

MSDHS Public Safety Commission Report Outline

Foreword/Message from the Commission

Acknowledgements

In Memoriam

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School District Active Assailant Response Policies and Procedures

School District Active Assailant Response Policies and Procedures

- Every school district, charter school and private K-12 school in Florida should be required to have a written active assailant response policy.
- In addition to a districtwide policy each school should be required to have a written school specific policy that establishes the response protocols unique to that school.
- Each district's policy must clearly authorize any school personnel to apply the criteria in the policy and directly order the appropriate response, i.e. Code Red, Lockdown, etc.

School District Active Assailant Response Policies and Procedures

- Every school district employee shall receive a copy of the written policy and shall be trained on the policy.
- All school districts should purchase and train personnel in using bleeding control kits.
- All SROs should be mandated to attend the CJSTC single officer response to active assailant course.
- The law should be clarified that a Safe School Officer must be present on each K-12 campus during normal school hours and that no school is to be left unattended.

School Specific And Districtwide Physical Site Security Risk Assessments

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Florida Safe School Assessment Tool (FSSAT)

- The legislature should require that the FSSAT be the sole instrument used by the school districts to assess physical site security.
- DOE should be tasked with, and funded for, providing each district with training on how to assess physical site security and how to properly complete the FSSAT.
- Each site assessment should be required to be conducted in conjunction with law enforcement.

Florida Safe School Assessment Tool (FSSAT)

- The annual districtwide FSSAT should specifically set forth the physical site security priorities for the district in descending order of priority.
- The FSSAT should also explain what progress was made in implementing the previous year's FSSAT priorities.
- Require that any significant deficiencies adversely affecting the safety and security of any school campus or facility must be reported to school board and a remedial plan approved by the board.

Florida Safe School Assessment Tool (FSSAT)

- The Florida legislature should provide DOE with compliance authority over the districts to ensure that each school, and each district as applicable, submits an annual FSSAT.
- The legislature should provide statutory sanctions for non-compliance with the annual FSSAT submission requirement.

Florida Safe School Assessment Tool (FSSAT)

- The legislature should require that the school specific FSSAT be approved by the superintendent or his/her designee before submission to DOE.
- The designee must be a deputy/assistant superintendent or the district's School Safety Specialist.

Florida Safe School Assessment Tool (FSSAT)

- The current school specific and districtwide FSSAT should be revised with stakeholder input, especially from law enforcement and industrial security experts.

Target Hardening

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Target Hardening

General Recommendations

- Target hardening is an essential component of effective school safety.
- There are core principles that most people will concur with (i.e. locking doors) and more complex concepts that people will differ over (i.e. installation of bullet resistant glass).

Target Hardening General Recommendations

- Cost is a factor in school hardening decisions and due to cost constraints Districts have to establish priorities.
- It is recommended that districts implement a tiered approach to campus hardening that begins with basic concepts that are of little or no cost, and those which may be implemented quickly.

Target Hardening General Recommendations

- After basic concepts have been implemented districts should then consider more advanced security measures, specifically those that involve technology and/or law changes.

Target Hardening General Recommendations

- There are a number of subject matter expert and organizations that provide professional advice on school hardening.
- The State should engage these experts through the DOE Office of Safe School (OSS) to establish guidelines and best practices for campus hardening across Florida.

Moving Forward

- The OSS should conduct a review of target hardening practices currently or planning to be utilized, recommendations in other state's school safety reports, and those developed by organizations such as the Partner Alliance for Safer Schools.
- Prior to August 2019, the OSS, using this review, should provide the districts with a tiered list of best practices that allows schools to develop a plan to enhance and phase in security levels over time as budgets and resources allow.
- The list should be reviewed and revised annually as new technologies are identified.

Moving Forward

- The legislature should also consider creating a permanent body such as the Connecticut School Safety Infrastructure Council to oversee physical site security of schools.
- The Connecticut legislature created this Council of subject matter experts to oversee school security infrastructure, provide consistency and ensure compliance with best practices.

Moving Forward

- Measures that should be considered when implementing physical site security enhancements include the following Level 1 through Level 4 recommendations.

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LEVEL I RECOMMENDATIONS

Policies and practices that can be implemented quickly and require little or no funding

Campus Access (Public)

- Campus access should be limited by co-locating attendance, guidance, main office and other public business offices (many schools have these functions spread throughout multiple locations on campus).
- Clear signs should direct visitors to appropriate entry points. All entry/exit doors indicating a closed campus should direct visitors to report to the front office.
- Staff should limit entry of visitors to “necessary” and when doing so, obtain proper identification and purpose. They should issue a visitor badge and require staff escort during the entire time the person is inside the school.

Campus Access (Public)

- Schools should deny visitor access during passing periods and teachers should be at their classroom doors whenever the door is open.
- All campus perimeter ingress and egress points shall be staffed when opened for student arrival and dismissal.
- No fence gates should be left open or unlocked unless staffed.

Campus Access Policy

- Require all staff and students to wear school issued badges/identification
- School employees and volunteers should be trained to immediately question, if appropriate, or report anyone on school property, even at the furthest perimeter point, who does not have a visitor's pass and is not accompanied by a school official.
- Staff members should be trained to confront, if appropriate, or report anyone or any vehicle not parked in an authorized area.

Campus Buildings (First Responders)

- Ensure all campus buildings are clearly marked with easily identifiable markings known to first responders. Mark first floor classroom windows so first responders can identify classrooms from the exterior.
- Building numbers should also be on the roof for aerial support.
- Provide keys/access to Law Enforcement while on duty so they can quickly enter the school.
- Require lockboxes on outside of all schools with key to school (local police or sheriff has code)

Campus Monitoring

- All school districts should allow law enforcement at its discretion to live monitor all existing camera systems at all schools within the district.

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Building Exterior Doors

- There should be locks on all exterior/classroom doors and other areas where students assemble in mass (cafeterias, libraries, auditoriums). All doors should self-close and lock upon closing.
- Policy should prohibit doors from being propped open.

Interior Classroom Doors/Windows

- All classroom doors should be able to be locked from inside or there must be an enforced policy that all doors remain locked at all times without exception.
- Classroom doors should either have no windows or every door should be equipped with a device that can readily block line of sight through the window
- First floor outside windows should be able to be blocked from line of sight.

Interior Classroom/Mass Assembly

- Hard corners shall be mandated and marked in every classroom. Hard corners should also be identified and marked in any other mass assembly area where applicable.
- All identified hard corners shall remain free from any permanent fixture or any other item that cannot be quickly moved to allow full access to the hard corner. (Safe zones)

Training

- Students and staff should have a clear understanding to not open any other doors for unidentified individuals.

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Code Red

- The immediate notification system must contain an audible alarm for the entire campus that not only covers the inside of the structure but outside as well for students at outside activities when the alarm is activated.
- All employees should have ability to declare a code red and remotely lock down the school.

Communication

- There should be effective two-way communication between lockdown spaces and school administrators, SRO or law enforcement.
- All school personnel should be equipped with a body worn panic alarm or other device that school personnel may activate to notify others of trouble and seek help (could be level II).

Accountability

- There should be consequences for not following safety and security measures in place (Students Code of Conduct , Employee Handbook, School Board Policy).

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LEVEL II RECOMMENDATIONS

May Require some low to moderate funding and a moderate implementation

Ingress/Egress

- There should be fenced campuses with single ingress and egress points (could be a level III based on campus size and complexity). All fencing must be anchored to the ground and high enough to prevent easy climbing.
- Use protective bollards at entrance.
- Consider use of metal detectors.

Communications

- There should be landline phones in every classroom with enhanced paging and alert system as a backup.
- Staff members should be trained to call 911 in an emergency using either an office line or a personal cell phone. Staff should be trained to never assume that someone else has called 911.

Communications

- All interior building hallways and exterior common areas where students or staff move about should be equipped with speakers tied to the school's intercom system. This includes portable classrooms. Two-way communication systems are preferred but at least one-way notification systems are paramount.
- All school radio traffic should be recorded.

Common Areas (Locks)

- Classroom doors are encouraged to be solid core and include a mortise style lock. A mortise lock is built into the body of a door providing an additional layer of security to a classroom door.
- All common use closed areas in a school must have electronically controlled doors that can be locked remotely or locally with appropriate hardware on single and double doors to resist forced entry.

Doors (Locks)

- Install door sensors and cameras on all doors vulnerable to unauthorized access use by students and staff to ensure all doors are locked at all times.
- Policies should include that doors be checked regularly throughout the school day to ensure they are secure.

Video Coverage

- Enhance current video surveillance systems to eliminate any interior/exterior gaps in camera coverage including front door access control.
- Mandate video surveillance systems capable of internet access that must include first responder and emergency communications centers access via the internet during an emergency.

Funding for High Tech Infrastructure

- DOE should ensure that each of the districts are fully aware and partaking in the E-rate program (also referred to as Schools and Libraries program) to fund and utilize current high speed broadband as it relates to school security i.e. enhancing camera and audio capability as technology is being implemented.

LEVEL III RECOMMENDATIONS

May require moderate to significant funding, but no law or regulation changes and moderate to long term implementation

Video System

- Implement enhanced live, real-time monitored video surveillance systems.

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Doors/Windows

(Some mentioned in Level II)

- Implement electronically controlled door systems.
- Install ballistic resistant glass covering on classroom door windows and first floor classroom exterior windows. (hurricane rated and have an exterior coating to prevent someone outside from seeing into the classroom.)
- Install door alert systems that can be monitored from a central location to determine if a door is closed or propped open.
- Mandate that all classroom site windows are small enough to restrict access and located a sufficient distance from the door handle to prevent a person from reaching through to unlock the door from the interior.

Parking and Bus Lots

- All parking areas should be outside of the single point of entry.
- Lighting should be placed to allow for clear observation of all entry points and parking lots.
- Bus loading and unloading areas should have physical separation from visitor parking, parent drop off and walkers.
- Implement GPS locators for all school buses.

Lockdown Procedures

- A lockdown message should be displayed on all computer screens.
- Alert parents and students off campus by email, text, and phone.
- Text messages should be sent out immediately to all school staff, selected important personnel and all law enforcement in the district.

LEVEL IV RECOMMENDATIONS

May require significant funding and/or changes in laws or regulations and long term/multi-year implementation

High Tech/High Expense

- Gunshot location sensor should be tied into camera system.
 - Provide tactical tablets that are directly fed to the E911 system.
 - RFID and Near Field Communications (NFC) card readers should replace all door locks on campus.
 - Install an electronic message board in every classroom.
 - New buildings or major renovations must include sensors that alert the office staff when exterior doors are not secured.
- Electronic monitoring that automates the process of identifying the cause of the open door should also be included.

High Tech/High Expense

- Install ballistic classroom doors, locks, hinges.
- Pass legislation that requires all Florida schools to have hurricane rated glass on all interior and exterior windows by the year 2025.
- Design shipping and receiving areas to allow access without breaching the single point of entry containment system and have electronic monitoring.
- Add capital funding for school building construction to allow for the removal of portable classrooms.

High Tech/High Expense

- Interior corridors between classrooms must have the ability to seal the movement of intruders but allow staff to move easily with electronic access control.
- First responders should have the ability to override the system at individual doors.
- All major renovations to special needs schools must include level I through IV designs.
- All new school construction must include level I through IV designs.
- Door ways should not be recessed.

ADDITIONAL RECOMMENDATIONS

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Active Shooter Policy

- Active assailant response policies should be effectively disseminated to school personnel and staff. They should receive regular training on protocols (Code Red policies).

*Note: One comment was to not call it code red and use plain language

Stop the Bleed Program

- First Aid training for faculty should include “Stop the Bleed” procedures with adequate kits for all schools.

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School Security Physical Plans

- Schools should develop a plan for an integrated security solution that:
 - maximizes use of technology and
 - creates effective physical designs to reduce the possibility of crime, violence and loss in our schools.
- The plan should be developed as part of each school district's capital improvement plan.
- A security review/assessment should be conducted annually to measure progress towards depicted goals.

Biometrics

- The current Florida statute that restricts the use of biometrics (e.g. face recognition) for use in student records should be rescinded or altered to permit and/or encourage use of biometrics capabilities to be employed in school security systems such as access control and visitor management.

Behavioral Threat Assessments

Behavioral Threat Assessments

- The behavioral threat assessment process should be standardized across all Florida schools.
- DOE should be required by a date certain to implement a statewide threat assessment instrument.
- DOE should be provided oversight authority for the threat assessment process.
- The threat assessment instrument should be automated and accessible to all with a need for access to the information, including law enforcement.

Behavioral Threat Assessments

- All threat assessment teams (TAT) should be comprised of specific (static) members with at-large positions for each case for school personnel with personal knowledge of the child.

Behavioral Threat Assessments

- All behavioral threat assessments should be tiered with higher tiers reserved for the more concerning conduct.
- The threat assessment process should be overseen at the district level and not at each individual school.
- TATs should be required to meet at least monthly and be proactive, not just reactive.
- The TATs should receive regular training on threat assessments.

Behavioral Threat Assessments

- All school personnel should receive mandated training on behavior indicators that should be referred to the TAT for assessment.
- Reporting observed behaviors to the TAT should be mandatory. There should be sanctions for non-reporting.
- Threat assessment should focus on individual behavior and not only specific threats.
- There must be adequate resources to which the TAT can refer a child—the TAT is a problem identifier and not a problem solver.

Behavioral Threat Assessments

- TATs should be required to convene within 24 hours of receiving a referral when school is in session.
- If school is not in session, the TAT must refer the matter to law enforcement for evaluation and the TAT must meet on the first day school is back in session to consider the matter and ensure it is resolved.

FortifyFL APP Awareness

- Every school in Florida should be required by law to promote the FortifyFL App by reminding students of the anonymous reporting tool at the beginning of each school year and at least quarterly throughout the year.
- FortifyFL APP reminders should be conspicuously posted throughout the schools.

SRO Recommendation

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SRO/Guardian Ratio

- A. There shall be a minimum of at least one law enforcement officer on every middle and high school campus and a minimum of one law enforcement officer or Guardian on every elementary school campus*. Each allocation of law enforcement officer/Guardian should be staffed sufficiently to provide for an immediate backup appropriate and timely response consistent with the circumstances of an emergency situation.

*The DOE and Legislature should identify, define and enumerate what constitutes a public high school, middle school and elementary school, to exclude on-line, private, singular room specialty schools, and collegiate high schools, which already have college campus police providing security.

7026 SRO and Guardian Funding

Appropriates **\$500,000 in recurring funds** and **\$67,000,000 in nonrecurring funds** from the General Revenue Fund to the DOE to allocate to sheriffs' offices that establish a school Guardian program pursuant to s. 30.15, F.S. The funds are to be used for costs related to screening and training, with a one-time stipend of \$500 provided to school guardian who participate in the school guardian program.

Appropriates **\$97,500,000 in recurring funds** from the General Revenue Fund to the DOE for the Safe Schools Allocation. Each school district and developmental research school shall receive \$187,340 of the funds, increasing each district's minimum amount of Safe Schools Allocation funding to \$250,000 in combination with the funds appropriated in the FEFP for 2018-19. The balance of the funds shall be distributed to school districts based on their proportionate share of total unweighted full-time equivalent student enrollment. School districts must use the funds exclusively for hiring or contracting for school resource officers pursuant to s. 1006.12, F.S.

SRO/Guardian Funding

- A. The Florida Legislature should provide adequate recurring funding for the Guardian program and should consider increased funding for individuals who are hired solely to fill the role of Guardian; and
- B. Allow for the use of school safety funding between different categories based on need; and
- C. Restore local authority to public school boards to levy up to a half mil without a referendum for law enforcement officers or Guardians; and
- D. Amend current version of 7026 to allow for safe schools allocation to be used for new or existing school resource officers; and
- E. Should increase safe schools allocation for school resource officers and/or guardians.

Role of the SRO

- A. The primary responsibilities of the SRO shall be the enforcement of the laws and the safety and security of the campus, students and school personnel. The SRO may still have teaching and counseling duties, but these are secondary to that of safety and security.
- B. SRO contracts between the law enforcement agencies and school boards should:
 - ✓ Require a high level of information sharing between the SRO and school administrators. The SRO or applicable law enforcement agency shall have access to educational / disciplinary records provided by the school.
 - ✓ Specifically state that decisions regarding law enforcement actions are solely within the discretion of law enforcement officers and that school administrators shall not interfere with law enforcement decisions.
 - ✓ Have consistent operating procedures, staffing levels and clearly defined roles and responsibilities.

SRO/Guardian Training

- A. SRO shall receive adequate training on records laws.
- B. Training and certification for Guardians will also be provided by the Florida Criminal Justice Standards and Training Commission (CJSTC) at regional criminal justice academies throughout Florida.
- C. SRO training should have a required number of hours focusing on trauma informed care, socio-emotional learning, restorative justice problem solving, and cultural competence.

SRO STAFFING RUBRIC

Factors

Points

- School population to include staff and teachers
 - Less than 500
 - 500-1000
 - 1000-1500
 - 1500-2000
 - 2000-2500
 - 2500-3000
 - 3000-3500
 - More than 3500

SRO STAFFING RUBRIC

Factors

Points

- School Design – Campus design
 - Single building
 - Multiple buildings (connected – closed walkways)
 - Multiple buildings (connected – open walkways)
 - Multiple buildings not connected
 - Distance between buildings
- School Design – Physical barriers
 - Campus perimeter fenced/walled
 - Single point access
 - Multiple point access
- School Design – Security
 - Camera systems
 - Passive monitoring
 - Alert to activity in defined areas when on screen
 - Active monitoring
 - Personnel with continuous monitoring
 - Personnel with intermittent monitoring

SRO STAFFING RUBRIC

Factors

Points

- Proximity to other schools
- School location
 - Urban
 - Suburban
 - Rural
- Staff to student ratio:
 - 10:1
 - 15:1
 - 20:1
 - 25:1
- Law Enforcement Officer or Guardian

NOTE: Consider a point value and determine what point total equates to assignment of a particular number of SROs or Guardians.

Law Enforcement Active Assailant Response and Radio Interoperability

Law Enforcement Active Assailant Response and Radio Interoperability

- CJSTC and individual law enforcement agencies are encouraged to require single officer response to active assailant training.
- Law enforcement agencies are encouraged to formalize Rescue Taskforce protocols with fire/EMS agencies and to train with them on a regular basis.
- Each county should be required to have a major incident unified command interlocal agreement that establishes the protocols for a unified command structure.

Law Enforcement Active Assailant Response and Radio Interoperability

- Law enforcement agencies should be required to have communications interoperability with all other law enforcement agencies in their county.
- If an agency asks another agency for access to their radio channels it should be mandated that the agency honor the request.
- Law enforcement agencies are encouraged to tactically train their personnel so they are familiar with all radio functionality.

Law Enforcement Active Assailant Response and Radio Interoperability

- Florida law should require that all primary 911 Public Safety Answering Points (PSAPs) have the ability to communicate via radio with the first responder units for which they are receiving 911 calls.
- All public safety agencies should work toward consolidation of 911 PSAPs and eliminate the 911 call transfer process.
- All law enforcement agencies in Broward County should operate on a single computer aided dispatch (CAD) system.

Law Enforcement Active Assailant Response and Radio Interoperability

- The City of Parkland should require that Broward County Regional Communications receive all cellular and landline 911 calls originating in the Parkland.
- School districts and law enforcement agencies should strive for radio interoperability.

Information Privacy Laws and Information Sharing, Including Law Enforcement Databases and Information Accessibility

Data Sharing

- Misunderstanding the application of privacy laws is a barrier to successful information sharing and all barriers must be removed.
- All stakeholders' personnel must be trained in the application of privacy laws and importantly all applicable exceptions.

Law Enforcement Data Sharing

- Each county should implement an integrated query tool so that all agencies can access each other's data within the multiple law enforcement Records Management Systems .
- Law enforcement agencies should maximize their use of existing statewide data sharing tools to access RMS and CAD systems across the state.

Law Enforcement Data Sharing

- Federal law (FERPA) restricts the information that school districts may share with law enforcement officers.
- Work with the Florida congressional delegation and recommend changes to FERPA that will eliminate these barriers to information sharing.

Biometric Data

- Florida law currently prohibits the collection of biometric data in Florida schools. F.S. 1002.22. Amend Florida law to permit the collection of biometric data.

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Law Enforcement Data Sharing

- It is essential that law enforcement officers participating on threat assessment teams have access to all RMS data within their counties and regions.
- Law enforcement officers who participate on TATs must receive training in how to access all law enforcement databases.

Exceptional Student Education and Individual Education Plans

Exceptional Student Education and Individual Education Plans

- There should be a workgroup established to determine necessary changes to federal law and then coordinate with the Florida congressional delegation to request the identified changes. (State law changes can follow if federal law is revised.)
- School personnel must be properly trained on their ESE obligations under federal and state law so that the requirements are not under or over applied.

Exceptional Student Education and Individual Education Plans

- Threat Assessment Teams and IEP committees must coordinate information and courses of action regarding ESE students.
- Students with IEPs that involve severe behavioral issues should be referred to and evaluated by the threat assessment team.

Mental Health Recommendations

Mandatory Duty to Warn

- The legislature should amend F.S. 394.4615 and require that mental health providers release a clinical record and require that they warn others of threatened harm by a patient.
 - Currently the duty to warn is permissive and warning is not required.
 - Consider requiring that the provider notify law enforcement and law enforcement warn the person threatened as necessary to protect their safety.

School-Based Services

- To the extent permitted by law, including exceptions that generally prohibit the release of protected health information, private providers should share information with school-based providers and coordinate care.
- The sharing of information should be mandated when there is a threat of harm to school personnel and/or students.
- Schools should be required, as permitted, to share student mental health information with community-based providers.

School Mental Health Records

- School mental health and counseling records should be included in each student's school record and that record should accompany the student to each school they attend within the district, as well as follow the student if they switch districts.

Screening and Referral For Services

- The legislature should require by statute that any student referred for developmental delay and/or behavioral issue testing and screening be tested within 90 days of the referral, and that the student be provided a referral for resources and/or services within 30 days of the testing/screening if needed.

Case Management

- Encourage the Managing Entities to expand case management and consider dedicated case management entities throughout the state.
- Encourage the legislature to provide dedicated case management funding.

Transition From Child To Adult Services

Recommend that DCF establish a “warm handoff” to Adult Protective Services for evaluation when a child has had extensive mental health services funded by the Department.

Mental Health Gun Background Checks

Revise Florida law to allow the State to share with mental health providers declined gun purchases based on substantiated background check for mental health disability.

Diversion Programs

Juvenile Diversion

All juvenile pre-arrest diversion programs, to include all school-based diversion programs that address criminal conduct, must be part of and operated consistently with the pre-arrest diversion program criteria established by the state attorney and other stakeholders in each judicial circuit. Any school-based diversion program must be defined in school policy and approved by the district School Board.

Criteria:

While each circuit has authority to establish criteria for diversion programs, circuits should consult with each other in an effort to create as much consistency statewide as possible. Program criteria, at minimum, should include:

- Establishment of an assessment protocol and referral process.
- Requirements for follow-up and notification of noncompliance to the state attorney's office.
- Limitation on the maximum number of referrals for eligibility to participate in a pre-arrest diversion program.
- Requirement for diversion program referrals to be cumulative and restrict a “reset” each school year for offenses counted for diversion programs.

- Requirement that all pre-arrest diversion programs report data to DJJ in Prevention Web* or another common database in an effort to eliminate information silos. (*Legislative appropriation will be required to modify DJJ's Juvenile Justice Information System to accept additional data).
- Specify that nothing in the criteria shall limit a law enforcement officer from making an arrest or interfere with a law enforcement officer's authority to enforce the law. Law enforcement shall retain discretion to decide if an arrest should be made.