to do.

Vice Chairman Janes. Regarding staffing levels, the ratio of mental health professionals to students varies between 1:1,000 to 1:1,500. Testimony revealed that staffing ranges from zero to 13 to 18 mental health staff. There has not been a lot of discussion regarding this. Should a suggestion be to universities to increase staff?

Mr. Donley. It is difficult to get mental health staff. The process to increase staffing takes years. Also have to compete against community, private, public and hospitals to get staff. Universities have many competing challenges now. The k-12 class size limits have created funding issues. There is a need for federal funding. Need the resources to be able to draw down federal funding that is available.

Mr. Tucker. It is the public safety funding pendulum. When there is increased violence, funding is easy to get. As violence decrease, funding decreases. Funding basic standards is important. Funding above basic standard is institution’s responsibility. Institutions are the training ground for other agencies. Campus police/law enforcement need resources. I.C.P. staffing standards are hard to achieve, compete with responsibility and salary. Recruitment and retention issues affect law enforcement. Student confidence in security is falling, which is evidenced by increased requests for concealed weapons permits. Need to give increased confidence to students, so they need self protection.

Mr. Holmes. Various newspapers have covered our hearings. The theme is more resources. Need long term vs. short term fixes. Can we leverage the national and state advisory groups to support all recommendations?

Vice Chairman Janes. What are the best practices? Our task today: Student in psychological distress due to campus stress. How to respond? What observations? How, what could / should be done? Mutual Aid. Using MOA/MOU’s to help each other. Mental health problems are real, every day. How about training of faculty and information sharing?

Mr. Holmes. Faculty may not know how to respond. There are cultural aspects: Will faculty actually report? Need to make it ok to ask for help. Make it ok to get help or to ask questions.

Vice Chairman Janes. Difficulty with communications silos. Examples are military (between branches) and emergency response (between fire/police/medical) and how difficult it was to solve those. Universities have stove pipes as well. How to over come these?

Ms. Rogers-Vallely. Training. For child abuse, Chapter 39, F.S., states who must report and provides sanctions for those who do not. The colleges have an obligation to protect potential victims from perpetrators.

Vice Chairman Janes. Some feel they are hampered by mental health confidentiality laws. What should be done about this?

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Ms. Rogers-Vallely. In the aftermath of VA Tech, would the answer be the same?

Mr. Tucker. FERPA and HIPAA laws may need to change to make exceptions for safety issues. At Stetson, they had joint meetings to bring silos together. The FLEX – Florida Law Enforcement Exchange may be a method to share information.

Ms. Rogers-Vallely. Ask students to sign limited use waivers? They should agree to allow for sharing of information.

Vice Chairman Janes. Waivers are specific and time limited. It would be nice for parental involvement early.

Mr. Tucker. As a parent of two kids in college, it is difficult to be involved because the children are adults legally.

Ms. Hernandez. Students will “back off” if they feel information will be shared.

Vice Chairman Janes. This can not be mandatory. Students must agree to sign a voluntary waiver. Next topic is federal and state laws. More testimony will be heard on this subject. I believe there is reluctance of institutions to release information even if allowed.

Mr. Letourneau. Sign the waiver, is this simple? Rather, educate people how the system works vs. more paperwork.

Vice Chairman Janes. How are students notified in event of emergency?

Mr. Letourneau. Don't know. Text messaging may work. Testimony has already been presented as to when to release the information.

Ms. Hernandez. We use email services. This is not effective when in class. Text messages, sirens, telephones in class rooms can be expensive. The best method may be text messaging.

Vice Chairman Janes. Television release of information is effective. There is the issue of greater community agitation than other methods. Chief Johnston of Santa Fe Community College will present later. Ask him about federal study on communications.

Mr. Tucker. There are potential federal grants that universities could apply for. Must be sure issue is not vendor-driven. Need to develop standards. Centralized, it is easier to research and make appropriate standards.

Vice Chairman Janes. RDSTF's have a mechanism to request for funding. Institutions must have methods to request funding. Education and training RDSTF needs to get more involved.

Mr. Tucker. There is some focus on the education community, but it has mostly been K-12. There is some funding for universities. Need to establish a baseline vs. individual institutions

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requesting funds. Need to develop minimum capacity and build on the minimum standards. This should be done across entire community.

Vice Chairman Janes. Years ago, these were handled by individual requests, which resulted in isolated improvements and focused on K-12, not on universities and colleges.

Mr. Tucker. Need to follow what medical and health have done. Public health has established base line plans, which include private and public hospitals. Although each hospital is independent, public health can access all hospitals.

Vice Chairman Janes. What about strategies for cross agency coordination? What are those agencies?

Mr. Tucker. Law Enforcement, both local and campus. Institutional silos.

Vice Chairman Janes. Institutional silos of residential community, academic affairs, and law enforcement, need to be communicating all across campus. Who are the first responders on campus?

Mr. Donley. Public safety office should be a first responder, but is not always. Example is hurricanes. There are shelters for special needs. There are emergency response teams in the colleges and the Director for Environmental Health and Safety may respond first. In most cases, it is the Police Chief who has the responsibility.

Mr. Tucker. Most planning can be applied to colleges and universities. Training about mass casualties and active shooters can be modified to meet local needs. Local interaction with sheriff and police departments would help. In mass casualty training, work with local trauma centers, transportation providers, and health responders.

Mr. Holmes. There is a distinction between “emergency response systems” and “emergency responders” who need to know their roles.

Mr. Letourneau. It is critical to know who will respond. Who do they go to?

Mr. Tucker. I had the opportunity to visit Israel. In Israel, every 18 year old must serve in the military. Because of military service, every one knows what to do. In VA Tech, how many of the victims may have been the first responders. Did they know how or what to do? I would argue that the student at VA Tech who put the table in front of door and held it there resulting in saving the students in that room would be considered a first responder.

Vice Chairman Janes. Our intent is to provide observations in broad areas to be consolidated by writers and staffed. The report is due to the Governor May 24th. Then, it will be sent to Health and Human Services Secretary Leavitt. Recommendations should be the starting point. They will need to be done in the short term, long term, and future things to look at. Are there other ways to obtain input?

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Considering the Sunshine Laws, specific issues or recommendations should be emailed to Dr. Jim Sewell, who is staffing the Task Force. His intent is to start writing the report over the weekend to meet the Governor's deadline.

Upon completion of the discussion, the task force recessed for lunch at 11:57 a.m.

The task force reconvened at 1:02 p.m.

Vice Chairman Janes again welcomed everyone and invited the audience to the stage, since any presentation slides will be inverted. He reminded all that proceedings are being recorded and may be broadcast. He expressed thanks to the University of North Florida staff for their support and thanked the participants. He introduced Chief Mark Foxworth from the University of North Florida Police Department.

Reports/Testimony

**1. University of North Florida's Approach to Campus Safety
Chief Mark Foxworth, UNF Police Department**

Chief Foxworth noted that UNF has 16,000 students in 2 square miles with 53 buildings. Growth and keeping pace with growth is a challenge. The University of North Florida Police Department (UNFPD) provides law enforcement, police-related and community services.

Chief Foxworth stated that campus law enforcement does not garner the same respect or support of other officers in state. Campus law enforcement was excluded in 5% raise for all state officers. This affects their efforts to recruit, develop and retain long-term officers

The UNFPD has 28 sworn officers - 7 communication, 2 administrative and 2 safety rangers (non-sworn officers who check parking lots and the library). They are accredited by the Commission for Florida Law Enforcement Accreditation.

Regarding identifying at-risk students and information sharing, UNFPD is a department within the Division of Student Affairs, which allows for coordination with counseling, women's center/victims advocate, resident life, student conduct, ombudsman and student government. Resident Life Officers train residence life staff, provide educational programs to students, do referrals for counseling and are entrenched in the residential community. Officers have the discretion to deal with misdemeanors to determine if criminal prosecution or university assistance or sanctions is best. The director of counseling is organizing a formal group to identify, review and respond to students that show signs of instability or may be in need of assistance.

UNFPD exercises various methods of notification. The school conducts announcements within fire alarm system, which can reach 80% of campus. They use mass email and voicemail capabilities but have no reverse 911 system in place. Current systems are under review to determine the best way to get a message across without causing panic.

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Chief Foxworth noted that UNFPD and sheriff's office have a mutual aid agreement in place. UNF is a member of the FBI's Joint Terrorism Task Force, Florida Intelligence Unit; has a great relationship with FDLE; is a member of regional FDLE Child Abduction Response Team; has representation on the RDSTF; and coordinates with Secret Service. UNFPD participates in Jacksonville Communication Network, which is the same system used by Jacksonville Sheriff's Office, the Jacksonville Fire Department and all local law enforcement agencies in Duval County; provides state mutual aid channels and the regional emergency operational channels.

Next, Chief Foxworth spoke about training. In the collective bargaining agreement, officers are required to participate in 8 hours of training each month on various issues, such as crowd control, explosive devices, hazardous materials, CPR, first aid, etc. They have conducted active shooter scenarios, training with side arms and rifles and other response-related scenarios. All officers have completed NIMS and NICS training and are trained very well.

Chief Foxworth expressed several technology needs. There is a need for mass communication devices and solid plans and training to back up delivery of notifications. More surveillance cameras are needed with an upgrade to wireless technology and they need staff to monitor cameras. There is also a need for automated access control system for buildings. He suggests that safety and security fees could fund these or to modify the statute to require that a percentage of parking revenue be dedicated to safety needs.

Related to staffing, the Chief indicated the hiring pool isn't the best because there are no real incentives for long term employment or to lure the 10 year veteran from another agency. He suggests the state fund an incentive program that provides graduated bonuses and raises for officers to encourage retention. He also suggests a change to Florida Retirement System laws to permit high-risk retirement benefits to officers who are re-employed by a campus police agency. He supports minimum staffing levels if not solely based on student population - utilize formulas that take in to account calls for service, patrol time, leave and other factors.

Chief Foxworth expressed a need for stronger information sharing on campus. Relax provisions in FERPA that often serve as a barrier. He supports background checks on university employees and residential students

Questions/Comments: Are the MOU/MOA's you share with other law enforcement agencies unique to UNF? Not sure to what extent. Because campus police departments often respond to incidents outside of their jurisdiction (in a student's home county), consider granting them statewide enforcement authority.

What are your equipment needs? Patrol items, ballistics items, helmets and shields.

Are security cameras monitored 24/7? No. It would be beneficial to have a full time staff.

Are you notified when a student is released after commitment under the Baker Act? The counseling center is notified and they work with Residential Life. There is no formal policy or process. It works because of people in the positions.

When a student is identified as at-risk, are all entities notified? The head of the counseling center is working on process and policy.

There has been testimony that faculty are not aware of mental health services that are available. Do you think faculty is first responders? Not all faculty are aware of available resources. Faculty is considered to be first responders.

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Regarding working in concert with other departments, how is UNF? We have crisis management team and have good relationship with Provost for hurricane response, but the CMT is not student orientated. They are conducting drills for improvements.

2. UNF Life on Campus

Lynn Hendricks, Director of Residence Life

Ms. Hendricks reiterated that UNF has 16,000 students, of which 2,400 are residential students. Staff are full time master's level and live in buildings with students. Two Resident Advisors (RA's) live on floors with more than 35 students. RA's receive two weeks of full time training before starting.

Staff must report and document observations and attend Student Conduct hearings. Residents are required to sign for receipt of student handbook. Residents can be immediately removed from residence halls if they cannot follow the rules. UNF refers students to counseling. They discuss the rules with the resident and have constant communication with police and counseling staff.

The UNF Active Safety Council routinely inspects amenities, such as light bulbs, and reports when they need to be replaced. IntelliKeys, which cannot be duplicated, are used to grant student access to buildings. The system can track who and when accesses buildings. Surface parking lots have great lighting and emergency phones.

UNF is adding 1,000 beds to campus. Safety was a considering during construction bids. There is a need for security cameras inside buildings, and a need for additional night staff.

Questions/Comments: Do keys access all buildings? Keys access only residential buildings. You seem to have a good ratio of RA to Students. Does this help with orientation? RA must do one safety program per month for residents. Bulletin boards are used. The community officers conduct training on "stranger/danger" issues such as: lock your door, look to see who is on other side of door; limiting information on face book & mySpace web sites. RA receives training from Fire Department. Training includes communication with RA include calling trees, weapons (closed door training) identification, concealment, warning behaviors. Do you conduct training for non-residential students? Don't know. Her focus is on residential students.

The Police Chief mentioned that residential halls do not know if residents were convicted of crimes. Could resident halls ask about this question of residents? Residence Halls do not handle contracts. The admissions team does screening. Those that pass screening are allowed to live in halls. However, they do regularly check for any dropouts. If a student is not enrolled at UNF, they must move out.

What if they lie? Any background type check done? Don't know.

Office of Student Conduct, do you make referrals and if so, what types of referrals? A hearing is conducted quickly, within five days. The steps are hearing, report, and sanctions. Sanctions could be a warning, write paper, counseling assessment, suspensions or expulsions. Do you follow up on counseling referrals? Staff does follow up. If they fail to comply, then another hearing is conducted and further appropriate action is taken.

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How about mental health issues? Mental health counseling, not just follow up on referrals. Do the RA's receive mental health training? Staff is trained for signs and symptoms and what actions need to be taken.

3. Campus Safety at UNF

Rachael Tutwiller, Student Government President

Ms. Tutwiller affirmed that students generally feel safe on UNF campus. Students are aware of policies/ services through orientation and education activities. Students can report victimization and can access police by pressing blue phone button system

Ms. Tutwiller expressed a need for additional surveillance on campus. She suggests that students need to have ownership in their own personal safety and need to be more educated

Questions/Comments: What are UNF protocols for emergency notification? Sirens can signal emergency situations inside buildings by word of mouth.

What works best in terms of prevention? UNF uses different mechanisms to communicate messages, such as web, videos, email and presentations.

What are UNF student's attitudes regarding mental health issues? How to reduce stigma against mental health on campus? The counseling center does outreach to inform and train students. The UNF community is relatively inclusive. Enforcing inclusiveness through different programs and activities can reduce stigma.

Would you know what to do if you heard a siren on campus? Not necessarily.

4. Jacksonville University

Lorice Gregory, Director of Public Safety

Ms. Gregory gave an overview of Jacksonville University (JU), noting that JU is a private college with 1,800 students, of which 1,000 live on campus. Public safety staff are non-sworn officers. JU conducts background checks on all employees. JU also conducts weekly meetings on incident reporting, discussion of students of concern, and discipline meetings to look at before and after action

A communications system currently in use is massive voicemail and email during emergency situations. JU is considering sirens, speakers and mass instant text messaging system.

The multidisciplinary emergency response team is made up of police, residential officers, information technology, and others. A comprehensive safety team meets twice a year and as needed. A handbook on emergency procedures for all hazards distributed to all staff. Current issues are staffing levels, retention, funding and training needs

Dr. Kristin Alberts, Director, Licensed Psychologist, Student Counseling Center

JU has two mental health staff and 1.5 graduate students to staff counseling center. The center has an appropriate staff to student ratio. There is a ½ business day wait for non-emergency appointments. JU does outreach activities focusing on strengthening skill building for common issues to help students grow, so the focus is on more than just mental health. Common referral sources include friends, faculty and emergencies. Dr. Alberts suggests it is

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important to collect demographic information on who served to reach special populations (for example, men will seek services less than women – 40/60)

Among the current issues in information sharing, is communicating with hospitals in student discharge plans (in Baker Act situations). The counseling center needs to be able to follow up on those students. There is no access to psychiatric care on campus because of funds, insurance, transportation, and an unreasonable delay in getting an appointment. She suggests insurance for mental health care should be state funded for public and private institutions.

She noted that 63% of suicidal students told a friend. First responders are often peers who are usually the first persons to identify a student that is at-risk. She suggests that peer training be improved.

Kristie Gover, Assistant Dean of Students

Ms. Gover informed the Task Force that students are required to live on campus until they reach junior status. JU community advisors/resident advisors (RA's) go through extensive training and participate in role-playing scenarios in which the student counseling center and public safety entities are involved. The Residential Life Emergency Response Team includes Community Advisors, peer leaders and professional staff and meets weekly to review all incident reports with public safety. At JU, peer mentors meet with students monthly to identify patterns of behavior. The information is reviewed and journals are kept on students in a collaborative effort to identify and follow-up with at-risk students. The Campus Emergency Management Team includes key leadership

She suggests a need for additional surveillance cameras, funding for additional public safety staff, better lighting across campus, and to use swipe-card access on doors (rather than keys that can be duplicated).

Questions/Comments: Are you prepared for an active shooter scenario? We are examining our immediate response capabilities. First response is university security (non-sworn), which assesses situation before calling the sheriff's office.

If you received mental health information from hospitals, how could you assist with only two staff? Staff and administrators would meet with students and make mandatory compliance with treatment plans.

Is there training for peer mentors as first responders? Community advisors should be trained to improve peer response and awareness with an option to make referrals. For others, there could be better training or education (in orientation, etc.)

Do privacy policies hinder your ability to share information? Most students at JU are willing to sign a waiver, which enables better coordination of care.

5. Dealing with University Crisis

**Dr. Eugene Zdziarski, Dean of Students, University of Florida
Major Brad Barber, Assistant Director, UF Police Department**

To view slides from the PowerPoint presentation online, visit the *Gubernatorial Task Force for University Campus Safety* website at <http://www.dcf.state.fl.us/campusSecurity/>.

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Questions/Comments: What do you think of restoring COPS program funding? Restoring this funding would be beneficial and would prioritize safety.

Do privacy laws hinder your ability to share mental health information? Legal and ethical issues can serve as barriers. FERPA provision should allow for information sharing between institutions for legitimate educational reasons or to start a case management meeting.

Currently, information can only be shared with parents or outside partners if the individual is in imminent danger

You have joint communication with the Gainesville Police Department and Alachua Sheriffs Office. Do you have joint dispatch? No. We have 10 dispatchers and all have been trained through National Incident Command Training.

****Follow-up: Dean Gene said he would provide a copy his book and to make written recommendations for the critical incident response model to the Task Force.**

Reference Materials:

University Campus Safety PowerPoint Presentation by Dean Eugene L. Zdziarski And Major Brad Barber

(<http://www.dcf.state.fl.us/campusSecurity/>)

“Getting Help: Consultation/Intervention Decision Tree” by the UF Crisis Response Team, Division of Student Affairs (<http://www.dcf.state.fl.us/campusSecurity/>)

“CRT Manual” by the UF Crisis Response Team, Division of Student Affairs (<http://www.dcf.state.fl.us/campusSecurity/>)

“Coping with Loss” Brochure

“The Danger of Suicide” Brochure

Emergency Palm Card

6. Florida Community College at Jacksonville Steven Bowers, Vice President for Administrative Services

Florida Community College at Jacksonville (FCCJ) is a campus of 60,000 students with no residence halls. FCCJ has 60 full-time/40 part-time non-sworn officers, and the Jacksonville Sheriffs Office is on campus as well. An emergency safety guide is distributed to employees annually. The legislature provides the ability for FCCJ to charge security fee for armed security services. FCCJ offers no mental health counseling services on campus

Mr. Bowers expressed a need to secure capital funding for better lighting in parking lots, for 2-way communication mechanisms, for installing blue light emergency phones, for security cameras, and for a public alarm system. FCCJ is seeking PECO funding for facilities projects.

7. Crisis Preparation and Coordination on Campus Chief Daryl Johnston, Santa Fe Community College

The theme of Chief Johnston’s discussion is risk and threat assessment, emergency communications, and managing the crisis. Chief Johnston states that universities are marginally prepared to respond to emergencies. They are cities within a city.

NIMS and NICS training should be implemented on campuses. Most colleges don’t comply because wording suggests they “should” train based on these standards. The Crisis Management team at SFCC is NIMS compliant. Colleges and universities do not routinely practice drills or exercises.

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Most schools cannot reach 90% of the campus community within five-minute period; and no one technology can accomplish this. There are no funds to acquire effective emergency communication technologies. Universities have issues communicating in real-time during emergencies. A federal study of communications examines pros and cons of reverse technology; it indicated that about 50% of students and faculty will not answer a ringing phone.

Campus facilities need to be more secure. An evacuation of the entire campus at Santa Fe Community College would take 3 hours, and there is no ability to communicate across campus.

Regarding privacy and civil rights of students, we should err on the side of safety.

Colleges and universities need a full-time staff dedicated to full time emergency management issues. For crisis management, there must be a plan and an organizational structure staffed, in place, and with exercised roles. Must avoid redundancy, and increase access to emergency plans.

Chief Johnston discussed various issues and opportunities related to training, communications and cross-agency coordination:

- Training – state working group models to manage multi-jurisdictional components
 - Need better tactical training within universities
 - Need better coordination with Department of Education
 - Increased involvement with fire colleges
 - Practice incident command with all agencies
 - Support special tactical training at all institutions
 - Need funding for personnel to work overtime to meet service needs and to allow opportunity for more training
 - Need funding for Criminal Justice Training
 - Response agencies need to use same response model
 - Need additional tactical equipment
- Communications – SFCC, the only sworn police department in community college system, participates in interoperable communications. Overall, there is a lack of ability to communicate.
- Cross-agency coordination – NIMS model has promise for improving coordination, but additional support is needed. A Type 3 incident management team is being developed in Florida. Federal assistance is needed to develop individual risk and threat assessment tools.

Chief Johnston then provided an overview of his main points. Colleges and universities are cities unto themselves. There is a need to purchase emergency communications technology and to sustain the technology. Maintenance costs increase when technology is outdated. Examine crisis management models in colleges and universities, and in K-12 schools. Allow colleges and universities to collect security fees for security funding. Building codes need to provide safe areas and appropriate infrastructure. Critical needs in funding technology, training, and to study issues on campuses.

Questions/Comments: What are the distinctions between institutions of higher learning and K-12 schools? How do you address? This Task Force is one answer in addressing those issues.

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Department of Education needs to be more involved. Exercises need to be conducted within Regions. Improvements need to be made in the higher education component.

Reference Materials:

- Testimony of Chief Daryl Johnston (<http://www.dcf.state.fl.us/campusSecurity/>)
- Wiley, (1999) *Threat Assessment*, Behavioral Sciences & the Law, *Volume 17, Number 3*
- Wiley, J and Sons, Inc., 2001, *Evaluating Risk for Targeted Violence in Schools: Comparing Risk Assessment, Threat Assessment, and Other Approaches*, Psychology in the Schools, Volume 38(2)
- Fein, R, Vossekuil B, and Holden G (July 1995). *Threat Assessment: An Approach To Prevent Targeted Violence*, National Institute of Justice, Research in Action, 1-8.
- U.S. Department of Education and U.S. Department of Homeland Security, United Secret Service (December 19, 2006). U.S. Secret Service and U.S. Department of Education Release CD-ROM Based on the Safe School Initiative Interactive Format Designed to Help Threat Assessment Teams. Press release. www.secretservice.org

8. Florida's Gun Laws - Capturing Needed Information

Randy Long, Florida Association of Court Clerks and Comptrollers; Marsha Stiller Ewing, Martin County Clerk of Circuit Court

Clerks work with FDLE to establish mental health process for Baker Act and Courts. Mr. Long says the Association is considering creating a workgroup consisting of subject matter experts (judiciary, law enforcement, judges, state court administrators, state attorneys, public defenders, Department of Children and Families) with a goal to ensure that the data required captured by law is accurate.

There is a need to eliminate having to re-key data and a need to capture data from civil courts.

Clerks plan is to have the workgroup establish appropriate data fields within the parameters of the law; to examine the law with partners, and to determine whether an amendment to law is necessary

The presenter commenced a demonstration of web-based Comprehensive Case Information System (www.flccis.com). Homeland Security, local law enforcement, FDLE, judges and others use system. There are currently 75 million cases and 7 million users.

The system provide the ability to search by name, warrant number, case number, mental health, etc. It will display multiple records on an individual depending how identifying information is keyed in (for example, Suzy Z. Public could have records for Suzy Public, Suzy Z. Public, etc.). The system displays records from all Florida counties. It has the ability to "flag" individuals onto a watch list, and if a "flagged" individual shows up in a system, an automatic notification is sent. The association is willing to provide further demonstrations

9. Campus Safety - A Student's Perspective

Rachel Louise Young

Ms. Young noted the state of campus safety was analyzed initially in 2005. A recent roundtable was conducted to assess gaps in campus security based on the 2005 results. Results show that overall, students feel safe on campus. Gaps show there is a need for better lighting, increased law enforcement presence, and additional counseling staff.

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Another “gap” is that Florida A&M University’s E2 text messaging system is expensive and limited to only 120 characters (anything over becomes email). Satellite or off-campus locales are not as secure as main campus, and doors do not use instant locking devices.

Questions: Who was the focus group involved in the survey? 15 students, 3 staff and 4 faculty members made up initial survey committee in 2005. 3 FAMU and Florida State University crime prevention officers participated in the recent assessment.

Ms. Young is a graduate of Florida A&M University. She works at the Department of Education.

Reference Materials: *Evaluating Campus Safety* PowerPoint Presentation by Rachel L. Young
(<http://www.dcf.state.fl.us/campusSecurity/>)

10. State Disaster Behavioral Health Plan

Dr. Jennifer Bencie, Director of Emergency Medical Operations, Florida Department of Health

Dr. Bencie stressed the emergency management philosophy is to meet the needs of both victims and responders. The comprehensive emergency management plan includes interconnected structures: emergency management, domestic security, and health and medical.

Florida’s Domestic Security Strategy is a multidisciplinary plan that remains a working document that is revisited and re-prioritized each year based on current conditions, new federal guidance, and available funding.

Diane F. Fojt, Operations Director, RDBHAT on behalf of the Florida Crisis Consortium

The intent of the plan is to alleviate effects of a traumatic incident by meeting mental health needs of affected individuals and communities. The plan is to facilitate recovery through all hazards planning, responding to incident, and in the aftermath. Parts of the plan include a unified response to public and responders (logistics) and an encompassing assessment through regional response teams assessment and coordination of response agencies and the Florida Crisis Consortium.

Ms. Fojt’s recommended that prevention should include access to services, training, hotline, referral, and follow up. Intervention should include response, assessment, culturally sensitive, referrals. Postvention is the follow up, which should include faculty, staff, and providers to review the plan and to educate. A regional crisis system needed.

Ms. Fojt said she would provide the State Behavioral Health Plan to the Task Force and how it could be applied to universities.

Reference Materials: PowerPoint Presentation by Dr. Jennifer Bencie and Diane F. Fojt
(<http://www.dcf.state.fl.us/campusSecurity/>)

11. Law Enforcement Training in the State of Florida

Director Michael Crews, FDLE

Director Crews discussed four standard training programs: Recruit training, Advanced training, Specialized training, Mandatory retraining and continuing education (40 hour).

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Minimum training standards include 50 hours of human issues training within the 760 hours minimum standards.

There is a need to know how to recognize signs and proper referral services. The program is funded by Trust Fund dollars, which funds advanced and specialized training programs. The funding is fortunate, but is not adequate (covers ¼ of what is required).

Director Crews recommends that training must be a holistic approach, so there is a need to define the focus and set minimum goals. We need to establish training standards for university officers and to define and set minimum standards for all officers. If training is mandated, he cautions to not put agencies in a situation where training is mandated but not funded.

Questions/Comments: Would you suggest a special curriculum for colleges and universities and all others? I recommend pulling together all experts, not just those in Florida. Do you have levels of specialized training? Do you have a variety in types of training offered, such as DVD of roll call to more advanced trainings? Standup classroom training is not economical. Need to find other ways.

12. Regional Domestic Security Task Force Activities

Dominick Pape, Assistant Special Agent in Charge

The Law Enforcement Response Committee reviews protocols and has developed specialized response teams that include sheriffs, FBI, etc. Teams have armored vehicles (SWAT), video download links, and enhanced response unit capabilities.

The RDSTF re-evaluated exercise policies and protocols after Virginia Tech tragedy and a future table top exercise scenario will be based on an on-campus incident. The goal is to examine current plans, determine best practices and share information with campuses.

The Education Committee is shifting focus from K-12 to colleges and universities, but there is a need for executive level participation on the Committee. He mentioned that the appointment of university executive as chair would help to force the focus. He also stated that domestic security must be involved in communication

Questions: What is the mission of the Education Committee? The goal of the Education Committee is to examine current security measures on campuses and to measure gaps in security. The next phase will be the development of plans and protocols.

Public Comment

Vice Chairman Janes opened the floor to public comment.

1. Marion Moore, President, National Alliance for the Mentally Ill, Jacksonville Chapter

Ms. Moore began by stating that the stigma against mental illness prevents action. There is a need to balance funding between counseling and law enforcement. Mental health screening mechanisms exist, but screening is not used. She suggests pediatricians screen younger children. Treatment works and can enhance lives of those with mental illness.

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2. Ken Worthing, University of North Florida, United States Navy, Retired

Mr. Worthing noted that the media will second guess any response. Responders can have a great plan in place, but must fund ability to carry it out. There is a need to involve faculty and students in drills to get buy-in.

3. Beth Avery, University of North Florida College of Education Services

Ms. Avery agreed with Mr. Worthing's statement to involve faculty and students in drills. We must teach and engage students in risk assessment and risk management.

Not all mentally ill are dangerous; not all dangerous are mentally ill. Additional cameras and armed security will further stigmatize mental illness. We need to encourage people to open up and reach out to persons in distress. Messages must be communicated through the simplest mechanisms.

4. Matt Waltston, Student, University of North Florida

Mr. Waltston is an advocate for carrying concealed handguns on campuses. Until recently, he carried one with him on campus at all times. We need to consider the Second Amendment right to bear arms.

Public commentary card submitted, but absent when called: Angela Vickers

Conclusion

The next meeting of the Gubernatorial Task Force for University Campus Safety will be held on Wednesday, May 11, 2007 at the Broward Community College Institute of Public Safety from 10:00 a.m. – 4:00 p.m.

Vice Chairman Janes thanked the Task Force, presenters and the audience. The meeting was adjourned at 6:13 p.m.

Appendix A

Main Points from Discussion of Tasks in the Executive Order

1. Identifying students who pose a risk; improving information sharing among mental health and health professional and education and law enforcement within the parameters of applicable Federal law;

- Pamphlets/flyers/palm cards incident procedures
- Pamphlets/flyers/palm cards for counseling and psychological services
 - New student orientation
 - Student union areas
- Students must hear same message 8-10 times before message is absorbed; increase frequency and use of multiple mechanisms to communicate message.
- Colleges and universities should make use of available technology, such as web pages, as resources for students and parents.

- Consider using multi-disciplinary team staffings when student identified being at-risk
- Consider using “peer mentors” to those identified as at-risk
- Clarify the referral process
- Educate faculty and staff on the referral process, where services are available

- How to make students and administrators take safety and security information seriously?
- How to reduce the stigma associated with mental health?
- How to know that a student referred for counseling services actually attended?
How can it be followed up on considering legal issues?
- What to do if there are too many referrals and not enough resources?

- Are recommended campus staffing levels attainable/realistic?
 - Mental health staffing ratios - 1:1,000-1,5000 (counselor to student)
 - Law enforcement staffing ratios – 1:600 (officer to students)
- Challenges:
 - Competing public safety and counseling resources
 - Enrollment growth
 - Campus law enforcement retention
- Need examine methods by which to secure additional federal resources
- Consider short-term resources; long-term resource availability (recurring funds)
- Consider mutual aid model
- Focus on what safety and security measures can be done within existing resources
- Need to address mental health resources

Information Sharing

- Consider culture as a barrier; need to address cultural issues – stigma, seeking assistance
- Consider mandated reporters or “shared responsibility” – obligation to protect students (to what extent do campuses have an obligation to protect?)
- Colleges and universities feel they cannot be proactive because of privacy laws
- Consider writing safety exemptions into HIPAA/FERPA laws

Appendix A

- Encourage “fusion center” concept (i.e. – FLEX)
- Consider whether limited privacy concerns can be waived if student signs waiver
 - To allow information sharing between disciplines
 - To allow parental notification
- Examine parental involvement/parental notification - legal definition of children as “adults” as barrier
- Need to look at additional information related to federal and state laws

2. *Identifying methods of notification during emergency situations on school campuses;*

- Text messaging
- Email
- Siren alert system
- Phone in every classroom
- Consider mechanisms by which to apply for federal funding for communications systems
- Report should establish minimum standards (to prevent issue from becoming vendor-driven)

3. *Identifying strategies for improving cross-agency communication;*

- Develop shared definition of “cross-agency”
 - Between law enforcement agencies on- and off-campus
 - Between other campus entities
 - Including RDSTF
- Emergency responders on campus (first responders depend on emergency & circumstance)
 - Public safety officials
 - Emergency management team
 - University administrators
 - Emergency manager or director of environmental health and safety
 - Need consistent plans across emergency response agencies
 - Emergency response agencies need increased involvement in trainings and exercises
 - Delineate between first responder function vs. first responder system
 - Everyone present is potentially a first responder

4. *Identifying necessary improvements for training of law enforcement officials and first responders to crisis situations;*

- Emergency responder training must deviate from traditional thought that first responders are law enforcement only
- Training must include other disciplines, such as academics
- Recommendations to include short and long term



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Wednesday, May 16, 2007
Broward Community College
Institute of Public Safety
Davie, Florida**

10:00 a.m. – 12:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

2. Review Meeting Schedule

William H. Janes, Vice Chair

May 18	FAMU College of Law 201 Beggs Avenue Orlando, Florida 32801	10:00am to 4:00pm
May 23	Tallahassee House Office Building Reed Hall	10:00am to 4:00pm

3. Reports/Testimony

Broward Community College

Dr. Willis Holcombe, President

Miami Dade College

Dr. Meredith Gibbs, Provost for Operations

Florida Atlantic University

Deputy Chief Keith Totten

12:00 p.m. – 1:00 p.m. LUNCH

1:00 p.m. – 3:00 p.m.

1. Reconvene

Robert A. Butterworth

2. Reports/Testimony

Florida International University

Dr. Rosa Jones, Vice President for Student Affairs

Chief Bill King, Director of Public Safety

**Gubernatorial Task Force for University Campus Safety
Meeting Agenda**

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Broward Community College

Institute of Public Safety

Davie, Florida

Dr. Cheryl Nowell, Director of the University Counseling Center

College Crime Watch

Terry Modglin, Executive Director

Representatives from Florida Campus Crime Watch Programs

Perspective of Mental Health Advocates

Dr. Susanne Homant, Executive Director,
NAMI Florida

Florida Council for Community Mental Health

Bob Sharpe, President

Reducing Risks for Suicide on Campus

Dr. Barry M. Gregory, Executive Director
National Addictions Training Institute

Domestic Violence on Campus

Regine Cordon, Chief Operating Officer,
Women in Distress

Technology of Early Warning Systems

Natasha Rabe, Chief Business Officer, The NTI Group

University of Miami

Chief David Rivero, UM Police Department

Regional Domestic Security Task Force Activities

Acting ASAC Scott F. McAllister

Captain Ian Moffett, Miami Dade School Police

A Perspective from the Judiciary

Judge Steven Leifman

3:00 p.m. – 4:00 p.m.

Public Comment

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Institute of Public Safety
Davie, Florida**

4:00 p.m.

Adjourn

Robert A. Butterworth, Chair

**Gubernatorial Task Force for University Campus Safety
Meeting Four
Wednesday, May 16, 2007
10:00 a.m. – 4:00 p.m.
Broward Community College Institute of Public Safety
Davie, Florida**

Task Force Members Present

Chairman Robert A. Butterworth, Secretary, Department of Children and Families
Vice Chairman William H. Janes, Director, Office of Drug Control Policy
Mark Rosenberg, Chancellor, State University System
Ken Tucker, Assistant Commissioner, Florida Department of Law Enforcement (Representing
Commissioner Bailey)
David L. Perry, Chief of Police, Florida State University
Cynthia Rogers-Vallely, Bureau Chief, Office of the Attorney General
Kevin Letourneau, Two-Year College Student Representative
Marbeley Hernandez, Four-Year College Student Representative

Task Force Members Absent

Craig Fugate, Director, Department of Emergency Management

Presenters

Dr. Willis Holcombe, President, Broward Community College
Dr. Meredith Gibbs, Provost for Operations, Miami Dade College
Keith Totten, Deputy Chief, Florida Atlantic University Police Department
Chief Bill King, Director of Public Safety, Florida International University
Dr. Cheryl Nowell, Director, Florida International University Counseling Center
Terry Modglin, Executive Director, College Crime Watch
Delton Griffin, President, Edward Waters College College Crime Watch
Greg Feldman, Johnson & Wales University College Crime Watch
Corporal Sherri Luke, Florida A&M University Public Safety Department
Ellen Cohn, Ph.D., Florida International University and Youth Crime Watch of America
Dr. Susanne Homant, Executive Director, NAMI Florida
Bob Sharpe, President, Florida Council for Community Mental Health
Dr. Barry Gregory, Executive Director, National Addictions Training Institute
Regine Cordon, Chief Operating Officer, Women in Distress
Natasha Rabe, Chief Business Officer, The NTI Group
Chief David Rivero, University of Miami Police Department
Scott McAllister, Acting Assistant Special Agent in Charge, Florida Department of Law
Enforcement
Ian Moffett, Captain, Miami Dade School Police
Judge Steven Leifman, Associate Administrative Judge, 11th Judicial Circuit of Florida and
Special Advisor on Criminal Justice and Mental Health for Florida Supreme Court

Welcome and Introductions

Chairman Butterworth convened the fourth meeting of the Gubernatorial Task Force for University Campus Safety (“Task Force”) at 10:05 a.m. with a welcome to all. The Chairman thanked Broward Community College for hosting the meeting. Mr. Ed Mandt, Dean of the

Gubernatorial Task Force for University Campus Safety Meeting Four: May 16, 2007

Institute for Public Safety at Broward Community College, welcomed Task Force members and others.

Vice Chairman Janes echoed Chairman Butterworth's gratitude for use of facilities and lunch at Broward Community College. He then invited all members to introduce themselves.

He requested all attendees record their attendance on the sign-in sheets at the entrance to the courtroom.

Vice Chairman Janes reminded attendees that meetings are public under Florida's Government in the Sunshine Law.

Review of Meeting Schedule

Vice Chairman Janes announced the next meeting is on Friday, May 18, 2007 at the Florida A&M University College of Law in Orlando. The final meeting will be held on May 23 in Tallahassee. General Butterworth will be having a preliminary meeting with Governor Crist on May 22. Task Force members will review a draft of the report, which will be submitted to Governor Charlie Crist on May 24. All Task Force meetings will be open for public comment.

Vice Chairman Janes announced that all Task Force materials are available on the *Gubernatorial Task Force for University Campus Safety* website at <http://www.dcf.state.fl.us/campussecurity/>.

Vice Chairman Janes informed that the Task Force distributed a Higher Education Survey on Monday, May 14, 2007 to the State University System for completion by universities and colleges by Monday, May 21. The survey was developed to allow the Task Force to comply with the requirements in Executive Order 07-77 and to adequately address the critical issues being examined. The survey is available on the Task Force website.

Task Force members were asked to provide written comments/recommendations for inclusion in the report to Dr. Jim Sewell no later than Monday, May 21.

Vice Chairman Janes gave an overview of the materials provided in the Task Force binders. All materials are available on the Task Force website.

Reports/Testimony

Task force members heard from various speakers giving their perspective on task force-related topics such as on-campus prevention and intervention efforts and issues, law enforcement preparation and response capabilities, domestic violence on campus, technology of early warning systems, mental health, judicial issues, and Regional Domestic Security Task Force activities.

Chairman Butterworth introduced the speakers.

**Gubernatorial Task Force for University Campus Safety
Meeting Four: May 16, 2007**

**1. Broward Community College
Dr. Willis Holcombe, President**

Dr. Holcombe discussed activities conducted by Broward Community College (BCC) and a recent incident on campus. BCC is a commuter institution with 60,000 students on 3 main campuses and four main centers. There are other occupants on each campus such as students from other local universities and childcare centers, which presents challenges. There are no residences on campus. The BCC security force is comprised of non-sworn officers. The school coordinates communication with Broward police and sworn officers from Florida Atlantic University (FAU). BCC keeps information up to date on local law enforcement contacts

BCC student behavior policies and procedures are proactive with an active system for referral to counselors and access to off-campus clinics paid for by BCC. Incident management procedures are site-based and coordinated at the college level for quick response. Quick response after a decision is key with a clear, concise message that addresses what the problem is and what to do.

Technology currently employed is a network messaging system that delivers to all computers and PDAs. Within 15 minutes, incident management teams do a walk through in every space on campus. The website is useful for broadcasting information on hurricanes or similar events, but not for immediate emergencies. BCC is interested in additional technologies. BCC is moving to voice-over internet protocol phone system so that all wall plugs will be multi-use ports.

Dr. Holcombe explained the school is exploring mass text messaging systems. The challenge is how campus will work with students in updating personal contact information.

In the aftermath, creating a sense of security for students after an incident is of concern, and they work with the media to facilitate this.

Dr. Holcombe gave an example of a recent incident in which the City of Hollywood reported a severe threat to BCC, which made reference to an event similar to the Virginia Tech incident occurring on the BCC campus. BCC coordinated with FAU, notified surrounding organizations, and decided to evacuate the campus with help from Davie Police. Suspect was brought into custody, and a decision was made for BCC to re-open. This served as a good drill. BCC was able to get messages out through the media. Local law enforcement agencies had an opportunity to learn more about the campus. Being a commuter school, they utilized traffic checkpoints for persons needing to enter campus. Public transportation is an issue during evacuation that is now being examined.

Questions/Comments:

-Are there combined planning efforts with local agencies for evacuations or the like? There are combined planning efforts with Tier 1 institutions (on BCC campus). Need stronger communication with Tier 2 institutions (around BCC campus).

-Once the decision was made to evacuate, how long did it take? A little over 30 minutes to move 30,000-35,000 students and others. It is better to go smooth than to create chaos.

-We have heard that the University of North Florida provides DVDs on the campus layout to the local police. Does BCC do this? All buildings are numbered for an aerial view. BCC provides campus layouts to local law enforcement in another format.

-Is mandatory counseling possible? Mandatory counseling has been held up as being a responsible way and a legal way to handle things. A tiered system with referral and follow-up.

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- Are multidisciplinary staffings conducted on students, and if so, what is the impact of HIPAA and FERPA laws? Yes. Security is usually involved in the beginning. All other disruptive behavior is handled confidentially.
- Are you notified if a student is committed under the Baker Act? Yes.
- Should schools commit a full day to conduct “realistic” drills? While the incident was certainly a good exercise, less than a full scale may be more achievable/desirable. You must ensure a sense of security when the exercise is complete. Reaction to full-scale may be insecurity.
- Do students and faculty take drills seriously or are they taken casually? Due to the heightened awareness after Virginia Tech, everyone took the BCC evacuation seriously. If they become regular, drill may not be paid as serious attention needed. Need to establish good relations with community partners, such as community mental health organizations.
- Mental health signs are not a predictor of violence, but should be taken seriously. Should faculty be trained in recognizing mental health signs? There is some training, but there could be more. Need training and knowledge on what to do within existing resources.
- It has been suggested that evacuations cannot be done. Do you agree? BCC conducted evacuation on commuter campus. Resident campuses present different challenges.
- Do local law enforcement patrol or are they stationed on campus? BCC contracts with the city to assign officers to campus as well as patrol.

Reference Materials: Testimony (<http://www.dcf.state.fl.us/campussecurity/>)

2. Miami Dade College

Dr. Meredith Gibbs, Provost for Operations

Christina Mateo, Dean of Administration, North Campus

Armando Ferrer, Dean of Students, Kendall Campus

Dr. Gibbs expressed gratitude to Governor Crist and to Task Force members. Miami-Dade College has over 60,000 students on 8 campuses. Student body is among the most diverse. She cautioned that it is important to recognize the open nature of higher institutions.

Miami Dade College has procedures in place to identify students at-risk. The College contracts with a psychiatrist, and students have access to counselors. Dean of Students can require evaluation. In cases of imminent threat, police and mental health personnel are contacted.

The student application can only ask for criminal background information. Private mental health personnel most often do not communicate with school, and courts have no obligation to inform schools. FERPA protects students from unauthorized release of personal information. Dr. Gibbs suggests considering the expansion of “good conduct” information requests on student applications to request psychological information.

It is important to acknowledge that the majority of students identified as at-risk must be referred to agencies off campus that are contracted by the College, which can be costly. Additional state and federal resources to support on-campus counseling are needed. There is also a need to ensure that front-line personnel receive training.

The school has college-wide plans to respond to emergencies. What is needed is a diverse tool kit of resources to ensure immediate, wide-ranging and redundant abilities. The tool kit would include the ability to text message cell phone users, the ability to electronically lock down buildings, panic alarms in classrooms, mass communication systems on campus

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grounds, voice activated fire alarms, additional security cameras, additional lighting, and enhanced telecommunications systems, such as satellite phones. She recommends bulk purchasing by the state on behalf of institutions.

To improve cross-agency communication, the public safety chief has good relationships with local law enforcement. She would welcome an expanded police presence working with campus security teams.

The continued training of first responders on campus is critical. The school has implemented NIMS training and recommends its expansion. Overall recommendations include increased support for personnel, training and upgraded equipment.

Questions/Comments:

- Describe in more detail your first responder capabilities. All first responders are trained in NIMS. There is a critical incident management team on campus. Law enforcement comes from local external agencies, which requires a lot of coordination.
- Do you receive feedback on students that have been committed under the Baker Act? Dean of Students, Armando Ferrer, answered. There is a need to receive more information from other agencies. There is no real flow of information back to schools.
- How many mental health professionals are at the school? None other than what is contracted.
- How do students know where to go for information? This is discussed in orientation and student life skills sessions. Dr. Gibbs added that the school collects criminal information, but doesn't have enough access to mental health information. She would consider asking for mental health information on student applications. The stigma makes it difficult.
- Would asking for mental health information on the application presuppose the school has the capability to provide services? Yes.
- Who absorbs the cost if a student is referred? Is the student life skills course required or options? The student would pay for services. All students that must go through a required remediation must take the course.
- How does FERPA act as a barrier to information sharing? Dr. Ferrer answered that if law enforcement needs information, the school cannot give it to them. If the school received a threat, FERPA would not prevent the school from supplying information. Dr. Gibbs added that it is important to practice simulations to manage an organization's response to for knowledge as to how to execute the plan.

Reference Materials: Testimony of Dr. Gibbs (<http://www.dcf.state.fl.us/campussecurity/>)

3. Florida Atlantic University

Deputy Chief Keith Totten, FAU Police Department

Chief Totten informed that Florida Atlantic University (FAU) coordinates with three local law enforcement agencies. FAU police department is also a municipal department. Many on-campus incidents occur in the public libraries.

Students in crisis are referred to school counselors. The police department is integrated with the FAU judicial process. Current staffing is good - one counselor for every 1,500 students. The center operates under the premise to err on the side of safety/security. Police staffing can handle day-to-day operations. If using staffing ratios, FAU is 13 officers short. FAU uses

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mix of certified and non-certified officers. Communication is key between school administrators and local municipalities.

FAU has developed tactical response with local law enforcement agencies to cross-train, but funding limitations mean they cannot integrate as much as they would like. Universities need additional manpower to participate in highly specialized training. FAU's NIMS compliant operations plan is reviewed annually. The team has practice in assembling.

FAU has invested in swipe card access for buildings and is in the process of expanding a "Building Supervisors" program. The supervisor is the point of contact for police department to get feedback on situations.

Chief Totten suggests mandating a minimum staffing formula for law enforcement. Campus security budgets should include one lump sum for law enforcement/security, rather than separate budgets from separate campus locations. Funding should be separate from university budget. Staffing models should take into consideration students and others on campus.

Chief Totten informed that current state communications systems do not allow for in-building coverage. Radio systems are not interconnected. He suggests a blanket proposal at the state level for pricing on communications systems.

Questions/Comments:

- Would federal assistance through COPS grants be beneficial? Yes.
- What is your connection to the Regional Domestic Security Task Force? Staff is going through appropriate clearances.
- What is your relationship with local community colleges? Have a great relationship with Broward Community College, but FAU's issues with manpower cant guarantee a sworn officer.
- Tell us about some challenges with Scripps recently moving to the FAU campus. When Scripps opened, we could not seek additional resources from them. Since then, Scripps has generated 48% of reports to FAU. 55%-60% of FAU police activity is related to Scripps, which takes away from day-to-day activities.
- Do you have plans to address security with future involvement in Torrey Pines? Security will be the responsibility of the county.
- Chancellor Rosenberg added that as the scope of the university system expands, it is important to think of the missions and preparations in security planning with this change in scope.

4. Perspective of Mental Health Advocates

Dr. Susanne Homant, Executive Director, NAMI Florida

Dr. Homant first gave an overview of the National Alliance on Mentally Illness (NAMI). She likened treatment to a three-legged stool, which consists of holistic health care, education and psychotherapy, and a comprehensive support system. All three components are needed.

She had three main points. First, NAMI is interested in campus safety primarily because people show signs of distress most during college years (between age 14-30). Schools should be sure the 3-legged stool of care is available or campus or in the community. Second, she is concerned that the tragedy at Virginia Tech may lead to people equating mental illness with violence. Third, it is important to consider providing an understanding of mental illness and communication techniques so that referrals can be made.

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Dr. Homant recommends that a process or system be put in place to assist colleges and universities to make sure treatment is available, that faculty and staff have an increased understanding of mental illness, and that early identification of potential issues can be made without compromising privacy or rights.

Dr. Homant extended NAMI's offer to further assist the Task Force.

Questions/Comments:

-What outcome would you like least for the Task Force? Violence and mental illness are not interconnected. The public believes it is, which leads to discrimination and stigma.

-Commissioner Tucker noted that the role of Crisis Intervention Teams (CIT) seems limited to persons on campus. It seems parents should be involved in intervention teams. Teams should expand beyond campus community to local law enforcement for off-campus incidents. This speaks to the fusion center concept to fuse information together. Dr. Homant added that early diagnosis and treatment first is key before a person requires a Crisis Intervention Team.

-How can awareness of mental health wellness be expanded on campus? Peer-to-peer support groups on campus, which can require minimal funding. Along with treatment, community support is needed.

Reference Materials: Testimony (<http://www.dcf.state.fl.us/campussecurity/>)

Upon completion of Dr. Homant's testimony, the Task Force recessed for lunch at 12:24 p.m.

The Task Force reconvened at 1:14 p.m. Chairman Butterworth introduced the next speaker.

5. Florida International University

Dr. Rosa Jones, Vice President for Student Affairs

Dr. Cheryl Nowell, Director of the University Counseling Center

Dr. Nowell expressed that Dr. Rosa Jones, originally scheduled to present to the Task Force, sends her regrets for being unavailable at the time of the meeting.

Dr. Nowell noted that Florida International University (FIU), in 2004 established a University Consultation Team that meets bi-weekly and is comprised of the school provost, legal, university police, student counseling and victim advocates. This core group has formed good working relationships, which has enabled enhanced communication on a case-by-case basis.

The counseling center is accredited by the International Association of Counseling Services (IACS) and utilizes an internship counseling program. FIU would need to double staff to comply with IACS staffing ratios of 1:1,500. A consultation system provides the opportunity to walk in and be seen in half an hour. They use focused short-term therapy, and the goal is to not provide on-going counseling. Confidentiality is of utmost concern.

Students primarily come in to the center with academic concerns and then are comfortable with discussing mental health services. Depression and anxiety are next two highest concerns. The health center is high referral source. The disability services office refers the second highest.

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The center would like to expand its hours of operation. The center has 12 hours per week for psychiatry services, but the wait time is 2-3 weeks. Community resources are limited. Community hospitals are used for emergencies. Dr. Nowell expressed desire for a 24-hour hold facility to house students in distress in a safe environment.

FIU uses their website to give parents an idea of the stresses of the college environment as part of outreach efforts to parents.

Dr. Nowell invited Chief King to join her.

Chief Bill King, Director of Public Safety

The emergency operations plan takes an all hazards approach. One communication method is "informicast", which sends a recorded message to all university phones. They are pursuing to include other campus areas, but there is a need for additional funding. FIU uses 2-way call boxes, the media, the university radio station, a speaker system, and display boards. They are exploring use of text messaging systems but need funding to secure. Chief King expressed desire for new phones in classrooms and more security cameras.

Staffing is an issue. FIU has one certified officer for every 1,000 students. He supports recommending minimum staffing ratios for law enforcement on campus. Recruiting officers is difficult and retaining them is another challenge. SUS agencies were not included in the 5% law enforcement raises.

FIU officers have been involved in active shooter scenarios and participate in mandated FDLE trainings. They are also trained in NICS and NIMS.

Chief King does not agree with allowing students to carry concealed weapons on campus. There is a need for enhancements in stalking, harassment, and trespassing laws and domestic/dating violence laws.

Questions/Comments:

- SUS officers were not included in salary request for law enforcement? That is correct.
- Any difference in training between SUS officers and those included in salary package? No.
- Describe, in an active shooter scenario, what impact multiple armed persons would be? IT becomes difficult to discern between good and bad, which may result in more injuries.
- What is your most pressing issue? There are two. Enhanced communication and staffing. Would like funding for an interoperable radio system and a notification system. Also need funding for increased staffing levels.
- Would federal assistance through COPS grants be beneficial? The grants were helpful.
- Do you participate in the Regional Domestic Security Task Force? Yes, involved in Miami-Dade Emergency Operations Center, local police departments and fire rescue.
- What are gains from participating? Gains are sharing information, enhanced communication, quick response and knowing players and resources.
- What is the focus of the Education Committee of RDSTF? Training. They have evaluated emergency management plans.
- Dr. Nowell, are there confidentiality barriers that prevent information sharing? Yes. We have tried to change the culture by encouraging people to communicate with multiple persons/ offices. If faced with confidentiality issue, would initiate discussions with legal or student conduct.

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-Are there difficulties in training faculty on early warning signals? FIU conducts a workshop and consultations, but faculty members don't necessarily want to be counselors. Many times faculty comes forth, and faculty is not satisfied with response. Some may be resistant in becoming involved in mental health issues.

-Dr. Nowell would like the Task Force to support one standard statewide mutual aid agreement or policy for counseling centers.

**6. Judge Ginger Lerner Wren
17th Judicial Circuit Mental Health Court**

Judge Wren is a Broward County criminal court judge. The court has received national attention by using interdisciplinary models to determine individuals who may pose a risk. She noted Florida is one of the lowest funded states in mental health spending.

In 2000, Congress passed the Mental Health Act and core models were created to identify system issues and to transform the mental health system. She suggests a need for interdisciplinary teams on campuses to emphasize prevention, to identify at-risk persons, to provide cross training, and to ensure safety. Stigma, lack of parity in funding, and a complacent system are part of the problem against mental health treatment. Suicide is a leading cause of death, which needs to be addressed.

Judge Wren cautioned against a knee-jerk reaction to the tragedy at Virginia Tech.

Questions/Comments: Describe what a knee-jerk reaction would look like. Judge Wren expressed that she had heard the State of Virginia was creating a mental health registration requirement. This would be an example of a knee-jerk reaction.

-If you had a relative who filled out an application for admission to a public university, and there was a section that requested information about mental health, would that be an overreaction? A better approach would be using mental health screening early on. There is really no difference between mental and physical health.

7. College Crime Watch

Terry Modglin, Executive Director, Youth Crime Watch of America

Delton Griffin, President, Edward Waters College College Crime Watch,

Greg Feldman, Johnson & Wales University;

Corporal Sherri Luke, Florida A&M University Public Safety Department;

Ellen Cohn, Ph.D., Florida International University and Youth Crime Watch of America

Mr. Modglin gave an overview of the College Crime Watch (CCW) program, which was derived from the Youth Crime Watch program. Students should be encouraged to share information; HIPAA or FERPA laws do not hinder them. Students need an avenue to give information to law enforcement. He noted the importance of involving students in information sharing and in safety and security plans. CCW has assisted the emergency operations center during hurricanes. CCW has 10 optional programs, such as student patrols, crime reporting, self-defense training and student crime watch. Prevention is the least costly and most effective method.

Questions/Comments:

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-Mr. Griffin, as a student, what is the best form of communication? Text messaging, a mechanism to deliver messages to phones, is the modern email. Most students have it at their disposal and it provides for quick response.

-Mr. Griffin, is it quicker to read an email or watch a two-minute video? Read an email.

-How active is student involvement in College Crime Watch on campuses? Mr. Griffin expressed they need funding to get the word out.

-What are the costs? Mr. Griffin responded start-up, communication systems with students and law enforcement

-Are you affiliated with local crime watches? Corporal Luke acknowledged the existence of local crime watches, but said they weren't affiliated; community crime watches are funded.

-What is the process for reporting a student issue? Are there any negative unintended consequences? Florida A&M University has not seen any negative consequences. CCW is usually responding the safety department requests. At Johnson Wales, information flows through administrator's office, which takes steps to ensure confidentiality.

-Mr. Griffin, how do your peers identify with you as a member of CCW? His key leadership position in Student Government Association makes him familiar with students.

-How do students become involved? Volunteer sign-up.

-Does CCW have staffing ratios? As many students are interested in the program.

-Is there ever a concern a student is not equipped to help a student? Yes

Reference Materials: Testimony (<http://www.dcf.state.fl.us/campussecurity/>)

College Crime Watch Fact Sheet (<http://www.dcf.state.fl.us/campussecurity/>)

8. Florida Council for Community Mental Health

Bob Sharpe, President

Mr. Sharpe thanked the Task Force for their efforts. He gave an overview of Florida Council for Community Mental Health. He noted the importance of creating communities of students, rather than individual students. There is a weak correlation between mental illness and violence.

Promote the identification of persons through screening. Stigma serves as a barrier for seeking care. Because of detection and treatment, there are more people with mental illness on campus than ever before. He recommends that when looking at the health capacities of college and universities, there be a reliance on existing mental health systems and partners.

Related to disclosure of information on student applications, information should only be used for helping the student. Some early Virginia Tech recommendations include increased mental health spending, screening and reporting, training and how to report, and respecting privacy laws. Families should know if their child is having an issue and should be involved in protecting their children.

Currently in Florida, the State ranks 48th in per capita mental health spending; 47th in Medicaid spending for children; 2nd in number of children in juvenile detention facilities. There is a need for school-based mental health programs for early detection and intervention. Florida's private system does not require parity in mental health coverage. Mental illness is the #1 public health crisis in Florida.

Mr. Sharpe discussed recommendations of the Council, such as:

- Expand children's mental health treatment capacities,

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- Improve early identification of troubled students,
- Expand public school mental health programs
- Ensuring systems are culturally sensitive,
- Expand public awareness,
- Expand use of involuntary outpatient treatment,
- Expand student bullying programs,
- Reduce rates of uninsured children,
- Adopt mental health parity.

Questions/Comments:

-The staggering statistics reveal that k-12 children need more attention. What is the #1 recommendation related to children in k-12 schools? 1) Private system insurers should cover children and cover mental health costs. It is important to invest more in their care. 2) Promulgate best practices for children's mental health programs. 3) Voluntary mental health screening.

-Is there enough treatment available? No. The state is meeting 18% of need.

-Which states are highest in spending for children's mental health? Minnesota, Wisconsin, New York, Massachusetts.

-How many of those are still operating mental health institutions? Several.

****Mr. Sharpe indicated he would provide the rankings and other stats on spending for children's mental health.**

Reference Materials:

Gubernatorial Task Force for University Campus Safety PowerPoint Presentation by Bob Sharpe
(<http://www.dcf.state.fl.us/campusSecurity/>)

9. Reducing Risks for Suicide on Campus

Dr. Barry M. Gregory, Executive Director, National Addictions Training Institute

Dr. Gregory disagrees that the choice to commit suicide is a freedom. He discussed the mission of his presentation: there are evidence-based campus practices to identify students who pose a risk; existing FERPA and HIPAA laws do allow for notification and sharing of information; the state needs to fund training on best practices.

Case law holds campuses accountable for negligence for providing safety. He discussed individual and environmental risk factors such as high-risk drinking and drug abuse, increased student freedom with decreased parental supervision, media exposure to violence and a permissive culture. Campus discipline and counseling evaluations should be used to evaluate and identify at risk students. Early identification and referral systems are key.

There is a misconception related to HIPAA and FERPA privacy laws. A FERPA provision allows the disclosure of information without consent in cases of health and safety emergencies. It may be possible to request psychological records on applications.

Dr. Gregory recommends:

- To use a collaborative team approach to identify students at risk,
- To use campus discipline practices to identify at risk students,
- To use evidence-based assessment and treatment practices,

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- To define HIPAA and FERPA policies that allow notification without authorization,
- Examine student privacy rights,
- Provide training to campus leaders to identify at risk students and share information,
- Educate on limits of confidentiality,
- Include informed consent in applications,
- Use of parental notification.

Reference Materials:

College and University Campus Safety PowerPoint Presentation by Dr. Barry M. Gregory

(<http://www.dcf.state.fl.us/campusSecurity/>)

National Addictions Training Institute Suicide Risk Assessment Checklist (<http://www.dcf.state.fl.us/campusSecurity/>)

10. Technology of Early Warning Systems

Natasha Rabe, Chief Business Officer, The NTI Group

Ms. Rabe discussed mass notification services, which is a topic of discussion for the Task Force. She focused on the explaining what a mass notification service is, what elements to require, how to launch the service effectively, and things to think about when communicating during an emergency system.

She suggested it is important to ask, “how much of your average capacity is used daily?” She also noted the importance of full background checks on every employee and proof that an annual security audit is conducted. Redundancy in delivering messages is key. As part of the preparation to move to a mass notification service, involve first responders, set the caller ID so that it is recognizable to students and staff, and set a press conference to increase awareness.

For additional details, view the presentation online at <http://www.dcf.state.fl.us/campussecurity/>.

Reference Materials: *Rethinking your Communication Plan* PowerPoint Presentation by Natasha Rabe

(<http://www.dcf.state.fl.us/campussecurity/>)

11. A Perspective from the Judiciary

Judge Steven Leifman

Judge Leifman is Associate Administrative Judge for the County Court Criminal Division of the 11th Judicial Circuit and serves as Special Advisor on Criminal Justice and Mental Health for the Florida Supreme Court. He informed that persons with mental illness are more likely to be victimized than to perpetuate violence. Public perception that people with mental illnesses are dangerous is reinforced by selective, stereotypical media coverage.

Judge Leifman drew attention to several key policy areas within the mental health system and higher education communities. First, we must invest adequate resources in the public mental health system. Florida ranks 48th in per capita mental health spending, but ranks 12th in spending for forensic mental health services. Fewer than 50% of adults and children have access to care. Mental health systems on campuses and in the community must respond more effectively to needs before crises occur.

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An effective strategy is use of Crisis Intervention Teams (CIT), under which officers learn to deescalate situations and assist the person in crisis. Officers can also do wellness checks on individuals.

Colleges and universities should provide screening, assessment and treatment of mental illness because onset of symptoms typically occurs during this time in life. Peer support networks should be part of the system. There is a need to review current laws relating to outpatient treatment. He recommends examining Seminole County's Assisted Outpatient Treatment system. There should be an effort to ensure all stakeholders work together to ensure that existing safeguards and systems currently in place are followed. He expressed that the only institutions capable of absorbing the need for mental health attention are jails.

Questions/Comments: The system you described sounds like a dependency system. Does the court use a multidisciplinary approach? The laws should be extended to county/criminal court division.

Reference Materials: Testimony (<http://www.dcf.state.fl.us/campussecurity/>)

**12. Domestic Violence on Campus
Regine Cordon, Chief Operating Officer, Women in Distress
Laura Finley, Social Change Director**

Ms. Cordon spoke to the issue of dating violence as a significant issue on college campuses. Females are most at-risk; however, men can be victims as well. She gave an example of a 2002 murder-suicide incident on a university campus. College students are prone to blaming victims for their abuse, which prevents many victims from getting help.

She expressed a need for education and awareness of dating violence on campuses. Students should approach the Victim Advocate on campus, but often will not. Women in Distress supports recommendations put forth by the Florida Coalition Against Domestic Violence. She also detailed several other suggestions, such as:

- Community awareness events that could occur on campus,
- Increased visibility of the issue with resources available on campus and in the community,
- Student Center programs for students to discuss experiences,
- Safety plans implemented throughout educational institutions,
- Utilization of existing data collection instruments should be modified to document domestic violence,
- Encourage student community involvement.

Questions/Comments: There is a concern with off-campus incidents coming onto campus. Can protective orders be shared? Yes, they are public record.
-Do confidentiality laws help or hurt? The victim must concur with any information sharing.

Reference Materials: Testimony (<http://www.dcf.state.fl.us/campussecurity/>)

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13. University of Miami Police Department

Chief David Rivero

Chief Rivero discussed the items of importance to the police. First is the ability to receive and send notifications. Next, is rapid police action to neutralize or handle a situation. Third is the ability to allow police to intervene in a situation before it escalates. Police are trained in recognizing signs of mental distress, but they need to be afforded the opportunity to intervene once those signs are recognized.

He suggests that HIPAA and FERPA laws be clarified for law enforcement for a better understanding of what information can be disclosed. Unless notified, law enforcement cannot intervene.

Questions/Comments: What are the costs associated with Crisis Intervention Training? The 40-hour training course is free. Crisis Intervention Training was developed in Miami as a result of an incident with a mentally ill person who was killed by law enforcement. Now, officers can diffuse a situation before it gets to that point because they are properly trained. Miami CIT receives 5-10 calls per day.

-Do you see instances where people don't want or don't have to help? Yes. People may be resistant out of fear of liability. Law enforcement officers want information on unstable people to check up and help them.

13. Regional Domestic Security Task Force Activities

Acting ASAC Scott F. McAllister

Captain Ian Moffett, Miami Dade School Police

Chief Kelly, Chairman, RDSTF Education Committee

Special Agent McAllister discussed higher education involvement with the Southeast Regional Domestic Security Task Force (RDSTF). State university police have memorandums of understanding with local police departments. Private universities use a mix of private security and reliance on local law enforcement. The community college has a public safety department.

All schools have varying notification systems, such as closed circuit television announcements, email messages, hotlines, and loud speakers. All campuses practice joint exercises and most have conducted active shooter scenarios. K-12 schools have conducted critical infrastructure assessments, but institutions of higher education have yet to complete the assessments. In the future, the RDSTF will complete critical infrastructure assessments, work with other RDSTF committees, examine funding for equipment, target hardening and conduct exercises through Department of Homeland Security grant programs.

Special Agent McAllister introduced Chief Kelly, Chairman of the Education Committee. He spoke primarily to K-12 activities. Chief Kelly stressed the need to have support of superintendents for a plan. It is important to provide an opportunity for students to come forth with information. Communication should exist between faculty and students. Parents can be part of the information process if a child signs an authorization. Confidentiality laws play a part in the communication barrier. There should be a detailed map share with all local law enforcement agencies.

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Captain Moffett began showing a video on a full-scale active shooter exercise conducted by Miami Dade Schools. The video is available on the *Gubernatorial Task Force for University Campus Safety* website at <http://www.dcf.state.fl.us/campussecurity/>.

Captain Moffet suggested the “Education Committee” name be changed to “K-12 School Safety”. The name can be misleading. Participating in RDSTF provides incident command training, which is required for NIMS compliance. RDSTF assists in developing specific crisis plans and provides a vehicle for interoperable communication with other agencies. Mutual aid agreements with local entities are key and must remain updated. Training and drilling allows multiple agencies to work together for a seamless response.

Captain Moffet notes some issues, which include low participation in RDSTF Education Committee. Institutions need to apply for Homeland Security funding. He suggests that the Director of Security or Police Chief report to the campus president or top administrator.

Reference Materials: *Southeast Regional Domestic Security Task Force Activities: Higher Education Interaction with the Task Force* PowerPoint Presentation by Scott McAllister (<http://www.dcf.state.fl.us/campussecurity/>)
Miami Dade Schools video (<http://www.dcf.state.fl.us/campussecurity/>)

Public Comment

Chairman Butterworth opened the floor to public comment.

1. John George, Police Chief, Town of Davie

Donald DiPetrillo, Fire Chief, Town of Davie

Chief George spoke from a first responders perspective. He noted that the Town of Davie is unique in that there are 10 schools (colleges, universities and k-12) in the BCC campus area, which presents challenges. Chief George has crafted partnership agreements with some local schools that allow the police department to station officers on campus. Since the Columbine incident, they have been practicing active shooter scenarios.

He indicated that first responders might not always have information they need about college campuses. They not only need information from colleges, but they need networks or systems to communicate that information between campuses and to local law enforcement. He agreed with previous presenter that attention/mandates needs to come from administrators. He introduced Chief DiPetrillo.

Chief DiPetrillo noted that local first responders spend about 10-20% of time on campus, which is a lot considering their overall responsibilities, but there is no mechanism to allow for that impact. He expressed a need for drills with an all hazards approach. They look forward to assisting the Task Force in any way possible.

2. Roland Montas, Victim Advocate, Office of the Attorney General Bill McCollum

Mr. Montas agreed with the comments made by the presenter from The NTI Group.

Conclusion

Chairman Butterworth thanked the Task Force, presenters and the audience. Task Force members were reminded to provide written comments and suggestions to Dr. Jim Sewell. The

**Gubernatorial Task Force for University Campus Safety
Meeting Four: May 16, 2007**

next meeting of the Gubernatorial Task Force for University Campus Safety will be held on Friday, May 18, 2007 at the Florida A&M University College of Law from 10:00 a.m. – 4:00 p.m.

The meeting was adjourned at 4:51 p.m.



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Friday, May 18, 2007
Florida Agricultural and Mechanical University
College of Law
Orlando, Florida**

10:00 a.m. – 12:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

2. Review Meeting Schedule

William H. Janes, Vice Chair

May 23 Tallahassee 10:00am to 4:00pm
House Office Building
Reed Hall

3. Task Force Discussion of Pending Issues

Robert A. Butterworth, Chair

4. Reports/Testimony

Daytona Beach Community College

William J. Tillard, Director of Campus Safety

University of Central Florida

Admiral (Ret) Alfred G. Harms, Jr., Assistant Vice President for Research
and Special Assistant to the President

Interim Chief of Police Michael Zelanis

Dr. David L. Wallace, Director, University Counseling Center

Assessing and Managing the Risk of Violence

Dr. Joel A. Dvoskin, University of Arizona College of Medicine

12:00-12:30 Telephone discussion with Chief Dolores Stafford,
George Washington University Police Department

12:30 p.m. – 1:00 p.m. LUNCH

**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Friday, May 18, 2007
Florida Agricultural and Mechanical University
College of Law
Orlando, Florida**

1:00 p.m. – 3:00 p.m.

1. Reconvene

Robert A. Butterworth

2. Reports/Testimony

Rollins College

Ken Miller, Director of Campus Security

Bethune-Cookman College

Franklin Patterson, Chief Information Officer

From a Psychiatric Perspective

Dr. Alex Rodriguez, Florida Substance Abuse and Mental Health Corporation

Emergency Communications Technology and Its Use on Campus

Dr. James E. Pearson, UCF

Catastrophic Incident Planning (Mass Casualty)

David Freeman, Orange County Health and Family Services

Amazing Minds

Daryl Flink, University of South Florida

Statewide Crisis Response Team

Cheryl Ricciardi, Coordinator

Florida Partners in Crisis

Michele Saunders, Executive Director

Regional Domestic Security Task Force Activities

SAC Joyce Dawley, FDLE

3:00 p.m. – 4:00 p.m.

Public Comment

4:00 p.m.

Adjourn

Robert A. Butterworth, Chair

Gubernatorial Task Force for University Campus Safety
Meeting Five
Friday, May 18, 2007
10:00 a.m. –4:00 p.m.
Florida A&M University College of Law
Orlando, Florida

Task Force Members Present

Chairman Robert A. Butterworth, Secretary, Florida Department of Children and Families
Vice Chairman William H. Janes, Director, Office of Drug Control Policy
Ken Tucker, Assistant Commissioner, Florida Department of Law Enforcement (Representing
Commissioner Bailey)
Bob Donley, Chief of Staff, State University System (Representing Chancellor Rosenberg)
Craig Fugate, Director, Department of Emergency Management
David L. Perry, Chief of Police, Florida State University
Cynthia Rogers-Vallely, Bureau Chief, Office of the Attorney General
Kevin Letourneau, Two-Year College Student Representative
Marbeley Hernandez, Four-Year College Student Representative

Presenters

William J. Tillard, Director of Campus Safety, Daytona Beach Community College
Admiral (Ret) Alfred G. Harms, Jr., Assistant Vice President for Research and Special
Assistant to the President, University of Central Florida
Chief Michael Zelanis, Interim Chief of Police, University of Central Florida
Dr. David L. Wallace, Director, University Counseling Center, University of Central Florida
Dr. Joel A. Dvoskin, University of Arizona College of Medicine
Chief Delores Stafford, George Washington University Police Department (by phone)
Ken Miller, Director of Campus Safety, Rollins College
Franklin Patterson, Chief Information Officer, Bethune-Cookman College
Joseph Leung, Director of Security, Bethune-Cookman College
Dr. Alex Rodriguez, Florida Substance Abuse and Mental Health Corporation
Dr. James E. Pearson, University of Central Florida
David Freeman, Orange County Health and Family Services
Daryl Flink, President, Active Minds, University of South Florida
Cheryl Ricciardi, Coordinator, Crisis Response Team
Michele Saunders, Executive Director, Florida Partners in Crisis
Joyce Dawley, Special Agent in Charge, Florida Department of Law Enforcement

Welcome and Introductions

The Gubernatorial Task Force for University Campus Safety (“Task Force”) was called to order by Chairman Butterworth at 10:04 a.m. He welcomed all.

Vice Chairman Janes introduced himself and Task Force members introduced themselves.

Vice Chairman Janes reminded members that the meetings are public under Florida’s Government in the Sunshine Law. He requested that all attendees record their attendance on the sign-in sheet.

Gubernatorial Task Force for University Campus Safety Meeting Five: May 18, 2007

Review of Meeting Schedule

Vice Chairman Janes reviewed the meeting schedule. General Butterworth will meet on May 22 with Governor Crist to present the preliminary Task Force report. The final Task Force meeting will be on May 23, 2007 in Tallahassee. The Final Report will be presented to Governor Crist on Thursday, May 24, 2007.

A survey, developed by the Task Force in conjunction with the State University System, has been distributed to all State University System colleges and universities with a return date of Monday, May 21.

At noon today, the Task Force meeting will move the public meeting to the Dean's Conference Room for a conference call with Chief of Police from George Washington University. Public comment will be upon conclusion of the scheduled speakers. The report is being drafted. Task Force members were asked to provide to Dr. Jim Sewell by Monday five or six major points for the draft report.

Vice Chairman Janes thanked Florida A&M University College of Law for use of their facilities.

Reports/Testimony

Task force members heard from various speakers giving their perspective on task force-related topics.

Chairman Butterworth introduced the speakers.

1. Assessing and Managing the Risk of Violence

Dr. Joel A. Dvoskin, University of Arizona College of Medicine

Dr. Dvoskin expressed thanks to Governor Crist and the State of Florida for convening the Task Force. He discussed several main points. He noted that in the aftermath of an incident like the Virginia Tech tragedy, some people were critical of the response. Responders had to make decisions based on what they know at the time. The focus should be on taking a self-critical look.

The way the media dramatizes events can create more problems. When a mass murder is covered by the media, then a similar incident occurs within weeks. Some could be prevented if the 5 biggest newspapers and networks agree to report news only and to not dramatize event. He suggests the Task Force recommend the examining the economic power of the media.

Perpetrators give off warning signs and tell others of their intent, but systems are not set up to respond. Large corporations have violence prevention programs, with an intensive 3-day training for Senior Leadership and to create programs for train the trainers. The goal is to identify unstable people and emerging situations early. An organization's response must be helpful in order for people to come forward with concerns.

Dr. Dvoskin stated that key preventing an incident within an organization, is to identify seriously troubled people and to help them get help. Deans should create a welcoming, respectful environment to eliminate reasons why people get angry.

**Gubernatorial Task Force for University Campus Safety
Meeting Five: May 18, 2007**

Dr. Dvoskin hopes Task Force deliberations will focus on mental illness and the need to create a better mental health system. He cautions against further stigmatizing mental illness.

Questions/Comments: Would it be helpful to conduct a risk assessment once a person has been committed under the Baker Act? It would be useful to teach agencies risk assessment, but if tied to the Baker Act, more people will be less likely to seek services.

-Are privacy laws a barrier? No one has ever been punished for violating HIPAA. The perception of confidentiality laws is more of a barrier than the law. Dr. Petrila at the Florida Mental Health Institute may be able to develop training. Training is the best place to start to educate people, and then look at laws if that doesn't work.

-Should information from high school be shared with colleges? Wouldn't be very helpful; mental health changes from high school to college.

-Would it be helpful to share with parents? Many will not seek help if they know parents will be told.

-How do you ensure responsibility/accountability when a student is identified at risk? University of Arizona uses teams consisting of academia, operations, student/peer, Human Resources, benefits, legal, Chief of Police who are trained as a team on threat assessment and how to recognize troubled people or situations. They are aware of what resources are available and meet monthly.

-How much training/awareness should students receive? A university's response must be positive before students will report. Would suggest marketing to the student population that occurs beyond orientation.

2. Daytona Beach Community College

William J. Tillard, Director of Campus Safety

Mr. Tillard spoke from a Daytona Beach Community College information packet. The school has non-sworn security officers trained in compliance with the Cleary Act. County law enforcement agency has review critical incident response plans. A task force will review procedures and policies. Mr. Tillard would request additional funding to ensure security.

Questions/Comments: Have you conducted an active shooter exercise on campus? Have conducted low level exercises and are dependent on local law enforcement. Local law enforcement has notebooks on building plans and layout, but the College is looking into a software program.

-Are faculty trained in an active shooter exercise? They are trained in detecting signals and how to report, but training could be improved.

-What procedures do you have in place to ensure students and faculty are aware of available resources? The school does not have a large counseling and mental health component. More information needs to be given during orientation.

-How do we prevent these events? The school had a hotline at one point, and we could bring that back online. We need to let people know that they won't be punished for reporting.

Reference Materials: Daytona Beach Community College Information Packet

<http://www.dcf.state.fl.us/campussecurity/>

**Gubernatorial Task Force for University Campus Safety
Meeting Five: May 18, 2007**

3. University of Central Florida

Admiral (Ret) Alfred G. Harms, Jr., Assistant Vice President for Research and Special Assistant to the President

Interim Chief of Police Michael Zelanis

Dr. David L. Wallace, Director, University Counseling Center

Representative from University of South Florida discussed several major focus areas. Every day security is important and can be improved across the board. There is no “cookie-cutter” approach, so response must use a layered set of approaches.

The UCF security team should better prepare faculty and staff in being part of the solution. At UCF, there is periodic ongoing training for deans and department chairs, but there is no program for general faculty that equips them to provide better supports. It is important to provide counseling supports to students. The UCF crisis committee meets on a regular basis. The counselor to student ratio is too low.

Admiral Harms recognized that the school does not have an effective way to provide widespread notifications. The use mass emailings and a reverse 9-1-1 system, but are exploring other methods. He suggests equipping each classroom with a document that identifies where the room is located, classroom phone number and steps to take in an emergency.

Chief Zelanis gave an overview of the UCF police department. He recognized that a tragedy such as Virginia Tech could occur anywhere and gave an example of a non-student wielding a weapon on campus.

Recruitment and retention of officers is a problem due to non-competitive salaries. Officers are trained well at UCF; 7 are trained in crisis intervention. He suggests reinstating community oriented policing and a neighborhood watch program. He described a program for faculty that teaches them to take classrooms back when incidents occur. Chief Zelanis expressed that training officers can be difficult when there’s a lack of manpower due to a lack of funding.

Dr. Wallace provided background on the UCF Counseling Center and statistics based on a recent sample of UCF student data. UCF health services uses screening tools to help identify mental health concerns. The alcohol and drug office provides services in assessment and intervention. The center has conducted suicide training aimed at faculty, staff and students. UCF has a university crisis committee that follows up on student issues.

The center is shift focus of their efforts to prevention. They need additional mental health professionals (need 17 additional to meet standards) and needs an additional two psychiatrists. More education for faculty, staff and students is needed to increase awareness of mental health problems and to inform on how to identify signs, how to respond and how to refer.

Questions/Comments: Dr. Wallace, what recommendations would you suggest for implementation in K-12 schools? Interventions should be worked out on a basic level. We need to prevent basic mental health problems.

-Chief Zelanis, what is the ideal model for universities? Not sure, but we need funding to retain officers.

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-Dr. Wallace, what is your involuntary withdrawal process? While this hasn't been addressed by UCF as of yet, there would usually be a negotiation process with the student. We would encourage voluntary withdrawal.

-Dr. Wallace, is your counseling center open 24 hours a day? No, but we operate a 24 hour hotline.

-Chief, are you involved in RDSTF? Yes, we are a member but have not received any funds as requested.

-Chief, would you agree with a need for minimum standards? Would reinstatement of federal programs such as COPS be beneficial? Yes to both.

-Would you recommend a modification to health fee caps? Dr. Wallace would recommend.

Reference Materials: Testimony <http://www.dcf.state.fl.us/campussecurity/>

4. George Washington University Police Department

Chief Dolores Stafford (telephone discussion)

Chief Stafford discussed accreditation programs. Committees review and develop standard procedures and manuals. There are several institutions in the process of becoming accredited. Benefits of this include timely and topical guidance in public safety, public policy standards, personnel selection, traffic, response to incidents on campuses, etc.

Response standards – plans follow incident command system protocols and require institutions to come into compliance with ICS. Logistics standards include finance, administration standards for inspections of equipment.

The domestic preparedness committee receives funding from a Homeland Security grant. The resource center has been developed to assist agencies in the planning process. Campus guidelines include an all hazards framework to start and fill in agency-specific training with grant funds with a focus on giving officers 8 hours of basic training in emergency response.

5. Rollins College

Ken Miller, Director of Campus Security

Mr. Miller gave an overview of resident life on the private campus. The health center is the primary care practitioner. Rollins has 3 licensed counselors for a ratio of 1:11,000 students and one Ph.D.-level counselor for urgent cases. Rollins has a victim advocate program. The case management team meets weekly to identify troubled students and situations. The team is comprised of a cross-section of administrators.

Rollins has 21 full and part time non-sworn officers that train with local law enforcement annually in crisis intervention. Rollins has access to the same radio system as local law enforcement. Rollins broadcasts emergency notifications on TV's throughout campus, blast emails, and phone trees. They are looking at furthering their goal for a comprehensive communication system.

Mr. Miller discussed challenges faced by Rollins. First, there has been a significant increase in the frequency and severity of abuse of prescription drugs taken with alcohol. Students and parents often lack knowledge of the challenges students will face daily in college. Lastly, there is a fine balance between personal issues and freedoms and the overall open nature of campuses.

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6. Bethune-Cookman College

Franklin Patterson, Chief Information Officer

Joseph Leung, Director of Security

Mr. Patterson noted that Bethune-Cookman reviews its emergency policies and procedures on an ongoing basis. They examine new strategies to continue providing information. The cross-campus planning team meets monthly to share and update information.

Mr. Patterson spoke to the needs of Bethune-Cookman. They need improved surveillance cameras (current cameras are 15 y/o) and a monitoring room. They would like a central communication center, where reverse 9-1-1 notifications could occur. Blue light systems are in need of repair.

Current notification methods include email, voicemail, web, news, phone tree and word of mouth. They are exploring the use of mass text messaging capabilities and loud speakers. Although posted to the web and in areas throughout campus, some students may not know emergency procedures in place. Bethune-Cookman has plans to make available condensed versions of procedures.

Mr. Leung added background on the school, which has 31,000 students (1,800 on campus) and 56 security staff. Number of staff is higher because of the campus location. Many issues on campus migrate from off-campus. The security force is Class D and G licensed.

Questions/Comments: Mr. Patterson, describe emergency management operations at Bethune-Cookman. Is someone dedicated to emergency operations only? The College has an emergency plan and disaster recovery plan, and a team meets monthly to review. Comprehensive versions of the plan are available online, but we need shortened versions to post on campus. Campus Security and the Risk Management Office manage emergency operations. Campus security notifies local law enforcement and student affairs in emergency situations.

-Mr. Leung, do you test the mass messaging system? It is a good, but it is an opt-in system.

-Mr. Leung, how many adjunct professors are employed? 121 out of 426

-Mr. Leung, how do you address a student with abnormal behavior? The student handbook and code of conduct are no tolerance policies. If a student violates policies, security responds, and incident report is completed and an administrative hearing that involves the parent is conducted.

7. From a Psychiatric Perspective

Dr. Alex Rodriguez, Florida Substance Abuse and Mental Health Corporation

Dr. Rodriguez provided an overview of the Substance Abuse and Mental Health Corporation (Corporation). He made several key points

- The Corporation believes it should be top priority for administrators to ensure quality mental health services are available to all full and part time faculty and students. Mental health preventative and other services should be adequately funded.
- There is a parallel need for community awareness of signs of distress. Colleges should provide for training in detection and referral. The Corporation supports a national core curriculum for training based on evidence-based practices and a budget to assure adequate resources.
- Security staffs need training, such as the Crisis Intervention Model, on awareness and intervention skills.

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- Students must have knowledge of and easy access to services on campus and in the community. Community mental health providers need to be able to share information with campuses on persons who may pose a risk. The campus must have systems in place for information sharing on campus.
- To reliably assess mental health risk, campuses should use a standardized evidence-based instrument.
- The Corporation supports use of peer networks, such as Active Minds, on campus.

Questions/Comments: What is your overall sense of mental health/mental wellness on campus? It varies, but Dr. Rodriguez expressed he was impressed by an integrated approach to prevention discussed by the speaker from Rollins College. Critical legal issues need to be examined, and we may find that legislation is needed to address some of the confidentiality issues.

-What role do students play on campus related to mental health? Students and resident counselors are trained to identify and report concerns

-Do you support peer-to-peer support networks? Yes. If peers are engaged, they will look after one another and are more likely to recognize the signals of distress. All colleges and universities should provide mental health, career and other counseling.

Reference Materials: Testimony <http://www.dcf.state.fl.us/campussecurity/>

8. Emergency Communications Technology and Its Use on Campus

Dr. James E. Pearson, University of Central Florida

Following his PowerPoint Presentation handout, Dr. Pearson described the EmergComm Program. The program, selected in 2005 to receive initial funding from the Department of Homeland Security through the Department of Education, has expended its funds. He described the goals of the program; however, additional funding is needed to meet goals on a continuing basis.

The objectives of Phase 1 were to identify best practices and to establish standards for communication within a campus, to provide benchmarks and recommend a best system, to conduct demonstrations, to distribute equipment funds, and to establish a testbed for EmergComm development and research. The Phase 1 study was completed in March 2006. The final report is available at http://www.dcf.state.fl.us/campusSecurity/docs/FinalReport_EmergComm.pdf. Related information can be found on the web at <http://ec.creol.ucf.edu>.

Key Phase 1 recommendations include: 1) implement a siren/audio system for main campuses combined with campus FM system, 2) implement system-wide high-speed reverse 9-1-1 system, 3) endorse a host-based emergency notification service and encourage all to sign up, and 4) each campus should develop or enhance other notification systems.

Dr. Pearson discussed the key tasks in proposed Phase 2, which builds on the progress and understandings achieved in Phase 1. Funding is needed to move forward with Phase 2 and beyond.

Dr. Pearson suggested that each institution have one person charged to oversee the operation of the emergency communication and alert system, who would also assure adequate training is

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provided to faculty, staff and students. Of primary concern is how to get messages to hearing impaired or other special needs.

Questions/Comments: Are lock down systems being developed for new construction on campus? Yes. All new dorms will have swipe-card access. Other buildings will have swipe cards, cameras, etc.

-Are cameras monitored at all times? No. UCF is exploring cameras with “smart censor” activity that can recognize unusual activity and alert security.

-Phase 1 objectives recommended best systems, and the study recommended several technologies. As Phase 2 moves forward, what guidance will you provide for RFPs? Is the objective to develop a statewide system? To develop guidelines and standards to use within campuses and to share experiences across campuses.

-What is the best type of message to deliver? One that is standardized and can produce positive outcomes.

-Who makes the decision to deliver a message? Schools should develop realistic protocols.

-Who is authorized to activate a message? There needs to be a “watch captain” who is empowered to make decisions.

Reference Materials: *Emergency Campus Communications “EmergComm”* PowerPoint Presentation by Dr. Pearson <http://www.dcf.state.fl.us/campussecurity/>

“Executive Summary: Final Report of Phase 1 of Emergency Communication Systems (EmergComm) Program for Florida University and Community College Campuses” by Dr L. Wei and Dr. J. Pearson, University of Central Florida (<http://www.dcf.state.fl.us/campussecurity/>)

9. Regional Domestic Security Task Force Activities

Special Agent in Charge Joyce Dawley, FDLE

Agent Dawley distributed an information binder on the Region 5 Domestic Security Task Force (RDSTF) and provided an overview of its contents. The RDSTF is involved in a number of exercises that include a multidisciplinary response to incidents. ThreatCom system is used. The RDSTF collects and disseminates intelligence to law enforcement in an “Intelligence Exchange” program. Information is kept by the sheriff’s office.

Agent Dawley discussed where improvements are needed. She suggests conducting security assessments for all school campuses in the K-12 system and expanding to universities. There is a need for law enforcement to have 3-dimensional pictures of all buildings on campus. She suggested appointing an administrator to co-chair the Education Committee. Schools can apply for access to Homeland security information and schools should participate in ThreatCom for information sharing and alerts. She suggested a need to increase training and exercises on college campuses.

Questions/Comments: Do you participate with critical infrastructure assessments? The RDSTF is involved.

-How involved should smaller campuses be in participating in RDSTF? They should at least be on the institution list for ThreatCom to have access to shared information and better communication.

-RDSTFs have been focused on K-12 schools. Should RDSTF have a role in college exercises? Yes, and the RDSTF should also do better outreach to colleges with private security.

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-What is your recommendation for the RDSTF role statewide? To distinguish minimum standards expected from colleges and universities, for K-12 partners, etc.

-Commissioner Tucker noted that coordination among RDSTFs is challenging because they deal with large numbers of education, health and law enforcement. Strong partnerships with local agencies are needed. Plans must be constantly reviewed, exercised and challenged. Funds need to be made available to the RDSTFs.

Reference Materials: Regional Domestic Security Task Force information binder

10. Catastrophic Incident Planning (Mass Casualty)

David Freeman, Orange County Health and Family Services

Chief Rickey Ricks

Mr. Freeman presented from his PowerPoint handouts. Catastrophic Incident Planning, from a medical perspective, is a state initiative to respond incidents that create large numbers of medical victims. Catastrophic incidents can overwhelm hospitals early, so there is a need to build plans to protect hospitals. Hospitals should deal with emergencies only, so it is important to have a plan to move patients out of hospitals and into an appropriate level of care. Response may be to medical or psychological needs.

Built in to the Catastrophic Health Incident Response Plan is a surge capacity with a strategy to bring resources together to respond to and recover from a catastrophic incident. Components of the plan include mass casualty response, alternate site plan, hospital plan, mass fatality plan, and a healthcare professional surge capacity plan for psychological needs. Patients are distributed to appropriate care based on a tier assessment.

The Catastrophic Response Plan has been approved at the state level. Pilots are being developed to test alternate medical treatment strategies. The plan will be complete by end of year.

Questions/Comments: How is the plan impacted if the areas is still “hot”? Build a perimeter and limit people leaving hot zones. Manage warm and cold zones appropriately.

-Are medical personnel prepared if an active shooter is still in the area? There is no tactical medical capability at this time. Medical and fire would be staged outside of active area until secure. Chief Ricks added that the next phase of active shooter training would be a “hood exercise”. Protocol is being developed for setting up a triage of care (in a hot zone).

Reference Materials: *Catastrophic Health Incident Response Planning* PowerPoint Presentation
(<http://www.dcf.state.fl.us/campussecurity/>)

11. Active Minds

Daryl Flink, University of South Florida

Mr. Flink, following his presentation, gave an overview of the Active Minds Program. It is a student run mental health support organization that promotes awareness, advocacy, education and prevention. The USF program is affiliated with the national Active Minds Program. The main focus is on suicide awareness and prevention.

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Mr. Flink discussed barriers that prevent treatment, such as the stigma associated with a mental health disorder, conforming to societal norms, long waiting lists, and insufficient resources.

Active Minds members are students offering peer support counseling. Students are trained from the counseling center to participate in one-on-one peer discussions. While peer support does not replace formal treatment, this form of prevention provides the opportunity for students in need to lean on one another.

Mr. Flink recommends every 4-year college have an Active Minds chapter on campus. Counseling should be compared to getting a physical. Mental health education courses should be offered at schools

Questions/Comments:

- Director Fugate suggests Active Minds should be included as a best practice peer support network in the final report.
- How many members are on the USF campus? There are 20 active members and 80 on Facebook.com. At least one student each day contacts him.
- How do you market the organization? Student fairs, flyers, brochures, freshman orientation.

Reference Materials: *Active Minds at the University of South Florida Campus Safety Proposal* PowerPoint Presentation by Daryl Flink (<http://www.dcf.state.fl.us/campussecurity/>)
Active Minds Fact Sheet (<http://www.dcf.state.fl.us/campussecurity/>)

12. Statewide Crisis Response Team Cheryl Ricciardi, Coordinator

Ms. Ricciardi opened by stating that Crisis Response Teams, established in 1988, are just shy of 1,000 responders throughout the state. It is the largest, most organized team in the country. The team responds to natural disasters, criminal acts, terrorism, plane crashes, etc. Partnered with the Office of the Attorney General in 2003 for general crisis response.

Services are provided at no cost to the community. Volunteer organizations assist in identifying high-risk groups and in identifying caregivers who can be trained in community crisis response. The team also prepares for long-term issues they community will face months later, such as funeral, anniversary and other planning memorials.

The team is divided into 20 regions, and two are based on university campuses. Typical response time is between 1-5 hours, and the team can stay weeks for continued follow-up.

It is important for campuses to recognize the need for additional assistance. Those closest to the tragedy should not be trying to provide services to others – they need care too. It is also important to recognize the variety of individuals impacted by an event – staff, faculty, students, administrators, etc. In a situation with multiple casualties, mental health issues will always exist. Collaboration between the counseling center, crisis response team and community mental health providers is key.

Questions/Comments: What kind of training do responders receive? Intensive 40-hour community crisis response training, required 2-day advance training per year. The team has nationally credentialed responders, which requires over 500 hours of training.

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-With whom do you collaborate? Involved in ESF-15 and ESF-8; part of Disaster Behavioral Health Plan.

13. Florida Partners in Crisis

Michele Saunders, Executive Director

Ms. Saunders provided an overview of the Florida Partners in Crisis program. A key initiative is expanding the Crisis Intervention Team model (CIT) statewide. Efforts are focused on access to community-based services to prevent an individual coming into contact with criminal justice. CIT officers are trained to better understand persons with mental illness and to communicate to effectively de-escalate a situation. It is a collaborative effort to make the mental health system more understandable.

Based on the Memphis CIT model, core elements of the program are organizing, operational and sustaining elements. CIT plans for training and implementation of user-friendly policies. Operational elements are low cost because communities volunteer time to train. CIT is not mandated in law enforcement. It is a grassroots effort that requires law enforcement and local government support from leadership to sustain.

Twenty out of 67 counties are engaged in CIT, and over 3,000 police are trained nationwide. CIT is recognized as a "best practice" by the U.S Department of Health and Human Services and the U.S. Department of Justice.

Other areas to ensure campus safety include clarifying issues around confidentiality, early identification of people with mental illness, education to reduce stigma, increased community collaboration, access to services and increased capacity of services. Partners in Crisis supports the CIT program for all college and university campuses with trained officers and defined protocols.

Reference Materials: Testimony <http://www.dcf.state.fl.us/campussecurity/>

Public Comment

Chairman Butterworth opened the floor to public comment at 4:22 p.m.

1. Professor Lundy Langston, Florida A&M University College of Law

Professor Langston reminded the task force to consider the distinctly unique environment of a law school classroom, where stress can be a stimulant, classes are interactive, and where students are forced to discuss issues they may be opposed to. The classroom can be adversarial by nature. Students often receive their first poor grades in law school. Many students won't report a situation because they feel it may have a negative impact on bar admission. We need to encourage students to talk to counselors and to assure them it won't have a negative impact in the long run. Financial issues can lead to additional stress.

Professor Langston cautioned against labeling and asked the Task Force to consider cultural issues. She encouraged involvement of young people when determining resolutions. She asked for a consideration of gun control.

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2. Thomas J. Lopez, Assistant Vice President for Safety, Valencia Community College

Mr. Lopez gave an overview of Valencia Community College. He requested that when looking at the community college community, it is important to address specific issues to the diverse population. The College is re-evaluating their emergency manuals and procedures. He suggests creating college-level school resources officers. The crisis management team has reviewed initiatives. All are NIMS compliant, but want operability with local law enforcement.

Valencia has the ability to lock down doors with remote access control from a central location. He noted that state-established accreditation standards are different for community colleges than for universities.

Conclusion

Chairman Butterworth thanked all in attendance. The meeting was adjourned at 4:43 p.m.



**Gubernatorial Task Force for University Campus Safety
Meeting Agenda
Wednesday, May 23, 2007
Reed Hall, House Office Building, The Capitol
Tallahassee, Florida**

10:00 a.m. – 12:00 p.m.

1. Welcome and Introductions

Robert A. Butterworth, Chair

2. Review of Minutes of the May 11, 16, and 18 2007, Meetings

Robert A. Butterworth, Chair

3. Presentations

Jerry Curington, Deputy General Counsel

Dr. Ana M. Viamonte Ros, Secretary of Health

Jeanine Blomberg, Commissioner of Education

4. Discussion of Task Force Report

Robert A. Butterworth, Chair

12:00 p.m. – 1:00 p.m. LUNCH

1:00 p.m. – 4:00 p.m. (or until conclusion of review of Task Force Report)

1. Reconvene

Robert A. Butterworth, Chair

2. Discussion of Task Force Report

Robert A. Butterworth, Chair

3. Adjourn

Robert A. Butterworth, Chair

Survey of Higher Education Institutions in Florida Post Virginia Tech Shooting



Office of Statewide Intelligence
May 21, 2007

Florida Department of Law Enforcement
Gerald M. Bailey, Commissioner



Executive Summary

In 2006, the U.S. Department of Homeland Security (DHS) conducted and prepared an assessment on the characteristics and common vulnerabilities of higher education institutions.¹ As addressed in that assessment, the damage and/or destruction of all or part of a higher education facility can be intended to:

- Shut down or degrade the operation of the entire institution, or
- Impede or destroy research efforts, or
- Cause the release of hazardous materials to the surrounding area, or
- Interfere with academic studies and research projects.²

In addition, the following specific threats of concern to higher education institutions were identified:

- Explosives (e.g., car bomb, suicide bombers),
- Arson (e.g., firebombing, use of accelerants),
- Biological agents introduced into the facility (e.g., anthrax, botulism),
- Chemical agents introduced into the facility (e.g., chemical warfare agents, toxic industrial chemicals),
- Radiological material introduced into the facility,
- Hostage/barricade, and
- Automatic weapons/grenade attack (e.g., indiscriminate shooting of students and faculty).³

Besides the physical impact on the higher educational institutions (e.g., destruction of a building), all of the aforementioned threats could also result in financial losses and erode the confidence of students, professors, and researchers in returning to the site, and most importantly inflict physical, psychological, and emotional destruction.⁴

The recent lone gunman tragedy at Virginia Tech University (VT), Blacksburg, VA, that left 32 students dead and many others injured, has created new concerns and questions regarding the safety and preparation of higher education institutions across the nation. As a result, the day following the shootings, the Florida Department of Law Enforcement (FDLE) Office of Statewide Intelligence (OSI), created and sent surveys to the seven FDLE Regional Domestic Security Task Forces (RDSTFs) Special Agent Supervisors (SAS). Each RDSTF was tasked with identifying the higher education institutions in their region that participates with the RDSTFs, and to ensure the completion of the nine question survey. For the purpose of this survey, higher education institutions are defined as public or private schools that provide academic instruction beyond the high school level, including universities, colleges, community colleges, and technical institutes.

The aforementioned survey was originally intended to only query the higher education institutions that participate with the FDLE RDSTFs throughout the state, however, other institutions that were not currently participating with the RDSTFs also completed the survey; therefore, their responses were also analyzed and are included in this summary.

The intent of the survey was to capture an unscientific inquiry of the existing security practices and relationships with law enforcement and the RDSTFs in Florida, that were in place on April 17, 2007. The gathered information will serve to provide guidance to the State of Florida in light of the recent tragedy at Virginia Tech University.

The survey consisted of nine questions concerning each institution student population, RDSTF contact person, the primary law enforcement response agency, established response protocols/Memorandum of Understanding (MOUs), critical incident training, student notification system, institution exercises, and use of Domestic Security Task Force (DSTF) funds. The results of the survey are drawn from the 62 surveys received; however, the results are meant only to be a snapshot of the higher education institutions and should not be seen as all inclusive in nature. (NOTE: If additional information is gleaned from other sources and is deemed pertinent, it will be provided in a timely manner in an addendum report). The results of the survey are as follows:

1. **Name of the Institution:** Included both private and public colleges, community colleges, universities, and technical institutions. It would appear that all of Florida's higher education institutions were represented by the institutions that were identified by the survey.

2. **Describe the student population and campus geography:** The institutions that responded appear to be a good representation of the state of Florida. The following is meant to be a snapshot, not all inclusive, of some of the schools that were represented in the survey:
 - Public, private, community colleges, technical institutes
 - There were small schools that were identified (50 students – Florida Atlantic University/Dania Beach/Sea Tech)
 - Large schools (almost 171,000 students, staff, & faculty – Miami-Dade College; 75,000 students, staff, faculty & visitors – University of Florida)
 - Additional primary/secondary schools embedded in college campus (the University School – grades pre K thru 12, Nova Southeastern University; Florida High – grades pre K THRU 12, Florida State University)
 - Child Development Centers (CDC) embedded in college campus (children range in age from 16 months old to 5 years old – Brevard Community College/Melbourne Campus has approximately 110 children in the CDC)
 - High school & college age students (the Advanced Technology Center (ATC) is a public/private partnership for technical training of Volusia and Flagler high school and college students)
 - Located at a High School (Edison College – Labelle High School)
 - Temporary campus (Ave Maria University)
 - Main campus encompasses 2000 acres (University of Florida)
 - Main campus encompasses 122 acres with additional campuses in Orlando and more than 20 off-site locations throughout Florida (Barry University)
 - Small single building facility (International College)

- Campus situated in close proximity to airport (Embrey-Riddel Aeronautical University's campus sits on about 200 acres located at the east end of the Daytona Beach International Airport)
 - College with no on-site student housing (Edison College)
 - Commuter student population with some private apartments off campus in immediate area (Central Florida Community College)
 - Dorm residence (Florida State University, University of Florida, etc.)
 - Open campus with public streets running through it with complete public access except for residential halls (Johnson & Wales University)
 - The campus is surrounded on the north, west and south by wetlands, and on the east by water. There is only one accessible route for incoming and exiting vehicles (Clearwater Christian College)
 - International students – student body is from 31 different countries (Webber International University)
3. **Identify the primary institution RDSTF contact person and agency:**
- While the vast majority of the schools listed at least one person's name and contact information, it is uncertain if the person listed is a member of the RDSTF.
 - Some schools were very precise about their RDSTF liaison (University of Florida has a detective that is detailed full-time to the RDSTF).
4. **Identify the primary law enforcement response agency:** While a variety of options are available for law enforcement response, the following is a sampling of what was reported as being utilized throughout Florida:
- Local Police Department (Florida Memorial University – Metro-Dade Police)
 - Local Sheriff's Office (Ave Maria University)
 - University Police Department (Florida Gulf Coast University, Florida State University)
 - Outsourced private security (Edison College – Wackenhut)
 - Non-sworn Security Officers (Central Florida Community College – 16 non-sworn security officers that do not carry weapons)
 - Combined security effort (Brevard Community College – the police departments work in conjunction with the sheriff's offices as some of the campuses are large enough that the jurisdiction extends into the county)
 - School Resource Officers (Seminole Community College – utilizes the Seminole County Sheriff's Office's Resource Officer)
 - Military (Troy University at several campuses – Eglin Air Force Base, Hurlburt Field, Panama City & Pensacola)
 - NOTE – As would be expected, the larger schools usually have an established campus police department in place, while the smaller colleges and private schools often utilize a combination of on campus security along with local PD and SO assistance, private security, etc.

5. Describe the established response protocols/Memorandum of Understanding (MOUs) with surrounding law enforcement agencies:

- Most of the larger schools have reached out to the local law enforcement and signed MOUs for mutual aid (University of South Florida is NIMS compliant and employs ICS protocols. USF also receives tactical support from the Tampa PD as their primary backup, however, they also have mutual aid agreements with Hillsborough CO SO and Temple Terrace PD)
- While many of the schools do not have formal MOUs with local law enforcement agencies, they state that they have good, informal working relationships and are able to work well with this arrangement (Florida Memorial University – maintains a close liaison with both Metro-Dade PD and City of Miami Gardens PD)
- Some of the schools have documented mutual aid agreements with several county law enforcement agencies (New College of Florida has agreements with Sarasota and Manatee County Sheriff's Offices)
- Private school has no MOUs (Johnson & Wales University stated that no MOUs are needed since they are private and North Miami would have absolute right of coverage. Response protocols are being re-examined and re-evaluated)
- NOTE – There appears to be no consistency in the obtaining of MOUs; some schools have extensive MOUs and some have none; some work on the basis that they will notify the local law enforcement and provide whatever assistance they would need, i.e., floor plans, keys, etc.

6. Describe what, if any, established critical incident / active shooter protocols and related training that are in place:

- As expected, schools with a large number of students have personnel in place who have been certified in Active Shooter training and have protocols already established (University of Florida, which has 75,000 students, has trained with the county sheriff's office and Gainesville PD in active shooter scenarios for the past several years; The University of North Florida, which has 20,000 students, provides it's officers with active shooter training at the department and squad levels; Miami-Dade College, which has 171,000 students, faculty and staff, has developed an emergency response guide to describe appropriate actions for shooting/sniper on campus. In addition, within the next few months, the college will test a pilot mass notification system awarded through a grant by the DHS; University of South Florida, which has 44,00 students, is NIMS compliant for critical incidents and have received continuous Active Shooter training since 2003 to include scenario based training with actual campus facilities)
- Some schools do not have protocols established and rely on their local sheriff's office (Saint Leo University, which has 2,700 students – Pasco CO SO has an active Incident/Active Shooter Protocol; Edison College, which has 15,000 students on three campuses, relies strictly on the County Sheriff for critical incident response;

- No active shooter plan - New College of Florida (750 students) has a written emergency operations plan but not specific to active shooter, however, New College does have mutual aid agreements with Sarasota and Manatee County Sheriff's Offices. Central Florida Community College (3,600 students) has no protocols in place, however, they do have a MOU with the Ocala Police Department.

7. **Describe established student notification system (e-mail, text messaging, etc.):** While emergency communications in real time is difficult, many of the Florida higher education institutions have realized the need for such a system and have began to implement some systems.

- As expected, there was a wide variety of systems in place; however, there did not appear to be any consistency in place.
- Some existing methods of notifications includes the following (NOTE – some schools use more than one system, however, only a sampling is being provided for this summary):
 - Blast e-mails that are sent to all students and all faculty and staff (Florida Gulf Coast University)
 - *E-mail among employees only, no student messaging* (Daytona Beach Community College)
 - Text messaging – i.e., the E2campus notification system that allows notification of registered persons through mobile phone (Florida Gulf Coast University)
 - E-2 campus notifications (PA system), e-mails and cellular notifications - Federally funded (DOE grant) (FAMU)
 - Connect Ed which permits us to send an emergency message to two phone calls and four email messages (Saint Leo University)
 - Cell phone calling trees *developed by individual departments* (Rollins College)
 - Audix voicemail system - has the means to send a prerecorded message to campus phones. USF has a 'MoBull' text messaging service that sends information to subscribers' cell phones and are researching an enhanced 'Rave' system through Verizon (University of South Florida)
 - Web page
 - Website/pop-up alerts on all campus computer screens (Eckerd College)
 - Each student has a university e-mail address and each resident student has a dedicated land line in their room (Jacksonville University)
 - Lynx Duress and Emergency Notification System to be in place prior to the fall 2007 term – will allow for rapid notification to every PC, and/or select or all e-mail accounts and/or cell phones based on the classification of the incident (Palm Beach Atlantic University)
 - Test pager and Google/AOL or My Yahoo Page. This system is located at www.fgcu.edu/alert/ (Florida Gulf Coast University)
 - Fax notifications (Florida Memorial University)

- Hot line # established for students and for employees where the College community may call in for the latest updates on emergencies (Miami Dade College)
 - Verbal – in addition to other notification methods (New College of Florida); Dormitories use a verbal system between resident advisors (Florida Institute of Technology); Officers sent to buildings on campus to warn students (Pensacola Junior College Warrington Branch)
 - Programmable message boards, various news releases (University of Florida)
 - Voluntary parent notification on sign up basis (University of Florida)
 - Rumor control hotline (University of Florida)
 - Public address system - the ability to communicate via a public address system from the communication center to most of the buildings on campus (The University of North Florida)
 - Campus Tower w/Intermittent Tone and Loud Speaker System capability (Florida Memorial University)
 - Daily notification system - available to faculty, staff, and students via the university website (The University of North Florida)
 - Media - College Radio Station, Local television, radio, and other media (Flagler College)
 - Closed Circuit TV Announcements (Florida Atlantic University)
 - None - Lake Sumter Community College, Lake and Sumter Counties
- NOTE: The State Working Group has funded a best practice on emergency communication for universities and colleges. 10 universities and 10 community colleges were funded. The final report is expected this summer from the University of Central Florida.

8. Describe exercises that have occurred or are being planned involving universities / colleges:

- None reported - Ed Moore – Independent Colleges, FMROC region, PROC region, Tallahassee Community College; The training that has occurred to date, has not involved university personnel according to The University of North Florida; To date, there have not been any exercises related to a shooter or large scale emergency scenario (Central Florida Community College)
- Operation Dark Cloud held on March 12, 2003 – NFRDSTF (FSU and FAMU)
- Security exercise - January 2007, (North Florida Community College)
- Response exercise - April 17, 2007, at the Madison County Hospital and incorporated the North Florida Community College
- FSU sponsored a Summit for the ACC Chief's of Police and Local Law Enforcement Partners. This Summit provided an overview of Crisis Management, Special Event Management, Intelligence / Threat Assessment and of the Norman, Oklahoma Incident. During the summer each year active shooter drills are conducted in empty residence halls.
- Florida Atlantic University (FAU) Police Department participated in a joint effort with the City of Boca Raton Police Department eight months ago.

We will continue to develop training programs and have simulation exercises.

- FIU - The University Police practice during In-Service Training, annually for Active Scooter. Both classroom and practical exercises are used.
- Florida Memorial University - Recently updated the Campus Emergency Operations Plan; will conduct evacuation drills in August when Fall 07 term begins.
- Johnson & Wales University - in conjunction with NMPD, will host active shooter training this summer.
- Nova Southeastern University - Olympic Village Security, Bomb Threats, Chemical Hazard Evacuations, Diplomatic Security Details, Homeland Security Training.
- Miami Dade College - The College conducts joint emergency meetings with Public Safety personnel, Emergency Team Leaders and College on-duty local law enforcement to review and update plans, assignments, interaction and cooperation. The College conducts dry runs in each building in direct support of planning and training
- University of South Florida (USF) - USFPD routinely participates in County Emergency Operations Center exercises since the Sun Dome and other resources are part of the county disaster plan. We participate in Department of Health BIO Event Exercise, Hillsborough County Emergency Management National Incident Management System Senior Leadership Workshop
- Rollins College - We have formed an EOPT team of senior administrators that meets twice per year to discuss emergencies that may occur on campus. These include natural disasters, power outages, epidemics, and other critical emergencies. Campus Security, as a group, meets monthly to discuss on-going issues and training items that could benefit the campus community. We are planning to discuss the implementation of a campus-wide text messaging service that would be available before the start of the next academic year. As of now, there are no table-top drills scheduled to take place.
- Brevard Community College - The school has only completed natural disaster related exercises (i.e., hurricane) thus far. The school is in the process of a "major revision" to their crisis response. The final draft of the revision will be presented to the Board in August 2007 for their approval.
- Daytona Beach Community College - Conferences and Tabletop exercises with DBPD patrol and command scheduled.
- Indian River Community College - Mock TX with St Lucie SO planned and previous EOD responses and TX's.
- Lake Sumter Community College, Lake and Sumter Counties - JUNE, 2007, scheduled TX with Lake County Health Dept.
- Seminole Community College - SCC Has participated with a variety of Seminole County TX's in the past several years.
- May 3-4, 2007, the NFRDSTF hosted a "Fighting Terrorism in the 21st Century" conference that included speakers on the security of schools initiative.

9. Describe DSTF grant funds allocated in the region for university / college security:

- Ed Moore – Independent Colleges, TBROC & FMROC regions, The University of North Florida - None
- University of Florida - UF has received two grants for nationally recognized critical infrastructures (University of Florida Training Reactor (UFTR), and Ben Hill Griffin Stadium).
- Santa Fe Community College – None. Note: Santa Fe Community College assisted in the piloting of a campus terrorism assessment tool for IACLEA under a DHS grant.
- Central Florida Community College - the telephone system, at the cost of approximately \$110,000, has been placed on the respective campuses through a State Education grant with matching funds. Advised that all members of the CFCC security teams and other officers have been trained on the NIMS and ICS system through an RDSTF grant allocation.
- Flagler College - To our knowledge, no funds exist for private colleges.
- Miami Dade College - The College was recently awarded a grant to research and submit a communication system designed to notify as many people as possible, simultaneously, of any critical incident taken place in, or, around a campus. This DHS grant was awarded to North Campus, and will be used as a pilot for the remaining campuses.
- University of Central Florida, Orlando, FL RDSTF funding to refurbish response vehicle, \$20,000 for campus camera system
- PROC - Standard PPE provided to all LEO (majority)
- FSU - \$50,000 BZPP grant for camera system / \$450,000 has been granted and a portion will be used to purchase additional camera and bollards for crowd control.
- FAMU – PPE gear
- E-2 system funded through DOE federal grant

Common issues/concerns noted include the following:

1. Lack of knowledge and participation in the RDSTFs
2. Law enforcement on the school campuses ranged from unarmed school resource officers, to on campus police department, private security, military, to depending on the local police department and sheriff's office for assistance. Many of the schools have an understanding that they will provide assistance, however, MOUs are not always in place.
3. One issue/concern that was noted as a result of the surveys was the prevalence of international students at some of the institutions. Some issues that might arise would include, but not limited to, language barriers when trying to communicate during a crisis and international parental notification.
4. Not all colleges have protocols in place for the active shooter scenario; again, the larger schools seemed to have addressed the scenario and have begun to plan for such an incident while the smaller schools tend to rely solely on local law enforcement for resolution.
5. As expected, there was a wide variety of student notification systems in place; however, there was no consistency. Many of the schools have opted to provide several means of notification, i.e., blast e-mails, text messages, verbal/loud speaker PA systems. While most of the schools have some system in place, there did not appear to be a stand out absolute best solution as to how to notify ALL students, staff and faculty in the event of a real-time situation. Several of the campuses have hundreds of buildings that cover thousands of acres. In addition, a majority of the students do not live on campus; therefore, if the school is relying solely on an intercom/PA system, the student would not hear the PA system announcement until their arrival at the school. While the majority of the schools appear to have embraced technology and are using blast e-mails, text messaging, etc, there was no indication from some as to a back-up plan in the event of message failure, or if there was a limited on how many notifications could be made and also, how quickly those notifications could be made. Some schools would have concerns with containment since they are such an integral part of the cities they occupy and would not have enough campus resources to contain a situation while notifications were being made.
6. Little knowledge of DSTF grant funds available to Florida schools. Several of the items that were purchased with the grant funds included PPE gear, telephone system, training on the NIMS and ICS system, campus camera system, BZPP grant for camera system, grants for critical infrastructure, and E2 communication system. One of the private schools raised the point that no funds exist for private colleges. While some of the regions appear to be very proactive in applying for the grant monies, there appears to be some regions that have not; however, this survey asked very limited questions and may not have captured all of the data in regards to grant funding.

Recommendations:

1. To continue to monitor the higher educational institutions in the state of Florida and strive to reach some consistency in real time emergency notification to students, staff and faculty.
2. Better educate the schools on the RDSTFs and encourage more interaction.
3. Better inform the schools and the RDSTFs as to the available grant money that is available to them.

¹ *Characteristics and Common Vulnerabilities Infrastructure Category: Higher Education Institutions*, Risk Management Division, Office of Infrastructure Protection, U.S. Department of Homeland Security, Version: September 13, 2006.

² Pg. 2

³ Pg. 4

⁴ Pg. 2-3

Preliminary Findings from Mental Health Data Section of the Survey of the State University System, Community College System, and Independent Colleges and Universities of Florida

The following is a preliminary and tentative assessment of the mental health section of the Governor's Task Force on University Campus Security survey. The survey was sent to all state universities, community colleges, and institutional members of ICUF. As of May 22, we have received 33 responses: 11 state universities, 12 community colleges, and 10 independent colleges. Below are some salient points that we have pulled from the data.

Services available to students vary widely, and large numbers of students are at institutions with relatively high mental health services demands.

- Average number of reported urgent cases per year:
 - 450 in state universities
 - 66 in the five responding community colleges with campus counseling services
 - 25 in the ten responding independent colleges

- Nearly all campuses offer same-day counseling access for urgent cases, but subsequent access to routine counseling varies.

- Average waiting period for regular appointments during peak times (e.g., exam periods) after an initial urgent care visit:
 - 5.8 days in the state universities
 - 3.3 days in the community colleges
 - 1.4 in the independent colleges

- Highest reported time to schedule students for regular appointments for these urgent cases:
 - 21 days in the state universities
 - 9 days for the five reporting community colleges with campus counseling services
 - 4 days for the ten reporting independent colleges

- Ratio of students/counselor:
 - Average of 2,500-to-1 in the state universities, with a high of nearly 3,500-to-1
 - Average of 1,120-to-1 in the five reporting community colleges, with a high of 4,000-to-1 system
 - Average of 650-to-1 in the ten reporting independent colleges, with a high of 2,000-to-1

- Average number of counselors necessary to meet the 1,500:1 IACF standard:
 - 7.5 in the state universities
 - 4.4 in the five reporting community colleges with campus counseling services
 - 0.1 in the ten reporting independent colleges

- After-hours (evening and weekend) mental health services are available at:
 - 73% of state universities
 - 30% of reporting community colleges
 - 80% of reporting independent colleges
 - Most of those (about three-quarters overall – 70% in SUS, 60% in CC, 88% in ICUF) have on-campus services, the other one-quarter available outside the campus only, such as through contracts with community providers.

- Have some kind of mental health follow-up services:
 - 9 state universities
 - 3 of the responding community colleges
 - 7 of the responding independent colleges
 - Of those with such services, the office(s) offering such services – deans of students, counseling centers, health centers, many others – and whether those services are brought to the student or require the student to come to a specific location varies widely.

Observations of student mental health problems are limited by data available.

- All of the state universities, 60% of the community college respondents, and 80% of ICUF respondents reported observing an increase in students with “severe psychological problems.”
- Reported annual attempted suicides range from none to dozens.
 - Many respondents commented on (a) the lack of accurate data or absence of any data collection at all and (b) their belief that the numbers they have are underestimates.
- Data from the American College Health Association showed that in 2006, 9.3% of students reported contemplating suicide at least once, and 1.3% reported attempting suicide one or more times.
 - Out of an estimated 18 million enrolled students, that comes to approximately 642 daily suicide attempts nationwide.

Constraints posed by state and federal laws, rules, etc.

- 17 of 31 institutions (or 55%) responding to questions about state and federal legal constraints noted challenges to information sharing presented by FERPA and HIPPA in their responses.
- Approximately one-third of respondents indicated some need to change and/or clarify state and federal laws with regard to information sharing.

**GUBERNATORIAL TASK FORCE ON UNIVERSITY CAMPUS
SECURITY
HIGHER EDUCATION SURVEY
MAY 2007**

<http://www.dcf.state.fl.us/campussecurity/>

Governor Charlie Crist signed Executive Order 07-77 on April 30,2007, creating the Task Force on University Campus Safety and requiring that group to examine and report on a number of specific issues related to campus safety and security. The Task Force has been specifically formed to help improve communication and collaboration between education, mental health, law enforcement, and emergency management agencies. To allow us to comply with these requirements and to adequately assess some of these critical issues, we are asking that you complete and return the attached survey by noon on May 21,2007.

Institution name: _____

Primary contact(s):

_____	_____
_____	_____
_____	_____
_____	_____

Section 1 –

Identifying students who pose a risk: Improving information sharing among mental health and health professional and education and law enforcement within the parameters of applicable federal law

1. Do the following campus personnel receive mental health training? Please check, if “yes,” and enter a brief description of the type of training they undergo.

Type of personnel	Check if “yes”	Description of training
residential staff		
student affairs		
counselors		
student health staff		
campus law enforcement		
faculty		

other		

other		

2. Does your college or university have an Employee Assistance Program (EAP) for: (Check if “yes”)
- Tenure-earning faculty ___
- Adjunct faculty ___
- Administrative staff ___
- Graduate assistants ___
- Contract workers ___
- Consultants ___
- Other _____

Is there a documented protocol for referrals to the EAP? (yes/no) If “yes,” please describe.

3. Are mental health counselors able to see students immediately (same day) on an urgent/crisis basis? (yes/no)
- If “yes,” how many urgent cases were seen in calendar year 2006? _____

After an initial urgent/crisis counseling session, what is the average waiting period (# of days) before a student is scheduled for regular counseling sessions during peak usage periods (e.g., final exams)? _____

In general, what is the current waiting period (# of days) for non-emergency appointments to your counseling center? _____

Do you have a psychiatrist on staff or readily available? (yes/no)

How many of each of the following university/college personnel provide primary treatment, counseling, and related mental health services to students?

Psychiatrists _____

Psychologists _____

Social workers _____

Graduate students (i.e., mental health professionals in training) _____

Dean of students staff _____

Other (please specify _____) _____

Is your counseling center accredited? (yes/no)

What is your current counseling staff to student ratio? _____

How many additional counselors would you need to reach the maximum IACS ratio of 1:1,500 students? _____

Do you provide mental health services to students outside of regular weekday business hours – i.e., evenings and weekends? (yes/no) If “yes,” are those services on-campus or off-campus (i.e., community-based)? (campus/community)

Does the university/college provide follow-up services to students outside of scheduled counseling services? (yes/no) If “yes,” what office provides these services? (counseling center/health center/dean of students/other _____)? (all that apply)

4. Has your university/college seen an increase in students with severe psychological problems in recent years? (yes/no)

How many students have reportedly attempted suicide in each of the last 5 years? ____
What services can be better provided to deal with suicide prevention? _____

5. Do the following centers/offices use a standardized evidenced based mental health assessment tool?

Center/Office	Check if “yes”	Describe instrument
Student health center		
Counseling center		
Other facility where trained professionals assess risk evidenced based mental		

6. Once a student is identified as a risk by the student health or counseling center, what is the mechanism to assess level of risk and urgency for referral to expert mental health professionals? What are the protocols for referrals?

7. Once an assessment is completed, is there a documented protocol for providing confidential privileged information to university/college authorities? (yes/no)
If "yes," to which university/college authorities?

8. Does your university/college financially support peer-to-peer student support organizations, such as *Active Minds*, dedicated to the mental health of college students? (yes/no)
If "yes," what organizations are supported?

9. Does your campus security/law enforcement entity have mental health awareness training such as the Crisis Intervention Team (CIT) Memphis Model? (yes/no)
If "yes," what training is utilized? _____

10. Are there federal laws (such as HIPAA or FERPA), rules, policies, or other restrictions that adversely affect your ability to share information? (yes/no)
If "yes," please briefly describe how you are restricted.

Laws _____
Rules _____
Policies _____
Other _____

Should one or more of them be changed? (yes/no) If "yes," please describe in detail what should be changed and how? _____

11. Are there state laws, rules, policies, or other restrictions that adversely affect your ability to share information? (yes/no)
If "yes," please briefly describe them.

Laws _____
Rules _____
Policies _____
Other _____

Should one or more of them be changed? (yes/no) If "yes," please describe in detail

what should be changed and how? _____

12. How does your university/college identify which students are at-risk of harming themselves or others?

What are the barriers to identifying at-risk students?

13. Do you currently have in place a multidisciplinary team to discuss troubled students and craft a coordinated response? (yes/no)

14. Higher education institutions have been sued for expelling students who said they were suicidal and also sued for not preventing suicides. What actions can be taken to assist universities and colleges negotiate a myriad of laws protecting privacy, disability and various civil rights?

Section 2 –

Identifying methods of notification during emergency situations on school campuses

1. What are the primary means of notification in an emergency situation? (check all that apply)

Reverse 911 Text messaging Loud speaker system Word of mouth

Other (specify: _____) Other (specify: _____)

Do the methods differ depending on whether it's for students, faculty, or staff?

(yes/no) If "yes," please explain. _____

2. What are the back-up means of notification in an emergency situation? (check all that apply)

Reverse 911 Text messaging Loud speaker system Word of mouth

Other (specify: _____) Other (specify: _____)

Do the methods differ depending on whether it's for students, faculty, or staff?

(yes/no) If "yes," please explain. _____

3. Have you used these systems in an actual emergency or exercise? (yes/no)

If "yes," which ones? (check all that apply)

Reverse 911 Text messaging Loud speaker system Word of mouth

Other (specify: _____) Other (specify: _____)

If "yes," what were the lessons learned? _____

**Section 3 –
Identifying strategies for improving cross-agency communication**

1. What organizations outside your institution have you included in your communications plan?

Organization	Communicated with this organization during an emergency situation or exercise (yes/no)	Lessons learned

2. What strategies currently exist to improve communications between on- and off-campus agencies?

3. How can the federal government assist you in improving communications between agencies? _____

4. How can the state assist you in improving communications between agencies?

**Section 4 –
Identifying necessary improvements for training of law enforcement
officials and first responders to crisis situations**

1. What type of training is currently provided to university/college law enforcement personnel beyond their required state certification and required mandatory retraining?

2. What improvements in law enforcement and first responder training would assist your institution in an emergency situation?

3. How can the federal government assist you in improving law enforcement and first responder training for a campus emergency?

4. How can the state assist you in improving law enforcement and first responder training for a campus emergency?

**Section 5 –
General emergency response preparation of each of Florida's
institutions of higher education**

1. Does your institution have a full-time EM officer? (yes/no)
Are other staff dedicated to this issue? (yes/no) If “yes,” please list.

2. Does your institution participate in an emergency management task force or workgroup? (yes/no)
If “yes,” which one? _____

3. How many meetings have representatives of your institution attended in the last year?

4. a. Do representatives of your institution participate in any regional or statewide emergency management task forces or work groups? (yes/no)

If “yes,” which ones, and how many meetings have they attended in the last year?

Task force name:	Meetings attended
_____	_____
_____	_____
_____	_____

- b. Specifically, has your agency participated in the Regional Domestic Security Task Force? (yes/no)

If not, what has prevented your participation?

5. Does your institution have an emergency management task force or workgroup on your campus? (yes/no)
How regularly does it meet (# meetings per year) _____

- 6a. Does your institution have an emergency management plan for your university/college? (yes/no)
If “yes,” what emergency situations does your institution’s plan address?

- b. Is your plan National Incident Management System (NIMS) compliant? (yes/no)

7. Has National Incident Management System (NIMS) training been provided to:
University/college law enforcement/campus security (yes/no)
University/college Administrators (identify) _____(yes/no)
Other university/college staff (identify) _____(yes/no)

8. Has your institution completed risk assessments for the university/college? (yes/no)
If “yes,” what risk mitigation plans have your institution completed?

What other assessments are planned for the future?

9. List all emergency management exercises your university/college has conducted or participated in on your campus during the last year.

10. What community or state emergency management exercises have leaders from your institution participated in during the last year?

11. Are there areas of federal law or policy which may be enhanced or improved to facilitate your response to students in crisis?

In what other ways can the federal government assist in enhancing safety/security on campus?

In what areas could the federal government provide additional funding?

12. Are there areas of state law or policy which may be enhanced or improved to facilitate your response to students in crisis?

In what other ways can the state government assist in enhancing safety/security on campus?

In what areas could the state government provide additional funding?

13. Are the following involved in you emergency planning process? How?

Individuals/Offices	Check if "yes"	Describe extent of involvement
Administrators		
Community law enforcement personnel		
Counseling/ mental health staff		
Residence hall staff		
Faculty		
Other: _____		
Other: _____		

**Section 6 –
What other information do you want to share with the task force?**

Identifying students who pose a risk

Identifying methods of notification

Identifying strategies for improving cross-agency communications

Identifying necessary improvements for training law enforcement and first responders

General emergency response preparation

Emergency Campus Communications “EmergComm”

A vertical stack of three icons: a white megaphone, a brown sign with the word "ANNOUNCEMENT" in red and "EVACUATE" in white, and a white speaker grille.

Summary of program results to date
and additional work and capabilities
needed to meet Florida Domestic
Security objectives

A vertical photograph of a metal antenna tower with several circular elements, set against a clear blue sky.

Governor’s Task Force on University Campus Safety

May 18, 2007

Dr. James Pearson
Special Asst. to the VP for Research
& UCF Homeland Security Liaison
University of Central Florida





Overall long-range Goals for EmergComm Program: address needs of all Florida campuses

1. **Establish a unified set of guidelines and standards** for application of all-hazard alert and communication systems in the college campus environment that can be applied to any Florida university or community college campus.
2. **Provide or enhance cost-effective alert/notification capabilities** of critical incidents for all Florida higher education facilities
3. **Ensure NIMS-compliant emergency operations procedures, exercises, and training** for catastrophic/critical incidents at all Florida higher education facilities
4. **Strengthen information sharing and collaboration** among Florida's higher education institutions to assure continued enhancement of communications and security measures and implementation of best practices
5. **Establish and operate a test platform and a road map** to develop, evaluate, test, and study all-hazard alert systems applicable to the university or community college campus environment
6. **Assess need and provide additional staff** to oversee each school's emergency communication systems, to train all personnel, and to be the point contact for the statewide network



EmergComm Project

- Phase 1 Objectives -

- 1. Identify best practices and establish standards** on how to communicate within the individual campuses of the Florida community colleges and universities in a time of crisis
- 2. Provide the needed benchmarks and recommend the best system(s)** to install in a community college or university to provide the needed alert and notifications in a time of natural or man-initiated crisis
- 3. Conduct demonstrations** of currently available equipment and systems to establish capabilities and limitations of different alert/communication systems
- 4. Distribute equipment funds** based on proposals from all Florida universities (11) and all community colleges (28)
- 5. Establish a testbed** for EmergComm development and research for demonstrating and testing new systems as the technology and requirements evolve



EmergComm Program

- Phase 1 Accomplishments -

All Phase 1 objectives were met

- Benchmarking study and analysis completed; final report with recommendations distributed statewide
- Demonstration held on UCF campus of multiple alert/communication systems
- Initial testbed established at UCF with combination of state, university, and private company funds and donations \$774,472 for hardware distributed and expended at 10 SUS and 8 community colleges, with grants ranging from \$17,000 to \$54,000 (average = \$41,700).
 - Matching funds from schools = \$961,011; \$1,735,483 expended
 - Each school has significantly improved their ability to alert people on their campus in any emergency situation and to communicate specific instructions depending on the nature and location of the threat.
 - **More needs to be done**



Key Results of Phase 1 Study

1. *There are **3 key requirements** for an alert system:*
 - Alert as many people and as quickly as possible in a normal condition: goal is 90% of community within 5 minutes
 - Alert as many people and as quickly as possible without power and phone service
 - Constantly deliver alerts to specific groups of people in different locations, including hearing impaired and other handicapped persons
2. ***There is no single design** for an all-hazard alert system on a dynamic campus environment: each campus is unique.*
3. ***Multiple capabilities are required** for an all-hazard alert system to cope with the wide range of dynamic situations and behaviors on a campus.*
4. ***No Florida college can currently communicate in real time** across a large section of their campus(es) community effectively in most emergency scenarios*
5. ***Significant new funding is needed** to implement an all-hazard alert system at all Florida schools*



Key Phase 1 Recommendations

See http://ec.creol.ucf.edu/FinalReport_EmergComm.pdf

- 1. Implement a siren/audio system for main campuses, combined with campus FM** to establish a basic alert system. The FM system should be utilized even if the siren is not chosen for installation.
- 2. Implement a system-wide high-speed reverse 911 system** to provide very basic service to all 39 universities and colleges
- 3. Endorse a host-based emergency notification service** and encourage students, faculty, and staff to sign up on a voluntary basis. This will enhance capability to meet all requirements.
- 4. Each campus should develop or enhance other means of notification** such as bulk email, phone hotline, website, campus TV, campus WLAN, etc.



EmergComm Program Phase 2 Proposal

- as presented to SWG on Domestic Security January 2007

- 5 Tasks in Phase 2
 - Each task can be conducted independently of the others, but the sum of the tasks constitutes an integrated project that addresses all of the goals for much-needed emergency communications and alerting on the Florida university and community college campuses.
 - Primary support to FL Domestic Security objectives 2.1, 2.3, 2.4, 4.1, 4.4
 - Secondary support to several other objectives:
 - Study/analysis/training tasks impact/support Objectives 2.6, 2.7, 2.10, 3.1, 4.6,
 - Hardware implementation/test task impacts Objectives 2.6, 3.3, 4.6, 4.7
- \$1,034K for 5 tasks. \$234K for labor and expenses; \$800,000 equipment and hardware (to be distributed based on proposals to be solicited and received from the 11 SUS and 28 community college institutions)
- Program conducted by UCF: Dr. Lei Wei, principal investigator; Dr. James Pearson, program manager/coordinator



Additional Resources Needed

- Personnel
 - At all institutions: lead person with expertise to oversee each institution's emergency communication systems, to train all personnel, and to be the point contact for the statewide CEMP network
- Funding for new EmergComm program tasks beyond Phase 2
 - Human factors:
 - Emergency communications messages: what will be understood in various situations
 - How to handle disabled or special needs portions of a campus population
 - Community impact: how emergency messages and situations will impact communities in immediate vicinity of the campus & how to appropriately integrate them into the system
 - Organizational procedures: who makes what decisions, and who determines what messages are sent to what groups of individuals and areas, and when
- Future funding for completion of hardware buildout on all campuses
- Continued funding for sustaining key elements of CEMP network built by EmergComm program



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Questions?

