

**THE BROWARD COUNTY LEAGUE OF CITIES'**  
**SCHOOL AND COMMUNITY PUBLIC SAFETY**  
**TASK FORCE**

**INITIAL REPORT AND RECOMMENDATIONS**

**June 4, 2018**

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## **PREAMBLE**

The Broward League of Cities sought to gather and galvanize a broad array of stakeholders necessary to have as complete a discussion as possible, at this point in time, regarding school and community public safety moving forward from the Marjory Stoneman Douglas High School tragedy. While the Task Force was certainly energized and informed by the MSDHS tragedy, this Task Force did not intend or attempt to deconstruct specific actions and/or inactions which contributed to the MSDHS massacre and shooting. Instead, individual stakeholders had initiated various levels of internal and external review and analysis related to the MSDHS shooting, the results of which we understand will be forthcoming in the future.

The League set out to quickly develop information and an understanding of the various issues, seek stakeholder based input, issue an initial report outlining the various issues to enhance understanding, and develop consensus recommendations moving forward. The School Board was an active and meaningful participant in providing information on policies and procedures, actions being taken, human and financial resource considerations and the intersection of the issues important to the community at large. With the upcoming budget season for the School Board, County Commission, law and fire agencies, and municipalities, the Task Force intended to provide as much information as possible necessary for decision makers and the public to be informed before upcoming budget hearings and the next school year.

These consensus recommendations and the complex issues surrounding some of the school and community public safety issues demand greater dialogue. In fact, this Initial Report and Recommendation could not be, in the time allotted, the end point of the community discussions. In many ways, even with two months of intense meetings and gathering information, the issuance of this Initial Report and Recommendation is the beginning point for honest and meaningful conversations which must occur and partnerships which must be created or reinforced if we are to protect our schools, students, teachers, staff, families and community.

***“The education of children is a fundamental value of the people of the State of Florida. It is, therefore, the paramount duty of the State to make adequate provision for the education of all children residing within its borders. Adequate provision shall be made by law for the uniform, efficient, safe, secure, and high quality system of free public schools that allows students to obtain a high quality education ....”***

Article IX, Section 1(a) of the Florida Constitution (emphasis added)

***“People over Products.” No matter how much money or how many safety and security tools a facility can purchase, the most common failure to safety and security is human error. The term ‘People over Products’ stresses the important role of the individuals within a school in regard to safety. It is critical to ensure training opportunities are provided to employees and students, ensure awareness programs are taking place for the implemented safety and security measures, and employees and students are being empowered to be the most important line of defense.”***

Indiana School Safety Guidelines for Emergency Response Systems, p.9

***“When I look at this event, I see these dominos - each of them very specific that had to line up that way that morning for things to happen the way they did...here. And when I look at that, all I see are the spaces in between where somebody, somewhere along the way, could have stopped the next domino from falling.”***

David Wheeler, father of Ben who was massacred at Sandy Hook Elementary

## **Executive Summary**

The February 14, 2018 mass shooting at Parkland's Marjory Stoneman Douglas High School resulted in the deaths of 14 students and 3 teachers, another 17 students and teachers who were injured as a result of gunfire, and many who were traumatized and continue to endure the mental and physical scars. This massacre spotlighted an urgent need to address a number of school and community safety issues in Florida. Since February 14, 2018, there have been additional school shootings, such as Santa Fe High School, and gun violence continues to plague many communities across the United States.

In the wake of the massacre at MSD, the Task Force recognized at the outset that there were agencies, commissions and consultants analyzing the details surrounding the events leading up to, during and the aftermath of the massacre. The mission of the Task Force was to gather a broad array of representative stakeholders for potential changes and/or strategies intended to enhance school and community safety in Broward County, Florida and provide sustained evaluation of the implementation of such recommendations based upon what was known generally.

Beginning on March 27, 2018, the Task Force convened ten times. The Task Force was mindful that rapid analysis and development of initial consensus recommendations were necessary in light of new legislation (i.e., the mandates of which needed to be implemented), development of and/or support for new policies and procedures, which could enhance safety as rapidly as possible, and necessary advocacy for budgetary and resource allocations for the upcoming budget year since most local governments begin their budgetary process in the coming weeks.

Like the public at large, the Task Force focused on issues important to residents of Broward County, such as access to school campuses; access to school buildings; safety and security policies, strategies and infrastructure before, during and after critical incidents; the disciplinary policies surrounding school and community interventions; deployment of School Resource Officers and school-based security personnel, including funding and challenges; newly available court and law enforcement interventions to remove firearms from dangerous individuals; and, access to and funding for mental health resources in the areas of child and adult prevention as well as post-crisis support. The Task Force gathered information, performed research, and relied upon knowledgeable community members who participated.

It was apparent that much of the community was not aware of the details of the new Marjory Stoneman Douglas High School and Public Safety Act, including those aspects which provided funding or did not provide funding. Additionally, it was necessary to explain the current School Resource Officer (SRO) program in Broward County, including funding and demands; the state and local policies surrounding school discipline; programs such as PROMISE and Civil Citation; and, resources available, as well as the significant gaps in funding, for mental health supports would serve to assist the public and policy makers.

The result is the following Initial Report and Recommendations. The Task Force acknowledges as more information is developed and validated regarding the MSD massacre, as well as lessons from other mass shootings in schools and otherwise, refinement and enhancement of the resulting recommendations will be necessary. Additionally, because so much of what is recommended will require advocacy, multi-partner community support and sustained oversight, the Task Force strongly believes that continued engagement will be necessary.

Some facts about Broward County Public Schools (BCPS):

- The sixth largest school district in the nation and the second largest in the state of Florida;
- More than 271,500 students and approximately 175,000 adult students;
- There are 234 schools, centers and technical colleges: 136 elementary, 37 middle, 33 high, 8 combination (multi-level), 17 centers, and 3 technical colleges;
- BCPS has 93 charter schools with 46,000 students;
- BCPS students represent 204 different countries and 191 different languages;
- There are approximately 2,381 buildings located on the District's 234 school campuses;
- There are an additional 1,208 portable units located on its school campuses;
- This represents approximately 35,607,000 square footage of space on its school campuses;
- Not including common and extra-curricular rooms on school campuses, there are nearly 16,700 distinct classrooms and labs; and,
- The total amount of perimeter fencing surrounding BCPS schools is nearly 750,000 linear feet.

The Task Force identified a number of key principles:

- There is a constitutional requirement that the State provide adequate provision for safe and secure schools;
- People over Products: Even with the addition of new products and infrastructure, in the end, people involved in the process must “adhere to” and “be vigilant” in enforcing policies and procedures;
- In evaluating critical incidents, usually there are many different opportunities for prevention and intervention. The challenge is how do we make sure intervention occurs timely and that layers of protection are woven such that the failure at one point may be caught at another;
- A number of new laws enacted through the Marjory Stoneman Douglas High School Public Safety Act are welcomed and will have an immediate impact on school and public safety; and,
- Other provisions of the MSDHSPS Act either did not provide adequate funding to initiate changes by the start of the 2018-2019 school year or are requirements which are difficult or impossible to meet.

The MSDHSPS Act covers many different areas, including mandating school safety personnel; introduction and/or amendments to law to remove weapons from people who are imminent dangers to themselves or others; increased responsibility for school safety assessments and engagement of school safety teams; mental health reporting changes for schools; and some increased funding for hardening of schools, SROs, and mental health.

As it relates to school safety and security, the Task Force recommends potential changes in actual policies and procedures for schools, or increased enforcement of existing policies and procedures. The Task Force recommends expedited funding and implementation for certain school hardening and safety initiatives, including single point access, fencing and surveillance cameras. The School Board indicated that it is retaining a school safety consultant to evaluate the District and individual school safety; this is welcomed and must be expedited. Suggested increases in school safety personnel require significant increases in funding but must occur through a dedicated and stable funding stream.

The Task Force analyzed the current SRO program in Broward. Currently, the BCPS and individual municipalities and/or agencies partner to deploy SROs who are considered part of the municipal community policing efforts. However, because a significant portion of the funding comes from municipalities, the types of SRO coverage are varied: (1) full time agency certified law enforcement officer for each school; (2) full time agency certified law enforcement officer shared amongst schools; (3) use of retired certified officers for each school who do not otherwise have responsibility in the agency; and, (4) no SRO for the school.

At the start of the 2017-2018 school year, there were 35 schools with no SROs at all, of which 26 were elementary schools. The MSDHSPS Act mandates a 1:1 ratio for each school by the start of the school year (unless the school board hires a certified officer for the school or participates in the program which arms school personnel after training). However, it is not possible to comply with the MSDHSPS Act:

- To meet this requirement, municipalities would have to hire many additional certified law enforcement officers when there is already a shortage of available certified law enforcement personnel. Broward County, like all major cities and counties across the nation, has a large number of vacancies as of this moment. To comply with the MSDHSPS Act, the agencies would have to add 72 more officers within 3 months. The BCPS estimates the actual need to provide coverage to account for larger campuses and schools may be 80-100 additional SROs;
- If there were available certified officers, funding to achieve this is seen as the responsibility of BCPS, not the individual municipalities and there are insufficient funds provided by the State;
- Even if there were funding and available certified law enforcement officers, the time to hire, screen, train and deploy would not be possible by the start of the new school year;
- If there is an effort to hire retired certified officers to fill the substantial gap, there are a number of challenges: pension plans prohibit re-hiring for a period of time post-separation and there are significant tax penalties for violating these prohibitions; there is still a need for background checks, screening and potentially training; and,
- There is significant concern to the extent that the MSDHSPS Act could require SROs in charter schools, which have to fund their portion and, in some cases, have less than 300 students. This would, of course, put further strain on hiring the ability to hire adequate number of SROs by the beginning of the next school year.

Notably, while the focus on additional SROs is welcomed, the Task Force noted that the current SRO program only deploys SROs during the hours surrounding classes. There is no SRO coverage for pre-school, after-school, extra-curricular, camps over break, and summer camps. For some schools, the dismissal bell results in only a 30-40% reduction in the student population. Accordingly, emphasis on school safety personnel, adherence to existing and developing of new safety and security policies and procedures, and additional funding would be necessary to provide additional safety and security.

The alternative of implementing a BCPS Police Department was estimated to cost over \$50,000,000 year one, and would be subject to the same delays and challenges in hiring and deploying school safety officers by the start of the new school year. In the end, without a permanent dedicated and stable funding source, the SRO program will continue to exist in Broward County as a patchwork of programs dependent on the municipality



within which the school is sited, and the economic resilience of the individual municipalities to dedicate the significant portion unfunded by the BCPS.

The Task Force took a great deal of time examining information related to the complex interaction of Federal and State laws, as well BCPS policies, related to discipline and the engagement of students with behavioral challenges. Interventions are defined by a uniform system of discipline, intended to prevent unequal treatment. Threat assessments related to students also have an intricate process, which must be followed. For the roughly 32,000 students with disabilities, Federal and State law mandate how those students are disciplined and addressed through Individual Education Plans (“IEPs”). While there is certainly a defined process for discipline, it was reported that some individual participants in BCPS system may have a real or perceived incentive to underreport or not impose consequences. The Task Force was unanimous that such incentives need to be eliminated and audits need to be performed to make sure the discipline process is being followed with fidelity.

In the area of mental health, the mental health professionals on the Task Force, supported by data and studies, emphasized that having a mental illness does not translate as a predictor for violent behavior. There are resources for mental health in Broward County for children and adults. However, the ability of families and individuals to locate the providers and to ensure stability and continuity, over time, are some of the challenges. Additional case managers and mental health liaisons for schools and community, at large, is highly recommended. The Task Force noted the current staffing for school psychologists, counselors and social workers is woefully unacceptable. This is, however, not just a school problem. As was noted, Florida’s ranking for access and youth mental health is unacceptably low in large part due to the lack of sustainable funding. The Task Force also focused on post-crisis intervention and suggestions to provide meaningful and rapid resources in times of mass shootings, but also for the purposes of other needs related to violence in the home.

The Task Force outlined a plan for introduction of “stop the bleed” kits in schools, as well as in the community-at-large. An existing program introduced by Coral Springs Parkland Fire Department to include ‘stop the bleed” training when training bystander CPR and AED usage should be expanded to including not only schools, but in routine training for the community. Kits should be deployed in AED boxes as well.

The Task Force also noted that there is significant attention being dedicated to Broward County’s Regional E911 and radio systems. Concerns regarding performance are being addressed by separate oversight bodies and consultants. However, the delay in deploying an upgraded radio system, which has reached beyond end-of-life, is of deep concern. The Task Force recommends expedited efforts to implement immediate stop-gap measures, including potentially removing the BCPS busses from the radio system through a private contract, and to expedite the steps necessary to deploy the new radio system. As of the date of this report, the County still has not secured the two sites necessary for the predicate towers to be constructed.

In the end, the Task Force developed over 100 consensus Recommendations. Some of these Recommendations can be implemented immediately or in the short term, with little resources. Many other Recommendations will require significant funding and time. Yet others would require the Florida legislature to intervene with additional dedicated funding and changes to law.

Continued engagement of this Task Force to evaluate an evolving body of work related to the MSD massacre, school and mass shootings, and best practices for protecting schools and the community is highly recommended. Such continued engagement must include the many stakeholders, because, as was identified in this process, the steps necessary to protect schools and the community-at-large are often inter-related, complex and requiring a funding commitment from policy makers and the public.<sup>1</sup>

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<sup>1</sup> The recommendations and opinions set forth in this Initial Report and Recommendation represent the findings and analysis of the Broward League of Cities' School and Community Public Safety Task Force. The Initial Report and Recommendation has not been independently reviewed by the League's Board of Directors and, therefore, does not represent a formal position of the League as of the date of this Report.

## **CHAPTER 1: BACKGROUND ON TASKFORCE**

The February 14, 2018 mass shooting at Parkland's Marjory Stoneman Douglas High School resulted in the deaths of 17 students and teachers, and another 17 students and teachers who were shot. This massacre has spotlighted an urgent need to address a number of school and community safety issues in Broward County, Florida.

### **A. Public and Community Safety Task Force Mission Statement**

To analyze and prepare consensus recommendations developed by a broad array of representative stakeholders for potential changes and/or strategies intended to enhance school and community safety within Broward County, Florida in the wake of the deadly massacre at Marjory Stoneman Douglas High School, and provide sustained evaluation of the implementation of such recommendations.<sup>2</sup>

### **B. Task Force Meetings**

The Task Force, by consensus set an ambitious schedule in an effort to deliver a first level of recommendations which could be (1) considered by the various governmental entities prior to the 2018-2019 Budget process; (2) utilized by various stakeholders for the purposes of advocacy in the short-term, mid-term and long term. Additionally, the Task Force wished to deliver information to the public on the various issues that have been the subject of public discussions.

The Task Force met on March 27, 2018; April 9, 2018; April 16, 2018; April 26, 2018; May 3, 2018; May 9, 2018; May 21, 2018; May 24, 2018; May 25, 2018, and June 1, 2018. See Exhibit 1.

It is important to note because of the compressed timeframe set by the Task Force for the development of an Initial Report and Recommendation, further analysis and discussion of many of these initial Recommendations will be necessary. Many of the Recommendations will require advocacy efforts, strategies and funding for implementation, and a mechanism for sustained oversight. Therefore, it is recommended that this Taskforce re-convene to analyze the progress on various recommendations, particularly as more information is developed.

### **C. Data Reviewed/Presentations**

The Task Force gathered data and requested presentations from various interested and/or knowledgeable sources. The materials gathered and/or circulated amongst the TaskForce are contained in the Appendix.

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<sup>2</sup> Importantly, while inspired by the tragedy at MSD, this Task Force did NOT undertake any specific analysis of pre-event, event and post-event facts of the actual shooting. There are other agencies and Commissions looking at those issues more intensely, including Florida Department of Law Enforcement, The School Board of Broward County, the Broward Sheriff's Office, The Broward County Board of County Commissioners and The Marjory Stoneman Douglas High School Public Safety Commission. That being said, some of the Recommendations are informed by what is known to date. Additionally, as more detail facts are disclosed through the various analyses, investigations, and litigation, these Recommendations may need to be refined and additional Recommendations may be appropriate.

## **CHAPTER 2: THE MARJORY STONEMAN DOUGLAS HIGH SCHOOL PUBLIC SAFETY ACT (2018)**

Seven days after the massacre at Marjory Stoneman Douglas High School, SB 7026 was proposed in the Florida legislature. On March 5, 2018, SB 7026 passed the Senate. On March 7, 2018, the identical companion House Bill passed the House. On March 9, 2018, Governor Rick Scott signed into law the Marjory Stoneman Douglas High School Public Safety Act (2018) (“MSDHSPS Act”).

The pace of debate, passage and enactment was extraordinarily rapid and the expanse of the areas covered has made communication of the full impact of the new law, particularly as to the funding features, challenging. Moreover, there are some challenges which may not have been fully considered during the rapid passage, such as availability of financial and human resources to fully implement and comply.

### **A. Outline of the MSDHSPS Act<sup>3</sup>**

As outlined in the Florida Senate Press Release on March 5, 2018, the summary of the MSDHSPS Act is as follows:

#### **Mental Health and Firearms**

- Authorizes a law enforcement officer who is taking a person into custody for an involuntary examination under the Baker Act to seize and hold a firearm or ammunition from the person for 24 hours after the person is released and does not have a risk protection order against them or is the subject of a firearm disability.
- Prohibits a person who has been adjudicated mentally defective or who has been committed to a mental institution from owning or possessing a firearm until a court orders otherwise.
- Creates a process for a law enforcement officer or law enforcement agency to petition a court for a risk protection order to temporarily prevent persons who are at high risk of harming themselves or others from accessing firearms when a person poses a significant danger to himself or herself or others, including significant danger as a result of a mental health crisis or violent behavior. The bill also allows a court to issue a risk protection order for up to 12 months; requires the surrender of all firearms and ammunition if a risk protection order is issued; and, provides a process for a risk protection order to be vacated or extended.

#### **Mental Health and Schools**

- Amends s. 1006.04, FS; revising the purpose and duties of the educational multiagency network for students with emotional and behavioral disabilities.
- Amends s.1006.07, F.S.; revising district school board duties relating to student discipline and school safety:
  - requiring students to note referrals to mental health services upon initial registration for school within a school district;
  - Authorizing a district school board to refer a student to certain mental health services under certain circumstances;
  - revising the code of student conduct relating to the referral of certain students to certain mental health services and law enforcement;
  - requiring the department to establish a youth mental health awareness and assistance training program for specified purposes;

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<sup>3</sup> See Exhibit 2.

- providing department and program requirements;
- requiring certain school personnel to receive such training;
- requiring the school safety specialist to ensure certain personnel receive such training; and,
- requiring school districts to inform such personnel of the mental health services available in the district.

#### Firearm Safety

- Full and complete background checks when a firearm is purchased.
- Requires a three-day waiting period for all firearms, not just handguns or until the background check is completed, whichever is later (with exceptions).
- Prohibits a person under 21 years of age from purchasing a firearm, and prohibits licensed firearm dealers, importers, and manufacturers, from selling a firearm, except in the case of a member of the military, or a law enforcement or correctional officer when purchasing a rifle or shotgun. (Persons under 21 years of age are already prohibited from purchasing a handgun under federal law.).
- Prohibits a bump-fire stock from being imported, transferred, distributed, sold, keeping for sale, offering for sale, possessing, or giving away within the state.

#### School Safety

- Establishes the Marjory Stoneman Douglas High School Public Safety Commission to investigate system failures in the Parkland school shooting and prior mass violence incidents, and develop recommendations for system improvements.
- Codifies the Office of Safe Schools within the Florida Department of Education (DOE) and which will service as a central repository for the best practices, training standards, and compliance regarding school safety and security.
- Permits a sheriff to establish a Coach Aaron Feis Guardian Program.
- Requires each district school board and school district superintendent to cooperate with law enforcement agencies to assign one or more safe-school officers at each school facility. The safe-school officer requirement can be satisfied by appointing any combination of a school resource officer, a school safety officer, or a school guardian.
- Requires each district school board to designate a district school safety specialist to serve as the district's primary point of public contact for public school safety functions.
- Requires each school district to designate school safety specialists and a threat assessment team at each school, and requires the team to operate under the district school safety specialist's direction.
- Requires the DOE to contract for the development of a Florida Safe Schools Assessment Tool which will assist school districts in conducting security assessments to identify threats and vulnerabilities.
- Creates the mental health assistance allocation to assist school districts in establishing or expanding school-based mental health care.

#### The legislation also:

- Prohibits a person from making, posting, or transmitting a threat to conduct a mass shooting or an act of terrorism.
- Requires DCF to contract for community action treatment teams to provide behavioral health and support services.

- Requires FDLE to procure a mobile app that would allow students and the community to relay information anonymously concerning unsafe, dangerous threats. The students of Marjory Stoneman Douglass recommended that the program be named “FortifyFL.”

See <https://www.flsenate.gov/Media/PressRelease/Show/2877>.

Based upon a published summary, the statewide funding (not for Broward County alone) is as follows:

- \$69,237,286 recurring to DOE for Mental Health Assistance Allocation;
- \$500,000 recurring and \$6,200,000 nonrecurring to DOE to implement youth mental health awareness and assistance training;
- \$1,000,000 nonrecurring to DOE for MSDHS memorial;
- \$25,262,714 nonrecurring to DOE to rebuild MSDHS Building 12;
- \$500,000 recurring and \$67,000,000 nonrecurring to DOE reimbursing screening and training-related costs and providing a one-time stipend of \$500 to school guardians who participate in the program;
- \$344,393 recurring and 3 \$150,000 salaries to the DOE for the Office of Safe Schools;
- \$97,500,000 recurring to DOE for Safe Schools allocation, to use exclusively to hire or contract school resource officers;
- \$100,000 recurring to DOE for active shooter training component for the school safety specialist;
- \$98,962,286 nonrecurring to DOE for a grant program for school site hardening; \$300,000 non-recurring and \$100,000 recurring to FDLE for mobile suspicious activity reporting tool;
- 5 full-time equivalent positions, with associated salary rate of \$345,000 and \$600,000 recurring and, \$50,000 nonrecurring to FDLE for the Marjory Stoneman Douglas HS Public Safety Commission;
- \$9,800,000 recurring to DCF for additional community action teams to ensure statewide coverage;
- \$18,300,000 recurring to DCF for additional mobile crisis teams to ensure statewide coverage; and,
- \$18,321 recurring and \$225,000 nonrecurring to DOE for death benefits for three staff members who died at MSDHS.

It is important to understand what this funding covers and what it does not. Areas of clarification noted by the Task Force, as well as financial impact, will be outlined further below.

### **B. Risk Protection Orders, Baker Act and Criminalization of Threats**

While many provisions of the new law are crucially important, perhaps one of the most dramatic impacts is the introduction of the “Risk Protection Orders,” the ability to address firearm possession in by those subject to the involuntary examination pursuant to The Florida Mental Health Act (commonly referred to as “Baker Act”)<sup>4</sup>, and criminalizing published threats related to harm and/or mass shootings. See Exhibit 22.

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<sup>4</sup> “A person may be taken to a receiving facility for involuntary examination if there is reason to believe that the person has a mental illness and because of his or her mental illness ... [t]here is a substantial likelihood that without care or treatment the person will cause serious bodily harm to himself or herself or others in the near future, as evidenced by recent behavior.” F.S. § 394.463(1), (1)(b)2., Fla. Stat. (2014).

Prior to the passage of the MSDHSPS Act, when someone was involuntarily committed for a maximum of 72 hours as an immediate danger to themselves or others, firearms, if identified, were seized and held at police department evidence rooms. Upon discharge, when the individual requested the return of their firearms, police departments were legally required to return the firearms; if they failed to return the firearm, the police department could be sued civilly.<sup>5</sup> In addition, outside of the Baker Act situation, there was no method to seize firearms (unless seized as part of a criminal investigation). Finally, it is important to emphasize that it was a debatable legal point as to whether or not law enforcement could intervene when someone published words expressing an intent or desire to hurt others or commit a mass shooting.

Now, under the MSDHSPS Act, law enforcement has new tools to protect individuals and the community from violence.

When initiating a Baker Act, law enforcement is now permitted to use reasonable force to gain entry to the premises and take custody of a person who is the subject of a court issued *ex parte* Baker Act order and to seize and hold firearms or ammunition the person possesses if the person poses a potential danger to himself or herself or others and has made a credible threat of violence against another person. The firearms and ammunition may be held for 24 hours after discharge and after the person can establish he/she is no longer subject to involuntary examination and has been released or discharged from inpatient or outpatient treatment. See Exhibit 22.

Under the Risk Protection Order (“RPO”) provision of Florida Statute Section 790.401 et seq., when an individual is a significant danger to themselves or others by possessing a firearm or ammunition, law enforcement is empowered to petition the court for a temporary and/or long term RPO. The temporary RPO allows for immediate surrender and to prohibit future purchase, possession, custody or control of firearms and ammunition. The long term RPO will prohibit for up to 12 months the purchase, possession, custody or control any firearm or ammunition.

The law provides for due process, including strict requirements for filing a petition and timely hearings. Once ordered, the individual must surrender to local law enforcement all firearms and ammunition owned by the respondent in the respondent’s custody, control, or possession, and any license to carry a concealed weapon or firearm held by the respondent. If the individual does not cooperate, law enforcement may seek a search warrant. Any individual subject to the RPO who later is found in possession or who purchases a firearm or ammunition commits a third degree felony.

While this RPO law has already been a very effective tool to protect the community, and it has been reported that as of the date of this Report and Recommendation, Broward County has issued more RPOs than other county in Florida, there are some concerns.

#### Implementation Challenges

First, the process is very labor intensive for law enforcement. Obtaining an RPO requires detectives to investigate, take statements and prepare affidavits for the Court. Then, there is a hearing requirement even to obtain a Temporary RPO. As a result, agencies are finding, particularly given the risks of failing to obtain an RPO in an appropriate circumstance, that resources are being dedicated that were not expected. For the upcoming 2018-2019 BSO

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<sup>5</sup> Dougan v. Bradshaw, 198 So.3d 878 (4th DCA 2016)

budget, BSO has submitted a request to Broward County for an additional law enforcement positions in order to meet the demands of the RPO process.<sup>6</sup>

Second, because of the need to prepare the RPO in great detail, in contrast to a restraining order, for example, involving domestic violence, there is often a delay between recognizing someone may be subject to the RPO process and actually obtaining the RPO. When the allegation does not involve Baker Act (where there is at least an involuntary commitment for a period of time) or a crime subject to arrest, there are risks associated with leaving the individual in possession of the weapons and ammunition. As a result, law enforcement must weigh risks of delay and consider strategies to protect the community, including intensive surveillance.

Third, the law allows the individual who is subject to the RPO to transfer the firearm or ammunition to another person eligible to possess, with assurances that the individual subject to the RPO will not have access. It is reported that in the Tennessee Waffle House mass shooting, the shooter had his weapon surrendered, only to have it returned to him by a relative to whom the seized weapon had been transferred.

Finally, the MSDHSPS Act amends Florida Statute Section 836.10 and creates a second degree felony for any person “who makes, posts, transmits a threat in writing or other record, including electronic record, to conduct a mass shooting or an act of terrorism, in any manner that would allow a person to view the threat”. Prior to passage of this Act, law enforcement from time to time would attempt to utilize other provisions to intervene to protect the community; those strategies had not been fully tested by the Courts and were subject to concerns related to First Amendment rights. Notably, there has not yet been a challenge to this new amendment to Section 836.10 in the context of a charge and/or conviction.

### **C. Coach Aaron Feis Guardian Program**

The MSDHSPS Act permits a sheriff to establish a voluntary Coach Aaron Feis Guardian Program, but leaves the decision to participate or not with the county school districts. While \$67,000,000 non-recurring and \$500,000 recurring funding was provided, these funds are dedicated to training. There is a one-time \$500 stipend in the Act for those who participate.<sup>7</sup>

#### **Implementation Challenges**

National organizations such as National Association of School Resource Officers opposed the concept of arming school personnel who are not certified law enforcement officers.<sup>8</sup> Broward County Teachers Union opposed participation as well. The School Board of Broward County has declined to participate.

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<sup>6</sup> In addition to the challenges for law enforcement, there have been suggested areas for greater clarity and refinement by legislature identified by the judiciary, clerk’s office and law enforcement, including mandatory reporting by court related to expiration of RPOs, background checks on voluntary transfers, how juveniles and confidentiality are to be handled, responsibility for court reporters and translators in a civil proceeding.

<sup>7</sup> Under the voluntary program participants would have to complete 132 hours of comprehensive firearm safety and proficiency training, pass psychological evaluation, submit to and pass drug tests; and complete certified diversity training. There does not appear that there was any provision for annual re-training or certification; however, discussions with law enforcement believe this is advisable and may ultimately be required. Those with only classroom duties were excluded from participation.

<sup>8</sup> See <https://nasro.org/news/press-releases/nasro-opposes-arming-teachers/>; <https://nasro.org/news/press-releases/nasro-expands-upon-recommendation-arming-teachers/>.



As noted, the other two methods of complying with the MSDHSPS Act requirement to have a “safe school” officer at each school facility are (1) deployment of a SRO; (2) deployment of a certified law officer known as a “school safety officer.” Both of these options require a certified law enforcement officer. As discussed in greater detail in Chapter 4, current vacancies in municipal and county law enforcement agencies is approximately 300 county wide, and as many as 500 tri-county area. Securing additional certified law enforcement officers to achieve compliance by the start of the 2018-2019 school year is impossible under traditional methods of hiring and filling necessary vacancies.

## **CHAPTER 3: SAFETY OF SCHOOLS BASED UPON INFRASTRUCTURE, POLICIES, AND PROCEDURES**

### **A. Background and Data Regarding BCPS**

**OUR VISION:** Educating today's students to succeed in tomorrow's world.

**OUR MISSION:** Broward County Public Schools is committed to educating all students to reach their highest potential.

**Number of Schools**

Elementary	136
Middle	37
High	33
Combination	8
Centers	17
Colleges	3
<b>Total</b>	<b>234</b>

Broward County Public Schools (BCPS) is the sixth largest school district in the nation and the second largest in the state of Florida. BCPS is Florida's first fully accredited school system since 1962. The District has more than 271,500 students and approximately 175,000 adult students in 234 schools, centers and technical colleges, and 93 charter schools. BCPS serves a diverse student population, with students representing 204 different countries and 191 different languages.

As stated, BCPS operates 234 schools to deliver educational services to students. As illustrated above, BCPS operates 136 elementary, 37 middle, 33 high, 8 combination (multi-level), 17 centers, and 3 technical colleges. One of the considerations relative to school safety and security recommendations, particularly those involving school physical enhancements, is equity throughout the District. The Task Force has been advised that BCPS is committed to ensuring a common standard for recommendations is applied to all schools in every community. Outlined below are some additional directory data points to reflect the magnitude and scope of addressing any physical school security enhancements across the District.

- There are approximately 2,381 buildings located on the District's 234 school campuses;
- There are an additional 1,208 portable units located on its school campuses;
- This represents approximately 35,607,000 square footage of space on its school campuses;
- Not including common and extra-curricular rooms on school campuses, there are nearly 16,700 distinct classrooms and labs;
- BCPS estimates the total number of rooms in the schools of about 25,241, which does not include rooms like cafeterias, etc.;
- Not including administrative rooms in the schools, BCPS estimates there are approximately 17,084 doors; and,
- The total amount of perimeter fencing surrounding BCPS schools is nearly 750,000 linear feet.

The 93 charter schools sponsored by BCPS, serve approximately 46,000 students. Charter Schools are publicly-funded schools managed by independent governing boards who receive funding to support the charter schools' operations.

A charter applicant must apply to the school district (sponsor) in which the applicant wishes to establish a charter school. The applicant must submit the state-mandated charter application that, in turn, must be reviewed and evaluated by the sponsor within a specific timeframe, as determined by statute. It is important to stress that although the sponsor must approve a charter, the District has no authority over its operations and receives little specific information regarding the siting and specifics of the charter applicant until the issuance of a certificate of occupancy.

## **B. School Board Security Personnel**

As outlined in this Report, BCPS participates in partnership with 13 municipalities and the Broward Sheriff's Office to place School Resource Officers (SROs) in schools.

BCPS augments the SRO presence in schools with the placement of additional security positions. BCPS has several job descriptions that are specifically focused on the safety and security of District schools and ancillary facilities. These positions are assigned at both the District and individual school levels. Outlined in the table below are the five primary positions with a safety and security focus and a summary of their position goal.

	Title	Assignment	Position Focus/Goal
1	Building Security Person	District	Make routine patrol of assigned facilities including buildings, parking lots, and equipment; check for security, vandalism, or casualty losses, and report all incidences to the appropriate Police or Fire Department
2	Campus Monitor	District/ School	Visually observe student behavior during campus hours on school property; Physically patrol and monitor all campus buildings and grounds; Report any safety or security problems to the administration
3	Console Viewer	District	To observe the alarm systems for security, fire or electrical problems, dispatching the police or fire departments when required, and assisting until the facilities are secure
4	Detective/SIU	District	Maintain the safety and security of District sites, students, staff, and vehicles, for The School Board of Broward County, Florida and ensure the integrity of District staff by reviewing, coordinating, investigating, and reporting current conditions and problems relating to the safety, security, and soundness of staff, students and facilities of the District
5	Security Specialist	District/ School	Investigate all incidents of negative conduct occurring on school property and coordinate investigative and prevention efforts with the Special Investigative Unit, School Resource Officer, Law Enforcement Departments, City Police Departments and other agencies, as appropriate, to maximize prevention and cessation of illegal and destructive activities

As of April 2018, BCPS employed 423 of these security positions throughout the District. The cost of these security personnel is \$12.6 million. The table below breaks down these 423 positions by position type and by school level.

Title	District	Elem	Middle	High	Center	Comb	Total	Cost
Building Security Person	8	0	0	0	0	0	8	\$282,465
Campus Monitor	3	8	69	132	21	18	251	\$4,828,239
Console Viewer	6	0	0	0	0	0	6	\$314,657
Detective/SIU	17	0	0	0	0	0	17	\$1,174,028
Security Specialist	4	0	39	47	43	8	141	\$6,046,247
<b>Totals:</b>	<b>38</b>	<b>8</b>	<b>108</b>	<b>179</b>	<b>64</b>	<b>26</b>	<b>423</b>	<b>\$12,645,636</b>

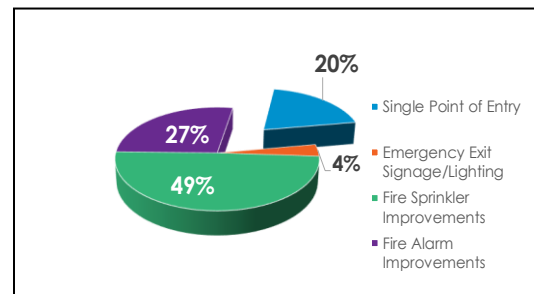
It is important to note, all BCPS schools provide open and provide campus supervision 30 minutes before the official start of the school day until 30 minutes after the end of the official school day. The majority of BCPS schools offer programs to students before and after regular school hours. Most elementary schools provide after school care programs until 6:00 pm, while middle and high schools offer clubs, activities and/or athletics throughout the evening hours. As noted, even after dismissal time there is a substantial student, staff and teacher population on the campuses of most schools.

Currently, school security personnel and school resource officers/deputies workdays end prior to the commencement of most after school activities. Schools are permitted to stagger the hours of their security personnel or extend their hours if funds are available in their operating budgets. However, law enforcement services for evening programs and activities are rendered by a hired detail officer.

### **C. SMART Progress**

In November 2014, Broward County residents overwhelmingly approved an \$800 million bond referendum to address much needed deferred maintenance with BCPS schools. The **SMART** program combines the bond proceeds with capital millage to implement capital projects in six categories: **S**afety, **M**usic, **A**thletics, **R**enovations, and **T**echnology. Since its inception, the District set a goal to complete the implementation of the SMART program within seven years.

The Safety component of the SMART program represents an investment of approximately \$132.2 million. It includes four primary classifications of projects: single point of entry, emergency signage and lighting, fire alarm improvements, and fire sprinkler improvements. The chart to the right shows the breakdown of this investment among the four classifications.



Single Point of Entry (SPE) is a set of measures intended to augment and enhance existing safeguards at each campus by limiting access to one entrance through which visitors can enter the administration building during school hours. This is achieved through two Phases:

1. Fencing the perimeter of the campus to control site access and direct visitors to the administrative suite.
2. Providing one entrance at the administrative suite where visitors can check in with the administrative staff

BCPS outlined for the Task Force that BCPS is investing nearly \$26 million to implement SPE designs at every school in the District. Last year, the School Board approved accelerating the funds to complete the SPE projects ahead of schedule. According to BCPS, all SPE projects are scheduled to be completed by the end of calendar year 2018, and no later than the first quarter of 2019.

## D. Camera Surveillance Program

For approximately two decades, BCPS has been installing video surveillance systems as a component of new construction; as well as retro-fitting existing school buildings. In September 2017, the School Board approved \$5 million as a component of its Capital Budget to implement a video surveillance upgrade project across the District. This project will standardize all schools and administrative sites on a single state of the art video surveillance system, with centralized monitoring capabilities. The project scope also includes the repair or replacement of all existing cameras throughout the District. This first phase of the project will be completed by July 1, 2018.

Item	Description	FY18 Amount
A. Maintenance of Athletic Facilities	Students maintained in a safe and quality manner for special concerns (school and athletic events) shall be maintained at or above the county and federal standards for health and safety. In FY2018 it will be part of the Maintenance Trustee.	1,740,000
B. Athletic Equipment	Athletic equipment replacement for gender equity, athletic administrative services, meeting room and track & field equipment. In FY2018 it will be part of the Maintenance Trustee.	100,000
C. Programming (Project)	Provide repair and replacement equipment that supports student instruction and activities at regular schools. This equipment cost included in the standard operating funds allocated to schools.	300,000
D. Programming (Innovative Program)	Provide repair and replacement equipment that supports student instruction and activities at innovative program schools. This equipment is not included in the standard operating funds allocated to schools.	100,000
E. Athletic Transportation	Disposal/replacement of all portable air school buses, view to provide emergency services, replacement of school buses. In FY2018 it will be part of the Maintenance Trustee.	800,000
F. BCCOM Equipment	Replacement equipment and parts to repair and maintain BCCOM assets for uniform operations, includes BCCOM public video equipment, all digital, all digital, all digital equipment needs. In FY2018 it will be part of the Maintenance Trustee.	100,000
G. Security Surveillance Project	Consolidate and standardize video surveillance equipment across District sites for better monitoring, improve system to recorded media and reduce the time to repair malfunctioning equipment. FY18 includes part of FY18 annual report for Data Breach and Ransomware.	340,000
H. BCCOM Upgrade	Integrate BCCOM maintenance with BCCOM at BCCOM. Functions as well as in accordance to maintenance agreements.	4,000,000

In Phase II of the project, the District will work with individual schools to strategically place additional cameras throughout schools to address needs for additional video coverage. However, as of the completion of this report, the District has yet to establish a definitive project budget or timeline for Phase II.








This upgrade project was needed to address a camera program that was implemented over an extended period of time and without a definitive refresh cycle. Outlined below are some of the consequences:

- there were seven different video surveillance systems within schools across the district;
- the seven systems did not integrate with each other and were not capable of being centrally monitored; and
- the majority of systems were more than ten years old and did not meet a “current” standard for video surveillance.

## E. Emergency Code Training and Drills

BCPS has an active training and drill program, focused on preparing its students and staff to respond in an emergency situation. This program is structured around several emergency codes that are color-coded to distinguish the nature of a potential threat and inform the appropriate response by staff and students.

The foundation of the program begins with the establishment of a safety plan at every school throughout the District. The safety plan outlines key directory information about the school, its emergency resources available on campus, and delineates critical information about specific processes for responding to a variety of potential emergencies. The safety plan is maintained by the school’s SAFE Team and updated annually at the beginning of the school year. (See SAFE Team Section below). Additionally, local law enforcement and fire agencies are provided access to the electronic plans within their respective jurisdiction, in order to provide feedback for plan enhancement.

Emergency Codes	
	Code Red - Threat/Incident to the facility - Lockdown
	Code Yellow - Threat/Activate SAFE Team - Lockdown
	Code Blue - Medical Emergency Activate SAFE Team
	Code Black - Bomb Threat
	Code Orange - Evacuate
	Code Green - All Clear
	Code Brown - Threat/Incident with the facility - Shelter-in-Place

Following the update to the safety plan, the Special Investigative Unit (SIU) coordinates with each school to schedule emergency code training with staff. Each year, all schools are trained on the District’s emergency code program and the appropriate response by students and staff to each of the potential emergencies.

For purposes of this narrative, the Code Red component of the training will be summarized, as it serves as the foundation for responding to any active assailant emergency. When a school is placed on a Code Red lockdown, it is alerting all students and staff there is an imminent danger and protective action is needed. Typically, a Code Red lockdown will be announced over the school's intercom or other voice communication. Once a school is placed on a Code Red lockdown, all teachers should account for their students, the classroom door should already be locked, and students and teachers should move away from windows and to an area of the classroom not visible from the classroom door. Individuals outside of a classroom are to find a place to hide, and if confronted by an assailant, should run in a random pattern and attempt to leave the vicinity. Students and teachers should remain in this area until an "All Clear" is given and the school returns to a Code Green status.

Following staff training each year, teachers will subsequently cascade the information to their students and review the appropriate responses to each of the code scenarios. The District maintains an electronic Critical Resource Manual that provides detailed information as to the appropriate actions prior, during, and after an event; and many schools utilize this resource to generate simple guidance tools to utilize as reminders of the appropriate response to a particular emergency and code designation.

Subsequent to the training being completed, SIU will work with the school's SAFE Team to schedule a code drill for the school. Schools typically rotate through conducting Code Black, Code Yellow, and Code Red drills over a three-year cycle; as these three codes are critical and test the greatest student and staff response. During the code drill, representatives from SIU and local law enforcement are on site to observe the student and staff response to the drill. This information is utilized as part of an after-action review with the SAFE Team in order to provide feedback and enhance future responses to an emergency. Historically, there was only one formal drill at each school every year. However, during a school year, schools may be placed on code in response to a variety of situations. For example, a school may be placed on a Code Yellow or Red because of criminal behavior in the vicinity of the school; or a school may receive a bomb threat that requires a Code Black evacuation of the school.

#### **F. Active Killer Program and Training**

In 2014, the District enhanced its training at the elementary level to initiate Active Killer training. The Active Killer Program (AKP) was developed and is delivered in collaboration with SIU, municipal law enforcement agencies and the Broward Sheriff's Office. These agencies volunteer individuals to serve as instructors through the program, and are subsequently provided professional development in an effort to informally certify them as a program instructor.

The AKP augments the District's current code training through the incorporation of audio and visual supplemental resources and direct role play scenarios with teachers and staff. Teachers are trained how to respond in an active shooter situation and then demonstrate and practice their response in a practical application scenario overseen by SIU and law enforcement. The first pilot training course was conducted on May 23, 2014 at Pompano Beach Elementary School. The AKP training has been limited to employee planning days given the time allocated for the supplemental training and practical application. As the program has matured and the number of instructors has increased, the number of elementary schools trained on each planning day has also increased to between six and ten. As of March 2018, there are approximately 170 certified AKP instructors from law enforcement agencies throughout the county – approximately fifty percent are regularly active in supporting the program. An effort has begun to expand the number of certified instructors to address the roll-out of the newly

developed AKP training for secondary schools, as well as the requirements of the newly enacted Marjory Stoneman Douglas High School Public Safety Act.

Last year, the District initiated the development of the AKP training plan for secondary schools with the multiagency collaborative. This work began in May 2017, with the establishment of an AKP high school/middle school (HS/MS) lesson plan working group. The first working group meeting was subsequently held in June 2017. This first meeting focused on the identification of unique needs/circumstances of the operations of schools at the secondary level (i.e. change of classrooms during period changes and additional mobility of individuals throughout the school).

On August 16, 2017, the first draft of the AKP HS/MS lesson plan was sent to the working group for their initial review and feedback; and on May 1, 2018, the new AKP HS/MS lesson plan was finalized. SIU is now working with the multiagency work group to enhance existing training materials to align to the new HS/MS lesson plan, schedule and conduct professional development opportunities for certified instructors to orient them to the new training materials, and deliver the new AKP training to all schools at the beginning of the new school year in August.

The Marjory Stoneman Douglas High School Public Safety Act now requires “***drills for active shooter and hostage situations shall be conducted at least as often as other emergency drills.***” Further, “***the active shooter situation training for each school must engage the participation of the district school safety specialist, threat assessment team members, faculty, staff, and students and must be conducted by the law enforcement agency or agencies that are designated as first responders to the school’s campus.***” (emphasis added). The structure of the District’s AKP training, being a collaborative with local law enforcement and the Broward Sheriff’s Office, aligns with the new legislative requirements. A critical mass of certified instructors from each agency will be necessary in order to effectively and efficiently deliver this training to the District’s 234 schools on multiple occasions during each school year.

### **G. Charter Schools**

Relative to charter schools, the state-mandated charter application requires the applicant to outline the plan for safety and security for students, staff, facility and property. The applicant’s safety and security plan should describe the types of security personnel, technology, equipment, and policies that the school will employ. The sponsor is required to review the plan outline to determine if the applicant has a reasonable understanding of what might be necessary, while noting that a full safety and security plan is not required until after the application is approved.

However, because charter schools have their own governing board and the BCPS are prohibited from enforcing safety standards, there are a number of issues noted by the Task Force.

- The applicant is not required to provide specific information regarding a location or facility at the time of application.
- The applicant is not required by statute to provide a certificate of occupancy or a temporary certificate of occupancy earlier than 15 calendar days prior to the first day of classes. Therefore, the applicant provides general information regarding a safety plan that is theoretical and not operational.
- BCPS shares its emergency plans and best practices with charter schools; however, the District is not able to mandate charter schools utilize these plans or implement similar training during the year.

- Charter schools are independently managed and only required to implement emergency practices as outlined in statute for charter schools.

#### **H. Florida Safe Schools Assessment Tool (FSSAT)**

The Florida Department of Education (FDOE) has established the Florida Safe School Assessment Tool (FSSAT) to provide annual data reflecting the comprehensive supports for safe and healthy schools so that district and school leadership teams can make data-informed decisions as they engage in strategic planning and problem-solving for continual system-wide improvements. The online tool is a survey of school facilities, physical buildings, programs and resources focused to support safe and healthy schools. Each year, BCPS is required to complete the FSSAT through a cross-functional team, have the survey approved by the School Board, and submit it to the FDOE.

For the upcoming year, the state has modified the FSSAT. This year, school districts will be required to complete an extensive facility risk assessment for each of their schools, in addition to the district-based survey typically completed. BCPS explained to the Task Force that it has activated its cross-functional team and is developing a plan to execute the new FSSAT prior to August 1, 2018. The FDOE has notified school districts that the completion of the FSSAT by August 1, 2018 will serve to qualify them for the competitive, non-recurring funding that has been designated within the Marjory Stoneman Douglas High School Public Safety Act to support school building physical security enhancements.

#### **I. SAFE School Teams**

Under BCPS protocol, each school maintains an active SAFE Team. Its primary responsibility is to maintain the school's safety and security plan, and serve as the school's leadership team in responding to any emergency. There are six key roles on each SAFE Team, although the SAFE Team frequently includes additional people. The six key roles are identified below:

##### **School Incident Commander:**

The School Incident Commander (IC) is generally the school principal or designee. The IC is typically the first responder when an emergency occurs at a school site. The School IC must initiate a quick and effective response using the emergency procedures outlined in the CRM manual. The School IC must act to contain the situation and provide for the safety of all students, visitors, and staff. The School IC has the full authority to make personnel assignments and to make the decision to evacuate and relocate to preserve life and property as mandated by the District Emergency Preparedness Procedures.

##### **Responsibilities:**

- Determine the level of emergency response need based on the District Emergency Preparedness Procedures.
- Activate the emergency response system by:
  1. Calling 911
  2. Calling the Area Office who in turn, notifies other District Departments.
- Activate the school SAFE Team
- Decide whether to stay in the school building or to evacuate.
  1. Get the School Emergency Backpack, rosters, and other supplies.
  2. Make an appropriate announcement to the students and staff.
  3. Account for all students, staff, and visitors.
- Establish the Command Post, per the school crisis plan.
- Meet with the Emergency Responders upon arrival.
- Meet with the District Incident Commander upon arrival.



- Activate a plan for releasing students to parents, if necessary based on the situation.
- Implement a Crisis Recovery Plan (see CRM, follow-up Recovery Section for each incident).
- Document all activities on the After Action Report, Victim Log, etc.

### **First Aid Coordinator**

The First Aid Coordinator will direct triage and the administration of first aid to injured students and staff. It was noted by the Task Force, while logic would indicate that the designated First Aid Coordinator should have formal first aid training, it is not presently required that a principal designate someone with such qualifications. The Task Force has added that as a recommendation.

Responsibilities: As directed, and until emergency medical services arrives, the capital FAC will:

- Establish a first aid station in a safe area
- Provide basic life support and care for the injured to the extent of abilities
- Use supplies in the school emergency backpack or clinic.
- Maintain records of the injured persons.
- Provide ongoing updates to the incident commander.
- Document all activities.

### **Student Supervision Coordinator**

The primary role of the student supervision coordinator is to coordinate the supervision of students by teachers. In an emergency, teachers will account for and supervise all students. The student supervision coordinator will collect attendance sheets from all teachers, monitor student and teacher needs, and report to the school incident commander how students are doing.

Responsibilities: As directed, the student supervision coordinator will:

- Account for all students.
- Report extent of injuries in each class.
- Provide ongoing checks of students, staff and visitors well-being.
- Coordinate evacuation of students.
- Assess and report emergency needs of students.
- Ensure students are occupied with activities.
- Coordinate with the **Student-** Parent Reunion Coordinator.
- Provide ongoing updates to the incident commander.
- Document all activities.

### **Facility and Material Coordinator**

The primary role of the facility and materials coordinator is to coordinate the security of the building and provide material support for the school incident commander (principal). The FMC space will be called upon to turn off the ventilation system, lock school doors, if necessary and move equipment and supplies to where they are needed most. The FMC will report to and work in close collaboration with the District and School Incident Commander.

Responsibilities: As directed, the Facility and Material Coordinator will:

- Secure the school building by:
  - Locking doors, turning off ventilation, gas, as indicated.
  - Assist in moving students, staff, and visitors to safe locations.
  - Move equipment and materials to area where needed.

- Provide ongoing updates to the Incident Commander.
- Document all activities.

**Student-Parent Reunion Coordinator:**

The Student-Parent Reunion Coordinator’s primary role is to coordinate the reunion of students and parents or legal guardians. In an emergency, bus schedules may be disrupted or students may be evacuated to a new location. All students must be accounted for and reunited with their legal caretakers in an orderly manner. Each parent or legal guardian must sign out their child on an official record, which is managed by the student-parent reunion coordinator and later given to the District or School Incident Commander.

Responsibilities: As directed, the Student-Parent Reunion Coordinator will:

- Coordinate reunion of students and parents.
- Set up a reunion location in an appropriate space (gym, cafeteria).
- Ensure parents/guardians sign out each student.
- Make sure all students are accounted for.
- Maintain sign-out sheets and other records.
- Provide ongoing updates to the Incident Commander.
- Document all activities.

**School Based SAFE Team Coordinator**

Each school has a school-based SAFE Team. The school-based safe team coordinator will coordinate a response to students or staff who display significant emotional distress. This person will coordinate the assessment of students and staff needs and provide resources as indicated. The school-based SAFE Team Coordinator will coordinate with the District Crisis Team and report to the District or School Incident Commander.

Responsibilities: As directed, the School-Based SAFE Team Coordinator will:

- Coordinate recovery services at the emergency site.
- Triage students, visitors, or staff in need of emotional support.
- Provide information to parents, staff, and students.
- Link with the District Crisis Team.
- Make referrals for appropriate counseling services.
- Develop a plan to help students return to learning.
- Provide ongoing updates to the Incident Commander.
- Document all activities.

The table below outlines the representative composition of the SAFE Team for an elementary, middle, and high school.

Role	Elementary	Middle	High
School Incident Commander	Principal	Principal	Principal
Student Parent Reunion Coordinator	Information Management Technician	Assistant Principal	Assistant Principal
Student Supervision Coordinator	Office manager	Guidance Counselor	Assistant Principal
SAFE Team Leader	Assistant Principal	Assistant Principal	Assistant Principal
Facility Materials Coordinator	Head Facilities Serviceperson	Head Facilities Serviceperson	Head Facilities Serviceperson
First Aid Coordinator	Teacher	Clerk Typist II	Teacher

#### **J. BCPS Millage Proposal**

According to the BCPS, the Florida Legislature continues to fund education at one of the lowest levels in the nation:

- For the fiscal year commencing on July 1, 2018, the legislature has provided an increase in the Base Student Allocation (BSA) in the amount of 47 cents per student and, in the case of Broward County, reduced the amount of the District Cost Differential.
- This will ultimately yield BCPS a **decrease** in the BSA of \$16.75 per student. Education funding continues to fall short of pre-recession levels, while teacher and other staff salaries, employee health care costs, utility costs and the need to enhance security staff in our schools continues to increase.
- BCPS's total new funding, including earmarks that must be used as directed by the state, is \$52 per student, the lowest funding increase of all 67 counties across the State of Florida.
- The state categorical allocation for funding of more School Resource Officers (SRO) falls significantly short of the funding required to provide a minimum of one SRO per school.
- The Mental Health Categorical will enhance counseling services to our students but falls short of providing funding to create a significant increase in the number of trained counselors, clinicians and social workers assigned to our schools.

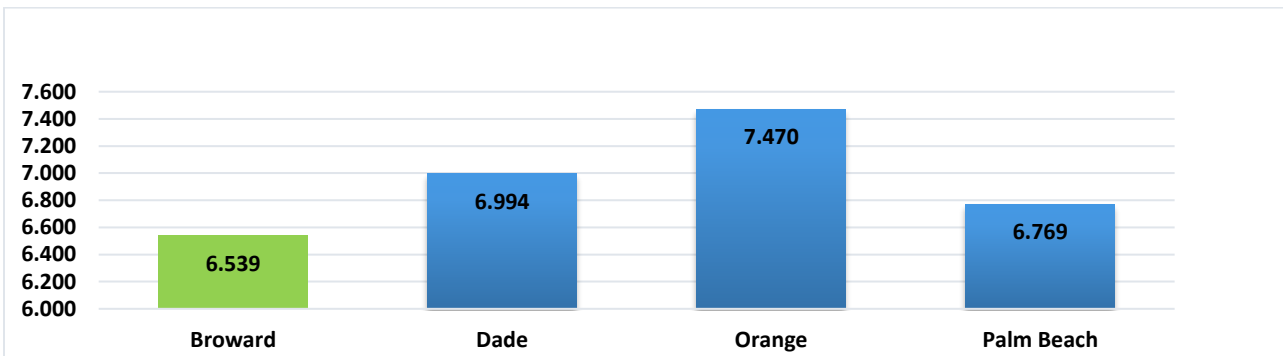
Even though there are projected savings and non-recurring costs of approximately \$12 million forecasted for the up-coming fiscal year (2018-19), BCPS has indicated new required costs such as increases in retirement costs and health insurance costs will exceed those savings by nearly \$15 million. BCPS explained it will begin the year with \$15 million funding gap and must find reductions to cover the gap before any new investments are made, including increases in staff and teacher compensation.

According to BCPS, going forward the funding priorities are school safety enhancements, mental health support and bonuses and benefits for instructional and instructional support staff.

As discussed in a Board Workshop held on April 17, 2018, the District is in a pivotal moment with the projected FY 2018-19 budget. In order to ensure that academic programs continue and appropriate staffing levels are maintained, the Board supported the Superintendent's recommendation for a short-term operational millage referendum of ½ mill for four (4) years, which would cover fiscal years 2018-19 through 2022-23.

Prior to the expiration of this referendum in 2023, and if additional funding is needed due to the continued lack of legislative funding, another referendum would need to be brought back to the voters.

According to BCPS, the District's millage is currently still one of the lowest of all major Florida school districts, as illustrated by the chart below:



If approved by voters in August 2018, according to BCPS, the additional millage would specifically support:

- Enhancing funding for school resource officers, including charter schools with more than 900 students;
- Hiring additional District security staff;
- Increasing compensation to recruit and retain highly qualified District teachers; and
- Funding other essential instruction related expenses preserving important programs in District schools.

Specifics as to the distribution of projected funding were not available at the time of this Initial Report and Recommendation.

#### **K. Expected Funding from the MSDHSPS Act**

On March 9, 2018, Florida Governor Rick Scott signed SB 7026 into law. The MSDHSPS Act outlines significant reforms to make Florida schools safer, while keeping firearms out of the hands of mentally ill and dangerous individuals (see below). Several provisions directly provide financial resources to school districts for school security and mental wellness initiatives. The table on the next page outlines the bill provisions that provide direct financial resources, totaling \$390 million, which will have the greatest potential impact on school districts. Additionally, the table outlines the portion of the appropriations BCPS projects to potentially receive:

Bill Component	Total Appropriation	BCPS Appropriation
Coach Aaron Feis Guardian Program	\$ 67,000,000	-
School Resource Officers	\$ 97,000,000	\$ 8,423,877
School Hardening Grant	\$ 98,000,000	<b>TBD</b>
Mental Health Assistance	\$ 69,000,000	\$6,059,199
MSD Build 12 Replacement	\$ 25,000,000	\$ 25,000,000
MSD Memorial	\$ 1,000,000	\$ 1,000,000
"FortifyFL" Mobile App	\$ 400,000	-
DCF Mobile Crisis Teams	\$ 18,300,000	-
DCF Community Action Treatment Teams	\$ 9,800,000	-
MSD Public Safety Commission	\$ 1,000,000	-
Centralized Data Repository/Analytics	\$ 3,000,000	-
FLDOE Security Consultant (FSSAT)	\$ 1,000,000	-
<b>Totals:</b>	<b>\$ 390,500,000</b>	<b>\$ 40,483,076</b>

#### Coach Aaron Feis Guardian Program

This provision of the MSDHSPS Act provides the opportunity for school districts, in coordination with their County Sheriff, to establish a school marshal program to aid in the prevention or abatement of active assailant incidents on school premises. This program is 100 percent voluntary, and provides resources to a sheriff's office to provide substantial training for volunteer marshals in schools. Once participation decisions have been made, FDOE will work with the Governor's Office and the Legislature to redirect any unused funding from this program to hire additional school resource officers. However, it is noted the funding under this proposed program is not recurring; therefore, even if year one funding is shunted towards the SRO programs, this is not a predictable funding stream for the hiring and deployment of SROs.

#### School Resource Officers

Florida schools will be provided \$97.5 million in the 2018-2019 school year to hire additional school safety officers. These additional funds will be distributed to school districts as an increase to their Safe Schools categorical funding allocation. The MSDHSPS Act requires, "**for the protection and safety of school personnel, property, students, and visitors, each district school board and school district superintendent shall partner with law enforcement agencies to establish or assign one or more safe-school officers at each school facility within the district...**" (emphasis added). BCPS anticipates it will receive \$8,423,877 to support the placement of SROs in schools. It is important to note that \$1,366,096 of this allocation will be distributed to charter schools as their proportionate share of Safe Schools categorical funding.

Additionally, the Act requires, "**any additional funds appropriated to this allocation in the 2018-2019 fiscal year to the school resource officer program established pursuant to s. 1006.12 shall be used exclusively for employing or contracting for school resource officers, which shall be in addition to the number of officers employed or contracted for in the 2017-2018 fiscal year.**" (emphasis added).

### Mental Health Assistance

Florida schools will be provided \$69 million in the 2018-2019 school year to establish or expand school-based mental health care. The expectation is that each student in Florida should have access to a mental health professional at school. Each school district must submit a plan to FDOE by August 1, 2018, outlining how it intends to meet this expectation. BCPS anticipates it will receive an additional \$6,059,199 to address this need.

### DCF Mobile Crisis Teams and Community Action Teams

While the BCPS will not receive any of these funds, it is expected that some of this funding will be directed to Broward County. DCF is expected to issue competitive bid instruments for this funding and the Broward mental health System of Care providers are poised to apply. Henderson Behavioral Health has both Youth Emergency Service Mobile Crisis and Adult Mobile Crisis teams funded by DCF (the adult mobile crisis team receives additional funding from Broward County). In FY 17-18, DCF, through a legislative budget request received legislative appropriation for a Community Action Team (CAT) for allocation in Broward County. The Managing Entity, Broward Behavioral Health Coalition procured the service and awarded Smith Community Mental Health a contract to operate a Community Action Team which has been providing services since March 2018.

### School Hardening Grant

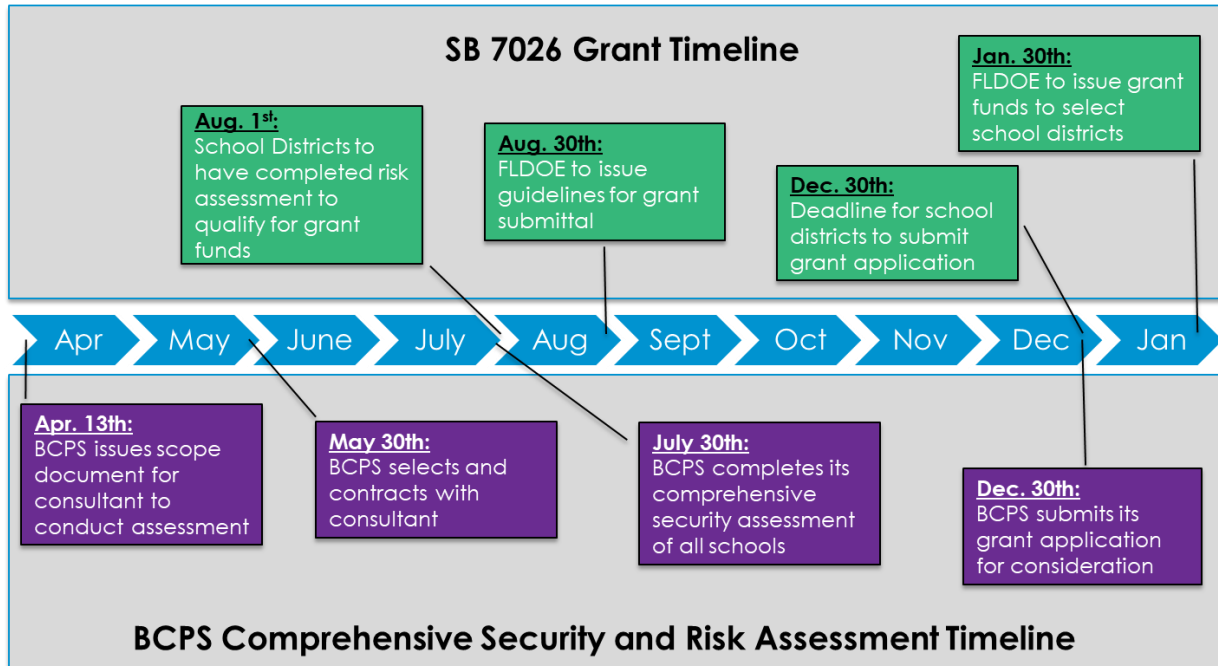
The Act also allocated nearly \$99 million to the FDOE to implement a competitive grant program to fund, in whole or in part, capital outlay enhancements to improve the physical security of school buildings. In order to qualify for the program, school districts must complete a security risk assessment for each public school campus utilizing the Florida Safe Schools Assessment Tool (FSSAT) by August 1, 2018. The assessment must be conducted in consultation with local law enforcement. BCPS is currently working to complete the FSSAT by August 1, 2018.

In addition, according to BCPS it is in the process of retaining an independent security consultant to conduct a more thorough and comprehensive risk assessment of schools, policies, procedures, staffing models and trainings; with the result of producing a master plan of short and long-term recommendations to further enhance the District's safety and security measures. Outlined below are the specific scope requirements for the independent security consultant:

- review all safety and security policies, procedures and protocols currently implemented within the District and conduct a gap analysis against best practices;
- conduct a comprehensive District-wide Security Assessment of all school facilities to analyze vulnerabilities, assess impacts of threat scenarios, identify actions that mitigate risk, and provide an analysis of mitigation actions;
- assist in the development of a comprehensive grant submittal to the Florida Department of Education in an effort to secure funding for implementation of the short-term and long-term security master plans;
- review and evaluate the feasibility of implementing security solicitations the District has received as part of the overall recommendations contained within the short-term and long-term security master plans;
- review the District's current design standards and assist staff to update its design standards based on adopted recommendations contained within the short-term and long-term security master plans;
- produce a final Master Plan report detailing the results of all required analyses, outlining all opportunities for improvement, and cost analysis and timelines for implementation of all recommendations;

- conduct and participate in various focus groups with staff and school stakeholders to gather suggestions, establish expectations, and consider feedback for school security enhancements for possible implementation;
- Additionally, following the issuance of the short-term and long-term master plan, participate in public hearings to share the plan and inform the public on the methodologies utilized to identify and prioritize recommendations.

The illustration below depicts the timeline associated with grant program, deadline for submission and anticipated award of funding in conjunction with BCPS’s efforts to complete its risk assessment of schools and make application for grant funding.



### L. Fencing

As previously stated, BCPS has nearly 750,000 linear feet of fencing surrounding its school campuses. The District’s current criteria for perimeter fencing calls it to be a minimum height of six feet with “double knuckle” construction at the top and bottom of the fencing. In addition, all perimeter fencing must comply with Florida Building Code requirements.

Following the tragedy at Stoneman Douglas High School, questions have been raised regarding the height of perimeter fencing at schools and whether there are any restrictions from raising the fence height and including a sloped “rake” at the top of the fencing. To answer this question, BCPS had its Chief Building Official (CBO) offer comment on any code restrictions relative to raising the height of perimeter fencing.

The CBO provided communication to this Task Force clarified there is not a code restriction on the height of the perimeter fencing or the inclusion of a rake. The CBO offered three considerations when evaluating any recommendations involving the increase of fencing height:

1. The configuration and essential design of schools vary widely and work in conjunction with the site fencing. This needs to be given consideration, recognizing there is the

possibility to be more strategic with the placement of higher fencing in relation to proximity of the physical building and not necessarily focus simply on the perimeter fencing;

2. As the height of the fence increases, the building codes for post thickness, foundation footers, etc. becomes more stringent because of wind loads. The CBO identified the pivotal height at 12'. Once fence heights reach 12', the code requirements become significantly more stringent; and
3. Decisions regarding the first two considerations have financial implications and impacts to the cost per linear foot of fencing.

Task Force participants, particularly those in the mental health field, noted that deployment of fencing, while addressing a security issue, also has a potential impact on students and message it sends relative to the physical plant. Blunting the potential "prison atmosphere" from heightened and raked fencing was a consideration raised.

#### **M. First Responder Entry to Schools**

During the Task Force process, both fire rescue and law enforcement identified an issue related to first responder access to schools. Methods for access to all schools by emergency responders takes into consideration a number of factors: (1) preservation of security for methods; (2) access to tools; (3) cost; (4) training; (5) deployment; (7) level of severity of the event.

In a critical incident, such as a mass shooting or active killer, first responders are not trained to search for keys to the buildings; breaching entryways are conducted in accordance with emergency procedures and utilization of tools available with a priority on as rapid access as possible. Therefore, locating access keys is never a first line operational plan for a critical incident. Therefore, the discussion of Knox Box and access keys is not seen as a component of hardening schools or providing after-incident protections. That being said, the issue of access currently and in the future, with the availability of technology, was discussed by the Task Force.

By way of background, a Knox box is a high security box that is secured to the building that can be opened by a specific key that only firefighters currently have. Inside the Knox box are keys that provide access to the building that the box is secured to. Currently each municipal fire department has its own special keyed Knox key that works on the Knox box in their city. Even when agencies serve multiple municipal governments each city is keyed different. The goal of Knox "Blue Box" system is to allow first arriving Police officers keys to the building so as not to have to force doors or wait for an administrator. A variety of options were explored:

##### Knox Blue Box with Manual Key

This system is easily deployed and the most affordable of the current Knox options. This system is similar to the current fire department Knox Box installed in many schools and buildings in Broward County. This box is painted blue, to represent to responding police officers that this box is specific for their use. It should be placed somewhere other than in the same location as the current Fire Department Knox Box, so as to allow separation between points of entry, and to ensure access to the box if one side or area of a building is inaccessible. The price is \$318.00 per box. The manual keys are free of charge from Knox.

##### Knox Blue Box with Electronic Keys

This option would use a box similarly used in option #1 but would use an electronic key that can be easily inventoried and controlled via the internet. An electronic key would be issued to any officer that would be deemed necessary to have one. If a key is lost, the key can be removed



from the system and become inactive. This would allow for better management of the keys in circulation. The cost for this option is the same as option #1, with an additional \$500.00 per key.

#### Keyless/Card Access Systems

Keyless or card access lock systems could be deployed, starting with the envelope of the school and eventually completing the interior of the schools. Cards could be issued to all or specific groups of responders. There could be issues with this solution due to magnetic locks releasing during an alarm.

According to police and fire Task Force participants, the Knox "Blue Box" system is the best option at this point when it comes to accessibility, ease of deployment and cost. The Knox system could contain the school specific accesses keys/cards.

## **CHAPTER 4: BROWARD COUNTY SCHOOL RESOURCE OFFICER PROGRAM**

### **A. Historical Overview in Broward County**

On January 30, 2013, the Broward League of Cities Joint School Resource Officer Taskforce issued a detailed report on the School Resource Officer Program in Broward County. See Exhibit 27. Renewed interest in the issues surrounding the SRO program is strong in the aftermath of the tragedy at MSD and the new law requiring increased security in schools, including potential expansion of the SRO program.

The Broward County School Resource Officer Pilot Program began in 1985 with six Deputies assigned as School Resource Officers (SRO) at six middle schools.<sup>9</sup> Currently there are 14 law enforcement agencies and/or municipalities represented in the SRO program. From the original SRO program with 6 BSO Deputies assigned to middle schools, the program has expanded to the 166 SROs in 2017-2018.

BCPS has agreements with individual municipalities and agencies to provide SRO coverage in schools. At the start of the 2017-2018 school year, there were 35 schools with no SROs whatsoever, of which 26 were elementary schools. Since the MSDHS massacre, SRO at least one municipality has increased SRO coverage without entering an agreement with BCPS for reimbursement. As of this report, it is estimated that 35 schools still have no SROs whatsoever, of which 26 are elementary schools, and some schools share SRO coverage.

As it relates to non-municipal charter schools, verified survey data was not available on deployment of SROs in charter schools. However, it is believed that few, if any, charter schools have a dedicated municipal or agency based SRO. Instead, anecdotally, it was noted that some larger charter schools fund municipal law enforcement detail officers at the start and dismissal times of the day, mainly for traffic related issues.

Over the years, Federal funding provided a resource for additional police officers in certain municipalities, and certain SRO programs for some municipalities were expanded as a result. Once the Federal funding was eliminated, approximately fifteen years ago, many municipalities continued funding the majority of SRO costs.

In Broward County, the current SRO program is a collaborative effort between the individual municipalities and the School Board of Broward County. Under the current Broward County program, all SROs are certified law enforcement officers hired by and within the command structure of the respective municipalities or the Broward County Sheriff's Office through contract. In recent years, based upon advocacy of the municipalities and members of the School Board of Broward County, there has been an increase in the financial commitment by the School Board of Broward County in support of the SRO program to offset the costs of the municipalities.

Presently, each High School and Middle School has at least one full-time SRO assigned to those schools. However, the circumstances in elementary schools are different. Some municipalities have the financial ability to deploy a full-time SRO to each elementary school in

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<sup>9</sup> Within the Broward Sheriff's Office, the School Resource Officers have been termed "School Resource Deputies" because the law enforcement personnel assigned are "deputies." For the purposes of this report, and with the agreement of the Sheriff, the Task Force has utilized the term "School Resource Officer" to include "School Resource Deputies."

their jurisdiction.<sup>10</sup> Some municipalities have chosen not to deploy any SROs to elementary schools, either as a matter of finances or philosophy. Other municipalities deploy a single SRO amongst multiple elementary schools in a shared fashion. The current deployment of SROs reimbursed through the BCPS are outlined in Exhibit 28.

Notably after the tragedy in Newtown, Connecticut at Sandy Hook Elementary, a number of municipalities who previously did not have full-time SROs deployed in their elementary schools, deployed police officers to these elementary schools. Since the tragedy at MSD, some municipalities have indicated they will increase SRO coverage in their schools. See, e.g., Exhibit 30.

#### **B. Funding of the Broward County School Resource Officer Program**

Throughout the years, the issue of funding has been a substantial factor in either expanding or reducing the SRO program. The two primary sources of funding are from the School Board and the municipality within which a particular school is sited. In summary, there are presently 166 SROs at 195 schools; 14 individual agreements with agencies and/or municipalities, the BCPS District spends \$7.7 Million per year in SRO services; municipalities presently spend collectively an estimated \$15.5 Million annually; and the deployment across the schools varies by municipalities; of the 238 schools, 26 elementary schools had no SRO coverage whatsoever at the start of the 2017-2018 school year.

Whether or not a school located within the geographical boundaries of a particular municipality has an SRO depends heavily upon the funding of the program by that particular municipality. Over the years, municipalities with a large number of schools who take in students from outside their geographical boundaries have noted the lack of financial support from surrounding municipalities to provide an SRO for the benefit of their residents and students. In addition, some municipalities have no schools located within their geographical boundaries and therefore are not required to support the SRO program through municipal taxes even though their residents may benefit from the SRO program.<sup>11</sup> Finally, the patchwork of SRO deployment in elementary schools was of concern for consistency of the program.

The School Board of Broward County pays a set amount for each full time officer assigned to a school as an SRO. In 2007-2008, the reimbursement level provided by the School Board of Broward County was \$12,000 per SRO. Through a cooperative agreement, the funding by the School Board incrementally increased \$8,563 per SRO each year until a cap of \$46,252 per SRO was achieved in 2011-2012. The remainder of the costs of the officer are borne by the individual municipalities which are “home” to the individual schools, irrespective of which municipality the students themselves call home. As a result, the SRO coverage across schools is subject to the varying and inconsistent budgetary uncertainties and concerns of the individual municipalities staffing the SRO program. This has resulted in varying levels of coverage across the county, and in some case the complete elimination in elementary schools.

With respect to the current costs, and the projected costs to comply with MSDHSPS Act, see the table below:

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<sup>10</sup> Between 2006 and 2012-2013 school years, there were 10 fewer traditional public schools, but 30 fewer SROs; the reduction of SROs was in elementary schools.

<sup>11</sup> It was noted in the 2013 BLOC SRO report that, based upon 2011-2012 numbers, there were six (6) municipalities who have no SBBC schools within their jurisdiction but who have a *de minimus* number of students educated in BCPS. A more salient issues is the number of non-resident students assigned into geographical municipal boundaries, where those non-residents do not bear the municipality costs of the SROs assigned to the schools.

	District	Charter	All Schools
Number of Schools <sup>12</sup>	238	93	331
Current SRO Units	166		166
Current BCPS Contribution	\$ 46,252		\$ 46,252
<b>Total Annual BCPS Cost</b>	<b>\$ 7,677,832</b>		<b>\$ 7,677,832</b>
Estimated Law Agency Cost per SRO	\$ 93,414		\$ 93,414
<b>Total Estimated Agency Cost</b>	<b>\$15,506,724</b>		<b>\$15,506,724</b>
<b>Total Estimated Current Cost</b>	<b>\$23,184,556</b>		<b>\$23,184,556</b>
Total SROs 1:1 School Ratio	238	93	331
Total Estimated BCPS Cost	\$11,007,976	\$ 4,301,436	\$15,309,412
Estimated Law Agency Cost	\$22,232,532	\$ 8,687,502	\$30,920,034
<b>Total Estimated Annual Cost</b>	<b>\$33,240,508</b>	<b>\$12,988,938</b>	<b>\$46,229,446</b>
<b>Additional Total Cost 1:1</b>	<b>\$10,055,952</b>	<b>\$12,988,938</b>	<b>\$23,044,890</b>

\*Assumes Annual Cost of SRO= \$139,666.

Because of the varying financial ability municipalities and the number of schools sited in any particular municipality, there are in essence four scenarios in our traditional public schools for SROs: (1) Full time permanently assigned to one school and who is employed year round in the community; (2) Shared SRO amongst one or more schools; (3) a seasonal law enforcement officer (who may be retired); (4) no SRO assigned to any particular school.

Alternative models to utilizing existing law enforcement personnel include use of a “seasonal” SRO or a Reserve Deputy. For instance, the “seasonal” model is being used by the City of Pembroke Pines and there are six BSO Reserve Deputies serving as SRO’s. In these models the law enforcement agency or the Sheriff’s Office or municipal law enforcement hires specific officers to serve as SRO’s. These officers are often retirees, so there are reported cost savings for the municipalities. They work only when school is in session and times required for mandatory training. There are costs for the municipalities above and beyond the reimbursement provided the BCPS, such as uniforms, equipment and vehicles that the agency still must pay for and provide. As noted in the Recommendations, there are pension impediments to hiring recently separated certified law enforcement officers, which impairs the ability to rapidly hire recent retirees to fill SRO positions.<sup>13</sup>

### **C. Potential for BCPS Police Department to Staff SROs: Funding, Timing**

It was noted by the Task Force that the current organizational structure of the Broward District Schools Police does not presently have the supervisory staff or structure to support a School Police.

<sup>12</sup> The number schools and centers is 234. However, the BCPS uses 238 for the purposes of SRO coverage related to siting of some schools and centers.

<sup>13</sup> While Task Force members noted the success of these models, some reticence related to the real or perceived benefits to community policing models where existing law enforcement officers are integrated from the schools into the daily police functions throughout the community, even when school is not in session or the SRO is assigned off-campus.

In contrast to the current SRO models in Broward County, in Miami-Dade County, the SROs are employees of the School Board, supervised by the School Board, and part of a broader School Board based law enforcement effort. In this circumstance, there is an increased need for effective communications between the “outside” police force and the individual municipality officers/command structure. Additionally, there is no availability to re-deploy for community needs and there is reduced availability for coverage within the community when school is not in session or off-campus. Importantly, even under this model, Miami-Dade is unable to provide SRO staffing at every public school.

It was noted that if the BCPS were to initiate a District Police Department, there would be significant capital and human resource costs. BCPS predicted the structure would include personnel costs of an estimated \$31,700,000 (Police Chief; 2 Majors; 25 Sergeants; 20 Detectives; 238 SROs; 25 staff). In addition, BCPS estimated \$25,000,000 in initial startup costs, which would need a periodic replacement (training and equipment \$6,220,000; vehicles \$13,750,000; infrastructure \$5,000,000). As a result, BCPS estimates year one investment would be approximately \$56,700,000.

However, even if the funding was available for year one and for recurring costs, as noted elsewhere in this Report, is inconceivable that a District Police Department could hire the necessary number of certified law enforcement officers in the near future. Between screening, hiring and training processes, combined with a nationwide and regional shortage of certified law enforcements officers and large existing vacancies, and the process to purchase the necessary infrastructure, it is impossible to implement a District Police Department before the start of the upcoming 2018-2019 school year.

#### **D. Summary of Principles and Facts Regarding Existing SRO Program**

The historic and current principles of the Broward County School Resource Officer program:

- SROs in Broward County are certified law enforcement officers who are specially trained to work with students, teachers, administrators and families;
- The SRO program in Broward County has been and is an integrated component of a community policing model, where efforts in schools are combined with efforts in neighborhoods and the community at large;
- SROs teach and reinforce education on dangers of drugs, gangs, bullying and peer-pressure from the youngest age;
- Developing positive SRO relationships at the earliest age possible is more desirable than beginning later in middle school years;
- A seamless SRO program from Kindergarten to High School Graduation is optimal to achieve broader community policing goals, rather than beginning in Middle School or interrupted as students’ progress through elementary, middle and high school;
- An SRO program where SROs are employed by their respective municipalities facilitates and promotes community policing goals;
- The BCPS provides integrated training and meetings with municipal SROs throughout the year;
- All tax-paying residents contribute some financial resources to the BCPS’s partial reimbursement of SRO programs in participating municipalities;
- Some municipalities have a greater number of students who attend schools within their geographic border but who do not reside in the municipality where the school is located. Therefore, some residents shoulder greater financial burdens

through municipality-based costs to implement an SRO program in schools within the borders of their municipality;

- Conversely, where schools have a number of students who do not reside within the geographic border of the municipality where the school is located, residents from the neighboring municipalities do not shoulder any of the municipality-based financial burdens of an SRO program. However, their children attend school in municipalities where residents of the municipality where the school is located are shouldering a greater financial burden to implement an SRO program;
- SROs and police from neighboring municipalities should communicate and share information since many students traverse municipal borders;
- Funding instability threatens stability of SRO programs;
- Boundary issues challenge the stability of a seamless SRO program (Kindergarten to High School Graduation), because different municipalities have different financial capacity or philosophies related to SROs. This results in a patchwork of SRO coverage during the educational life of a student;
- Municipalities choose whether or not to staff full-time SRO in schools within their municipality;
- It was noted in the 2013 BLOC SRO Report that since 2006, countywide there are 10 less schools, but 30 fewer SROs. The reduction has been almost exclusively in elementary schools;
- There is a recognized need to ensure these principles are consistently applied across all public schools in the District.

It is important to note, even in the aftermath of the MSD tragedy,

- SROs do not function as school disciplinarians or security officers, will not intervene in the normal disciplinary actions of the school system, and will not be used to witness any disciplinary procedures in the school.
- SROs provide preventative patrol on the school premises and surrounding residential and business areas to reduce loitering, drug and alcohol use, assaults, and other anti-social behavior.
- SROs investigate criminal offenses that occur in school complexes and take appropriate action when necessary, including potential utilization of available diversionary programs.
- SROs interact with students on an informal basis using an empathetic approach in dealing with their problems. SROs attend and participate in school activities to develop and maintain a close rapport with all students.
- SROs should provide law enforcement resource assistance to students, school staff, and parents. SROs should attend and participate in faculty meetings and parent associations and organizations.
- Under the best circumstances, SROs assist in identifying and counseling students who display delinquent or abnormal behavior and provide referral information to the parents of students who need professional counseling or other assistance. SROs should attempt to identify and assist youth prior to their involvement in delinquent activities.
- SROs work in conjunction with school staff (i.e., guidance counselors, specialists, and social workers) in making appropriate referrals to community agencies. SROs also provide adequate follow up concerning diversion issues.
- SROs should be encouraged to develop partnerships with varied disciplines and organizations, including schools, law enforcement, juvenile justice and mental health agencies.

- SROs should develop and foster regular communication with patrol officers in regards to those incidents that occur in the community and cross over to the school, or may originate in the school and have an effect on the community.
- SROs are participants of the School Safety Team and should be consulted on all school safety concerns commensurate with the responsibility of the SRO. However, as was noted by the Task Force, this participation is not mandated because of issues surrounding separate governmental responsibility.

Previously, the Broward League of Cities SRO Task Force developed a consensus mission statement to be utilized by the BCPS:

*Mission Statement.* The SRO Program focuses on enhancing the relationship between law enforcement officers and youth by preventing juvenile delinquency through frequent contacts with students, coupled with programs specifically designed to respond to those factors and conditions which give rise to delinquency. The program also provides for the recognition of pre-delinquent behavior in students, and subsequently for the appropriate referrals to school staff for assistance when it becomes apparent that these students have social, economic, and/or psychological problems which might result in dependency, delinquency, and/or violent behavior.

#### **E. Funding Challenges and Issues Regarding the SRO Program:**

Currently the BCPS provides a stipend to municipalities of \$46,252 for each SRO. However, the actual cost for the municipalities is significantly greater in the full-time SRO community policing model.

Overwhelmingly, students, teachers, parents, residents, administrators, law enforcement, and elected officials have expressed the need for SRO's in our schools. Municipalities have traditionally paid the cost above the BCPS funding. These revenues come from various sources within municipal budgets but none through a continuing dedicated source. The revenue sources are finite and the SRO program is consistently at the risk of revenue availability.

However, school boundaries do not follow municipal boundaries. Students living in one city may attend school in another city. This creates the circumstance whereby taxpayers from one city provide a service to families who do not contribute toward the service they receive.

Some municipalities are a net "provider" of students to public schools in surrounding municipalities; some municipalities are a net "receiver" of students to the schools in their municipality.

The Task Force has recognized two significant deficiencies in the current program. The first is the lack of a permanent, predictable and fully funded revenue source to deploy one SRO in every BCPS and charter school district wide. The second is the inequity caused by some taxpayers paying the additional municipal cost of SRO's without contribution from taxpayers those located outside municipal boundaries. The previous inability to address these known funding inequities and a stable source of funding has led to reduction in SRO coverage, particularly in elementary schools. In some circumstances, SROs in elementary schools have been eliminated entirely; in other circumstances, municipalities have been chosen to have SROs shared amongst multiple schools rather than being permanently and consistently assigned to an individual school.

## **F. Areas Of Concern:**

The Task Force noted the following area of concerns:

### **MSDHSPS Act: Compliance with School Safety Officer Requirement:**

As noted, there are methods of complying with the MSDHSPS Act requirement to have a “safe school” officer at each school facility are (1) deployment of a SRO; (2) deployment of a certified law officer known as a “school safety officer”; (3) participation in the Coach Aaron Feis Guardian Program. The BCPS Board has declined to participate in Guardian Program.<sup>14</sup>

As a result, the remaining two methods to comply by the start of the 2018-2019 school year, involve the deployment of certified law enforcement officers. As noted earlier, current vacancies in municipal and county law enforcement agencies is approximately 300 county wide, and as many as 500 in the tri-county area.<sup>15</sup> Securing additional certified law enforcement officers to cover non-charter public schools would require hiring or deployment of 72 more certified officers, assuming additional SROs are not recommended in much larger schools. As a result, the BCPS estimates the actual need to provide coverage to account for larger campuses and schools may be 80-100 additional SROs (without the charter school consideration).

Achieve compliance by the start of the 2018-2019 school year is evaluated as impossible:

- There is an insufficient pool of certified officers.
- Hiring of retired officers requires the officers to have maintained their certification to expedite hiring.
- Even if retired officers maintained certification, certain pension and hiring rules require that the retirees be out of the law enforcement for certain period of time (e.g., Florida Retirement System (BSO) requires 1 year separation; other pensions require 6 month separation);<sup>16</sup>
- Retired officers will need to still undergo a form of screening. Generally, if being hired by the agency from which they retired, the background check is only covering the period since separation. If retired from another agency, then a full background check is necessary;
- If hiring a retiree separated from a different agency, there would be an abbreviated version of the agency’s field training officer program (4-8 weeks) where the person would have to learn all the agency policies, practices and procedures before than transitioning into the SRO role which would require even more training;

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<sup>14</sup> The issue of providing firearms to school staff is a topic of debate across the nation. One concern raised, aside from quality of training and oversight, is whether or not insurance companies would provide insurance coverage. According to a recent article, much of the insurance industry has declined to extend coverage both as a matter or risk and an apparent analysis as to the actual benefits in comparison to those risks. This is an evolving topic nationwide. [https://www.washingtonpost.com/business/economy/one-roadblock-to-arming-teachers-insurance-companies/2018/05/26/59d6c704-5f7e-11e8-8c93-8cf33c21da8d\\_story.html?utm\\_term=.10f04199850a](https://www.washingtonpost.com/business/economy/one-roadblock-to-arming-teachers-insurance-companies/2018/05/26/59d6c704-5f7e-11e8-8c93-8cf33c21da8d_story.html?utm_term=.10f04199850a)

<sup>15</sup> The challenges of filling certified law enforcement personnel vacancies in the normal course, no less having to increase the number of certified law enforcement personnel, is a nationwide challenge, some even call a crisis. See, e.g., <https://www.policeone.com/recruitment-retention-crisis/articles/430499006-4-reasons-why-police-departments-are-struggling-to-fill-their-ranks/>; <http://www.dailyadvance.com/News/2018/05/02/Olson-Police-vacancies-becoming-crisis.html>; <http://www.policechiefmagazine.org/a-crisis-facing-law-enforcement-recruiting-in-the-21st-century/>.

<sup>16</sup> In fact, there are potential tax penalties for the retiree for re-joining their employer too soon. <http://www.sun-sentinel.com/local/broward/fl-lauderdale-employees-owe-irs-20160717-story.html>



- There would be insufficient time to take a recruit through the academy, background check, Field Training Officer oversight, probationary period and SRO training.

If the District attempts to hire a certified law enforcement officer, they face the same challenges.

#### The Addition of Charter Schools Further Strains the Hiring Process

As noted earlier, there are 93 charter schools county wide. Also as noted earlier, the charter schools are independently funded and governed.

The MSDHSPS Act contemplates deployment of a SRO on 1:1 ratio even in charter schools. However, as seen in exhibit 19, there are a large number of charter schools with only a few hundred students. While the charter schools receive a per student allocation to fund safety and security, that allocation with a low student population would be insufficient to even cover the \$46,252 contributed by the BCPS. Moreover, it would require the hiring and deployment 177 more certified law enforcement officers. Even if “nested” charter reduce the number of SROs required, the number of required certified law enforcement officers could not conceivably be hired by the start of the 2018-2019 school.

#### Responsibility for Compliance with the MSDHSPS Act Safe School Officer

From the literal language of the MSDHSPS Act, responsibility for compliance with the deployment of a “safe school” officer in every public school is entirely the responsibility of the school districts. With respect to the funding of a School Resource Officer, the Florida Sheriffs Association has issued an Opinion Letter that funding is the responsibility of the school districts, not the agencies or the municipalities. See Exhibit 32.

#### Current SRO Program Limited Coverage During Times Students On Campus

It is important to note that the current Broward SRO program has agency officers on campus just prior to the start of school and just after dismissal. There is generally no SRO coverage for pre-school programs, after-care programs, school year extracurricular activities, summer programs and summer and break camps. Law enforcement coverage for sports programs are handled through hiring “detail” officers and not part of the SRO program. Adding SROs for pre-school and after-care would increase the need for human resources, infrastructure and funding.

#### No Permanent, Dedicated And Stable Funding Source for Full Time SROs.

As noted, the SRO program is presently subject to the vagaries of funding involving the different municipalities. There is no dedicated and stable funding stream to ensure that every school has a SRO. While the BCPS is proposing a millage increase, (1) that initiative must pass; (2) if it passes, funding will not be available until the 2019-2020 school year.

In this environment of ongoing budgetary challenges and the unfunded mandate of increasing school security, it is more important than ever that dwindling resources be managed as efficaciously as possible. Implementing a regional approach, one that expands upon inter-agency collaborations, would both maximize existing resources while at the same time providing a more equitable service delivery.

The following funding scenarios are potential considerations:

- Increased BCPS Funding through the proposed levy;
- Increased State Funding Initiatives consistent with the Florida Constitutional Obligation to make adequate provision for funding safe and Secure schools, per Article IX, Section 1(a); and,

- Special Taxing District established to provide a stable funding source for SROs throughout in Broward County, but will require legislative and voter approval and is not a near term solution.

## **CHAPTER 5: BROWARD COUNTY SCHOOL DISCIPLINE AND MENTAL HEALTH PROCESS AND PROCEDURES**

### **A. Threat Assessment Teams**

The Task Force requested Broward County Public Schools (BCPS) to outline how threat assessments are conducted in the district. Below is the outline provided by BCPS.

Schools are confronted with a variety of potential threats that must be evaluated and responded to in order to maintain a safe and secure learning environment for all students and staff. The Threat Assessment process is comprised of three stages: (1) Initial Response, (2) Level 1 Screening, and (3) Level 2 In-Depth Assessment. These stages are intended to ensure timeliness of response, safety of all in the school environment, and deployment of the school's resources in the most efficient manner, according to the facts of each individual case.

Through mandatory training of school teams, it is emphasized that "not all threats are created equal." Therefore, it is important that those charged with responding to potential threats in the schools have a systematic means of gathering information and communicating with each other about the seriousness of the situation and the need for immediate action.

In the majority of cases, there is sufficient time to complete all three stages of the Threat Assessment process, if needed. In some instances, as has been noted by both BCPS and law enforcement a threat may be imminent, requiring quick and effective action to ensure safety. Since the MSD massacre, there have been noted in the press circumstances where, whether through social media or human intelligence, imminent threats have been followed by rapid intervention by BCPS and law enforcement.

BCPS believes the three-stage Threat Assessment process allows for maximum flexibility in responding to and managing the variety of threat situations that may arise in schools. The following is a BCPS outline of the Threat Assessment methodology:

**INITIAL RESPONSE:** Investigation of threat and determination of need for "Level 1: Screening"

#### **STEP 1 Gather Information Regarding Threat**

Administrator gathers initial statement from the reporter of the threat, the identified at-risk student, and additional witnesses. The administrator uses the ***Threat-Related Initial Statement Interview Guide*** when speaking with the identified at-risk student.

#### **STEP 2 Assess Level of Threat**

The administrator completes the ***Assessing Level of Threat Checklist*** to make an initial judgment about the level of the at-risk student's threat. Whenever possible, teacher input should be solicited and considered. The threat is rated as low, medium, or high level.

**If the threat is determined to be of low level, then a "Level 1: Screening" is NOT needed.** The administrator should continue to monitor the situation and provide any needed supports, with a review of the situation after one week.<sup>17</sup>

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<sup>17</sup> Law enforcement is not engaged at this point, even if many low-level assessments occur involving the same student. While there was discussion regarding whether or not law enforcement should be engaged, it was the consensus of the Task Force that it is far more effective to have behavioral health experts engaged at this Level, even for repeat low-level assessments, in order to provide appropriate interventions and supports. If assessed as a medium or high level threat, law enforcement is engaged.

*A threat that has been rated as low level poses little danger to public safety. Appropriate intervention involves interviewing the student and likely notifying his or her parents. The administrator should take the appropriate disciplinary actions that are in compliance with school board policies and monitor the case accordingly.*

**If the threat is rated as medium or high level, then “Level 1: Screening” is necessary.** The administrator completes the *SIU Immediate Notification Form*, documenting the incident, and forwards copies to the Broward Schools Police Department. The administrator should proceed to Level 1/Step 1.

*A threat that has been rated as medium level, will likely involve contacting both school and community based “law enforcement” professionals and other sources to obtain additional information. The medium-level threat will sometimes warrant investigation as a possible criminal offense. Intervention supports (e.g., a referral for counseling or other mental health services) will be necessary.*

*A threat that has been rated as high level will require the school to immediately inform the appropriate law enforcement agencies. The school’s crisis response plan may need to be implemented.<sup>18</sup>*

**LEVEL 1: SCREENING:** Further investigation of threat and determination of need for “Level 2: In-Depth Assessment”.

### **STEP 1 Assemble Team and Assign Responsibilities**

Identify and assemble team members and assign data collection activities and responsibility for notification of parent(s)/guardian(s).

In response to an administrator’s request, the school site team initiates a “Level 1: Screening.” The site team is composed of an administrator, a teacher, a mental health professional, law enforcement representatives (security specialist, SRO and/or BSPD investigator), and others as available. Teams should include representatives of different perspectives (e.g., mental health and administration) and professionals who are familiar with the at-risk student (e.g., teachers).

- ✓ Administrator (AP or Principal)\*
- ✓ Mental Health Practitioner\* (Guidance Counselor/ Family Counselor/ School Psychologist/ School Social Worker)
- ✓ Teacher/coach (familiar with the student)\*
- ✓ SRO and/or BSPD investigator\*
- ✓ Security Specialist (at secondary level)\*
- ✓ ESE Specialist
- ✓ Behavior Specialist
- ✓ Others who know the student

\*Mandatory member

### **STEP 2 Parent Notification**

Proceed with notification of parent(s) following the **Parent Notification Checklist** on the first page of the **Level 1: Threat Assessment Screening Protocol**. Parent contact must be completed except in extraordinary circumstances. Multiple efforts to contact parents should be

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<sup>18</sup> *The School Shooter: A Threat Assessment Perspective*. O’Toole, M.E. (2000), Federal Bureau of Investigation Report. Available: [www.fbi.org](http://www.fbi.org).

documented. A parent/guardian should be invited to participate in the screening meeting if the site team determines it would benefit the screening process. The site team may elect to complete the screening without direct participation of the parent if it is determined that such participation would compromise the process.

### **STEP 3 Data Collection**

Proceed with data collection for items on the ***Level 1: Threat Assessment Screening Protocol Data Collection Sheet***.

### **STEP 4 Completion of TRAC Protocol**

Hold a meeting within 24 hours of the report to complete ***Level 1: Threat Risk Assessment Checklist (TRAC)***. Many cases can be addressed through a Level 1: Screening, followed by appropriate interventions. The screening provides a consistent and efficient way of documenting concerns and potential management strategies. It is also a means to determine if there is a need to do a more extensive Level 2: In-Depth Assessment.

### **STEP 5 Develop Supervision Plan**

Complete ***Student Supervision Plan*** at the meeting. At least three of the mandatory team members must be present at the meeting and sign off on the plan. If the team determines that a more in-depth assessment is necessary due to a greater need for investigation and supervision, then Level 2: In-Depth Assessment is required. The team should initiate Level 2 procedures immediately, including identification of team members. Implement the ***Student Supervision Plan***. If Level 2: In-Depth Assessment is determined to be unnecessary, implement the ***Student Supervision Plan*** and complete the ***Student Supervision Plan Review Form*** for monitoring after two weeks (or earlier if warranted).

### **STEP 6 Maintenance of Records**

The screening packet becomes a part of the student's records. The packet should be securely maintained in an assigned administrator's office, separate from the student's cumulative file. A flag, indicating the existence of an administrative file, should be placed in the student's cumulative file. In accordance with *School Board Policy 5100: School Education Records*, these records are subject to parent inspection and a request to amend education records.

### **STEP 7 Electronic Records**

For each student who has had a Level 1: Screening, a code of 208 should be entered on the L27 panel.

**LEVEL 2: IN-DEPTH ASSESSMENT:** In response to a referral by the Level 1 site team, the Level 2 team performs an in-depth assessment of factors that may contribute to the student's risk for engaging in violent or dangerous behavior (e.g., student personality and school history, family history, peer group influences, etc.).

### **STEP 1 Assemble Team & Assign Responsibilities**

Case manager identifies and notifies all team members and assigns data collection duties.

*Assessment at this level requires a more "clinical" approach to searching out information about emotional reactions, interactions/relationships over time, and behavioral issues beyond those that may have been apparent at school.*

The Level 2 site team is composed of ALL members of the Level 1: Screening team and at least two additional members\* drawn from the following:

- ✓ School Psychologist

- ✓ School Social Worker
- ✓ Family Counselor
- ✓ Law Enforcement representative (SRO) or BSPD Investigator (who is not already part of the Level 1 site team)
- ✓ District staff member
- ✓ Community mental health representative (with parent permission)
- ✓ Zone Behavior Specialist *\*It is important to incorporate a “non-school based” perspective in the Level 2 Assessment process*

**STEP 2 Notify Parent and Collect Data** Notify parent(s) of data to be collected at Level 2 and the impending meeting to develop a *Plan of Action* to supplement the *Student Supervision Plan*. Parent notification must be completed except in extraordinary circumstances. Multiple efforts to contact the parents should be documented.

Further data to be collected include:

- ✓ **Level 2 Teacher Information Form** (efforts should be made to have form completed by *each* of the student’s teachers)
- ✓ **Level 2 Student Interview\*\***
- ✓ **Level 2 Parent Interview** (when possible)\*\* can be completed via phone interview, parent conference, or home visit by school social worker  
*\*\* Interviews must be completed by a school district mental health professional (e.g., school psychologist, social worker, family counselor, or guidance counselor).*

**STEP 3 Updating of TRAC Protocol and Plan of Action** Hold a meeting to update the **TRAC** results based on additional information gathered (address questions noted as requiring further information at Level 1 meeting). The team completes the **Level 2 Assessment Summary and Plan of Action**. All committee members must be present at the meeting and sign-off on the plan. After a designated interval of plan implementation, the **Plan of Action Review Form** is completed.

#### **STEP 4 Maintenance of Records**

The screening packet becomes a part of the student’s records. The packet should be securely maintained in an assigned administrator’s office, separate from the student’s cumulative file. A flag, indicating the existence of an administrative file, should be placed in the student’s cumulative file. In accordance with School Board Policy 5100: School Education Records, these records are subject to parent inspection and a request to amend education records.

#### **STEP 5 Electronic Records**

For each student who has had a Level 2: In-Depth Assessment, a code of 209 should be entered on the L27 panel.

#### **B. Code of Student Conduct**

BCPS was requested to provide an outline of the Code of Student Conduct and general philosophy of student discipline in the district. The information below was extrapolated from the current BCPS Policy 5.8, *Code of Student Conduct*.

Each school is required to have a site-based Positive Behavior Plan to assist in promoting a positive school culture. Discipline within schools must have the qualities of objectivity, consistency and equity. It is the responsibility of all school personnel, students, parents, external

stakeholders and the greater community to ensure the school environment encourages a climate conducive to learning.

The Code of Student Conduct is intended to be an instructive policy based on interventions and supports for students. According to BCPS, when consequences are warranted, they shall be implemented based on the following system of progressive discipline:

- Minor infractions and first offenses have less serious consequences than major infractions and repeat offenses.
- Factors such as age, grade level, social, emotional and intellectual development, and overall student rights and responsibilities shall also be considered.
- Disciplinary issues will be resolved by every means possible prior to exclusion from school.
- Equitable and reasonable procedures will be followed to assure students of their rights.

As outlined by BCPS, it is important for students to know their rights and responsibilities. They include obeying teachers and all other school employees, obeying each individual rule as defined by the school, and obeying bus drivers. Students are expected to honor their responsibilities and behave in ways that respect the rights of all. Consequences for unacceptable behaviors are found in the Discipline Matrix.

Disciplinary infractions shall be reported to the state in accordance with School Environmental Safety Reporting (SESIR) requirements through the approved reporting tool provided by the School Board. For additional guidance regarding the SESIR definitions and the appropriate Florida Statutes, please refer to <http://www.doe.org/schools/safe-healthy-schools/safe-schools/sesir-discipline-data/>.

### **C. Student Records**

Pursuant to the guidelines of the federal Family Educational Rights and Privacy Act (FERPA), BCPS acknowledges the importance of timely access to essential student records by key personnel. All BCPS schools and charter schools are required to enter student data in the school district's data management systems. These data include, but are not limited to, attendance, discipline, health records, emergency contacts, grades, credits earned, volunteer service hours, and special program information. When students transfer schools within the school district and to/from charter schools, all information entered in the data management systems by the sending school is accessible to the receiving school. However, the only records accessible to BCPS for students transferring from private schools are those that are provided by the sending private school.

### **D. PROMISE Program**

The PROMISE Program (Preventing Recidivism through Opportunities, Mentoring, Interventions, Supports & Education) was implemented by BCPS to address the increasing numbers of students who were entering the Juvenile Justice System as a result of arrests for misdemeanor offenses occurring during the school day. The BCPS asserts that PROMISE is meant to address socially unacceptable or illegal behavior, targeting both short and long term academic success, aligning best practice models and Restorative Justice principles, and developing pro-social and resiliency skills. PROMISE, while addressing the behavior specific to the youth, is committed to addressing family and community circumstances that serve as both strengths and challenges for the youth's resiliency. PROMISE is an intervention-based program designed to correct student behavior that violates Policy 5.8 and/or Policy 5006, Suspension and Expulsion. PROMISE utilizes a comprehensive set of supports and education. The intent of

PROMISE is to safeguard, where appropriate, the student from entering the judicial system. The following non-violent, misdemeanor offenses qualify as PROMISE eligible events:

1. Alcohol – Possession / Use / Under the Influence
2. Alcohol Sale / Attempted Sale / Transmittal
3. Assault / Threat (no harm or injury)
4. Bullying
5. Disruption on Campus (Major)
6. Drug – Use / Possession / Under the Influence
7. Drug Paraphernalia - Possession
8. False Accusation Against School Staff
9. Fighting – Mutual Combat
10. Harassment
11. Theft- Petty <\$300
12. Trespassing
13. Vandalism/Damage to Property <\$1,000

Depending on the offense, students are assigned to PROMISE for three to nine days. The development of successful pro- social behavior as demonstrated by completion of the transition plan components [both short and long-term goals], along with outcome measures including student attendance and numbers and types of behavioral referrals will be factors pointing to successful program completion. According to BCPS, successful completion of the PROMISE program will serve as the acceptable penalty/consequence in lieu of an external suspension and/or delinquent referral to the Juvenile Justice System. The student may be arrested as the conditions to avoid the mandated Code of Student Conduct consequence have not been met. Upon successful completion, a transition plan is developed and shared with staff from the sending school. District staff provide follow up support the school to assist with proper implementation of the plan.

In order to avoid external suspension and/or referral to the Juvenile Justice System of Care, the student must fully and successfully complete all assigned activities and all requirements of the PROMISE program. The student may be arrested as the conditions to avoid the mandated Code of Student Conduct consequence have not been met.

#### PROMISE DATA ON INTERVENTIONS RECIDIVISM

The tables below provide data for students who received PROMISE interventions during the 2015-2016 school year. It is was presented at the December 13, 2016 School Board Workshop. According to BCPS, data from the 2016-2017 and 2017-2018 school years will be made available when they are finalized and presented to the School Board.



## PROMISE Incidents 6 Year District Student Comparison - Grades K-12

	SY 2011 Total	SY 2012 Total	SY 2013 Total	SY 2014 Total	SY 2015 Total	SY 2016 Total
TOTAL STUDENTS Committing PROMISE Incidents	7,185	6,633	6,555	4,980	4,516	2,883
BENCHMARK (20) DAY ENROLLMENT COUNT	227,905	224,969	223,235	220,632	220,510	220,215
TOTAL STUDENT %	3.2%	2.9%	2.9%	2.3%	2.0%	1.3%

Note: The Benchmark Enrollment Count excludes Pre-K and Charter School Students

- Data Capture
  - Year 1 (2013-14): PROMISE Attendance
  - Year 2 (2014-15): PROMISE Eligible Incidents
  - Year 3 (2015-16): PROMISE Eligible Incidents with subgroups



As of June, 2016

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## Student Recurrence by School Level

Student Recurrence (accrued) - High		
Frequency	Students	Incidents
1st Offense	1,330	1,330
2nd Offense	106	212
3rd Offense	14	42
4 or more Offenses	9	36
<b>Total</b>	<b>1,459</b>	<b>1,620</b>
Student Recurrence (accrued) - Middle		
Frequency	Students	Incidents
1st Offense	879	879
2nd Offense	116	232
3rd Offense	17	51
4 or more Offenses	12	52
<b>Total</b>	<b>1,024</b>	<b>1,214</b>
Student Recurrence (accrued) - Elementary		
Frequency	Students	Incidents
1st Offense	319	319
2nd Offense	61	122
3rd Offense	14	42
4 or more Offenses	6	27
<b>Total</b>	<b>400</b>	<b>510</b>

Student Total – 2,883  
1% of Total Student Enrollment – 220,215



As of June 2016

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## 3 or More Student Recurrence Follow-Up Trend

### Outcomes

- 34 students committed a total of 3 or more PROMISE eligible incidents during the 2013-14 school year
  - 1 student committed subsequent offenses during the 2014-15 and 2015-16 school year
- 161 students committed a total of 3 or more PROMISE eligible incidents during the 2014-15 school year
  - 9 students committed subsequent offenses during the 2015-16 school year
- 72 students committed a total of 3 or more PROMISE eligible incidents during the 2015-16 school year



As of June, 2016

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## 3 or More Student Recurrence SY 2016

### Outcomes

Frequency	Student
3 <sup>rd</sup> Offense	45
4 <sup>th</sup> Offense	21
5 <sup>th</sup> Offense	5
6 <sup>th</sup> Offense	1

Total – 72 Students

- 14 students transitioned to a Non-District school
- 1 student transitioned to the Detention Center
- 3 students transitioned to a Disciplinary/Behavior Center
- 54 students are receiving interventions and/or tiered supports through MTSS/RtI



As of June, 2016

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As noted in the Task Force Recommendations, refinement of the PROMISE program to provide the best interventions while maintaining accountability must include analysis of cross-year recidivism, and recidivism across qualifying offenses. This data should be available much more rapidly to prevent a lag of interventions and supports, as well as refinement to the program.

### PROMISE and Juvenile Citation Program

In addition, the Task Force considered the intersection of the PROMISE program and the Juvenile Civil Citation Program (see Chapter 6), which is an alternative to arresting youth who commit misdemeanor acts outside of school and is intended to ensure that these youth are expeditiously held accountable, supervised, and receive appropriate intervention services. The

Task Force inquired as to the communication flow between these two programs, which may be providing supports and interventions to the same student. According to the BCPS, the Schoolhouse to Jailhouse Committee discussed maintaining a separation of processes within the school-based PROMISE intervention program and Florida Juvenile Civil Citation. While both programs seek to identify and address underlying causes of misconduct and provide alternatives to arrest, the interventions offered within each program differ. The committee's intent was to assure youth are afforded the opportunities within the two systems without prejudice, and that PROMISE attendance would not impact eligibility for Civil Citation.

The Task Force was informed that there is an informal process for sharing information predicated upon PROMISE participation through disclosures by the Youth of family. However, the Task Force noted that there should be a level of communication that ensures a coordinated provision of supports and interventions, while ensuring accountability and supervision.

### **E. Students With Disabilities**

The District serves over 32,000 students with disabilities and offers a free and appropriate public education in compliance with the federally mandated Individuals With Disabilities Education Act (IDEA). A continuum of services and programs are available to meet the individual needs of students eligible for special education and related services, ages 3 through 22. This continuum of services may be provided in a variety of settings, which include general education classrooms, resource rooms, specialized day schools, and hospital homebound. Eligible students are provided supports and/or services as per their Individual Education Plan (IEP) that are based on each child's unique needs, as related to their present levels of academic achievement and functional performance.

When students with disabilities commit a behavioral infraction that leads to consideration for a change in placement or exclusion from their current location, by federal law, a manifestation determination meeting must be held before any change is made. A manifestation determination considers:

1. If the conduct in question was *caused by*, or had a *direct and substantial relationship to, the child's disability*.
2. If the conduct in question was the *direct result of the school district's failure to implement the IEP*.
3. If either is applicable, the conduct shall be determined to be a manifestation of the child's disability.

If conduct **IS** a manifestation of the disability:

- ✓ Review Functional Behavior Assessment; Positive Behavior Intervention Plan and Individualized Education Plan for any needed support.
- ✓ Return the student to the last agreed upon placement OR in cases when a change of placement is being considered for disciplinary reasons (such as for an expellable offense), the student's placement cannot be changed unless the parent and school district agree.

If conduct **IS NOT** a manifestation of the disability:

- ✓ Apply relevant disciplinary procedures in the same manner and for the same duration as to students without disabilities. **However**, the student will continue to have the provision of FAPE.
- ✓ IEP/504 Team determines extent to which services are needed to enable the student to continue to participate in the general education curriculum and progress toward meeting

IEP/504 goals while receiving a free appropriate public education (FAPE).

As outlined by the BCPS, a parent is a member of the IEP Team and has an equal voice in the decision making of their child's education. In the event there is a dispute, it is ultimately the BCPS's responsibility to provide what it deems as the best education for the student, even if the parent does not agree. In these circumstances, the parent would need to seek due process to overturn what the District has prescribed within the IEP.

This holds true for discipline as well. It is the responsibility of the IEP Team to determine if the behavior is a manifestation of the child's disability. Again if there is disagreement, and the BCPS believes the behavior should be disciplined, the parent would need to seek due process to overturn that decision. The only difference in matters involving discipline is the parent would receive an expedited hearing because it involves potential discipline.

Finally, the only deviation from this process of BCPS determination and parental effort to overturn would involve placement. If the BCPS believes it is in the best interest to move the child to a special center, it would need parent consent. If the parent does not agree with the placement, and the BCPS wants to proceed with moving the student because it feels it provides the best education, the BCPS would need to file due process to affect the change in school.

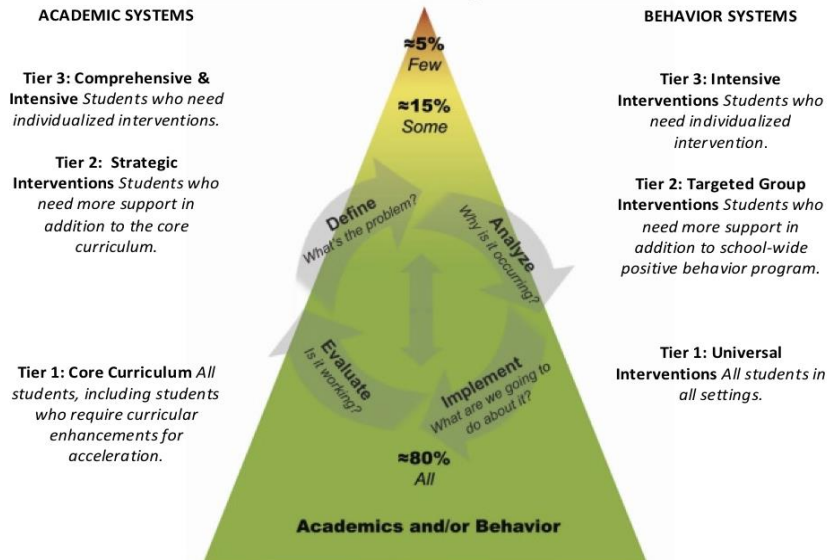
#### **F. Response to Intervention**

***Response to Intervention (RtI)*** is defined as "the change in behavior or performance as a function of an intervention (Gresham, 1991). RtI is implemented as a leveled or tiered approach to instructional delivery that includes interventions of increasingly higher intensity, based on a student's need; that is, a ***Multi-Tiered System of Supports (MTSS)***. Assessment data provides the evidence of student learning, and based on this information, decisions are made about the most appropriate instruction, including interventions, that will help a student learn. Likewise, behavior management is addressed in a leveled or tiered approach, and decisions are made about the best behavioral interventions to employ based on assessment and data. A problem-solving method of decision-making is employed and results of efforts are documented. The process is intended to result in better learning opportunities (academic and behavioral) and higher achievement for all students.

RtI is constructed around a 3-tiered model of intervention delivery (MTSS).

- ✓ Tier 1 is called "universal" because the methods used at this level are what all students receive. On the academic side, Tier 1 is the core curriculum, in each subject area, that all students receive in each classroom, at each grade level. On the behavioral side, Tier 1 is the school-wide/class-wide approach to behavior management used for all students.
- ✓ Tier 2 is called "strategic" or "targeted" because these are interventions targeted to specific student problems. Tier 2 consists of strategies that are supplemental—that is, provided in addition to, not in place of, the core curriculum or behavior management approach. Tier 2 interventions are generally targeted to at-risk students and they are usually delivered in a small group format (e.g., a group of 5 struggling readers in a classroom is provided with supplemental reading instruction, from a reading coach, 30 minutes per day, 5 days per week, in addition to receiving all core instruction in reading from the classroom teacher).
- ✓ Tier 3 is called "intensive" because at this level the student needs interventions that are specifically tailored to his/her needs and intensively focused. As at Tier 2, these interventions are supplemental—that is, provided in addition to all core instruction in the student's area of difficulty.

## Three-Tiered Model of School Supports & the Problem-Solving Process



### G. Department of Juvenile Justice (DJJ) Transition

Throughout the school year, students transition from in-county and out-of-county DJJ programs to a traditional or alternative school. When the District receives notice that a student is returning from a DJJ program, a comprehensive committee of BCPS employees is assembled to determine the appropriate educational setting for the student. The committee consists of staff from multiple district departments and school principals. A complete analysis of court documents, all available educational records and DJJ Transition Plans is conducted. While students are typically assigned to the least restrictive environment, if deemed necessary, they may be assigned to a more restricted location.

### H. Alternative Schools

As outlined by BCPS, there are two types of alternative schools that provide a variety of educational programs to students who are not meeting academic or behavioral success in the traditional school setting. Identified students are transitioned to one of these center schools from their high school. Typically, the nature of the assignment and students' progress in the program determines their length of stay. Upon enrollment, students are eligible for transportation services and access to free and/or reduced priced meals if they qualify.

### I. Disciplinary Centers

The three disciplinary centers are Cypress Run Education Center in Pompano Beach, Lanier-James Education Center in Hallandale Beach, and Pine Ridge Education Center in Fort Lauderdale. According to BCPS, the vision of the disciplinary centers is to become a national recognized school of excellence in innovative educational alternatives designed to prepare students for college and careers. Similarly, the mission of the disciplinary centers is to provide appropriate educational strategies and resources that support social emotional growth of students who struggle in the traditional school environment and transition them with the support necessary for success to their schools. All students in Grades K-6 assigned to the Behavior Change Program attend Pine Ridge Alternative Center with transportation provided by the

District. Students in Grades 7-12 grade assigned to the Behavior Change Program attend Cypress Run Education Center or Lanier-James Education Center based on their residential address with transportation provided by the District. The following programs are offered in the disciplinary centers:

#### Behavior Change

Students who attend the Behavior Change Program have demonstrated chronic behaviors at their assigned home school. Interventions have been employed at the home school without success. As a result, students are assigned to the Behavior Change Program which has a smaller setting. Teachers and support staff work on the academic and social emotional needs necessary for students to transition successfully back into their boundary schools.

#### Expulsion Abeyance

BCPS has a policy surrounding what constitutes an expellable act or offense committed by students. When students commit an act that meets the guidelines for expulsion, the District works with the student and parent to determine an educational option in lieu of expulsion from school altogether. The Expulsion Abeyance is an agreement among the District, parent and student that outlines the education of the student for no less than 90 days and no more than 180 days at the alternative site. Students are able to continue their grade matriculation while receiving the appropriate counseling and therapeutic service to assist them in the transition back into the traditional setting with success. Parents may also opt to have an online education for their child via Florida Virtual or Broward Virtual school.

#### Alternative to External Suspension (AES)

BCPS has instituted the discipline matrix that outlines the progression of disciplinary consequences for a series of infractions. When student infractions progress to an out of school suspension, parents and students are encouraged to select the alternative to out of school suspension option which allows them to attend school at one of the three disciplinary centers as assigned by their geographic area. Students are able to keep up with their class work while simultaneously engaging with counselors who help them process their behaviors and find ways to respond differently in future situations.

#### Responsibility Increases Students Equity (RISE)

The RISE Program is an educational program at Pine Ridge Education Center that provides an opportunity for over-aged students who have been retained in elementary school to excel to the next level. Students are given a rigorous curriculum in which they have nine weeks to two semesters to complete the program. Upon completion of the RISE Program students are then eligible to be placed in their correct grade level.

#### PROMISE

Students countywide attend Pine Ridge Education Center for the PROMISE Program. While there, students engage in therapeutic counseling to understand the “why” of their behavior and how to identify body triggers that indicate a variety of emotions. By identifying said emotions and their poor responses, students are taught replacement responses. Students and their parents are also connected to a variety of supports that help the entire family. Below are the services provided to the students and their families during the program as well as afterwards for maintenance.

- NOVA Southeastern Counselors
- Active Community Group Sessions
- Substance Abuse Counselor (Individual and Group Session Tuesday and Thursday)

- Coping Skills Group
- Social Emotional Learning Group Sessions
- ESE Support
- Henderson Clinic
- Active Community
- CMET

#### **J. Alternative High Schools**

The four alternative high schools are Dave Thomas Educational Center in Coconut Creek, Henry D. Perry Education Center in Miramar, Seagull Alternative High School in Fort Lauderdale, and Whiddon-Rogers Education Center in Fort Lauderdale. BCPS asserts the vision of the alternative high schools is to become nationally recognized schools of excellence in innovative educational alternatives designed to prepare students for college and careers. Likewise, their mission is to provide appropriate alternative educational strategies and resources that support social emotional growth and fulfill the desire to become lifelong learners. They offer the programs listed below to students in Grades 7-12, in addition to a variety of adult education classes:

##### *Middle School Course Recovery and Acceleration*

Students entering the 8th grade program will begin high school coursework on the first day of school. Students may earn up to 7 high school credits while in 8th grade. All coursework completed at the alternative high school will be on the student's high school transcript and will affect the student's high school Grade Point Average (GPA). Students entering the 7th grade program have the opportunity to complete both 7th and 8th grades in one school year.

##### *High School Course Recovery and Acceleration*

- Multiple pathways to graduation
- College and career advisement
- Test prep
- Credit recovery
- Mentorship programs
- Opportunities for job placement within industry
- High school students may participate in CTE program pathways and earn accompanying certifications in the following fields: architecture and construction, audio video technology, health education, hospitality and tourism, information technology, Law, public safety and security, transportation, distribution and logistics.
- High school students may participate in the athletic academy, which is an innovative program that utilizes progressive instructional strategies. Students are grouped in a cohort designed to prepare them to be successful at the collegiate level as a student and athlete. The curriculum supports a growth mindset and includes a collaborative atmosphere that focuses on the soft skills, hands in experiences and social emotional connections that are necessary for success.

##### *Pregnant and Parenting Teens Program*

This program provides an opportunity for students to continue their education while preparing for and ultimately attending to the needs of their children. Teen parents are assigned to one of the academic programs and their children are cared for on-site in a licensed childcare center owned and operated by the school district. Additionally, they are provided with a variety of health care and social services for them and their children on campus.

### Adult Education Programs

This alternative high schools also provide opportunities for adult students to learn English and/or earn a GED through a self-paced, individualized learning environment.

### **K. Reminders of Standard District Protocols Related to Discipline, Security**

Immediately following the tragedy at Marjory Stoneman Douglas High School, BCPS sent out reminders of policies and procedures that are expected of each school, administrators, teachers, staff and students. These reminders were reiterating protocols that were in place prior to February 14, 2018.

School Safety Plans: All school safety plans must be regularly reviewed and updated as necessary. Input and expertise from appropriate District personnel, local law enforcement and fire officials must be incorporated into the plans. The plan must be clearly articulated to and implemented with all students, staff and stakeholder groups.

Student and Staff Identification Badges: All schools should have identification badges produced for students and staff members. A process for ensuring that the badges are worn at all times must be developed, communicated and initiated. Additionally, individuals visiting campuses must wear some form of identification (district-issued identification badge or site-based generated visitor or volunteer badge) while on campus.

Classroom Doors: All classroom doors must be locked at all times.

Perimeter Gates: Schools leaders should assess their campuses to determine the latest time that perimeter gates will be unlocked. Once the school day begins, all perimeter gates should be locked except for one gate to allow for parent and visitor access to the school. To the extent possible, this gate should be monitored at all times by school personnel. As schools prepare for dismissal, perimeter gates will have to open for the normal flow of traffic. At the conclusion of dismissal and staff departure, all gates should be secured again, except for those that are necessary for any after school activities and/or after school care programs.

Student Uniforms: Many schools have instituted a uniform policy for students. The expectations should be reiterated with parents and strictly enforced. Additionally, all schools must enforce the student dress code guidelines outlined in the Code of Student Conduct.

Emergency Drills: Emergency preparedness and response drills/training should continue to occur on a regular basis. This includes fire drills and critical incident drills. Appropriate notice of the drills to essential stakeholders should be provided when necessary.

Security Tracking and Response (STAR) System: Upon entry to campus, all visitors must be processed through the STAR System. This includes, but is not limited to, parents, District staff, vendors, volunteers, and members of the public.

Monthly Stakeholder Meetings: Input and feedback from stakeholders should be welcomed at monthly parent and community meetings. Minutes should be recorded, shared with stakeholders at subsequent meetings and filed as a part of school records.

Communication of Events to Parents: In the event of a critical incident or planned emergency drill, parents must be provided with timely, accurate and consistent information. A message should be sent via ParentLink capabilities and applicable social media outlets advising parents



of the nature of the incident and an assurance of updates being communicated to them when the event has concluded.

*Student Discipline & Critical Incident Reporting:* The District has the zero-tolerance expectation for school leaders to accurately report all student disciplinary infractions in the District's official student data repositories, Total Educational Resource Management System (TERMS) and the Discipline Management System (DMS). Additionally, the appropriate interventions and supports for the victims and offenders must also be documented for every incident. Moreover, all incidents involving paramedics, law enforcement and/or the fire department must be reported to the Office of School Performance & Accountability (OSPA) when they occur.

## **CHAPTER 6: COMMUNITY BASED MENTAL HEALTH PROGRAMS**

The Task Force, like the community at large, recognizes that the issues surrounding mass shootings and gun violence often involve mental health considerations. Additionally, the Task Force was keenly focused on the post-event mental health issues for those impacted by the acts of violence.

At the outset, it was important to those participants on the Task Force working in the field of mental health, to make clear that the vast majority of people deemed to be suffering from “mental illness” pose no danger either to themselves or others. As the National Institutes of Medicine concludes, while there is “a link between mental illnesses and violence, the contribution of people with mental illnesses to overall rates of violence is small, and further, the magnitude of the relationship is greatly exaggerated in the minds of the general population.” According to a recent study, only 5 percent of all gun-related killings in America could be linked to perpetrators’ symptoms of mental illness.

When it comes to students, “The challenge begins with deciding who is primarily responsible for students’ mental health. By default, teachers often find themselves in the category of first responders, but almost no one believes they should shoulder the role of therapist.” (The School Administrator, 2013) Scott Jaffee, points out that teachers, while willing to help, are not trained for the job. This means that school districts must prioritize a portion of their funding for student support services, including social workers, psychologists, counselors, and related supports. It also makes public funding for community mental health services for children even more important.

### **A. MSDHSPS Act and Mental Health**

As outlined in Chapter 2 of this Report, MSDHSPS Act includes changes to the Baker Act process related to firearms and the implementation of the Risk Protection Order process. These changes substantially impact both school and community public safety. Additionally, the MSDHSPS Act addresses issues related to schools and mental health some of which will require guidance from the Florida Department of Education. A provision that requires students to disclose their mental health history when gaining entry to the public schools may be legally challenged given federal legislation which protects the disclosure of health information.

It is also important to note that while the MSD Act does provide additional dollars for mental health services, a large portion of those dollars are non-recurring. This is deeply concerning as it is irrefutable that the needs will be ongoing for many years and the system was and is already seriously underfunded. In fact, according to the National Association of State Mental Health Program Directors Research Institute, which mental health funding experts as the best data source, and their most recent data (2014) **Florida ranked 51st out of 52 jurisdictions for total state mental health spending** – behind 49 states and Washington, D.C. – at \$36.05 per capita. One caveat: this data is based on money spent through Florida’s Substance Abuse and Mental Health office, managed by the Department of Children and Families, and does not include services paid from other sources, including Medicaid or local funds, on mental health programs.” (Amy Sherman, PolitiFact Florida published January 23, 2017 emphasis added)

While State funding lags way behind the national average, Broward County funders have attempted to fill some of the need through Broward County Human Services Department, the Children’s Services Council of Broward County and the United Way of Broward County. In addition to the local dollars, these partners along with The Broward Behavioral Health Coalition, which is the Managing Entity for the State funding, have led several successful efforts to bring

federal funding into the County to help build our System of Care (SOC). These funders have developed a rich array of services over the last 20 years that have allowed children to receive services without their parents having to relinquish custody to the State. They have also provided in home services and intensive wrap around services to stabilize children and families.

## **B. Overview of Existing Community Mental Health Access and Programs**

It was noted by the Task Force, the existing community based mental health programs and access thereto is often not well understood by the public at large, or even policy makers. The complexities of providers and funders is well understood by those in the field of community mental health. However, when it comes to families and individuals who need to access existing programs, guideposts for the journey are not always clearly marked. As a result, the Task Force set out to provide an overview.

Community Funders and service providers are continually working to improve the availability and accessibility of services by improving coordination and access as well as either reallocating or increasing funding. This creates challenges for service Providers whose funding is always at risk and is already not sufficient to meet the community needs, although the Broward County Human Services Department and the Broward Behavioral Health Coalition contribute millions of dollars annually for child, family, and adult mental health and substance abuse services and related supports.

The Children's Services Council provides backbone support for the Children's Strategic Plan and the Funders' Forum both of which support joint planning and funding where appropriate. With the benefit of federal funding received by the CSC through a Performance Partnership Pilot grant, CSC has been leading the development of an Integrated Data System which is known as will be known as the Broward Data Collaborative (BDC). The BDC will bring together the data of the agencies funded by the CSC, the Broward Behavioral Health Coalition, Broward County Human Services Department, the State Department of Juvenile Justice, Florida Department of Children and Families, Broward County Public Schools, ChildNet and the Early Learning Coalition. The initial goal of the BDC was to share unidentifiable data to allow for research and planning. However, the technology and data sharing agreements can provide a robust, secure platform upon which to build individual-level data sharing amongst agencies, where there is an appropriate release by participating individuals. This individual level data could be used to provide additional wrap around services and to improve coordination of services for children and families.

It was noted, however, that people may be unwilling to provide consent because:

- The stigma attached to mental illness is still quite prevalent especially among youth where there is such pressure to "fit in" and the bullying of those seen as "other" is still pervasive despite extensive efforts to stop it.
- Stigmatization often keeps adults with private insurance from accessing services because they fear their employer will find out even though such disclosure is prohibited by federal law. (Health Insurance Portability and Accountability ACT HIPAA Public Law 104-191, 110 Stat 1936).
- When children are involved, parents must consent to treatment and that consent can sometimes be difficult to obtain. This occurs for a variety of reasons including, but not limited to the aforementioned fear of stigma, lack of trust, denial of any problems, unwillingness for their child to be labeled, parent(s) disengaged or absent, and the parent(s) does not understand the system or the opportunities.

The Task Force had some brief discussions related to whether or not it was beneficial or advisable to include law enforcement in the BDC in the future. However, concerns were raised regarding privacy, including the potential claims of profiling people with mental illness which could deter people from seeking the help they may need. As this Initial Report was being completed, a system in Pinellas County which reportedly involves data sharing between mental health and law enforcement was identified. Preliminary information is that the data sharing is used to provide more robust services but more research needs to be done into the data sharing as well as policies, procedures and protections related thereto.

Since the federal funding for Integrated Data System project ends September 30, 2018, local dollars will be needed to maintain and manage the system and to perform the data analysis. It is estimated that \$200,000 - \$300,000 will be needed for FY 18-19 to pay for hosting and maintenance, IDS system expansion and enhancements and staffing / consulting support for data analysis. As the data questions and uses are developed and expanded, additional funding may be needed to support additional data analytic staff / consultants.

#### Broward County Mental Health System of Care

According to the Broward Behavioral Health Coalition's (BBHC) "Managing Entity Annual Business Operations Plan FY 17-18" (Re-submitted 8/14/2017), BBHC's System of Care is comprised of the Children's System of Care and the Adult System of Care. Each of these systems provides behavioral health services to the individuals and families in need. BBHC works to identify service needs and gaps, prioritize them in the system of care, and then together with the Board of Directors, the provider network, and other community stakeholders and partners work on solution focused approaches to address those needs and gaps. Below is an excerpt from the above referenced Plan.

#### Children's System of Care

Broward has benefitted from the experience and implementation of two System of Care SAMHSA Grants known as One Community Partnership (OCP 2). Both OCP grants have enriched the children's mental health system by a committed partnership amongst Broward County, Children's Services Council, Department of Children and Families, and many other local stakeholders. BBHC has sustained the gains from that grant including a well-funded wraparound initiative for children and families funded through Broward County.

With an additional four (4) year Expansion Grant and \$1 million dollars a year, it is expected that the system will greatly be enhanced for those youth ages 14 to 21 years old who are transitioning to adulthood.

In the BBHC behavioral health needs assessment identified a \$25,392,372 gap in State funding for the Children's System of Care in Broward County. This need was also substantiated by the County survey which identified a variety of services and support needs for children from birth to 21. (The Broward County Human Services Department Comprehensive Community Need Assessment is available upon request.)

Based on the identified needs from the above-mentioned assessment, below are identified service objectives and outcomes:

**Transitioning Youth from the Children's System of Care to the Adult System of Care:** One of the identified gaps is the services for youth transitioning from the children's system to the adult system of care. Often youth coming out of the children's system fall through the cracks as each system has a very different array of services and requirements. To address these issues of transitional youth, BBHC collaborated with Broward County and other community

stakeholders and applied and was awarded SAMHSA's System of Care Expansion Planning Grant. This grant began in October 2014.

In October 2015, SAMHSA awarded Broward County/BBHC a system of care implementation grant for transitioning youth. The overall anticipated outcome is that transitioning youth will have the consumer and family driven services and supports needed to successfully transition to adulthood.

**Juvenile Addiction Receiving Facility (JARF) Service Needs:** One of the needs identified during FY 13-14 was the lack of a JARF in Broward County. BBHC has successfully worked with one facility and the Department of Children and Families (DCF) in designating the facility as a JARF. The outcome is that this additional level of care has benefitted the community youth, especially our Child Welfare (CBC) and Department of Juvenile Justice (DJJ) partners, as children identified in need of substance abuse treatment or co-occurring disorders are now able to be committed under the Marchman Act, F.S. Chapter 397 et. seq., into a secure setting and be protected from further deterioration.

**Utilization Management (UM):** BBHC launched its Utilization Management Program (UMP). The objective is to ensure that individuals authorized to receive services meet the clinical criteria and receive the appropriate level of care. Services occur according to a centralized list by level of care. The outcomes include the availability of UM reports to provide necessary data and trends to identify community needs and better manage the system of care. Evidenced based assessment tools are used to standardize eligibility criteria across the system of care. Last year, the LOCUS and CALOUS were added as level of care assessments to screen levels of residential placement.

#### Adult System of Care

BBHC is working with community partners, stakeholders, providers, and consumers in developing a System of Care as reflected in BBHC's vision, mission, and values. To accomplish this BBHC has been working to identify strengths, needs, and gaps in the system. Broward County Human Services has completed a comprehensive needs assessment. Additionally, BBHC conducted a needs assessment identifying a need of an additional \$85,932,829 beyond current state funding to support the adult System of Care. The State of Florida, DCF, is transforming the system of care from one that is an acute care model to a value driven Recovery Oriented System of Care (ROSC).

Based on the identified needs from the above-mentioned assessment, below are identified service objectives and outcomes:

**Mental Health Court:** Broward County benefits from having the first Mental Health Court in the United States. The adult System of Care has the largest forensic commitment rate in the State of Florida. Many of the mental health resources are focused on addressing the myriad of needs of the forensic population.

BBHC's objective is to shift the focus of the System of Care from a crisis forensic mode to a preventive civil one, ensuring that the adult System of Care prioritizes civil individuals' access by diverting them from the criminal justice/forensic system. The outcome is to provide easy access to services to clients identified in the civil system.

**Increase the Number of Law Enforcement Officers Trained in Crisis Intervention Team (CIT):** Broward has had a CIT Program for over fourteen (14) years. Currently, Broward has over 2000 police officers trained. The goal is to train additional officers in FY 17-18.

**Obtain funding for a Short Term Residential Treatment (SRT) level of care:** The lack of sufficient SRT beds creates a gridlock in our system of care. Individuals needing access to the level of care are taking up limited beds in the CSUs and other receiving facilities waiting for placement in the state treatment facilities. In addition, the lack of an SRT results in an increase in our forensic system due to individuals with SMI getting in trouble with the criminal justice system.

**Restore Funding to the Central Receiving System (CRS):** The goal of the CRS is to divert individuals from the Criminal Justice System and ensure that they are being properly triaged to the proper level of care with appropriate supports. State funding for this system was cut by \$1.2 million in Broward (\$8.2 million statewide) for FY 17-18.

**Primary / Behavioral Health Integration:** Under the auspices of the System of Care Committee, BBHC has created a Primary Care / Behavioral Health Integration Workgroup that is focusing on enhancing the system of care by integrating primary and behavioral health care services. BBHC, together with the two tax-assisted hospitals, two Federally Qualified Health Care Centers (FQHCC) Broward County and BBHC network providers comprise the committee.

**Cultural and Linguistic Competency (CLC) Initiative:** BBHC has received all final CSC plans from providers. BBHC staff will be reviewing to ensure compliance with CLAS Standards and request training of all agency staff based on new plans.

### **C. Community Mental Health -- Prevention and Intervention Funders**

In an effort to outline the various sources of funding for prevention and intervention in the areas of mental health, the Task Force gathered summary information.

**Broward Behavioral Health Coalition:** [www.bbhcflorida.org](http://www.bbhcflorida.org)

Mission – BBHC provides a comprehensive system of care for substance use, mental health, and co-occurring disorders for individuals in Broward County.

Broward's public behavioral health system is under the jurisdiction of the Florida Department of Children and Families (DCF). DCF privatized its service system through the development and contractual relationships with local Managing Entities to provide the administration, management, support and oversight of the State and federally funded behavioral health services. In 2011, DCF designated the Broward Behavioral Health Coalition, Inc. (BBHC) as Broward's local Managing Entity, which is responsible for the contracting, monitoring, clinical quality oversight and performance improvement of the DCF/State funded behavioral health services.

**Broward County Human Services Department:** : [www.broward.org/Human\\_Services](http://www.broward.org/Human_Services).

Mission – To enhance the quality of life for Broward County residents through innovative and integrated health and human services programs.

The Broward County Human Services Department is the social safety net responsible for providing prevention, intervention, and self-sufficiency services for the most vulnerable children, families, and adults in our community. While the primary responsibility for financing the mental health and substance abuse services system belongs to the State, the Broward County Board of

County Commissioners has made a substantial and continuous commitment to and investment in supporting a comprehensive system of care, particularly for those who would otherwise not have access.

Community Partnerships Division/Mental Health Unit: Provides funding, monitoring and evaluation of contracted service providers for adult mental health services including crisis stabilization, mobile crisis, inpatient psychiatric services, mentoring and consumer support services. The Section also provides local match assistance to community mental health agencies receiving Florida Department of Children and Families funding through BBHC for adult mental health services in order to assist those agencies in meeting their local match obligation. [www.broward.org/HumanServices/CommunityPartnerships/HealthCareServices](http://www.broward.org/HumanServices/CommunityPartnerships/HealthCareServices)

Community Partnerships Division/Children's Services Administration:

The Children's Services Administration (CSA) seeks to improve the lives of children and their families by providing leadership in community planning efforts. The CSA is responsible for strategic planning and administration of approximately \$15 million in contracts awarded to organizations (non-profit, public and for-profit) that provide a variety of services to children and their families. These services address the needs of children in several program categories, including behavioral health, juvenile justice, special needs, child welfare, childcare, school-based interventions, social services, independent living, and LGBTQ.

<http://www.broward.org/HumanServices/CommunityPartnerships/ChildrensServicesAdministration/Pages/Default.aspx>. The following link provides direct access to information on the provider network: <http://www.broward.org/HumanServices/CommunityPartnerships/CPDirectory/index.html>.

Crisis Intervention and Support Services/Justice Services Section:

Juvenile Civil Citation is an alternative to arresting youth who commit misdemeanor acts and ensures that these youth are expeditiously held accountable, supervised, and receive appropriate intervention services. Research shows that the right services at the right time, for the right youth can change the trajectory for the potential of future serious criminal activity. Detaining first time, non-violent misdemeanor offenders puts them at risk for deeper involvement in the juvenile justice system, increasing the likelihood that they could become serious violent offenders. The purpose of the Citation process is to:

- Ensure that the youth's misdemeanor offense is appropriately addressed without creating a criminal record
- Reduce juvenile delinquency while promoting community safety
- Provide tax payer savings

The County's Justice Services Section serves as the coordinating entity for the program and provides the intake assessment services and refers/coordinates/monitors the prevention and early intervention services, such as mental health or substance abuse services, community service hours, parental support services, Restorative Justice Conferences, anger management classes, anti-theft classes, and academic progress monitoring. Since the County began serving as the coordinating entity in 2012, Juvenile Civil Citation has:

- Served over 4,000 youth
- Achieved 90% successful completion rate
- Achieved 2% recidivism rate (98% did not commit new crimes)
- Avoided an estimated 13.2 million dollars in arrest processing costs

Eligible youth must be age 17 or younger, have no pending or prior felony charges, admit to having committed an eligible misdemeanor offense, and have not exceed the allowable three opportunities.

Children's Services Council of Broward County: [www.cscbroward.org](http://www.cscbroward.org)

Mission – The CSC's mission is to provide leadership, advocacy and resources necessary to enhance the lives of the children of Broward County and empower them to become responsible, productive adults.

The CSC program budget is developed using Results Based Accountability – analyzing county-wide data trends, CSC funded program outcomes, economic and social Return on Investment (ROI) data, input from the Children's Strategic Plan Committees and integration with other Funders. A copy of the CSC Proposed Program Budget discussed at their Budget Workshop on May 17, 2018 can be found at [www.cscbroward.org](http://www.cscbroward.org). It should be noted that as the Special Act (2000-461 Florida Laws as amended) limits CSC's taxing authority to 0.50 mills. The current levy is .4882. This funding is not sufficient to allow for the highly effective programs offered to be offered to everyone who would be eligible for participation.

Programs – The CSC funds over 100 agencies to provide programs based on Evidence Based Practices (EBP) subject to stringent monitoring for quality and fidelity to the models. All of this is done with Community Partners to help "Turn the Curve" in a positive direction on issues like: Maternal and Child Health, Family Strengthening, After-School and Out-of-School Time, Kinship Care, Youth Leadership, Advocacy and Employment, and Support for Youth and Families with Special Needs.

In the mental / behavioral health system of care CSC's role is primarily prevention and early intervention starting with supports for mothers experiencing depression and / or anxiety during or post pregnancy. To support children in preschools, CSC funds a cadre of Quality Coaches who provide training and quality improvement to child care centers using the Positive Behavioral Interventions and Supports approach.

Once a child enters school, CSC partners with the BCPS and the Florida Department of Health in Broward County to provide either school nurses or health support technicians in schools throughout the county. All three entities have agreed to increase their allocations for this service in FY 18-19 so that all elementary schools will have a dedicated professional on site in SY 18-19. In addition to supporting student physical health, in the summer of 2018, these health professionals will receive additional training on administration of the Adverse Childhood Experiences Screen (ACES) and recognizing signs of trauma.

CSC is also the largest local funder of out of school time programs for elementary school aged children (although children with special needs in these programs may be older than typical elementary school age). These year-round and summer programs provide a safe, positive environment for elementary school children from economically disadvantaged areas throughout the County, for child and youth ages 3-22 with behavioral health and other special needs. High-quality and enriching activities support social emotional learning as well as academic achievement.

CSC's teen programs are based on the research that shows that youth that participate in engaging, non-punitive programs are more likely to have positive outcomes. Positive youth development can instill belief in a positive future and help mitigate negative influences. These programs are known in the community as Youth FORCE (middle school) and 21<sup>st</sup> CLCC or



LEAP High (high school) and Healthy Youth Transitions (for special populations who need support transitioning to adulthood).

The CSC funded Juvenile Diversion Programs known as New DAY (new Diversion Alternatives for Youth) incorporate family support services, counseling, youth development activities, community service and restitution to divert low-risk juvenile offenders from the delinquency system and reduce recidivism. These are highly-structured evidence based programs that are closely monitored for fidelity to their models and recidivism of youth referred. All funded agencies are in close communication with the State Attorney's office if youth fail to comply with the requirements of the program. If they do not successfully complete the State Attorney will proceed with prosecution as they deem appropriate.

Additional information on these programs can be found in: Funded Programs Guide – [www.cscbroward.org/](http://www.cscbroward.org/) publications. The CSC also publishes a Funded Programs Guide which lists all of the many programs funded by the CSC along with a program description and contact information.

Family Resource Guide – <https://user-vg1nivw.cld.bz/browardcountyfamilyresourceguide2017-2018>

Annually, CSC puts out a resource guide, published in four languages (English, Spanish, Creole and Portuguese), which lists services available throughout Broward County. The guide is available in hardcopy and online. It contains a wide array of articles on child development, health and safety as well as a "Parents' Guide to Broward Public Schools and a guide to choosing "Child Care that Works for You" along with important phone numbers and contact information.

United Way of Broward County Commission on Behavioral Health & Drug Prevention (formerly the Commission on Substance Abuse) [www.drugfreebroward.org](http://www.drugfreebroward.org)

Mission – Empowering our diverse community to live a healthy and drug free life.

UWBCCSA is a broad-based substance use/abuse coalition dedicated to reducing substance use/abuse and all its devastating consequences on individuals, families and communities.

#### **D. Additional Guides to Mental Health Resources**

2-1-1 Broward Helpline: [www.211broward.org](http://www.211broward.org)

Mission – 2-1-1 Broward is the live, 24-hour comprehensive helpline, providing all people with crisis, health and human services support and connecting them to resources in our community. This helpline is the first point of contact for many individuals in seeking assistance for mental health access in Broward.

Mental Health Association of Southeast Florida (MHASEFL): [www.mhasefl.org](http://www.mhasefl.org)

Mission – MHASEFL is dedicated to promoting mental health and victory over mental illness and related challenges through education, prevention, advocacy, research and empowerment. In addition to the many services offered, every other year MHASEFL publishes a Connections guide to behavioral health and support services. [www.mhasefl.org/connections-guide-book.html](http://www.mhasefl.org/connections-guide-book.html)

#### **E. Statistics on Mental Health in the United States**

The Task Force gathered statistics related to mental health issues in the United States. The references in support of the data, statistics and facts are set forth at the end of this Chapter.

- CHILDREN & TEENS

- Approximately 1 in 5 youth aged 13–18 (21.4%) experiences a severe mental disorder at some point during their life. For children aged 8–15, the estimate is 13%
- Impact Warning Signs Suicide
  - 20% of youth ages 13-18 live a with mental health condition
  - 11% of youth have a mood disorder
  - 10% of youth have a behavior or conduct disorder
  - 8% of youth have an anxiety disorder
- 50% of all lifetime cases of mental illness begin by age 14 and 75% by age 24
- 10 yrs. – the average delay between onset of symptoms and intervention is 8 – 10 years
- 37% of students with a mental health condition age 14 and older drop out of school—the highest dropout rate of any disability group
- 70% of youth in state and local juvenile justice systems have a mental illness
- Suicide is the 3rd leading cause of death in youth ages 10 – 24
- 90% of those who dies by suicide had an underlying mental illness
- Warning Signs:
  - Feeling very sad or withdrawn for more than 2 weeks (e.g., crying regularly, feeling fatigued, feeling unmotivated)
  - Trying to harm or kill oneself or making plans to do so. Out-of-control, risk-taking behaviors that can cause harm to self or others
  - Sudden overwhelming fear for no reason, sometimes with a racing heart, physical discomfort or fast breathing
  - Not eating, throwing up or using laxatives to lose weight; significant weight loss or gain
  - Severe mood swings that cause problems in relationships
  - Repeated use of drugs or alcohol
  - Drastic changes in behavior, personality or sleeping habits (e.g., waking up early and acting agitated)
  - Extreme difficulty in concentrating or staying still that can lead to failure in school
  - Intense worries or fears that get in the way of daily activities like hanging out with friends or going to classes
- Adults
  - Approximately 1 in 5 adults in the U.S.—43.8 million, or 18.5%—experiences mental illness in a given year
  - Approximately 1 in 25 adults in the U.S.—9.8 million, or 4.0%—experiences a serious mental illness in a given year that substantially interferes with or limits one or more major life activities
  - Approximately 10.2 million adults have co-occurring mental health and addiction disorders
  - One-half of all chronic mental illness begins by the age of 14; three-quarters by the age of 24
  - 1 in 100 (2.4 million) American adults live with schizophrenia
  - 2.6% (6.1 million) of American adults live with bipolar disorder
  - 6.9% (16 million) American adults live with major depression
  - 18.1% (42 million) of American adults live with anxiety disorders
  - 10.2 million adults have co-occurring mental health and addition disorders
  - Depression is the leading cause of disability worldwide and is a major contributor to the global burden of disease

- Approximately 26% of homeless adults staying in shelters live with serious mental illness
- Approximately 24% of state prisoners have “a recent history of a mental health condition”
- Serious mental illness costs America \$193.2 billion in lost earning every year
- 90% of those who die by suicide have an underlying mental illness. Suicide is the 10<sup>th</sup> leading cause of death in the U.S.
- Nearly 60% of adults with a mental illness didn’t receive mental health services in the previous year
- Nearly 50% of youth aged 8-15 did not receive mental health services in the previous year
- African American & Hispanic Americans used mental health services at about 1/2 the rate of whites in the past year and Asian Americans at about 1/3 the rate

In Florida, according to Mental Health America 2018 data ([www.mentalhealthamerica.net](http://www.mentalhealthamerica.net)):

- **When evaluating prevalence of mental health and access to care, Florida ranked 33<sup>rd</sup>.** “A low overall ranking indicates higher prevalence of mental illness and lower rates of access to care. The combines the scores of all 15 measure make up the overall ranking. The overall ranking includes both adult and youth measures as well as prevalence and access to care measures.” (MHA The State of Mental Health in America)
- **When it came to Youth rankings, Florida ranked 37<sup>th</sup>.** The 7 measures that make up the Youth Ranking include: Youth with At least One Past Year Major Depressive Episode (MDE); Youth with Alcohol dependence and illicit drugs use; Youth with severe MDE; Youth with MDE who Did Not Receive Mental Health Services; Youth with Severe MDE who Received Some Consistent Treatment; Children with Private Insurance that Did Not Cover Mental or Emotional Problems; Students Identified with Emotional Disturbance for and Individualized Education Program (IEP)
- **Florida ranked 44<sup>th</sup> on Access to Care.**

#### **F. Florida Mental Health Act (commonly referred to as “Baker Act”)**

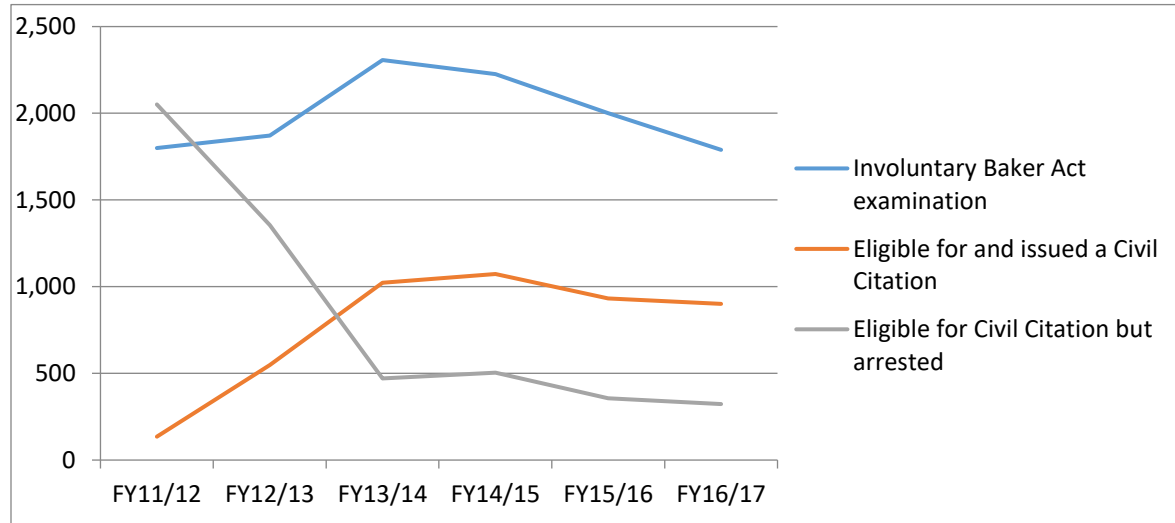
The decision to access services is a very personal and a private one, except in the most extreme cases. According to the Baker Act Handbook and User Reference Guide 2014 by the State of Florida Department of Children & Families, the Baker Act (s394.463, FS Chapter 65E-5-280, F.A.C.) “A person may be taken to a receiving facility for involuntary examination if there is reason to believe that he or she has a mental illness (as defined in the Baker Act) **and** because of his or her mental illness:

1. The person has refused voluntary examination after conscientious explanation and disclosure of the purpose of the examination **or** the person is unable to determine whether examination is necessary; **and**
  - a. Without care of treatment, the person is likely to suffer from neglect or refuse to care for himself or herself; such neglect or refusal poses a real and present threat of substantial harm to his or her well-being; **and it is not apparent that such harm may be avoided through the help of willing family members or friends or the provisions of other services; (emphasis added) or**
  - b. There is a substantial likelihood that without care or treatment the person will cause serious bodily harm to self or others **in the near future, as evidenced by recent behavior. (emphasis added)**

The Intersection of Mental Health and Juvenile Justice for Youth Under 18 in Broward County

	FY11/12	FY12/13	FY13/14	FY14/15	FY15/16	FY16/17
Involuntary Baker Act examination	1,799	1,871	2,307	2,225	2,000	1,789
Eligible for and issued a Civil Citation	135	548	1,023	1,073	933	900
Eligible for Civil Citation but arrested	2,051	1,355	471	504	357	323

See USF Kidscount [www.floridakidscount.org](http://www.floridakidscount.org)



**G. POST-CRISIS INTERVENTION**

“Restoring a sense of safety and security, and providing opportunities for normal development within the social, family and community context are important steps to the recovery of children, adolescents, and families.” *The National Child Traumatic Stress Network*

**MSDHS Post-Crisis Intervention Efforts by BCPS**

The BCPS outlined the Crisis Therapy response in the aftermath of the MSDHS massacre and shooting:

**Crisis Response – Week 1:**

**Day one: Feb. 14<sup>th</sup>**

- Sent a team of staff and therapists to the epicenter of events in Parkland to provide grief support to families.
- Contacted Parkland for locations to provide crisis/grief counseling beginning the following day, February 15<sup>th</sup>.
- Coordinated response from district departments to identified locations: Student Support Initiatives; Exceptional Student Learning Support; Employee Assistance Program.
- Coordinated/scheduled trauma counseling support for adults and children for MSD Zone.

### **Day two: Feb. 15<sup>th</sup>**

- BCPS operationalized to provide trauma and grief counseling services to over 2000 individuals through the crisis hotline and at various locations.
- Centers were open 7 days a week with hours extending into the evening.
- Initial support to the Marjory Stoneman Douglas community came from within the BCPS therapeutic staff and other support personnel (nurses, parent support staff, etc.).
- Therapy dogs were brought in to the crisis center and to MSDHS.
- A counselor/therapist was assigned to the family of each victim (deceased and injured).
- Met with Sandy Hook Promise team to receive input on best practices in the aftermath of school shootings and technical support.
- **24/7 Crisis Hotline** - 754-321-HELP: Provided opportunity for all impacted to call and talk to a licensed BCPS therapist
- Grief and trauma counseling at **Parkland Library** – location serving MSDHS Employees; **Pines Trails Park** – location serving students and Families of MSDHS and zone schools (Location #1: Recreational Center/gymnasium, Location #2: Amphitheatre); **Coral Springs Center for Performing Arts**- location serving entire community.
- Support to the greater Parkland and Coral Springs communities also came from a variety of organizations. BCPS coordinated efforts with various Broward County outside agencies and the **Broward Behavior Health Coalition** extended the reach and support to include assistance in all areas of need. Organizations included:
  - Department of Children and Families; Red Cross; Memorial Health System; Joe DiMaggio Hospital; Henderson Behavioral Health; Jackson Memorial Hospital; United Way of Broward County; BSO; Broward County Children’s Service Board; EATNA, and more

### **Crisis Response – Week 2**

- The services from week 1 continued.
- On week 2 BCPS engaged therapeutic staff from over a dozen school districts in the State of Florida to provide additional counseling support to all schools in the Stoneman Douglas Innovation Zone. These districts sent teams of professionally certified school counselors, psychologist, family therapists and social workers. A large number of these professionals are trained in trauma related therapy and provided group and individual counseling to students, teachers, staff and their families.
- BCPS engaged in targeted outreach for counseling support to students and teachers from the 1200 building with close proximity to the tragedy.
- BCPS also outreached to the student activists to provide support.

### **Recovery Response – Week 3:**

- On week three BCPS collapsed the three community grief crisis counseling centers to one location. As more counseling services were being provided at school locations and through the Employee Assistance Program, BCPS saw less volume at the community locations.
- BCPS restructured and rebranded. The counseling support pivoted towards recovery and resiliency. The Resiliency Center now operates at **Pine Trails Park – Amphitheater, and opens 7 days a week.**
- MSDHS and surrounding Zone schools continue to receive additional counseling support from teams of professionals that are staffed by the district and by our behavior health partners.
- Superintendent met with Counselors/therapists who are assigned and supporting families of victims to discuss their needs.

## Recovery Response – Week 4 – Week 7

- Therapists/counselors from the other Florida school districts leave Broward.
- Ongoing counseling support to MSDHS Innovation Zone continues with district staff.
- Resiliency Center remains open with weekday, weekend and holiday hours.
- Care Coordinators Broward Behavior Health Coalition assigned to MSD High to coordinate referrals to behavior health partners for individual counseling.
- Posted advertisement for the hiring of 50 additional therapists, school counselors, social workers and psychologists. These will be assigned to MSD and zone schools for permanent support for identified students, staff and families.
- BCPS is beginning the conversation of a permanent counseling center in the Parkland/Coral Springs community for ongoing recovery and resiliency support.
- The Broward Behavior Health Coalition and network group are in the process of opening ten community counseling centers throughout Broward County. We are coordinating communication of all services to the staff and families of Parkland and Coral Springs, as well as to the larger community.
- Invited the **National Center for School Crisis and Bereavement** to visit Broward March 19<sup>th</sup> – March 21<sup>st</sup> to review response thus far and provide technical assistance on resiliency work moving forward.
- Engaged a process for vetting offers from national counseling associations and others for therapy services, goods and other support. These offers came from the “We Support” website set up for organizations and individuals to communicate their offers.
- Tiered mental health support continues: Wellness groups, group counseling and individual counseling.

## Task Force Analysis

For many communities subjected to the annual threat of hurricanes, tornadoes, and other natural disasters, most municipalities have an established plan to coordinate response and services. However, with unpredictable events such as mass violence, very few communities have a well-thought-out plan on how to address the psychological needs of the victims and their families, post crisis.

Following a disaster or occurrence of mass violence, initial intervention must involve a coordinated plan for reducing primary distress and offering practical assistance. While there were significant well-intentioned efforts to deploy assistance following the aftermath of the MSD shootings, the effort to provide comprehensive mental healthcare services to victims, and their families, was reactive and could have been better coordinated. Post-crisis therapeutic intervention should include a variety of approaches with easy access, with a need to advance planning and immediate coordination.

When it comes to mental health “**One size does not fit all.**” While there were many well intentioned efforts to provide counseling in the wake of the MSD tragedy, there are variables that were not considered.

The Task Force developed Recommendations to create a standing mental health response team which, along with other Recommendations, can be found in the Recommendations section of this report.

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## **CHAPTER 7: COMMUNITY BASED SAFETY ISSUES**

A wide variety of the areas discussed above obviously impact community based public safety and should be considered beyond the scope of schools.<sup>19</sup> Additional areas of public safety were identified:

### **A. Public Access To Bleeding Control Kits for Schools and Community**

The 'Stop the Bleed' campaign was initiated by a federal interagency workgroup convened by the National Security Council Staff, The White House. The purpose of the campaign is to build national resilience by better preparing the public to save lives by raising awareness of basic actions to stop life threatening bleeding following everyday emergencies and man-made and natural disasters. Advances made by military medicine and research in hemorrhage control during the wars in Afghanistan and Iraq have informed the work of this initiative which exemplifies translation of knowledge back to the homeland to the benefit of the general public. The Department of the Defense owns the 'Stop the Bleed' logo and phrase – trademark pending. (<https://www.bleedingcontrol.org/>) (American College of Surgeons)

Public Access Bleeding Control Kits (PABCK) are a collection of equipment housed in a container that displays the universal medical symbol that is used to attempt to control life threatening bleeding or penetrating chest injuries in a patient who has suffered a traumatic injury. A bleeding control kit shall contain the following equipment that must be approved by the school prior to purchase:

#### **Individual Public Access Bleeding Control Kits**

- (a) One (1) commercially manufactured tourniquet. Recommended tourniquets are; Combat Application Tourniquet (CAT) or Special Operations Force Tourniquet – Wide (SOFT-W)
- (b) Two (2) 4-inch pressure dressings
- (c) One (1) compressed gauze
- (d) One (1) pair of x-large medical gloves; and
- (e) One (1) pair of trauma scissors
- (f) One (1) Instruction card
- (g) Two (2) Vented Chest Seals

#### **Wall-Mounted Public Access Bleeding Control Kits**

A wall mounted kit may be made up of eight (8) individual kits. The total wall kit must contain a minimum of;

- (a) Eight (8) commercially manufactured tourniquets
- (b) Eight (8) 4-inch pressure dressings
- (c) Eight (8) compressed gauze
- (d) Eight (8) pairs of x-large medical gloves; and
- (e) One (1) pair of trauma scissors
- (f) One (1) Instruction card
- (g) Eight (8) Vented Chest Seals

Recommendations are contained in the Recommendation section

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<sup>19</sup>The Task Force did not venture into the areas of gun safety reforms as this is left to individual advocacy. The statistics involving gun violence throughout the United States, the deaths and injuries caused by gun violence, suicide with firearms, and the after-effects of gun violence and suicides on the community, including children and families, is worthy of analysis.



**B. E911 and Regional Public Safety Communications**

During the MSD massacre, there were reportedly issues related to E911 calls and radio interoperability. The issues surrounding the specifics of that event are the subject of detailed expert analysis being performed by consultants hired by Broward County and The Marjory Stoneman Douglas High School Public Safety Commission MSD Commission. Therefore, the Task Force was not in the position at this time to address any of the specific concerns. However, from the discussions to date a number of issues have been raised.

The current radio system for public safety communications is beyond end of life capacity. Upgrades to that radio system have been initiated by Broward County and the municipal partners. However, the necessary upgrades have not come quick enough. Siting of towers, off-loading of non-public safety subscribers, purchase of new radios and training must be expedited.

The Task Force learned that a phenomenon known as “throttling” occurred at both the Fort Lauderdale Airport Shooting in January 2017 and at MSD on February 14, 2018. This occurs when too many radios are attempting to utilize the system at one time. Post-MSD law enforcement has been informed that the act of turning on the radio or switching channels, even if not at the critical incident scene, is the equivalent of a “push to talk”. Additionally, it is believed that the fact that school board busses are on the radio system adds to further strain in the morning and afternoons. See Exhibit 35.

Additionally, the Task Force learned that there are substantial challenges communicating inside schools, as well as other public buildings, as a result of the hardened construction. Radio communications are unable to penetrate. As a result, public safety professionals have difficulty communicating during even routine incidents inside many existing schools and public buildings. Newer buildings must include solutions to provide for adequate radio penetration. Having clear and effective radio communication in each school is essential for all first responders and the inability to communicate can be dangerous to the responder and limit ability to provide care and protection to students in a time of need. The solution is the introduction of “bi-directional antennae” and other technologies. This requires an investment of financial resources and expert analysis.

Finally, it should be noted the Broward County Chiefs of Police Association and the Fire Chiefs of Broward County Association have issued a joint letter requesting that Broward County appoint a Director of Public Safety Communications and a permanent Public Safety Communications Advisory, comprised of stakeholders, to provide transparency and guidance to the Board of County Commission. See Exhibit 34. The current Broward County Consolidated Communications Committee, comprised of stakeholders, is scheduled to sunset this year.

## CONSENSUS RECOMMENDATIONS

The Recommendations from the Taskforce are based upon consensus, unless otherwise noted. The Task Force attempted as best as possible to categorize the Recommendations as follows:

- Immediate:** Recommendations that with little resources and time which should be implemented.
- Near Term:** These are Recommendations which, in the opinion of the Task Force, are achievable in 3 months to one year, with a focus on collaboration and/or budgeting.
- Mid-Term:** These are Recommendations which may take longer due to the need for policy and law changes, or more significant funding and advocacy.
- Legislative:** These are Recommendations which are perceived as more difficult either due to current legal impediments and/or very significant funding required from partners outside the local community.

These categorizations do not implicitly diminish or increase the priorities to begin efforts, but rather reflect pragmatic concerns. Where possible, the Task Force has indicated prioritization even if the efforts to implement seem or are more significant than that which can be implemented immediately.

Finally, Recommendations pertaining to new School Board policies or changes to existing policies will require review and ratification by the Broward County School Board. Additionally, some proposed changes to procedures or protocols may require further review by the School Board.

### **CHAPTER 3: SAFETY OF SCHOOLS BASED UPON INFRASTRUCTURE, POLICIES, AND PROCEDURES**

At the outset, the Task Force acknowledges that as a place of learning and a community hub it may not be possible to make every school facility “a fortress” or prevent all potential acts of violence. The Task Force was seeking to propose Recommendations to enhance the layers of security that could be employed to maximize safety and the ability to rapidly respond to a crisis.

#### **Immediate Implementation:**

1. Enforce existing safety and security policies and procedures must be adhered to, with consequences for failing to comply.
2. Install windows covering on door to conceal kids in schools
  - \* Current protocol in code yellow and code red situations are to cover the window in some fashion. Some schools use construction paper or other covering. It has been recommended to utilize a magnetic covering that requires less time to implement. However, many classrooms are made of wood, however, and magnet will not work without metal strips introduced.

3. SAFE Team should (a) include Head Facilities person; (b) if schools have other “security” staff (such as campus monitors and security specialists) those staff should also be part of the SAFE Team; (c) ensure First Aid Coordinator has formal first aid training.
  - \* BCPS notes that the Head Facilities Service Person serves on most SAFE Teams as the Facility and Material Coordinator.
  - \* BCPS believes Security Specialists and Campus Monitors serve on the Team even if they do not have a designated role but should be participating in the process.
  - \* However, BCPS agrees with reinforcing both of these recommendations.
  - \* BCPS agrees that, while logic would command that the First Aid Coordinator have qualifying training, it is not presently required that a principal designate someone with such training. Therefore, BCPS agrees First Aid Coordinator should have first aid training.
  
4. School safety plans should be updated by the Schools in the first month of school which should be delivered to municipal law enforcement and fire who should acknowledge the review
  - \* Currently, each school has until November to update the school safety plan and implement during Winter Break.
  - \* The District believes policy adjustments could accomplish this recommendation.
  - \* It is noted that municipalities have no authority to recommend changes, nor are they in a position to sign-off on the adequacy. This is a responsibility of the District and SIU. Legal implications of requiring municipal acknowledgement and sign off must be considered.
  
5. All classroom doors must remain locked at all times (as the current doors only lock from the hallway, not from inside of classroom)
  - \* Current protocol requires classroom doors to remain locked at all times. There is the possibility to install door hardware where the outside of the door is always locked automatically (to eliminate human error) and the inside is always unlocked to allow occupants to exit. This hardware could be adopted as part of the District’s design criteria for new installation, but would require funding to exchange all current door hardware throughout the District.
  
6. Consider and implement a policy preventing visitor access to the interior of the campus while students are changing classes.

The District indicated this recommendation is worth considering; there is a need to assess impact with principals and District staff.
  
7. School staff should hold mandatory safety meeting to discuss all critical incidents (codes) within the preplanning (week before school starts)
  - \* All staff are trained annually on emergency code responses. The District is currently exploring the feasibility to conduct all training within the preplanning period. This will require additional trainers. Additionally, including local law and fire agencies should be implemented.
  - \* BCPS could provide a powerpoint or Brainshark for administration to show school staff during pre-planning week, as is done for child abuse training.

8. Currently, schools are required to hold two fire drills and one tornado drill with staff and students within the first month; the two fire drills within the first month are required by Fire Code. It is recommended that within the first two weeks of school, schools should instead practice a fire drill, tornado drill, and lockdown drill (with SRO participation).
  - \* The District agrees. This first lockdown drill may not be able to be supervised by SIU staff, but school administration can oversee the drill, as they do with other drills conducted on campus.
  
9. Schools must hold a critical incident (or Code Red) drill every semester.
  - \* The District notes that the Fire Code requires a fire drill each month. The Florida Department of Education has provided guidance that a critical incident drill must be conducted each semester. However, SB 7026 requires active shooter as frequent as other drills, which would mean every month. According to BCPS, the Florida Department of Education has been consulted and has provided guidance that active shooter drills should be conducted one time each semester.
  - \* The Task Force noted that Active Shooter is designed to include discharge of blank rounds to simulate live rounds (in a different room).
    - \* This not performed with students currently and such was not recommended.
    - \* It is noted that while the professional recommendations to include the discharge of the blanks to simulate the sounds of live rounds, there are concerns related to impact on some staff. Therefore, support services before and after are strongly recommended.
  
10. Maintain current practice of having Broward SIU monitor/supervise at least one of these incident drills per school year AND review critical incidents training with staff
  
11. Schools are required to post fire drill/evacuation maps in all classroom, with "safe spaces" or "designated spaces" for lockdown drills, or indicate with tape or sign (some safe harbor spaces are closets/restrooms) that are not cluttered or impassable.
  - \* Importantly, the Task Force noted there may not be a true "safe spaces" in each classroom. Wall construction/materials do not guarantee impenetrability or full guaranteed "safe space."
  - \* However, staff could identify a designated area in some fashion so during an actual emergency students and staff have a visual aid that corresponds to the training. In some cases, that may be a Plan A and a Plan B area, depending on the threat.
  
12. All Drill and Code information must be given to all substitutes, so they know what to do in case of emergency. Additionally, substitute teachers should have the same key access as regular teachers.
  - \* The District agrees.
  - \* As noted by the District, on any given day more than 10% of the teaching staff may be made up of substitutes.
  - \* Adding training for active shooter training for substitute teachers is recommended. This may be developed on line with certification of annual training.

- \* It was noted that some of the training is site specific and substitute teachers could be assigned anywhere in the district. As a result, standardized process for providing site specific cues is necessary.
13. Ensure Broward Schools Police (SIU) training and meetings for staff are up to date with current school safety practices/procedures and the same message is delivered to all schools. (e.g., when fire alarm goes off, should staff wait for direction from admin on intercom before evacuating?)
- \* The District is in the process of retaining an independent security consultant. Part of the scope of work includes reviewing the District's current emergency code training and making recommendations for enhancement.
  - \* It was recommended that the scope of work should look technology advancements. For instance, technology exists related to "preemption" fire alarm processes whereby when a fire alarm is initiated, a silent alarm goes to a central monitor to evaluate before the alarm is heard throughout the respective building. Once evaluated, by camera or otherwise, if see smoke or reason for evacuation, the sound alarm is initiated. Further technology is available to prevent the entire campus from being evacuated, allowing a focal evacuation.
14. All staff and students should wear ID badges.
- \* Current practice calls for all students and staff to wear ID badges. The more practical challenge is ensuring there is verification of the badge throughout the day and after hours.
  - \* It was noted that students have exchanged ID badges, for whatever reason, without being noted
  - \* Additional recommendation was to include important safety information, such as Silence Hurts (BCPS anonymous hotline), suicide hotline and/or 211, on the back of the badges.
15. STAR System Access: All visitors should have to enter front office/single point of entry and scan in to STAR system, including BCPS maintenance. Substitutes and all other visitors should either have badges or STAR stickers worn at all times.
- \* This is current policy and should be a uniform practice.
  - \* However, the Task Force noted that enforcement of the use of the system on vendors, who routinely have access through deliveries, will require policy and potentially contract changes to ensure access.
  - \* It was also strongly recommended that the STAR system should only be administered by trained school staff, not volunteers.
16. Emphasizing current policy that does not preclude any teacher/staff/administrator from initiating or alerting a code red to alert the school and law enforcement.
17. Communication:
- \* Safety and security policies and procedures with everyone on campus as well as law enforcement and fire department.

- \* Follow up with the student body and families and community to let them know what security changes/improvements are being made at the school immediately, mid-term and long term.
    - \* The District is in the process of retaining an independent security consultant. Part of the scope of work includes conducting public forums to share the short and long term recommendations with the community.
  - \* Implement meaningful back to school communication now and over the summer to keep all stakeholders informed regarding safety/security improvements.
  - \* Safety/Security policy sheet to be distributed to parents either before but no later than at the start of school that they can review the expectations and plans, in general.
    - \* It is not expected this would include dissemination of operational security details which would compromise the security of the school.
18. Administrators and microtechs and SRO's should be trained on how to monitor and access video recordings at each school site
  19. Initiate "See Something Say Something" protocols for students, teachers and staff.
    - \* District agrees.
  20. It was noted that during opening and closing times of schools, most schools have multiple entrance and exit points onto the campus and into school buildings. During these times, there was consensus that school staff must supervise the ingress/egress points of entry.
  21. All classrooms should have an intercom button and landline phone to alert school/office of critical incidents in the building. If they do not have these, they should have a radio/walkie-talkie to communicate with school/office.
    - \* It was noted by the District that it is expected that most classrooms in existing buildings have these features. It was agreed that a complete inventory is necessary.
    - \* However, for portable classroom/buildings, it was noted that the is not likely intercom and/or landline. Therefore, it was recommended that radio or walkie/talkie communication be provided.
  22. Fencing. Conduct immediate survey of perimeter fencing and scalability.

Near Term:

23. Implement the "StudentProtect App", or other similar technology, that facilitates/enables students, parents and school staff to report threats or suspicious activity to administration/school safety team and local law enforcement, with added feature for direct dial to 911 that communicates exact GPS location of the caller.
  - \* District notes that this implementation is being initiated by the Florida Attorney General's office as part of SB 7026.

24. On-Campus After-school, Sports and Summer programs must have a security plan in place, with safety responsibilities assigned to specific supervisory personnel. All responsible supervisory personnel should be required to undergo a live or video security training session.
- \* The District agrees and believes these obligations should be part of the contract for services.
25. Encourage District and municipalities to initiate a social media monitoring protocols to identify as early as possible threats and at-risk behaviors for reporting to appropriate personnel.
- \* Various law enforcement agencies have differing level of intelligence capabilities in this regard.
  - \* The District does not currently have a pro-active system in place for identifying such risks through social media monitoring.
  - \* Municipalities cannot be required to procure this type of system.
  - \* Clearly when identified, whether through systematic review or through human intelligence, potential threats need to be reported and acted upon appropriately. Current changes to Florida law involving Baker Act and Risk Protection Orders provided additional protections.
26. Establish a security supervision standard for the most vulnerable of arrival/dismissal times of day require an extra layer of security from school staff and local law enforcement.
- \* The District is in the process of retaining an independent security consultant. Part of the scope of work includes reviewing the District's current security staffing models and making recommendations for enhancement.
27. All public areas of schools, such as hallways, external doors, outdoor areas (playgrounds, common areas), parking lots, entrances/exits to campus should be seen in cameras.
- \* Currently, not every area listed above has camera coverage.
  - \* The District is completing the upgrade of all camera surveillance systems throughout the District in Phase I and Phase II. According to the District, Phase I will be completed by June 30, 2018. Phase 2 is currently not funded.
  - \* The District says the new system in Phase I provides central monitoring capabilities on a video wall of existing cameras.
    - \* Certain alarms can be triggered so that screens automatically bring up impacted cameras.
  - \* It was recommended the Phase I and Phase II be completed as rapidly as possible.
  - \* Phase II expanding current camera coverage will require additional resources and is not yet funded. The BCPS must initiate a funding plan.
28. No public area should be left unmonitored by cameras.
- \* Presently, there are not sufficient school safety personnel to monitor cameras at all times, before, during and after schools.
  - \* Some schools have camera monitors or provide access to front office staff to periodically monitor.

- \* To obtain consistent and uniform monitoring will require significant to financial resources.
29. Proper and thorough threat assessments must be done and include law enforcement and fire department.
    - \* The SB 7026 legislation includes new requirements for threat assessment team, and composition of that team.
  30. There was agreement that all BCPS schools must have a single point entry on to the campus and into the schools during school hours. In fact, the District's SMART program prioritizes implementing single point entry systems at schools expected to be completed the first quarter of 2019.<sup>20</sup>
  31. Single point entry should have a "buzzer" system that gives office/staff control of that access
    - \* This is not currently included in the scope of the SMART single point of entry projects. Many schools, through funding of school-allied groups have implemented buzzers at their main entrance point. This recommendation will have financial implications to implement District-wide. While approved, some PTA/PTOs have been funding the purchase.
  32. If gates and external doors are opened or unlocked, which would compromise single point entry, those gates and doors must be supervised.
    - \* This may require additional resources at schools, particularly at the elementary level where there is limited security staff. However, schools should use other staff to ensure fidelity to supervision of these access points.
    - \* Additional consideration needs to be given to the impact of such recommendations on the timelines associated with staff and students (primarily at the high school level) accessing and leaving the campus; as well as whether this includes visitor access throughout the day. If so, this recommendation would necessitate staff at the visitor gate throughout the entire school day.
    - \* However, schools are responsible for student supervision for school-sponsored events.
  33. The Task Force strongly recommends the BCPS evaluate and consider metal detector deployments in schools. There was consensus that such a program does add value, but a number of feasibility considerations were raised:
    - \* The physical deployment of these must be uniform across the District;
    - \* The development of such a program should first consider where such programs have been deployed in other large districts or districts with large campus populations;
    - \* Implications for ingress flow must be considered through multiple points of entry, which alters the single-point entry protocols, in an effort to ensure students and visitors are processed timely. It was noted that

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<sup>20</sup> At the outset, it is important to distinguish single-point entry through the perimeter of the campus of a school and single-point entry into the school buildings.



- \* virtually every student may set off the alarms with normal school supplies and or cell-phones not removed from their bags, which slows the ingress;
- \* Policies and procedures for “alarm resolution” must be clear and uniform, with due concerns for searches of genders and belongings, as well as parental engagements;
- \* Random searches with wands raised a number of efficacy and fairness concerns;
- \* Personnel and hardware costs will need to be considered.
- \* Pre-school and after-school deployment would need to be considered as well.
- \* The BCPS announced on June 1, 2018 the introduction of a pilot project at MSDHS involving portable metal detectors for the new school year. See Exhibit 38.

34. All schools need to analyze their emergency notification system. Need effective way to communicate to all students/teachers a life threatening emergency is taking place.
- \* District is currently working with several community-led groups who are reviewing single-action lockdown response systems that address many of the items identified in the recommendation. Implementation of such systems will require significant additional resources.

35. After contacting the Knox Company about a solution for Broward school security, The Knox “Blue Box” system in the most affordable of the current Knox options. This system is similar to the current fire department Knox Box installed in many schools and buildings in Broward County. This box is painted blue, to represent to responding police officers that this box is specific for their use. It should be placed somewhere other than in the same location as the current FD Knox Box, so to allow separation between points of entry and to ensure access to the box if one side or area of a building is inaccessible. The price is \$318.00 per box. The manual keys are free of charge from Knox.
- \* This requires additional resources, and during a significant emergency response like MSD, not sure of the utilization. Particularly in an event with multi-agency response.

36. Need to reconsider placement and size for the purposes of both Fire and SWAT/Police access, particularly as outbuilding move closer to always being locked. Consider impact of key code vs. keys.
- \* This requires additional resources, and during a significant emergency response like MSD, not sure of the utilization. Particularly in an event with multi-agency response.

Mid-Term:

37. For Middle and High School, the Task Force was told by the District that maintaining single point entry into buildings is made more challenging after hours by the nature of the extra-curricular activities. The free flow of students to and from activities throughout the campus is challenging and not seen as realistic.
- \* As a result, prioritizing single point entry onto the campus before and after school was recommended by the Task Force. This will require

supervision at access points and change in culture of students and parents;

\* Supervising access to events with specific clearance of each vehicle, patron, such as for sports, is not seen as realistic.

38. Man Trap Containment. All doors leading from that "single point entry" area (usually front office) to the main school should have a preventative measure in place to deter an intruder from gaining access to the rest of the school - such as buzzers, swipes, etc.

\* Some schools have implemented such "man-trap containment" for entry during school hours. Providing such design throughout the district for all schools would require infrastructure changes

39. Fencing: Increase height of fencing with recommended rake within limits of code.

\* The District notes it has nearly 750,000 linear feet of perimeter fencing. This recommendation would require significant resources and time to implement.

40. Evaluate protecting classroom door windows from ballistic breach.

\* Increasing ballistic strength of the windows on these doors does not implicate Fire Code.

\* Retrofitting each classroom door to be attack resistant, or with hurricane code class to prevent shattering, require significant resources to implement.

\* BCPS estimates the total number of rooms in the schools of about 25,241. This does not include some common rooms like PE, cafeteria, etc. Therefore, not including administrative rooms in the school, there are about 17,084 doors.

\* Retrofitting to hurricane glass may still allow penetration, but will prevent shattering.

\* Consideration should be given to utilization of ballistic curtain/mesh which could be utilized when necessary to cover windows.

\* However, it must be noted that other building materials (i.e. the door) are not bullet proof.

41. Evaluate if all external windows (windows facing outside) are hurricane proof in all schools and retrofit to protect.

\* According to the BCPS Chief Building Official, the Florida Building Code changed in 2010, requiring external windows to have 180 mph wind loading. The code went into effect on March 15, 2012. Accordingly, any construction after March 15, 2012 where the scope included external windows would have had to meet this requirement.

\* It is presently unknown how many buildings and windows were constructed prior to the change in the hurricane standard building codes. If not hurricane standard windows, protection of windows through other ballistic proof strategies should be considered.

\* There would be significant costs associated with retro-fitting all windows that were installed prior to the code requirement.

\* Additionally, retrofitting for all portables is not seen as realistic.

42. Increase school safety personnel staffing.
- \* The District is in the process of retaining an independent security consultant. Part of the scope of work includes reviewing the District's current security staffing models and making recommendations for enhancement.
  - \* Such enhancements could include increase number of campus monitors and security specialists.
  - \* Although this would require additional resources, the District is seeking the approval of a referendum to increase the current school millage by ½ mills. Even if this passes, the availability of additional funding streams to support this recommendation will not occur until 2019-2020 school year.
43. Consider secondary perimeter fencing with a single gate around the portable/modular areas. Special security protocols and construction standards/upgrades for portable/modular classrooms.
- \* Additional perimeter fencing meant to "harden" portables will require significant resources and time.
44. The Task Force discussed the availability of ballistic resistant material in "safe spaces"
- \* While there have been various vendors who have proposed such, any deployment District-wide would require overwhelming financial costs and infrastructure changes to uniformly cover all classrooms and areas utilized for gathering of students.
45. Use of bollard or other blocking device to prevent vehicular manslaughter on school campuses.
- \* This recommendation will require significant resources
46. To alleviate communication link problems between schools and E911, consider providing a direct connect to local dispatch (e.g. Indiana schools)
- \* It was noted this would require additional resources to implement across the District, including financial and training. Additionally, depending on the access points directly to dispatch, this could require additional resources and security measures.
47. The vulnerability of Portable buildings must be addressed, including the easy access to the buildings, the construction materials which offer no protection.

Legislative:

48. Advocate that the Florida Dept. of Education establish mandatory security standards and audits for charter schools.
- \* Many charters are small, with limited know-how and resources, there has to be a regularly verified statewide charter school security standard with guidance documents for physical security, safety processes, priorities for safe schools allocation spending, etc., empowering local law enforcement to spot check any charter school.

## **CHAPTER 4: BROWARD COUNTY SCHOOL RESOURCE OFFICER PROGRAM**

### **Immediate**

49. When practical, SRO training should be held on days when students are not in session.
  - \* When SRO's are off campus, a replacement should be sent, campus should not be without a police presence during school hours when practical.
50. SRO and/or law enforcement and all administrators should be part of the school safety team. Head Facilities person should also be on the safety team. If schools have other "security" staff (such as campus monitors and security specialists), they should be on the safety team also.
  - \* District agrees and notes they are already members of the SAFE Team.
51. SRO and all administrators should be supervising/holding those critical incident drills. An "after action report" must be completed in BCPS database
  - \* As noted by the District, SIU currently monitors the emergency code drills. SB 7026 now requires the active shooter training to be conducted by the law agency responding to such incidents. Inclusion of SROs in the drill action is necessary.
52. School site security assessments should be conducted annually with the school's SAFE team members, all school level administrators, and municipal/agency law enforcement. Input and recommendations from these security assessments will be provided to BCPS SIU for recommendations and approval.
  - \* BCPS notes that the new FSSAT calls for an annual school site risk assessment, and the requirements of SB 7026 now require local law enforcement agencies to actively participate in a site assessment every 3 years.
    - \* However, the Task Force does not a a survey completed by school staff is enough of an assessment. A physical risk assessment should be done annually.
53. Improve communication between our SROs and local school officials where necessary and Implement a formal-districtwide policy instructing principals on cooperation with local law enforcement. This cannot be left to personal discretion
54. It was encouraged that, when possible and consistent with competing operational needs, there should be visible presence of law enforcement vehicles at schools.

### **Near-Term**

55. All schools should have at least one full time SRO - exception might be schools that share campuses, then 1 SRO per school "campus"
  - \* This is required by SB 7026.
    - \* Resources to initiate full coverage by the start of the 2018-2019 school year impair the ability to likely comply without adjustments.
56. School district must increase the amount it participates in the cost of SRO's. Actual costs are well above the current participation amount.

\* The District notes that it is proposing an additional Levy to address some of the funding issues associated with SROs.

57. There must a permanent, stable and dedicated funding stream to ensure uniform SRO program in all BCPS and Charter Schools.

58. Install gun lockers in local schools so that patrol rifles can be maintained on campus instead of in vehicles. This will also eliminate the need for an exhibition of these weapons on a daily basis.

\* The District is currently incorporating language within the 2018-2019 SRO Agreements to allow the provision of gun safes on campuses.

#### Legislative

59. Require State to meet its obligation to make adequate provision for safe and secure schools pursuant to Article IX, Section 1(a) of the Florida Constitution. Increase categorical funding for SROs.

60. Seek from the State adequate funding to full comply with MSDHSPS Act as it relates to SROs.

61. Seek legislative exception to allow agencies to re-hire retired certified law enforcement officers, preempting the pension provisions which prohibit re-hiring during separation period without penalty.

### **CHAPTER 5: BROWARD COUNTY SCHOOL DISCIPLINE AND MENTAL HEALTH PROCESS AND PROCEDURES**

#### Immediate:

62. All current administrators, school counselors, SSW and School Psychologists must complete a level 1 Threat Assessment training annually.

63. School administration and SRO's should hold annual School Discipline trainings before school starts to ensure better coordination and expectations related to at-risk students and what is recommended as part of the discipline matrix.

\* Note, the SRO is not a BCPS employee and is not included in the application of discipline policy. The District has already announced its plan to audit school discipline to ensure compliance to policy.

\* SROs should be aware of what infractions and/or offenses involve potential law enforcement response.

64. An external audit should be done annually on each school's discipline infractions and consequences to determine if discipline and reporting into the DMS/BASIS system used by the District were handled appropriately.

\* Non-compliance must receive counseling and/or consequences. Also, flag schools and administrators who are not entering infractions.

\* The District has announced its plan to audit school discipline to ensure compliance to policy.

65. PROMISE: This is a program that was intended to be evaluated and refined. To that end, there must be timely analysis and disclosure of historic recidivism not just during an existing school year, but also across school years and across types of qualifying offenses. The purpose of this analysis is to ensure that interventions are best aligned with the supports necessary for the student and that the program is properly identifying the scope of at-risk students.
66. PROMISE and Civil Citation: The Task Force agreed that there should be disclosure amongst these programs to ensure all available services are being considered in light of the conditions leading to qualifying offenses. Procedures for communication flow and coordination between Promise and Civil Citation should be developed to ensure effectiveness of interventions overall and for specific individuals.
- \* The BCPS indicated this recommendation will be brought forward to the Board for discussion on June 19, 2018. This recommendation will also be placed on the agenda for discussion at all district discipline committees and advisories. The BCPS notes that existing data sharing agreements may need to be expanded or new agreements may need to be drafted, in consultation with BCPS General Counsel.

Legislative

67. Seek legislative changes to ensure that disciplinary records for students transferring from private schools are transferred to the public schools.

**CHAPTER 6: COMMUNITY BASED MENTAL HEALTH PROGRAMS**

Immediate

68. 211 must verify that service provider's information is accurate and routinely updated.
69. More expansive marketing effort regarding community mental health programs available to residents in Broward County.
- \* The demand for Mental Health Services is great; however, the supply is limited by barriers including financial resources and waiting lists.
  - \* There are many large funders in the community that provide many nonprofit agencies with money to provide the services. However, some of the programs provided have income eligibility restrictions that does not allow tax payers to access services. These individuals try to seek private services in mental health and are faced with high premiums within their own insurance which deters them from services long enough to address needs. More people are likely to pay for medical support before they put themselves into debt for mental health services.
70. Continued development of and increased funding for the Integrated Data System through Broward Data Collaborative.
71. Promote the integration of primary care and behavioral healthcare.
72. Promote cultural and linguistic competency regarding mental health.

73. Improve communication and coordination between all the stakeholders (e.g., teachers, parents, guardians, mental health care team, law enforcement) involved with the student to the extent allowed by law.
74. Ensure fidelity to the response to intervention/behavior protocols and a more comprehensive evaluation of the child's medical history, both mental and physical, as well as a composite of their home/school life.
75. A School Threat Hotline where students, parents, teachers, *et cetera* can call to report (A safe place to encourage See Something, Say Something!).

Near-Term:

76. Use social workers to help foster an environment of support with a mix of counselors, case managers, and others for day-to-day operations in response to students' needs; they can serve to establish and strengthen the relationships between schools and parents to facilitate trust, which leads to improved information sharing.
77. Limit the use of school counselors in the involvement of academic testing. Emphasis should be on counseling services.
78. Recommend that the district request a discharge plan for students returning from a Baker Act facility or residential treatment facility, which includes recommendations or a have a note recommending their return to school (i.e., similar to a child needing clearance to return to school due to measles).
79. Recommend establishing transition teams made up of a teacher, social worker, case manager, administrator, parent(s)/guardian, and community service provider that serve the child to transition from Baker Act facilities. This will assure that children, who have been Baker Acted, will have a safe and successful transition back to the school environment. Establish mental health liaison positions assigned to each of the district areas to coordinate the transition teams.
80. Licensed psychologist (i.e., PhD, PsyD), social workers (i.e., LCSW), mental health counselors (i.e., LMHC), as well as bachelor/masters level and unlicensed practitioners, should be available to ALL schools in Broward County.
  - \* This staff MUST be trained in assessment, intervention, and provide quality consultation to teachers. They can also take the lead on helping to select and implement school-wide prevention programs, conduct threat and suicide assessments, help with data collection to make informed programming decisions, collaborate with community service providers, exhibit leadership regarding crisis prevention and intervention, and work with families.
81. Increase resources required to initiate and complete the special education evaluation and eligibility process, culminating in effective Individual Education Plans and Behavior Intervention Plans for children who need related services to be safely educated in the least restrictive environment possible.

82. Recommend all mental health databases are operating off the same system so that ALL stakeholders that provide direct care know if a student has been previously served.
- \* Obtaining a signed Release of Information for all those involved (i.e., stakeholders), as this will be critical in determining areas of concern that need to be addressed. The protections afforded by HIPAA are designed to eliminate the fear of disclosure and thereby encourage people to seek treatment. However, it does also create barriers to sharing information across agencies. This can be overcome through consent of the person being treated. As previously discussed, there are efforts underway in Broward County to develop an Integrated Data System, known as the Broward Data Collaborative. Consent forms that will allow broader data sharing but client permission is key. There are also exceptions for disclosure to law enforcement as required by law. (Summary of the HIPAA Privacy Rule, [www.HHS.gov](http://www.HHS.gov) ).
83. Provide more intensive training on 'how' to identify children who are at risk and need significant intervention, in addition to programs currently in place. While it should not be expected that teachers act as therapist, it would be advisable that they are aware of signs/behaviors students with suicidal ideation are experiencing/exhibiting.
- \* According to Dr. Kelly Posner Gerstenhaber, from Columbia University, 80-90% of school shooters have suicidal issues. She developed a system that has been successful at identifying people with suicidal issues and at lowering the suicide rates. Everyone in the community can be taught to look for the signs. The Columbia.
  - \* Lighthouse Project – this program has been successful in lowering suicide rates. <http://cssrs.columbia.edu/>
  - \* Sandy Hook Promise is already a BCPS approved program - Know the Signs [https://www.sandyhookpromise.org/prevention\\_programs](https://www.sandyhookpromise.org/prevention_programs)
84. Specialized teams such as the START (School Threat Assessment Response Team) should be developed here in Broward County. (Develop the team, training, provide on-going education for assessment, and follow up)  
<https://www.elac.edu/currentstudents/studentresources/emergencyalert/docs/start.pdf>
85. Identify programs that are reporting successful outcomes in reducing violence and promoting healthy learning environments. We need programs that emphasize empathy, coping skills, communication, conflict resolution, anger management, et cetera. Programs that promote social emotional learning and provide positive reinforcement should be implemented.
86. The Taskforce recommends the immediate post crisis response be coordinated by relevant parties in the Broward County Emergency Operations Center, such as Human Services, Broward Behavioral Health Coalition, the American Red Cross, the United Way of Broward County, the Broward County School Board, and the Department of Health.
- \* Identify and establish a standing committee - **Mental Healthcare Response Team.**



- \* Establish protocols and procedures that are to be enacted immediately upon the report of mass violence/casualty event.
  - \* Activate Emergency Operations Center (EOC) Mental Health Emergency Response Team triage. The Broward Behavioral Health Coalition should be integrated to any activation of the EOC.
  - \* Have and maintain lists of qualified mental health professionals and support services for short and long-term recovery efforts.
  - \* An agency/group should be designated to act as the "clearing house" for offers of mental health support from outside the county.
  - \* These recommendations are in line with the expectations of MSDHSPS Act.
87. Recommend employing strategies similar to those as outlined in the National Center for Crisis Management, American Academy of Experts in Traumatic Stress, A Practical Guide for Crisis Response in our Schools, (5th ed.), Mark D. Lerner.
88. Recommend researching information on Trauma-Informed Schools, which the National Child Traumatic Stress Network (NCTSN) defines as, "one in which all parties involved recognize and respond to the impact of traumatic stress on those who have contact with the system including children, caregivers, staff, and service providers.
- \* Programs and agencies within such as system infuse and sustain trauma awareness, knowledge, and skills into their organizational cultures, practices, and policies. They act in collaboration with all those who are involved with the child, using the best available science, to maximize physical and psychological safety, facilitate the recovery or adjustment of the child and family and support their ability to thrive."
  - \* Trauma Assessment Pathway (TAP) is a treatment model that incorporates assessment triage and essential components of trauma treatment into clinical pathways. TAP incorporates a multifaceted assessment process to enable clinicians to gain an in-depth understanding of the child, their developmental level, their traumatic experience, and the family, community and cultural system in which the child lives. It is a manualized treatment addressing all forms of childhood trauma. <https://www.nctsn.org/interventions/assessment-based-treatment-traumatized-children-trauma-assessment-pathway>
89. Recommend NCTSNs Psychological First Aid (PFA) and Skills for Psychological Recovery (SPR) are promising practices for disaster behavioral health response and recovery. Both PFA and SPR were developed by the National Center for PTSD and the National Child Traumatic Stress Network, as well as other individuals involved in coordinating and participating in disaster response and recovery. PFA and SPR intervention strategies are intended for use with children, adolescents, parents and caretakers, families, and adults who are survivors or witnesses exposed to disaster or terrorism. PFA and SPR can also be provided to first responders and other disaster relief workers.
- \* While grounded in the same foundations of disaster response and recovery, there are several differences between PFA and SPR. PFA is a supportive intervention for use in the immediate aftermath of disasters and terrorism. SPR is used in the weeks and months following disaster

and trauma, after the period where PFA has been utilized or when more intensive intervention is needed. The delivery of PFA is defined in terms of days or weeks after a disaster (timing will depend on the circumstance of the post-disaster setting). SPR is intended to assist disaster survivors after safety, security, and other vital and immediate needs have been met and when the community is rebuilding. In some cases, SPR may be delivered one week after a disaster, as a follow up to the initial PFA response, and in other cases it may be appropriate to provide this assistance weeks, months, or even years after a major event. The timing will be partially dependent on how devastating the disaster was to community resources and infrastructure.

- \* SPR places greater emphasis on teaching specific skills to meet survivor needs, as well as on follow-up to reinforce the use of these skills. PFA, in contrast, is often delivered in temporary settings where follow-up may not be possible. <https://www.nctsn.org/treatments-and-practices/psychological-first-aid-and-skills-for-psychological-recovery/about-pfa>; <https://www.nctsn.org/treatments-and-practices/psychological-first-aid-and-skills-for-psychological-recovery/nctsn-resources>

90. Post MSD Specific Recommendation

- \* Recommend activities that address the wide range of emotional and physiological signs that manifest themselves in the days, weeks, and months following a traumatic event. There is a great deal of rapport that is involved in seeking therapeutic care. Namely, trust. In situations that are far less traumatic, it takes a great deal of time for a child, most especially of high school age, to be able to trust. Reportedly, some students thought it was “weird” to have adult counselors walking around school and asking them if they wanted to talk, resulting in some students avoiding counseling or rejecting the idea all together.
- \* Students did respond positively to therapy dogs, reporting that it was comforting and they did not feel pressured to “tell them their story” or necessarily talk. While this is not a long-term solution to recovery, it is advisable to include this more frequently in the immediate days that follow and make it an aspect of the therapeutic process.
- \* Recommend a pre-determined number of clients that a counselor is assigned upon intake and will provide services for the duration. Students that reported benefitting from counseling services, reported that they would return to the media center only to find another counselor.
- \* Recommend identifying areas within the school/institution that provide for greater privacy in disclosure. Some students complained about not having privacy to meet with counselors, sometimes meeting with them in the cafeteria, multipurpose room, or even in the hallways.
- \* Recommend every effort should be made to communicate with the student and the parents about the intervention – briefing, assessing, and de-briefing. In the weeks and months that followed MSD, mental healthcare providers conducted a number of interventions, which were well intentioned but left many of the students confused about the results. While interventions are an accepted practice, given the unusual circumstances of a crisis.

Legislative:

91. ADVOCATE for the State of Florida its per capital spending on mental health;
- Short-term and long-term residential beds;
  - Assertive Community Treatment (ACT) teams;
  - FIT teams;
  - YES teams;
  - Training;
  - Peer Support;
  - Afterschool and summer programs that have a behavioral health overlay;
  - Increase Mental Health Categorical Funding;
  - Increased availability and reduced caseloads for case managers;
  - Increased funding for school psychologists, counselors and social workers;

**CHAPTER 7: COMMUNITY BASED SAFETY ISSUES**

Near-Term

92. Individual Public Access Bleeding Control Kits are recommended to be installed in all classrooms.
93. Wall-mounted Public Access Bleeding Control Kits are recommended to be installed in places of assembly, such as the cafeteria, auditorium, theater, etc.
94. It is recommended that all bleeding control kits are housed in a cabinet or container to protect the contents.
95. It is recommended that the school board partners with the local Fire Department and Police Department to train the teachers and faculty during the Teachers' Planning week at the end of the summer break, before students return one week later.
- \* The Power Point and training announcement would be sent to staff via e-mail in advance, (this part of the program is already done) and then each school would schedule the hands-on practical training with the fire department and police department.
  - \* After this, each principal will be left with the option to call the fire and police department and schedule additional training on an as-needed basis for anyone that missed the primary session, for substitute teachers, and any other faculty member that should be trained.
  - \* Going forward, the school board should consider having this training completed during on-boarding and hiring for teachers. It is a 2 hour class that is a vital component for all teachers, and should continue with new hires, so there are no training gaps due to attrition.
  - \* The school board should also put out a standard on the types of equipment in the schools.
  - \* BCPS noted District Staff is currently working with District partners to provide these kits in select schools. Additional resources, financial and training, will be needed to implement this recommendation across the entire District.

\* It was noted by the District that collective bargaining may prevent implementing mandatory training.

96. Similarly, municipal based deployment in current AED locations should be initiated. Existing programs have been demonstrated to be effectively deployed.
97. Community based bystander CPR trainings should include a training module for "stop the bleed".
98. The results of expert analysis being performed by Broward County consultants and the MSD Commission related to cell phone calls to E911 and distribution thereto, any recommendations should be considered by the Task Force.
99. All possible efforts must be made to expedite the upgrade of the Public Safety Radio System.
100. While waiting for the upgrade of the Public Safety Radio System, immediate steps must be taken by BCPS and the County to remove school board radios from the current system.
101. Radio Penetration in Schools, Hospitals and Public Buildings: It is recommended that a complete analysis is conducted in all Broward Schools to determine the effectiveness of radio communications for all emergency first responders. Following the analysis, any school that shows areas of poor and/or an inability for effective radio communications should have an engineered plan to install a public safety signal booster system (BDA, Bidirectional Antenna). Additional funding and efforts are necessary for legacy hospitals and public buildings.

Legislative:

102. Must advocate for funding to support the execution of the Risk Protection Orders and clarify responsibilities of the Judiciary, clerk's office and law enforcement. . When utilized effectively, there will be substantial increased strain on law enforcement and the Court system. Greater clarity and refinement by legislature is necessary to better identify respective responsibilities for the judiciary, clerk's office and law enforcement for such matters as mandatory reporting by court related to expiration of RPOs, background checks on voluntary transfers, how juveniles and confidentiality are to be handled, responsibility for court reporters and translators in a civil proceeding.

## Initial Report and Recommendations: Appendix

1. [Broward League of Cities' School & Community Public Safety Task Force Meeting Agendas](#)
2. [Summaries of Marjory Stoneman Douglas High School Public Safety Act](#)
3. [April 9, 2018 BCPS PowerPoint to Task Force](#)
4. [BCPS Forum on School Safety PowerPoint](#)
5. [BCPS PROMISE Program PowerPoints and Slides](#)
6. [Indiana School Safety Guidelines for Emergency Response Systems](#)
7. [February 26, 2018 BCPS Memo re: Safety In, Before, and After Care](#)
8. [March 5, 2018 BCPS Memo re: Campus Safety Reminders](#)
9. [May 9, 2018 BCPS Memo re: Student Discipline and Critical Incident Reporting Reminders](#)
10. [BCPS PowerPoint re: Multi-Tiered System of Support/Interventions](#)
11. [BCPS Collaborative Problem-Solving Team Composition: School Psychologists, Counselors, Social Workers](#)
12. [April 16, 2018 Florida TaxWatch Email re: SMART program](#)
13. [BCPS SAFE Team charts/members](#)
14. [MSD High School Public Safety Act Excerpt re: Drills](#)
15. [NFPA Guidelines on Fire Drills](#)
16. [BCPS Inventory of Classrooms District wide](#)
17. [Composite BCPS Memos/Materials re: Fencing](#)
18. [BCPS Charter School Process/Considerations Memo for Taskforce Re: Safety etc.](#)
19. [Composite Broward County Inventory of Charter Schools](#)
20. [Max Schachter's Draft School Safety Guidelines](#)
21. [Composite Materials re: BCPS Proposed Referendum Increased Levy](#)
22. [March 2018 17<sup>th</sup> Judicial Circuit PowerPoint re: Risk Protection Orders](#)
23. [2004 Article re: Hollywood PD Youth Referral Program](#)
24. [Newtown Foundation Letter re: Mental Health Trauma Specialist](#)
25. [April 30, 2018 Article re: Therapists for Parkland](#)
26. [CHC/CSC Aftercare Program Security Action Plan](#)
27. [January 30, 2013 BLOC SRO Taskforce Report and Recommendation](#)
28. [2018 Broward County SRO Survey](#)
29. [BCPS SRO PowerPoint](#)
30. [March 26, 2018 Letter from Davie Mayor re: SROs](#)
31. [BCPS SRO Funding post- SB 7026](#)
32. [May 2, 2018 Florida Sheriffs Association re: SRO Funding](#)
33. [Family Educational Rights to Privacy \(FEPR\) Memo for SROs](#)
34. [June 15, 2017 Police and Fire Chiefs Associations' Joint Statement re: 911 Communications](#)
35. [May 8, 2018 Police and Fire Chiefs Associations' Joint Statement re: Countywide Communications](#)
36. [Coral Springs Fire Department PowerPoint re: CPR/AED/Bleeding Control Training](#)
37. [Radio System Sun Sentinel Article](#)
38. [June 1, 2018 BCPS Safety and Security Letter MSDHS and Westglades Middle School](#)