



# **STATE OF ILLINOIS CAMPUS SECURITY TASK FORCE REPORT TO THE GOVERNOR**

**Governor Rod R. Blagojevich**

**April 15, 2008**



**OFFICE OF THE GOVERNOR  
SPRINGFIELD, ILLINOIS 62706**

**ROD R. BLAGOJEVICH  
GOVERNOR**

April 15, 2008

Dear Friends:

As you know, the recent, terrible events of February 14, 2008, at Northern Illinois University have impacted us all. While we cannot recover the losses of the past, we do have a responsibility to bring meaning and purpose from these terrible events.

Following last year's tragedy at Virginia Tech, I established the State of Illinois Campus Security Task Force. This multi-disciplinary task force, comprised of Illinois' top leaders in education, mental health, public safety and law enforcement, has been charged with crafting better, more effective campus security policies. They have also been charged with providing guidance directly to higher education campuses in order to improve mental health support on campus.

I am proud that our State is in a position to take proactive measures to prevent further acts of violence on Illinois campuses and to ensure an effective response and recovery should they occur. The Campus Security Task Force has successfully brought the talent and resources of the Office of the Governor and leading members of the first response, academic and mental health communities, as well the Office of the Attorney General together to provide a comprehensive report, detailing best practices, lessons learned and resources available to campuses to enhance preparedness, response and recovery.

The Task Force has also proposed vital, new legislation and a new capital grant program intended to ensure effective planning for campus emergencies and to provide resources and equipment in support of those efforts. I intend to support these efforts, and I hope the General Assembly will join me.

Working together, we can implement this report's recommendations, use its guidance to significantly improve campus security in Illinois, and help prevent another tragic act of campus violence.

Thank you for being a part of the efforts of the Campus Security Task Force.

Sincerely,

A handwritten signature in black ink that reads "Rod Blagojevich".

Rod R. Blagojevich  
Governor



Illinois Emergency Management Agency

Rod R. Blagojevich, Governor  
Andrew Velasquez III, Director

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April 15, 2008  
The Honorable Rod R. Blagojevich  
Governor  
State of Illinois

Dear Governor Blagojevich,

As you know, the recent tragic incident at Northern Illinois University has made campus security a priority for our State's homeland security and public safety community. Despite this terrible loss, I am proud to say that the NIU incident has also demonstrated Illinois' strengths in emergency response and recovery.

As Chairman of the Response Committee of your Campus Security Task Force (CSTF), I am honored to submit a report of our Committee's findings and recommendations for your consideration. Established after the Virginia Tech shootings last year, the Response Committee's efforts have already enhanced Illinois campus security through the distribution of interoperable radios to over 70 colleges statewide, and provision of campus security awareness training courses to over 95 campuses statewide. It is important to note that NIU has been an active member of CSTF and has received interoperable radios and campus security training through its efforts.

Our efforts to make Illinois' higher education campuses more secure have only begun and will become even more aggressive as a result of the recent events at NIU. Developed in partnership with our peers in the academic, first response, mental health, and legal communities, this report begins our common effort to prevent and ensure effective response to future campus security incidents.

Sincerely,

A handwritten signature in black ink that reads "Andrew Velasquez III". The signature is written in a cursive style with a prominent "A" and "V".

Andrew Velasquez  
Director  
Illinois Emergency Management Agency



160 North LaSalle Street, 10<sup>th</sup> Floor ! Chicago, Illinois 60601

April 15, 2008

Dear Colleagues,

The Department of Human Services, through its Division of Mental Health (DMH) proudly participated in the Governor's Campus Security Task Force. The Task Force convened an esteemed group of individuals, including leaders in academia, counselors and other providers of care, attorneys, students, and other consumers of mental health services, all of whom generously gave of their time and expertise to tender the recommendations provided herein. Special thanks to Ms. Barbara Shaw and Mr. Jim DiTulio who led the Prevention/Awareness and Mental Health Services Workgroups, respectively.

We are hopeful that this document stimulates discussion on your campus that can result in policy and operational changes with the ultimate goal of improving safety while assuring that those in need have access to appropriate mental health services in a timely manner. Many of you have participated in a survey that helped to frame several of the recommendations for added training, collaborations between needed and existing resources and identifying new services needed and training opportunities. The Division of Mental Health is pleased to be a resource for you as you evaluate the efficacy of your existing services against national standards and best practices and design plans to address any gaps in those services.

The resources of DHS are available as outlined in this report and I encourage you to contact us for assistance at any time. You may do so by reaching out to Michael Pelletier, Special Assistant to the Director, at [Michael.Pelletier@illinois.gov](mailto:Michael.Pelletier@illinois.gov) or at (847) 894-9877 to arrange for the DMH resources to become your resources.

Best regards,

Lorrie Rickman Jones, Ph.D.  
Director, Division of Mental Health



State of Illinois  
OFFICE OF THE ATTORNEY GENERAL

Lisa Madigan  
Attorney General

April 15, 2008

Dear Colleagues,

The tragic shootings at Virginia Tech in April 2007 demonstrated some of the vulnerabilities of college campuses and identified the need to review and facilitate crisis planning and responses. In the aftermath of that tragedy, my office worked with many Illinois leaders in academics, law enforcement, government and health care to assess campus safety issues and develop recommendations.

Then, on February 14, 2008, we were shocked and saddened by the tragedy that occurred at Northern Illinois University. We continue to grieve with the university community and with the families and friends who lost loved ones. We are working with NIU to assist those who were injured and those who witnessed this devastating crime.

As Attorney General of Illinois, I join with the Illinois Campus Safety Task Force in presenting you with this report. The Task Force fostered cooperation and dialogue among a full spectrum of participants to examine findings and reports from the Virginia Tech tragedy, review State and Federal legislation, share best practices, examine challenges, and make recommendations. My office chaired the Legal Subcommittee, which focused on perceived barriers in communication, the appropriateness of information sharing, and the intersection of information sharing with student privacy rights.

Illinois' higher education campuses vary greatly from school to school. The Task Force's findings, recommendations, and action plans recognize this diversity and strive to provide campuses with guidance and resources to facilitate individual campus dialogue, examination and planning in campus safety and all hazards responses.

We hope that this report will assist you in your school's ongoing review and development of emergency response planning and protocols. I would like to thank all of the members of the Task Force and their agencies for contributing to this report. Thank you for your commitment and dedication to making all of our campuses safe, productive learning environments.

Very truly yours,

A handwritten signature in cursive script that reads "Lisa Madigan".

Lisa Madigan  
ATTORNEY GENERAL

## CAMPUS SECURITY TASK FORCE PARTICIPANTS

*The Campus Security Task Force recognizes the contributions of the following agencies, institutions and organizations:*

<p>Lorrie Rickman Jones, Ph.D.            Director  <i>Chair, Prevention-Mental Health            Committee</i>  <i>Department of Human Services            Division of Mental Health</i></p>	<p>Lisa Madigan,            Attorney General  <i>Chair, Legal Committee</i>  <i>Office of the Attorney General</i></p>	<p>Andrew Velasquez, Director  <i>Chair, Response Committee</i>  <i>Illinois Emergency            Management Agency</i></p>
<p>Asian Human Services</p>	<p>Illinois Campus Law Enforcement            Administrators</p>	<p>John A. Logan College            Lutheran Social Services of Illinois</p>
<p>Association of Black Psychologists</p>	<p>Illinois College Counseling            Association</p>	<p>Mental Health Association</p>
<p>Association of University and College            Counseling Center Directors</p>	<p>Illinois Community College Board</p>	<p>Midstate College</p>
<p>Black Hawk Community College</p>	<p>Illinois Department of Public Health</p>	<p>Moraine Valley Community College</p>
<p>Bradley University</p>	<p>Illinois Department of Human            Services</p>	<p>Morton College</p>
<p>Center for the Study of Race, Politics            and Culture,            University of Chicago School of            Social Service Administration</p>	<p>Illinois Emergency Management            Agency</p>	<p>Motorola</p>
<p>Chicago Department of Public            Health</p>	<p>Illinois Emergency Services            Management Association</p>	<p>Mutual Aid Alarm Box System            (MABAS)</p>
<p>Chicago Police Department</p>	<p>Illinois Federation of Families</p>	<p>National Alliance on Mental Illness</p>
<p>Chicago State University</p>	<p>Illinois Law Enforcement Alarm            System</p>	<p>National Association of Social            Workers</p>
<p>Columbia College</p>	<p>Illinois Masonic</p>	<p>Northern Illinois University</p>
<p>DASA</p>	<p>Illinois Math and Science Academy</p>	<p>Northwestern University</p>
<p>Depression Bi-Polar Support Alliance</p>	<p>Illinois Medical Emergency Response            Team</p>	<p>Roosevelt University</p>
<p>DeVry University</p>	<p>Illinois Psychiatric Society</p>	<p>Rush University Medical Center,            Rush Behavioral Health</p>
<p>Edwin F. Mandel Legal Aid Clinic,            University of Chicago School of Law</p>	<p>Illinois Psychological Association</p>	<p>Southern Illinois University</p>
<p>Elgin Community College</p>	<p>Illinois State Police</p>	<p>Southern Illinois University Center            for            Rural Health and Social Service</p>
<p>Epstein &amp; Epstein</p>	<p>Illinois State University</p>	<p>Springfield Police Department</p>
<p>Federation of Independent Illinois            Colleges and Universities</p>	<p>Illinois Terrorism Task Force</p>	<p>State of Illinois Fire Marshal</p>
<p>Illinois Board of Higher Education</p>	<p>Illinois Violence Prevention            Authority</p>	<p>University of Illinois</p>
<p>Illinois Board of Higher Education            Student Advisory Committee</p>	<p>James Lee Witt Associates</p>	<p>Western Illinois University</p>
		<p>William Rainey Harper College</p>

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Director Andrew Velasquez, Illinois Emergency Management Agency

Director, Dr. Lorrie Rickman Jones, Division of Mental Health, Illinois Department of Human Services

Attorney General Lisa Madigan, State of Illinois

### State of Illinois Campus Security Task Force Participants

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## **EXECUTIVE SUMMARY**

**CAMPUS SECURITY TASK FORCE  
REPORT TO THE GOVERNOR  
EXECUTIVE SUMMARY**

**1. History, Mission, Organization, and Methodology**

***History and Mission***

Governor Rod R. Blagojevich established the State of Illinois Campus Security Task Force (CSTF) in April 2007, in response to the shooting incident at Virginia Tech. CSTF was charged with the mission of developing and implementing comprehensive, coordinated policies and training programs to deter, prevent and significantly enhance response to, and recovery from, major public safety incidents at all higher education campuses, public and private, in Illinois. For the past year CSTF has served as the locus of Illinois' comprehensive and interdisciplinary efforts to enhance campus security. It is the intent of CSTF to carry on its work following the release of this Report to the Governor.

This Report of CSTF to the Governor represents the consensus of over 75 organizations from the response, mental health, legal, and higher education communities. This Report is a tool for campus leaders and their partners in surrounding communities, to use to enhance all facets of campus security – prevention, response, recovery and related legal issues. CSTF is proud to acknowledge that its efforts, including campus security awareness training, radio distribution, and the general sharing of best practices, have been recognized as having served to enhance the response to, and recovery from, the recent incident at Northern Illinois University. However, the incident on February 14, 2008 has also served to heighten the need to utilize and advance the formal recommendations presented in this Report to the Governor.

### ***Organization***

Under the leadership of the Office of the Governor, CSTF has been divided into three primary committees:

<b>Committee</b>	<b>Chair</b>	<b>Mission</b>
The Response Committee	Director Illinois Emergency Management Agency	To review and recommend enhancements to campus security preparedness and response planning, and related training.
The Prevention and Mental Health Committee	Director Division of Mental Health Illinois Department of Health & Human Services	To review and recommend enhancements to mental health policies, services, and issue awareness to prevent, and enhance response to and recovery from major incidents on higher education campuses statewide.
The Legal Committee	Attorney General State of Illinois Represented by IL AG Director of Policy	To review and recommend enhancements to legal issues and policies related to higher education campus security in Illinois.

The General Membership of CSTF has included representatives from over 75 individual organizations, drawn from the emergency response, mental health services, legal, and higher education communities.

### ***Approach & Process***

CSTF has placed great emphasis on crafting both near-term deliverables and concrete guidance for the long-term, through the delivery of resources and training, a comprehensive survey of mental health resources and issues, and providing a comprehensive, thorough and practical set of policy recommendations designed for immediate implementation and application. Some CSTF measures have already been implemented, including distribution of interoperable radios to campus security officials statewide, and the delivery of a campus security awareness training program statewide. CSTF has also placed great emphasis on consensus building and interdisciplinary cooperation - each CSTF committee included representatives from each of the major, participating disciplines. CSTF has met as a full-body four times as of the release of this report, with intermittent sub-committee meetings.

## 2. Findings and Recommendations

The three committees of CSTF offer the following recommendations for consideration, implementation, and utilization statewide.

### Response Committee

#### ***Findings***

- Interagency and multi-jurisdictional cooperation among all parties is vital to successfully managing emergencies, and requires that agencies and jurisdictions have the capability to efficiently and effectively communicate with each other during a critical incident.
- A strong system of unified command and control of an incident is essential for the coordination of resources necessary to mitigate threats to life and property.
- All-hazards planning is the standard for emergency preparedness. Development of strong all-hazards emergency plans will allow campuses to more quickly respond to natural and manmade emergency situations. Campus emergency plans, procedures and key information should be updated regularly and provide for revision based on actual emergencies or exercises. Colleges and universities should conduct a risk analysis or threat assessment in collaboration with local first responders and emergency management agency and select a level of security appropriate to their campus.
- Comprehensive training and exercise of emergency response plans and systems are a necessary part of emergency preparedness. Training for staff, faculty and students in recognizing and understanding emergency alerts and the appropriate immediate response actions are essential to safeguarding lives.
- Development of robust, redundant, multi-modal, internal communication systems that reach students, faculty, and staff can expedite dissemination of important, sometimes life-saving, information.

#### ***Recommendations***

- Colleges and universities should ensure that all agencies that are or may be involved in the response to an emergency on their campuses are trained in National Incident Management System (NIMS), which should form the common operating structure for any response. All key decision makers at a college or university should be familiar with NIMS.<sup>1</sup>
- Colleges and universities should make development and implementation of interoperable communications among response agencies a central focus of campus emergency planning. Communications plans should be regularly tested. The statewide StarCom21 system provides a mechanism for colleges and universities to coordinate response activities with outside public safety agencies.
- Colleges and universities should adopt the Incident Command System (ICS) model, delineated in NIMS, as the basis for command and control in the event of an emergency. All first responders and key college and university personnel should be familiar with ICS.
- Colleges and universities should develop an all-hazards emergency response plan to address those hazards that may threaten their campus. Development of all-hazard plans should be

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<sup>1</sup> <http://www.whitehouse.gov/news/releases/2003/02/20030228-9.html>;  
<http://training.fema.gov/EMIWeb/IS/is700.asp>; [http://oep.osophs.dhhs.gov/ccrf/NIMS\\_training.htm](http://oep.osophs.dhhs.gov/ccrf/NIMS_training.htm)

statutorily required and those plans should be exercised annually. The all-hazards planning process requires assessment of the needs of all relevant stakeholders, including students, faculty and staff.

- Colleges and universities should take steps to see that their campus first responders, who will be relied upon in the execution of their all-hazard plans, are appropriately trained and exercised.
- Colleges and universities should ensure that students, faculty and staff are informed regarding their roles and responsibilities in preparing for and responding to emergency situations.
- Colleges and universities should work to develop and implement strong internal emergency communications and notifications systems for their campuses. These systems should use a range of technologies and redundant features.

## Prevention and Mental Health Committee

### ***Findings***

- Creating a healthy campus culture, while promoting awareness and prevention, can reduce the risk of mental health related incidents.
- Assuring access to an array of timely and appropriate mental health services can help address concerns about at-risk students, as defined and identified by campus policies and officials.
- Planning for the securing, and managing of additional clinical support services as part of a college or university's Crisis Management Protocol (CMP) is essential to effective recovery operations.

### ***Recommendations***

- Develop culturally and linguistically appropriate messages to de-stigmatize mental illness as well as other illnesses, while normalizing all attempts to seek assistance and treatment for self and for others. Teach that “codes of silence” or keeping silent about a person’s pain or distress may lead to negative outcomes.
- Expand both formal and informal opportunities for entering students to integrate into the campus community with the goals of establishing viable social networks and reducing social isolation.
- Provide collaborative training opportunities on signs, symptoms and early identification of mental illness or other behavioral patterns that may be predictive of violence, on violence prevention strategies, and on response protocols for a variety of potential incidents. Research has indicated that the risk of violence may increase when other risk factors are present, such as substance abuse, lack of personal supports and exposure to destabilizers. Training should be targeted to campus security forces and first responders, health services personnel, counselors, resident advisors, coaches, and student/minority affairs staff.
- Widely distribute and/or facilitate access to awareness and prevention information on early signs of mental illness and the importance of seeking help, violence prevention, and substance abuse awareness and prevention. Consider incorporating existing anti-stigma campaigns (SAMHSA’s “What a Difference a Friend Makes” campaign, Illinois Department of Human Services’ “Say it Out Loud” campaign) into faculty, student and staff orientations and campus life programs (See Appendix B, Parts I-IV).<sup>2</sup>
- Develop non-discriminatory campus policies that promote awareness and prevention activities. See [www.bazon.org/pdf/SupportingStudents.pdf](http://www.bazon.org/pdf/SupportingStudents.pdf). (See Appendix B, Part V).
- Develop “threat assessment” teams and procedures that delineate actions that should be taken in the face of a potential or actual threat. The purpose of the team is both investigational and interventional. Teams should be multidisciplinary in composition, must have a senior clinical staff member as well as representation from Student Affairs and campus security, and should meet with some regularity. Policy considerations must be careful not to erode the rights of persons in need or create additional barriers to treatment. Task Force members strongly advise consulting expert guidance in establishing policies and procedures for this team (See Appendix B, Part VI).
- Use the International Association of Counseling Services (IACS) Guidelines for best

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<sup>2</sup> *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates* (2002). Published by the United States Secret Service and the United States Department of Education. Retrieved on October 28, 2007 from: [http://www.secretservice.gov/ntac/ssi\\_guide.pdf](http://www.secretservice.gov/ntac/ssi_guide.pdf).

practices in providing mental health services. IACS offers accreditation standards for university and college counseling centers and cites optimal staff-student ratios, clinical guidelines and other guidelines for providing high quality mental health services.

- Where there are gaps in mental health services develop formal or informal agreements with local community mental health providers to augment services available on the campus. The Illinois Department of Human Services, Division of Mental Health (DMH) can assist in brokering these agreements.
- Attempt to eliminate all waiting lists for services by increasing personnel on campus or through relationships with community and contractual providers. Technology (e.g., telemedicine, telepsychiatry) may be useful in increasing access, especially in rural areas.
- Assure that all persons experiencing a mental health crisis have access to immediate intervention in order to determine level of care needed and specifically to assess degree of danger to self and others. Consider implementing crisis intervention teams on campus, staffed with individuals well versed in mental health crisis management.
- Identify an office or person responsible for providing mental health counseling referral information for students and employees and make certain that office/person is well known in the university community. This will increase the likelihood that a person in need of services will locate appropriate assistance. Further, assure that office/person is well versed in all protocols established for the management of emergencies.
- Train key direct service mental health and counseling center personnel and first responders on the Illinois Mental Health Code and the requirements for involuntary hospitalization and involuntary treatment. Further, take steps to assure that individuals receive post-hospitalization follow up care to facilitate critically important continuity in treatment.
- Train key staff and direct care personnel in the reporting requirements of the newly amended FOIA Act and identify procedures for forwarding required information to the State.
- Develop plans to secure crisis counselors that can be “activated” to support and augment pre-existing campus resources in the wake of a crisis. Counselors can be identified both via local resources and through contacting the Illinois Emergency Management Agency (IEMA) or the Illinois Department of Human Services, Division of Mental Health (DMH) and should have credentials vetted with the assistance of the Illinois Department of Public Health (IDPH). IEMA and DMH can assist with this process.
- Develop a plan for the management of volunteers who are deployed to a campus in the wake of a crisis. This can be time consuming, and if not done well, can lead to chaos and disorganization while attempting to manage the crisis.
- Develop an alliance with governmental agencies to determine all Federal and State resources that may be tapped for additional financial support for the university or college as they manage the crisis. Typical sources of support for mental health services may include but are not limited to Substance Abuse and Mental Health Services Agency (SAMHSA) grants and Department of Justice grants. Long-term support for mental health services is critical for persons who develop long-term and more serious disorders or refractory responses to stressful incidents.

## Legal Committee

### ***Findings***

- A misperception of the law exists among some college and university administrators regarding the ability to share information about potentially dangerous students.
- College and university campuses lack a universal protocol for response to potentially dangerous students.
- Not all college and university staffers are aware of emergency response procedures or policies on exchange of information regarding potentially dangerous students.

### ***Recommendations***

- Colleges and universities need to clarify for faculty and staff their roles, duties, and responsibilities under the Family Education Rights and Privacy Act of 1974 (FERPA) and the Mental Health and Developmental Disabilities Confidentiality Act (MHDDCA).
- Colleges and universities should develop and/or update response plans and processes, designate appropriate points of contact, and ensure rapid response to legal issues arising from a campus incident.
- Colleges and universities need to develop and/or update their campus policies covering:
  - The type of information that can be exchanged between mental health providers and campus officials about students and campus personnel and the circumstances under which such an exchange is appropriate;
  - The joint response plan between local law enforcement and the campus to address emergencies on campus;
  - The inclusion of violence and threat of violence in the student code of conduct as behavior that may result in suspension, dismissal, or expulsion and how a violation of that standard may impact enrollment and/or housing status and appeal rights;
  - The campus' position regarding weapons on campus;
  - The intra-campus coordination of information sharing among campus housing, law enforcement, health professionals, and administration, including who has access to which information, delineating what level of information can be shared with whom amongst campus emergency responders;
  - The identity of the lead agency in an emergency, recognizing that it may change depending on the nature of the emergency;
  - The contact people available for students and campus personnel in reporting a dangerous or potentially dangerous person on campus; and
  - The new (effective June 1, 2008) standard for involuntary civil commitment as it applies to transport and/or removal of individuals from campus.



### 3. Actions to Date

CSTF has, prior to release of this report, taken a series of actions designed to enhance campus security in Illinois.

Interoperable Radio Distribution	<ul style="list-style-type: none"><li>• At the Governor's direction, the Illinois Terrorism Task Force and Motorola, in a public-private partnership have provided 303 Starcom21 700/800 MHz radios, including training on their use, to 70 colleges and universities throughout the State. Northern Illinois University received these radios prior to February 14, and utilized them during their incident response on February 14. There are plans for further radio distributions to higher education partners in the coming months.</li></ul>
Campus Security Awareness Training	<ul style="list-style-type: none"><li>• Through U. S. Department of Homeland Security funding administered by the Illinois Terrorism Task Force, campus security awareness training has been provided at six regional sites throughout Illinois. To date, 96 colleges and universities and 200 administrative and security officials from these institutions have taken advantage of this half-day course. Additional training sessions will be presented on all-hazard campus safety preparedness beginning the summer of 2008.</li></ul>
Mental Health Services Survey	<ul style="list-style-type: none"><li>• The Mental Health Services Team of CSTF's Prevention &amp; Mental Health Committee conducted a comprehensive survey of mental health services on higher education campuses in Illinois in an effort to stimulate a statewide discussion on the adequacy of mental health services on college campuses in the context of a growing need for such services. The survey achieved a response rate of 61%. Its results have been used to develop several recommendations which, when implemented, could enhance service access for individuals with mental or emotional difficulties. Survey data and resulting recommendations are included in this Report.</li></ul>

## 4. Next Steps

### Step One

CSTF strongly recommends adoption and implementation of essential legislation to require emergency planning and violence prevention planning for all Illinois higher education institutions.

#### **2008 Campus Security Enhancement Act**

The Act will require all higher education institutions in Illinois to develop, implement, train and exercise annually:

- (1) An all-hazards emergency response plan; and
- (2) A comprehensive violence prevention plan including development of campus violence prevention committees and threat assessment teams.

These plans are to be reported to, and developed with the assistance of, county and major municipal emergency managers and IEMA regional coordinators.

### Step Two

CSTF strongly recommends providing \$25 million in State funding to support the enhancement of campus security in Illinois, as included in the Governor's proposed Capital Bill (See Capital Budget Book, Page 60, Appendix A).

#### **Campus Security Enhancement Grant Program**

The Campus Security Enhancement Grant Program will:

- 1) Create a full-time campus security coordinator and liaison at the Illinois Board of Higher Education and at the Illinois Community College Board;
- 2) Support the development and implementation of a three-day campus security training program for campus and surrounding community officials;
- 3) Support the development and implementation of a two or three-day campus violence prevention program to assist campuses with developing violence prevention committees and threat assessment teams; and
- 4) Create a Competitive Grant Program that will provide merit-based funding for the enhancement of campus security to higher education campuses statewide.

### Step Three

#### **CSTF Committee Next Steps**

It is the consensus of CSTF that its efforts to achieve its mission should not conclude with the release of this Report.

CSTF's Committees outline the following Next Steps:

**Continue CSTF as a regular forum for college and university emergency and security planning and best practice exchange.**

**Response Committee Next Steps**

- 1) Implement a second round of Starcom21 radio distribution;
- 2) Offer more regional Campus Security Awareness Training Sessions and develop and implement a more in-depth Campus Security Train-the-Trainer program;
- 3) Provide and support draft campus security legislation, as referenced in this Report to the Governor;
- 4) Work to support implementation of the proposed Campus Security Enhancement Grant Program as introduced in the Governor's Capital Bill;
- 5) Reconvene the Response Committee and CSTF in general, at least semi-annually to address and discuss new Illinois campus security issues and programs.

**Prevention & Mental Health Committee Next Steps**

- 1) Promote existing training programs as referenced in this Committee's Findings & Recommendations, and Appendices (See Below);
- 2) Await further information from the formal investigation into the February 14, 2008 NIU shooting incident and its assailant to determine appropriate measures and reforms to improve Illinois' mental health system statewide;
- 3) Facilitate relationships and partnerships between campus mental health service providers and mental health and substance abuse service providers in their surrounding communities;
- 4) Work with the Illinois Department of Public Health to develop a credentialing process and database of mental health counselors for incident response and recovery;
- 5) Provide any and all reasonable assistance including clinical expertise in the form of best practices to all Illinois higher education campuses expressing need.

**Legal Committee Next Steps**

- 1) Monitor implementation of SB 0234 – PA 095-0602 that amends the involuntary commitment standard.
- 2) Monitor implementation of SB 940 – 95-0564 that amends the FOID card law.
- 3) Consider development and distribution of training materials or summaries of additional relevant laws.

**2008 CAMPUS SECURITY ENHANCEMENT ACT  
&  
CAMPUS SECURITY ENHANCEMENT  
GRANT PROGRAM**

## Introduction

The State of Illinois Campus Security Task Force's Report provides an extensive and comprehensive set of policy recommendations and guidance for Illinois campus administrators and policy makers. It is the consensus of the Task Force that all of these recommendations are essential to ensure the security of our higher education campuses.

The shooting incident at Northern Illinois University has given particular importance to two of the Task Force's primary recommendations. The tragic events at NIU make implementation of these two initiatives vital to Illinois campus security.

**It is the strong recommendation of the Campus Security Task Force that the legislature pass and the Governor enact and implement:**

- 1) **2008 Campus Security Enhancement Act; and**
- 2) **The Campus Security Enhancement Grant Program, as a part of the Governor's proposed Capital Bill.**

### Initiative Details:

#### *2008 Campus Security Enhancement Act*

All Illinois higher education institutions\* shall be required to:

1. Develop, train and exercise at minimum annually a NIMS compliant, all-hazards emergency response plan in partnership with and reported to their county or major municipal emergency management official, and;
2. Develop, train and exercise at minimum annually an inter-disciplinary and multi-jurisdictional campus violence prevention plan, including coordination of and communication between all available campus and local mental health and first response resources, in partnership with and reported to their county or major municipal emergency management official. The campus violence prevention plan shall include the development and implementation of a campus violence prevention committee and campus threat assessment team.
3. County and major municipal emergency managers and IEMA regional coordinators shall assist in the planning and training process for these two plans with all resources available to them. County emergency managers and IEMA regional coordinators shall provide higher education institutions with appropriate standards and guidelines for these plans, training and exercises.

➤ NOTE – The Act could be added as a sub-section of Chapter 110 (Higher Education), General Provisions Sections, of Illinois Compiled Statutes (2008), and other relevant sections of public university enabling legislation.

➤ NOTE – The Campus Security Task Force's Report provides detailed guidance on the development and implementation of these required plans, and includes recommendations for resources to assist schools in their development.

\* Higher Education Institutions = 12 public universities; 48 community colleges; 94 independent not-for-profit; and 29 independent for-profit institutions; Total = 183

## ***Campus Security Enhancement Grant Program***

### **Overview:**

- \$25 million proposed in the Governor's FY09 Capital Bill
  - SEE: Capital Budget Book, P.60, Appendix A
- Fiscal Agent / Administrator = IEMA

It is the consensus of the Campus Security Task Force that, if approved, these funds be expended in four key parts. These four key expenditures include:

### **Expenditure 1 – Illinois Board of Higher Education (IBHE) and Illinois Community College Board Campus Security Liaisons and Coordinators**

- Full-time Campus Security Coordinator-Liaison Officers, one at the Illinois Board of Higher Education and one at the Illinois Community College Board, to provide: (a) oversight; (b) technical consulting; (c) sharing of best practices; (d) higher education representation in the State EOC; and (e) general coordination on all statewide campus security issues to all Illinois based higher education institutions.
- Estimated Costs = \$65,000 to \$75,000 per year, per position, for two years for a Total \$260,000 to \$300,000

### **Expenditure 2 – Statewide 3-day Campus Security Response Training Program**

- A three-day program expanding on the existing CSTF campus security awareness training program to be offered in six strategic locations statewide and provide training in: (a) campus risk/vulnerability assessment; (b) all-hazards response plan development; and (c) campus-wide exercise development.
- Estimated Costs = \$186,760 per year for program administration, \$207,000 per year for participant reimbursement, for two years for a Total \$787,520.

### **Expenditure 3- Statewide 2 to 3-day Campus Violence Prevention Training Program**

- A two to three-day program training all inter-disciplinary campus officials and area first response agencies in how to: (a) develop and implement a campus violence prevention committee and a campus threat assessment team; (b) effectively leverage and expand on existing mental health care resources for the prevention of violence; (c) enhance campus community awareness of mental health and campus violence issues; (d) report behavior; and (e) ensure patients' rights.
- Estimated Costs = \$787,520

#### **Expenditure 4 - Campus Security Enhancement Competitive Grant Program (CSEG)**

- Total Program Size = \$23,124,960
- Administration and Application Review:
  - A competitive grant program, administered by IEMA, with joint-application review by IEMA, IBHE, ICCB and select, relevant members of CSTF.
- Applicant Pool:
  - Applications accepted from all Illinois higher education institutions.
  - Applicants will be ineligible if they have not provided a NIMS compliant, all-hazards response plan and comprehensive violence-prevention plan to their county or major municipal emergency manager.
- Applications accepted for:
  - Enhancement of emergency communications/messaging systems (equipment, personnel and training);
  - Emergency medical response training for campus personnel;
  - Campus security personnel training;
  - Mental health services and violence prevention training, and related awareness programs (e.g. violence prevention committees, threat assessment teams, and post-incident counseling);
  - Planning and execution of campus-wide training exercises and development of all hazards campus response plan.
- Applications reviewed based on:
  - Formal guidelines presented in CSTF's Report to the Governor
  - Relative risk, vulnerability, enrollment size, acreage
  - Decisions on the merits – no automatic preferences
  - Statewide applications

## **COMMITTEE FINDINGS & RECOMMENDATIONS**



## RESPONSE COMMITTEE FINDINGS & RECOMMENDATIONS

### **Finding**

Teamwork, collaboration, and coordination among first responders at any emergency are critical to a coordinated response.<sup>3</sup> When an incident occurs on a college or university campus, it presents some difficult barriers, including communication between security personnel and campus administrators and also between campus security and off-campus first response agencies. Enhancing interagency and multi-jurisdictional cooperation will be critical to future emergency response. Those enhancements will require that responding agencies and jurisdictions have the capability to efficiently and effectively communicate with each other in the event of a crisis.

Enhancing interoperability has two components. One of those components is to enhance the technical capabilities to work together. The second component is to develop a common operating framework for emergency response. The State has undertaken steps to do both with respect to its colleges and universities.

With respect to technology, the Illinois Terrorism Task Force (ITTF) and Motorola, in a public-private partnership, provided 303 Starcom21 700/800 MHz radios to 70 colleges and universities throughout the State (see Attachment A – College Radio Training).<sup>4</sup>

Training on how to use the radios also was provided by the Illinois Emergency Management Agency (IEMA) to the colleges and universities that received the interoperable communications equipment. Starcom21 is the name given to the statewide interoperable communications system utilized by the Illinois State Police and other State and local public safety agencies.<sup>5</sup> The ITTF previously had distributed more than 2,800 of these radios to public safety agencies throughout the State.<sup>6</sup> This widespread distribution provides a foundation for statewide interoperable communications as outlined in the Illinois Statewide Communications Interoperability Plan, which recently was approved by the United States Department of Homeland Security.<sup>7</sup> For these colleges and universities, the Starcom21 radios provide not only those critical on-campus voice communications links between campus security and campus administrators, but also, in most cases, a critical link to off-campus response agencies such as local police, fire and emergency management.

With respect to creating a common operating framework, the State has adopted the National Incident Management System (NIMS)<sup>8</sup> as the template for emergency response statewide. The system is the one suggested by both the recently adopted National Response Framework (NRF)<sup>9</sup>

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<sup>3</sup> United States. National Commission on Terrorist Attacks Upon the United States. The 9/11 Commission Report. July 2004.

<sup>4</sup> Illinois Office of the Governor. Press Release. “Governor Blagojevich Announces Motorola to Donate \$294,000 Worth of Radios for State’s College Campus Security Effort.” 24 May 2007.

<sup>5</sup> Illinois Office of the Governor. Press Release. “Illinois First to Fund New State Police Radio System.” 22 Dec. 2000.

<sup>6</sup> Illinois Emergency Management Agency. Illinois Terrorism Task Force 2007 Annual Report. March 2008.

<sup>7</sup> Illinois Office of the Governor. Press Release. “Governor Blagojevich Announces Statewide Emergency Communications Plan Approved by U.S. Department of Homeland Security.” 7 April, 2008.

<sup>8</sup> Homeland Security Presidential Directive 5

<sup>9</sup> United States. National Response Framework. January 2008.

and its predecessor the National Response Plan (NRP). It represents the accepted best practice nationwide for addressing emergency response. NIMS provides a common operating framework for all responders. As the NRF notes regarding NIMS:

This system provides a consistent, nationwide template to enable Federal, State, tribal, and local governments, the private sector, and non-governmental organizations (NGOs) to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of the *NIMS* for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response.<sup>10</sup>

By adopting NIMS consistent with the NRF, colleges and universities will align their response structures with those of supporting State and local agencies. This will allow for clearer communication and easier cooperation in the event of an emergency. It will also allow colleges and universities to tap into a wealth of State and Federal training resources. Many of these resources are offered at no charge through the Federal Emergency Management Agency. For example, online training in NIMS is available for first responders at no charge. This training would also be available to college and university administrators at no charge. Such training would familiarize the college and university systems with the requirements of emergency response from the highest levels of administration to first responders on the scene. It would also align college and university systems with the response from a variety of other local, State and Federal agencies as well as private organizations like the Red Cross and Salvation Army.

### **Recommendations**

Colleges and universities should ensure that all agencies that are or may be involved in the response to an emergency on their campuses are trained in NIMS, which should form the common operating structure for any response. All key decision makers at a college or university should be familiar with NIMS.<sup>11</sup>

Colleges and universities should make development and implementation of interoperable communications among response agencies a central focus of campus emergency planning. Communications plans should be regularly tested. The statewide StarCom21 system provides a mechanism for colleges and universities to coordinate response activities with outside public safety agencies.

### **Finding**

A strong system of unified command and control of an incident is essential for the concentration of resources necessary to mitigate threats to life and property. This fact is clearly recognized in NIMS. As a framework for command and control, NIMS suggests the employment of the Incident Command System (ICS) to address emergency response. As noted in the findings above, NIMS and the ICS are the established best practices across the nation for addressing emergency response

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<http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>

<sup>10</sup> Ibid.

<sup>11</sup> <http://www.whitehouse.gov/news/releases/2003/02/20030228-9.html>;

<http://training.fema.gov/EMIWeb/IS/is700.asp>; [http://oep.osophs.dhhs.gov/ccrf/NIMS\\_training.htm](http://oep.osophs.dhhs.gov/ccrf/NIMS_training.htm)

operations. Just as with NIMS, adoption of the ICS structure by colleges and universities for their emergency response will allow for smooth integration of support services from other local, State and Federal agencies. The adoption of ICS will also allow colleges and universities to tap into a wide pool of training resources on ICS that are offered in conjunction with the Federal promotion of the NIMS.

### **Recommendation**

Colleges and universities should adopt the ICS model, delineated in NIMS, as the basis for command and control in the event of an emergency. All first responders and key college and university personnel should be familiar with ICS.

### **Finding**

An all-hazards approach to planning is quickly becoming the standard in the field of emergency response. Development of strong all-hazards emergency plans will allow campuses to more quickly respond to all natural and manmade emergency situations. Having a comprehensive plan in place to respond to risks and hazards facing a college or university can help mitigate the consequences of incidents.<sup>12</sup>

The importance of planning can hardly be overstated as the NRF notes:

Planning provides three principal benefits: (1) it allows jurisdictions to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed; (2) it guides other preparedness activities; and (3) it contributes to unity of effort by providing a common blueprint for activity in the event of an emergency. Planning is a foundational element of both preparedness and response and thus is an essential homeland security activity. Emergency planning is a national priority, as reflected in the *National Preparedness Guidelines*. [footnote omitted]<sup>13</sup>

The development of planning based on an all-hazards approach will align colleges and universities with the planning protocols employed by the State and allow college and university planners to tap into a wide range of resources.

The State has already recognized the importance of planning with respect to educational institutions for K-12 students. K-12 schools in Illinois must, by law, have all-hazard plans and hold regular exercises of those plans, but no such legislation exists with regard to Illinois colleges and universities.<sup>14</sup> While many colleges and universities do have such plans, the committee thinks it would be prudent to have legislation requiring all colleges and universities to develop and maintain all-hazard plans. The suggestion of the Response Committee is for the Illinois Board of Higher Education to draft such legislation.

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<sup>12</sup> Federal Emergency Management Agency. State and Local Guide (SLG) 101: Guide for All-Hazard Emergency Operations Planning. Sept. 1996.

<sup>13</sup> National Response Framework.

<sup>14</sup> Illinois School Safety Drill Act. Public Act 094-0600. 16 Aug. 2005. Chapter 105, Illinois Compiled Statutes, Act 128.

**Recommendation**

Colleges and universities should develop an all-hazards emergency response plan to address those hazards that may threaten their campus. Development of all-hazard plans should be statutorily required and those plans should be exercised annually. The all-hazards planning process requires assessment of the needs of all relevant stakeholders, including students, faculty and staff.

**Finding**

Training and exercise of emergency response plans and systems are a necessary part of emergency preparedness. Plans that are not accompanied by supportive training and exercising are of little help in the event of an emergency. Illinois' emergency management community, including IEMA and ITTF, along with the rest of the nation, has long recognized the importance of training and exercise for emergency preparedness.

Training resources have already been extended to the university and college communities. Through U. S. Department of Homeland Security funding administered by the ITTF, training has been provided at six regional sites throughout the State. To date, 96 colleges and universities and 200 administrative and security officials from these institutions have taken advantage of this half-day course (see Appendix A – Part II). Additional training sessions will be presented on all-hazard campus safety preparedness beginning the summer of 2008.<sup>15</sup>

The course is a college/university adaptation of the nationally recognized K-12 school safety training that the ITTF has been sponsoring throughout the State.<sup>10</sup> A review committee of experts representing all three of CSTF's committees assisted in the development of this course by a recognized national expert, who modified the K-12 curriculum for colleges and universities. The course includes information on how to identify and plan for all types of hazards, including preparing emergency management plans, developing procedures to respond to and recover from a crisis, training personnel in their roles during such a response and exercising those emergency plans.<sup>11</sup>

As noted above, the legislation that created planning requirements for K-12 schools also required the exercise of those plans. There is no reason that similar requirements should not apply to colleges and universities.

One final issue with respect to training involves the roles and responsibilities of persons other than the first responders. Just as we expect all citizens to play a role in emergency preparedness in their communities, students, faculty, and staff have roles and responsibilities with respect to emergency response in their academic communities. In the experience of emergency response professionals, a well trained populace is an important ally in mitigating consequence in the event of an emergency. Thus, information and training about individual responsibilities and actions in the event of an emergency are important.

**Recommendations**

Colleges and universities should take steps to see that their campus first responders, who will be relied upon in the execution of their all-hazard plans, are appropriately trained and exercised.

<sup>15</sup> Illinois Board of Higher Education. "Illinois Board of Higher Education, All-Hazard Emergency Planning, Regional Session Summary." 2007.

Colleges and universities should ensure that students, faculty and staff are informed regarding their roles and responsibilities in preparing for and responding to emergency situations.

### **Finding**

The ability of campus security and/or campus administrators to get timely emergency notifications to students, faculty and staff was one of the focal points of the studies on what happened at Virginia Tech, where, for a variety of reasons, notification took more than two hours from the time of the first shooting.<sup>16</sup> Development of robust and redundant internal communication systems that reach students, faculty, and staff can expedite dissemination of important, sometimes life-saving, information.

Because the communication of a hazard or threat to everyone on campus is such a critical component of mitigating an emergency incident, established communications protocols suggest that a multi-tiered approach should be used.<sup>17</sup> No single technology or medium will be effective for all persons in all circumstances. With respect to a multi-tiered approach, redundant methods of communication should be employed. Primary emphasis should be placed on those mediums favored by the recipient group, such as text messaging, voice mail features of cellular and hard-line telephone service. Other means of communication should be used as well, but should not comprise the core of the warning system.

Proper education of the potential recipient group is essential. Specifically, students, faculty, and staff should be aware of the various warning mediums, their access to them, and what their response should be in the event of an emergency situation.

### **Recommendation**

Colleges and universities should work to develop and implement strong internal emergency communications and notifications systems for their campuses. These systems should use a range of technologies and redundant features.

*A complete report, including a listing of currently available technologies, is included in the Response Appendix.*

### **Response Committee Next Steps**

- 1) Implement a second round of Starcom21 radio distribution;
- 2) Offer more regional Campus Security Awareness Training Sessions and develop and implement a more in-depth Campus Security Train-the-Trainer program;
- 3) Provide and support draft campus security legislation, as referenced in this Report to the Governor;
- 4) Work to support implementation of the proposed Campus Security Enhancement Grant Program as introduced in the Governor's Capital Bill;
- 5) Reconvene the Response Committee and CSTF in general, at least semi-annually to address and discuss new Illinois campus security issues and programs.

<sup>16</sup> Virginia Tech Review Panel. Mass Shootings at Virginia Tech, April 16, 2007, Report of the Review Panel. Aug. 2007.

<sup>17</sup> Federal Communications Commission. "First Responders Communications Planning." Website. [www.fcc.gov/pshs/clearinghouse/responders-guide.html](http://www.fcc.gov/pshs/clearinghouse/responders-guide.html)

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## **PREVENTION AND MENTAL HEALTH COMMITTEE FINDINGS & RECOMMENDATIONS**

### **Introduction**

The Prevention and Mental Health Committee of the Governor's Campus Security Task Force is pleased to present its recommendations for proactively addressing mental health issues on our university and college campuses. Sadly informed by the tragic experiences at Virginia Tech and Northern Illinois universities, these recommendations are not meant to provide all answers that may arise in discussions of campus security in the context of mental health concerns, but rather should stimulate ongoing dialogue that must occur on each campus as administrators and policymakers alike contemplate opportunities to improve our emergency management and mental health systems. The ultimate outcome anticipated by the following recommendations is to create healthier learning environments for our students and campus families, and to do all in our power to prevent these tragedies from ever visiting another student, another family, another campus.

The following recommendations are targeted to all universities and colleges in the State and point to broad areas for improvement. It was clearly understood by Task Force members that college/university size, mission or other considerations may preclude the adopting of all recommendations herein; however, each institution should give serious consideration to the issues presented, understanding their relevance to assuring both campus safety and individual well-being.

### **Finding**

#### ***The Need to Create Healthy Campus Cultures while Promoting Awareness and Prevention***

The social stigma associated with mental illness remains a significant barrier to accessing needed services. This holds true on college campuses that not only are in many ways microcosms of our larger society but also are associated with a unique set of life stressors including separation from traditional social supports, living in a new environment, directly confronting issues of diversity for the first time, new expectations around academic performance, and managing the cost of higher education, to name a few.

Task Force members stressed the need to promote cultures of mutual respect, trust, sharing and openness on college campuses to achieve several goals:

- 1) Reduce the sense of isolation that may be associated with college transition;
- 2) Normalize help seeking behavior for those who pose a threat to themselves or others or who simply are suffering in some way and need assistance;
- 3) Eliminate tacit "codes of silence" – beliefs that it is not acceptable to seek help for persons engaging in troublesome behavior – codes that when adopted may impede identifying and responding to those in crisis;
- 4) To establish a campus policy for zero tolerance for violence of any kind perpetrated against any member of the campus community. This zero tolerance policy would also be inclusive of verbal

threats and “bullying” behavior that may be especially problematic for at-risk members of the campus community.

Task Force members also focused on the importance of prevention and awareness through education and training on the early signs and symptoms of distress and mental illness and on violence prevention. Education and training should be made available to a wide audience, including faculty, staff, students, families, and first responders. These activities can facilitate early intervention for members of the campus community needing assistance and ultimately reduce the likelihood of violent incidents on campus.

Developing the capacity to conduct an assessment of the seriousness or viability of a threat reported on the campus was deemed by Task Force members to be an important strategy to reduce the likelihood of violent incidents. Task Force members were clear that considerable caution should be exercised in developing policies and approaches for the conduct of threat assessments to reduce the possibility that persons with mental illness or simply those in need of discussing emotional concerns are not targeted for or subjected to unnecessary or unfair surveillance. Conversely, the United States Secret Service and the United States Department of Education<sup>3</sup> support a “fact-based” approach that focuses on behaviors as key indicators of potential violence as opposed to profiling or stereotyping individuals.

#### **Recommendations:**

- Develop culturally and linguistically appropriate messages to de-stigmatize mental illness as well as other illnesses, while normalizing all attempts to seek assistance and treatment for self and for others. Teach that “codes of silence” or keeping silent about a person’s pain or distress may lead to negative outcomes.
- Expand both formal and informal opportunities for entering students to integrate into the campus community with the goals of establishing viable social networks and reducing social isolation.
- Provide collaborative training opportunities on signs, symptoms and early identification of mental illness or other behavioral patterns that may be predictive of violence, on violence prevention strategies, and on response protocols for a variety of potential incidents. Research has indicated that the risk of violence may increase when other risk factors are present, such as substance abuse, lack of personal supports and exposure to destabilizers. Training should be targeted to campus security forces and first responders, health services personnel, counselors, resident advisors, coaches, and student/minority affairs staff.
- Widely distribute and/or facilitate access to awareness and prevention information on early signs of mental illness and the importance of seeking help, violence prevention, and substance abuse awareness and prevention. Consider incorporating existing anti-stigma campaigns (SAMHSA’s “What a Difference a Friend Makes” campaign, Illinois Department of Human Services’ “Say it Out Loud” campaign) into faculty, student and staff orientations and campus life programs (See Appendix B, Parts I-IV).<sup>18</sup>
- Develop non-discriminatory campus policies that promote awareness and prevention activities. See [www.bazelon.org/pdf/SupportingStudents.pdf](http://www.bazelon.org/pdf/SupportingStudents.pdf). (See Appendix B, Part V).

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<sup>18</sup> *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates* (2002). Published by the United States Secret Service and the United States Department of Education. Retrieved on October 28, 2007 from: [http://www.secretservice.gov/ntac/ssi\\_guide.pdf](http://www.secretservice.gov/ntac/ssi_guide.pdf).

- Develop “threat assessment” teams and procedures that delineate actions that should be taken in the face of a potential or actual threat. The purpose of the team is both investigational and interventional. Teams should be multidisciplinary in composition, must have a senior clinical staff member as well as representation from Student Affairs and campus security, and should meet with some regularity. Policy considerations must be careful not to erode the rights of persons in need or create additional barriers to treatment. Task Force members strongly advise consulting expert guidance in establishing policies and procedures for this team (See Appendix B, Part VI).

## **Finding**

### ***The Need to Assure Access to an Array of Timely and Appropriate Mental Health Services***

Research has indicated that incidences of several disorders are increasing amongst college students, including substance abuse, eating disorders and more severe psychopathology including bipolar disorder, major depressive disorder and anxiety disorders. Further, a growing number of college students have been prescribed psychotropic medications increasing from 9% in 1994 to 25% in 2006.<sup>5</sup> However, college and university campuses report varying degrees of preparedness to address the mental health needs of their students. The Mental Health Services Team of the Task Force conducted a survey of mental health services on college campuses in an effort to stimulate a statewide discussion on the adequacy of mental health services on college campuses in the context of a growing need for such services. Task Force members highly recommend collaboration between the university and local community mental health service providers to address existing gaps. Survey results are appended and include several recommendations that specifically offer guidance that could ultimately enhance service access for individuals with mental or emotional difficulties (See Appendix B, Part VII).

Task Force members point to the importance, again, of ensuring that key university personnel are adequately trained in early identification of mental disorders and crisis management and also well versed on the Illinois Mental Health and Developmental Disabilities Code, 405 ILCS 5/1 *et seq.* that addresses circumstances under which involuntary commitment, and involuntary treatment should be considered. Key personnel also should be aware of recent changes in the Firearm Owners Identification Card Act 430 ILCS 65/1 *et seq.* that addresses requirements of clinicians to report to the State the identity of persons who could pose a danger and should be restricted from the purchase of firearms. Such training is available through the State; however, other experts are quite capable of providing guidance in this area.

Addressing the needs of individuals in crisis is fundamental to their safety and well being as well as the safety of the campus. Assuring availability of immediate intervention either through crisis intervention teams on campus, or through immediate referral and linkage to community resources, is deemed critical.

### **Recommendations:**

- Use the International Association of Counseling Services (IACS) Guidelines for best practices in providing mental health services. IACS offers accreditation standards for

university and college counseling centers and cites optimal staff-student ratios, clinical guidelines and other guidelines for providing high quality mental health services.

- Where there are gaps in mental health services develop formal or informal agreements with local community mental health providers to augment services available on the campus. The Illinois Department of Human Services, Division of Mental Health (DMH) can assist in brokering these agreements.
- Attempt to eliminate all waiting lists for services by increasing personnel on campus or through relationships with community and contractual providers. Technology (e.g., telemedicine, telepsychiatry) may be useful in increasing access, especially in rural areas.
- Assure that all persons experiencing a mental health crisis have access to immediate intervention in order to determine level of care needed and specifically to assess degree of danger to self and others. Consider implementing crisis intervention teams on campus, staffed with individuals well versed in mental health crisis management.
- Identify an office or person responsible for providing mental health counseling referral information for students and employees and make certain that office/person is well known in the university community. This will increase the likelihood that a person in need of services will locate appropriate assistance. Further, assure that office/person is well versed in all protocols established for the management of emergencies.
- Train key direct service mental health and counseling center personnel and first responders on the Illinois Mental Health Code and the requirements for involuntary hospitalization and involuntary treatment. Further, take steps to assure that individuals receive post-hospitalization follow up care to facilitate critically important continuity in treatment.
- Train key staff and direct care personnel in the reporting requirements of the newly amended FOIA Act and identify procedures for forwarding required information to the State.

## **Finding**

### ***The Need to Plan for Securing and Managing Additional Clinical Support Services as part of the University Crisis Management Protocol***

One task not anticipated by universities and colleges in planning emergency response protocols is the need for the immediate deployment of possibly large numbers of crisis counselors or other mental health professionals. The following recommendations have been informed by the recent experiences of the administrators at Northern Illinois University who expertly managed these challenges which are often overlooked.

**Recommendations:**

- Develop plans to secure crisis counselors that can be “activated” to support and augment pre-existing campus resources in the wake of a crisis. Counselors can be identified both via local resources and through contacting the Illinois Emergency Management Agency (IEMA) or the Illinois Department of Human Services, Division of Mental Health (DMH) and should have credentials vetted with the assistance of the Illinois Department of Public Health (IDPH). IEMA and DMH can assist with this process.
- Develop a plan for the management of volunteers who are deployed to a campus in the wake of a crisis. This can be time consuming, and if not done well, can lead to chaos and disorganization while attempting to manage the crisis.
- Develop an alliance with governmental agencies to determine all Federal and State resources that may be tapped for additional financial support for the university or college as they manage the crisis. Typical sources of support for mental health services may include but are not limited to Substance Abuse and Mental Health Services Agency (SAMHSA) grants and Department of Justice grants. Long-term support for mental health services is critical for persons who develop long-term and more serious disorders or refractory responses to stressful incidents.



### **Prevention & Mental Health Committee Next Steps**

- 1) Promote existing training programs as referenced in this Committee's Findings & Recommendations, and Appendices (See Below);
- 2) Await further information from the formal investigation into the February 14, 2008 NIU shooting incident and its assailant to determine appropriate measures and reforms to improve Illinois' mental health system statewide;
- 3) Facilitate relationships and partnerships between campus mental health service providers and mental health and substance abuse service providers in their surrounding communities;
- 4) Work with the Illinois Department of Public Health to develop a credentialing process and database of mental health counselors for incident response and recovery;
- 5) Provide any and all reasonable assistance including clinical expertise in the form of best practices to all Illinois higher education campuses expressing need.

### **Prevention & Mental Health Committee Supporting Literature**

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## **LEGAL COMMITTEE FINDINGS & RECOMMENDATIONS**

### **Background**

Members of the Legal Committee worked to identify relevant legal issues impacting campus safety. This process began by thoroughly reviewing numerous State and Federal laws. Focusing on the intersection of higher education and the Illinois Mental Health and Developmental Disabilities Confidentiality Act (MHDDCA) (740 ILCS 110 et seq.), Family Education Rights and Privacy Act of 1974 (FERPA) (20 USCA, Section 1232(g)), Americans with Disabilities Act of 1990 (ADA) (42 USC, Section 12131, Health Insurance Portability and Accountability Act of 1996 (HIPAA) (C.F.R., Section 160.103) and the Clery Act (20 USC, Section 1092(f)).

The Legal Committee understood that Campus Security Task Force (CSTF) members were significantly concerned with legal barriers to information exchange on campuses, and therefore spent much time analyzing FERPA and MHDDCA, specifically the provisions relevant to release of information about dangerous or potentially dangerous students. As deliverables for CSTF the Legal Committee developed detailed summaries of the Mental Health and Developmental Disabilities Confidentiality Act and the Family Educational Rights and Privacy Act. These documents will serve as reference materials for campus counsel and other personnel. These summaries provide detailed descriptions of portions of these Acts, including relevant exceptions and guidance on interpretation.

The Virginia Tech and Northern Illinois University tragedies, and many subsequent reports and findings illustrate the challenges and perceived barriers campuses confront in responding to potentially dangerous students while complying with student privacy protections. The following are the Campus Security Task Force Legal Committee's findings and recommendations:

### **Finding**

A challenge is the perception that Federal education and State mental health privacy laws prohibit the exchange of information among campus officials in responding to a potentially dangerous student.

Specific exceptions exist in FERPA that allow for the exchange of student information with other school officials, including faculty who have a legitimate educational interest in the information to fulfill their professional responsibilities. Additionally, a considerable amount of student information and documents exist that do not fall within the definition of educational record and therefore can be disclosed. Such information may include law enforcement records and first-hand observations of campus personnel, for example, a verbal report from a professor about a potentially dangerous student. Similarly, there are exceptions in the IMHDDCA that allow for release of some mental health information. The Legal Committee provided summaries and interpretation of both FERPA and IMHDDCA exceptions.

### **Recommendation**

Campuses should develop, clarify or update information release policies. Campuses should include training for all staff on FERPA and the campus information sharing policies. Campus officials should be encouraged to consult their attorneys or counsel's office with specific questions on

releasing student information. Relevant campus personnel should be made aware of IMHDDCA exceptions allowing release of patient mental health information.

### **Finding**

Some CSTF members expressed a desire for a standardized guide for response to potentially dangerous students. However, each campus is geographically and structurally unique, and campus response protocols and responses will be different across the State.

### **Recommendation**

Campuses should develop or update processes to respond to a potentially dangerous student. Campuses may develop a response team that can rapidly respond to a potentially dangerous student scenario and emerging legal questions. Campuses are encouraged to designate a primary point of contact for campus officials and faculty to contact regarding a dangerous or potentially dangerous person on campus. All personnel must be made aware of the appropriate point of contact and decision maker, whether it is one individual or a coordinated response team.

### **Finding**

Not all campus staff or faculty are aware of campus policies on emergency response and exchange of information in dangerous or potentially dangerous situations.

Most CSTF members report that their campus has an emergency response plan in place. Most CSTF Legal Committee members report that their campus has policies in place regarding FERPA and other communications of student information. And yet, many college and university personnel do not seem to have the necessary information about emergency response and exchange of information in dangerous or potentially dangerous situations.

### **Recommendation**

Campuses should distribute information and train personnel about their emergency response policies. Campus counsel should clarify State and Federal laws for necessary personnel, including various exceptions that allow release of information. Campuses can distribute the Legal Committee's guidance to appropriate personnel. Training and distribution of these policies need to be ongoing for both new and continuing staff.

### **Legal Committee Next Steps**

- 1) Monitor implementation of SB 234 – PA 95-602 which amends the involuntary commitment standard.
- 2) Monitor implementation of SB 940 – PA 95-0564 which amends the FOID card law.
- 3) Consider development and distribution of training materials or summaries of additional relevant laws.

### **Supporting Literature**

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- 11) Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates United States Secret Service and United States Department of Education, May 2002.



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**CAMPUS SECURITY TASK FORCE REPORT  
COMMITTEE REFERENCE APPENDICES**

**OBSERVATIONS AND LESSONS LEARNED,  
FEBRUARY 14, 2008 SHOOTING INCIDENT at  
NORTHERN ILLINOIS UNIVERSITY**

## Introduction

While the formal investigation following the tragic events of February 14, 2008 is ongoing, with its official determinations yet to be made as of the writing of this report, the Campus Security Task Force (CSTF) can make initial observations and identify best practices based on the response and recovery efforts of Northern Illinois University (NIU) to the shooting incident.

The Campus Security Task Force has drawn an initial assessment that NIU's response and recovery efforts were quick, efficient, and effective. While the incident represents the worst kind of tragedy, NIU's response represents, to date, an effective model for all-hazards emergency planning, response and recovery on a higher education campus. In addition, the Campus Security Task Force can conclude that observations made and best practices identified through the recent incident at NIU serve to amplify and confirm the validity and importance of the Task Force's Report to the Governor

Please note that all mentions of times of events in the summary below are approximate and are not based on any official findings.

## Planning & Training

*NIU's philosophy towards emergency response recognizes that planning is important, but insufficient without training and exercises*

- The goal of all planning must be to ensure effective execution of response and recovery during an incident.
- All planning and training must be conducted in partnership with all relevant campus, surrounding-community, local and State partners.
- Emergency incident planning must emphasize:
  - Leadership – Clear goals, objectives, and equal footing for all partners;
  - “Followship” – Disciplined, well exercised response; avoidance of “first impulse” by responders, and a clear, well-organized chain-of-command, with assigned roles and delegated responsibilities;
  - Relationships – Response leaders from a campus and its surrounding community must know each other and train with one another before an incident occurs. Response leaders must also know the members of their community before an incident occurs. NIU utilizes a network of Campus Safety Centers set-up throughout its campus, including its residence halls, so that campus police build rapport with students, faculty and staff, and ensure effective communication channels and expectations during an emergency.
- NIU's planning, training, and exercises, as part of a comprehensive, all-hazards approach to dealing with campus emergencies, most likely saved lives on February 14, 2008.

*NIU places great importance on interdisciplinary, multi-jurisdictional training and exercises to enhance response*

- All high-level campus administrators and managers conduct at least one simulation per year to review their roles, duties and protocols during an incident.
- Campus security police also conduct their own simulations and training, often involving multi-jurisdictional and interdisciplinary response.

- NIU emphasizes that planning must start early, training must occur often, and that relationships between and among all key disciplines and community partners be built over time.
- NIU has created an Office of Emergency Management that is staffed full-time by well educated and trained individuals whose sole commitment is to emergency management planning and preparedness efforts for the campus. Plans are reviewed and updated regularly based on exercises and incidents.
- The university develops an incident action plan for multiple contingencies, using that framework to respond to any size incident.

#### *EMT Training*

- All NIU campus police officers are trained as non-transport Emergency Medical Technicians. During the incident this ensured almost immediate start of medical treatment for the injured. NIU has recognized a need for such EMT training to guarantee the entry of medical response personnel even in an active shooter situation by the cross-training of armed campus police. EMT training also ensures that NIU campus police can bridge the time-gap between the occurrence of an injury and the arrival of full paramedic/ambulance units.
- EMT training is conducted at local community colleges and hospitals. Some officers are fully trained paramedics, while, again, all others are trained as non-transport EMTs.
- EMT kits, including all essential response tools, are strategically located across the entire campus as well as in all campus police cars.

#### *Active Shooter Training*

- All NIU campus police are trained to respond to active shooter incidents.
- All NIU campus police are armed to ensure effective response to any violent incident.
- Training emphasizes that officers cannot and should not wait for an actual tactical response team to arrive on scene before responding to an active shooter. After the shooting at Columbine H.S. in Colorado, most police agencies adopted a tactic to have the first three or four officers on scene make entry in a diamond formation. NIU officers are trained that the first officer on scene should make immediate entry.
- NIU campus police train to avoid having multiple response teams entering from different entry ways, in order to avoid crossfire. During the incident this training prevented multiple point entry and crossfire.
- NIU campus police utilize body armor and recently acquired “body bunkers” providing additional armor for officers in tactical situations.
- NIU campus police performed a sweep on February 14 of Cole Hall and two adjacent halls to ensure there were no secondary shooters or wounded.

## **Response**

#### *Quick Response Times*

- The first campus police arrived on scene within 30 seconds after the initial call for service because of the close proximity to the incident of a particular officer.
- NIU officials did share with CSTF their timeline of response. Those details are as follows (Please note that all times are approximate and not based on official findings):

- 3:06 pm - First call regarding an active shooter comes to the NIU dispatch center indicating shooter at Cole Hall;
  - 3:06:29 pm - First NIU campus police officer arrives at Cole Hall coming from adjacent parking lot;
  - 3:07 pm - Two more NIU officers arrive at Cole Hall;
  - 3:09 pm - Chief Grady and others enter Cole Hall to find 4 dead, including shooter on stage;
  - 3:20 pm - Blast email sent to NIU students and posted on the NIU website;
  - 4:00 pm - All clear message given to campus.
- EMT response for the injured began, essentially, when the officers arrived on the scene after securing the auditorium where the shooting occurred.

#### *Incident Command*

- A perimeter at the scene was set up within 5 minutes.
- Incident command was essentially up and running within 10 minutes (time approximate) of the initiation of response.
- All parties to the response concur that reception and staging were set up very early in the response and were very efficient. This in turn ensured efficient staging and allocation of resources (e.g. ambulances, police, fire, investigators) as they arrived on scene from a variety of jurisdictions and communities.
- All parties concur that the incident command's structure was very clear – all knew that NIU Police Chief Don Grady was the incident commander. Command communication was clear and effective.
- NIU's Department of Public Safety emphasizes the importance of the incident commander being physically present at the actual site of the incident command for at least the first operational period. The presence of the commander ensured effective decision making, information sharing, and communications and avoided the commander's duties being complicated, initially, by having to prepare for press statements and questions.
- NIU's response plan clearly established the President as the ultimate authority on the incident. The President was in communication with response leaders very soon after the incident and continued to receive accurate information to guide high level policy decisions and media communications.
- NIU's emergency plan calls for senior campus officials to convene at two separate venues to ensure continuity of leadership.

## **Communications**

#### *Emergency Communications*

- At 3:20 pm (this time approximate and not based on official findings), only 14 minutes after the first call came to the NIU dispatch center, a blast email was sent to NIU students and posted on the NIU website. That email alerted the campus student population to the emergency and provided direction for students. That email follows below:
  - “CAMPUS ALERT – 3:20 pm - There has been a report of a possible gunman on campus. Get to a safe area and take precautions until given the all clear. Avoid the King Commons and all buildings in that vicinity.” – At 4 pm the all clear was given.

- All NIU students on campus get a website and email address. They are registered in a campus wide alert system.
- NIU's emergency response plan emphasizes a need for interoperable communications for all command staff. The State of Illinois' Starcom21 700/800 mhz interoperable radio communications network was utilized by NIU, and others, during the response on February 14, 2008 for coordinating multi-jurisdictional and interdisciplinary response. StarCom was not used during the immediate response, but NIU officials have said the system was used as mutual aid began to arrive. The State of Illinois also deployed one of its Illinois Transportable Emergency Communications Systems (ITECS), which provided on-scene interoperability, and also a mobile command post.

### *Media Communications and Information Sharing*

- Planning for Communications
  - NIU's response plan on February 14, 2008 empowered communications administrators and personnel to craft effective, appropriate messages on a timely basis and distribute them to the public.
  - NIU's response plan dictates that emergency media relations be coordinated out of the Office of Public Affairs, taking the burden off of the campus police and putting it on those with the most expertise in media relations and communications.
- Communications Resources
  - Communications/media relations staff knew ahead of time that land lines and some other forms of communication would be overwhelmed. Thus they had their own multimodal systems ready to go (radios, text messaging, email, etc).
  - Public affairs staff had trained ahead of time and knew it would be critical to get a clear and accurate message out to the campus, the press, and parents.
  - Public affairs had a dedicated information center established with computers and phone lines to craft messages, respond to emails, and to answer phone calls (e.g., 7 dedicated phone lines).
- Notifications and Messaging
  - Parental notification was a priority, but was not actually conducted until the immediate incident response was concluded to ensure the most accurate and useful parental notification.
  - Information hotlines were established quickly and up and running for 48 hours. They were monitored for trends in questions and concerns, and thus updated over time. Student Affairs personnel routinely briefed Public Affairs personnel on the most appropriate and accurate information for students and parents.
- General Awareness
  - Response reference guides are provided in all campus classrooms and facilities. A clear effort is made at NIU to ensure campus-wide awareness of what emergency response will entail and appropriate response actions for students, staff and faculty.
  - Upon entry to campus, all students' email addresses and campus housing telephone numbers are entered into an emergency messaging system to provide automatic emergency messages via email and voice mail when required.

### **Recovery**

- Recovery efforts at NIU, while underway, are only in their initial stages. Recovery is a long-term process, often actually peaking 12 to 18 months after a violent incident like that of



February 14, 2008. Given this qualification, the Campus Security Task Force can confirm that initial recovery efforts at NIU have been very well organized and responsive to campus needs, with availability of counselors, time for grieving, public gatherings, etc.

### **Conclusion**

At the time of this report's publication the official investigation into the February 14, 2008 shooting incident at NIU is ongoing and has not reached its final conclusions. The Campus Security Task Force can, nonetheless, identify a set of informative practices and lessons learned with this initial information. The Task Force would like to reiterate NIU's excellent response to the crisis, its campus wide preparedness, and extensive follow up in all areas mentioned in the report. Finally, as noted above, the incident, and NIU's response, has amplified the need to implement and utilize the comprehensive recommendations and guidance provided in the Campus Security Task Force's Report.