RRC STAFF OPINION

PLEASE NOTE: THIS COMMUNICATION IS EITHER 1) ONLY THE RECOMMENDATION OF AN RRC STAFF ATTORNEY AS TO ACTION THAT THE ATTORNEY BELIEVES THE COMMISSION SHOULD TAKE ON THE CITED RULE AT ITS NEXT MEETING, OR 2) AN OPINION OF THAT ATTORNEY AS TO SOME MATTER CONCERNING THAT RULE. THE AGENCY AND MEMBERS OF THE PUBLIC ARE INVITED TO SUBMIT THEIR OWN COMMENTS AND RECOMMENDATIONS (ACCORDING TO RRC RULES) TO THE COMMISSION.

AGENCY: Criminal Justice Education Training and Standards Commission RULE CITATION: 12 NCAC 09B .0313 RECOMMENDED ACTION:

Approve, but note staff's comment

- X Object, based on:
 - Lack of statutory authority
 - X Unclear or ambiguous Unnecessary Failure to comply with the APA Extend the period of review

COMMENT:

Staff recommends objection this Rule for ambiguity.

Throughout this Rule, the agency refers to a "public school unit." This term is not defined in any statutes that staff could locate, including a search of G.S. 115C ("Elementary and Secondary Education"). In addition, in Paragraph (a), the agency refers to "any written memorandum of understanding between the public school unit and the law enforcement agency governing the School Resource Officer." Staff asked that agency in the Request for Technical Changes what that memorandum would be, and whether the requirements of the memorandum will be in Rule.

The agency responded for both queries that these issues are addressed by Senate Bill 5 (attached).

The response by the agency was the first time that staff became aware that the agency was relying upon Senate Bill 5 to write the verbiage in this Rule. Upon a review of Senate Bill 5, staff understands that much of this Rule is intended to implement Section 4(a) of that bill. However, this bill has not yet become law. As such, until this bill is law, staff believes that the use of the term "public school unit" and the memorandum referenced in Paragraph (a) makes the Rule ambiguous as written.

Please note, staff believes that that the agency has authority to write rules for School Resource Officers pursuant to existing language in G.S. 74C-6, so staff is not recommending objection for lack of statutory authority.

GENERAL ASSEMBLY OF NORTH CAROLINA SESSION 2019

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SENATE BILL 5

Second Edition Engrossed 2/20/19 House Committee Substitute Favorable 7/10/19 House Committee Substitute #2 Favorable 7/15/19 House Committee Substitute #3 Favorable 7/17/19

Short Title:	School Safety Omnibus.	(Public)
Sponsors:		
Referred to:		

January 31, 2019

A BILL TO BE ENTITLED

2 AN ACT TO ESTABLISH THAT SCHOOL SAFETY REQUIREMENTS APPLY TO ALL 3 PUBLIC SCHOOLS, CLARIFY THE POWERS AND DUTIES OF THE CENTER FOR 4 SAFER SCHOOLS, REQUIRE REPORTING ON THE OPERATIONAL STATUS OF 5 ALL PUBLIC SCHOOLS DURING STATES OF EMERGENCY, DEFINE THE TERM "SCHOOL RESOURCE OFFICER" AND REQUIRE TRAINING FOR SCHOOL 6 7 RESOURCE OFFICERS, REQUIRE ANNUAL VULNERABILITY ASSESSMENTS FOR 8 EACH PUBLIC SCHOOL BUILDING, REOUIRE THREAT ASSESSMENT TEAMS BE 9 ESTABLISHED AT EACH PUBLIC SCHOOL AND CODIFY THE DUTIES OF THREAT 10 ASSESSMENT TEAMS, REQUIRE LME/MCOS TO PROVIDE ASSISTANCE TO 11 STUDENTS REFERRED BY THE SUPERINTENDENT, REQUIRE LOCAL BOARDS OF EDUCATION TO REQUIRE PEER-TO-PEER SUPPORT PROGRAMS AT ALL 12 13 SCHOOLS WITH GRADES SIX AND HIGHER. AUTHORIZE THE TRANSFER OF 14 UNENCUMBERED FUNDS PROVIDED FOR THE ANONYMOUS SAFETY TIP LINE 15 APPLICATION FROM THE DEPARTMENT OF PUBLIC INSTRUCTION TO THE 16 DEPARTMENT OF PUBLIC SAFETY FOR IMPLEMENTATION OF A DIGITAL 17 PANIC ALARM APPLICATION, AND PROVIDE FOR TRAUMA KITS IN SCHOOLS. 18 The General Assembly of North Carolina enacts:

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PART I. REQUIREMENTS FOR SCHOOL SAFETY FOR ALL PUBLIC SCHOOLS

SECTION 1.(a) G.S. 115C-105.46, 115C-105.47A, and 115C-105.48 are codified into Part 1 of Article 8C of Chapter 115C of the General Statutes, Local Plans for Alternative Schools/Alternative Learning Programs and Maintaining Safe and Orderly Schools. Part 1 shall be entitled "Local Plans for Alternative Schools/Alternative Learning Programs." The remaining sections of Article 8C of Chapter 115C of the General Statutes shall be codified into Part 2, which shall be entitled "Maintaining Safe and Orderly Schools."

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SECTION 1.(b) G.S. 115C-105.49 reads as rewritten:

28 "§ 115C-105.49. School safety exercises.

(a) At least once annually, each local school administrative public school unit shall
require each school under its control to hold a full school-wide tabletop exercise and drill based
on the procedures documented in its School Risk Management Plan (SRMP). (SRMP) and shall
report the date and time the drill is conducted to the Center for Safer Schools. The drill shall
include a practice school lockdown due to an intruder on school grounds. Each school is



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<u>(8)</u>	bly Of North Carolina	Session 2019
	Local law enforcement agencies.	
(e) Task	Force Guidance. – The Center of Safer Schools	shall receive guidance and
	Task Force for Safer Schools."	shan receive galdanee and
	TION 2.(b) This section is effective when it becom	nes law.
DA DT III STA	TE OF EMERGENCY OPERATIONAL STAT	US DEDADTING
	TION 3.(a) Article 8C of Chapter 115C of the Gen	
adding a new se		5
0	. State of emergency operational reports.	
	purposes of this section, the term "countywide state of	of emergency" means a state
-	vith a defined area covering the entirety of the juriso	
by any of the fol		······································
(1)	The President of the United States, under the Staf	ford Act (PL, 93-288)
(2)	The General Assembly, under G.S. 166A-19.20.	<u>iora net (1.1. 75 200).</u>
(3)	The Governor, under G.S. 166A-19.20.	
(4)	The governing body of a county, under G.S. 166A	A-19 22
	e event of a countywide state of emergency, each put	
	of emergency shall report the operational status	
	ach of the following as long as the countywide state	
<u>(1)</u>	Department of Public Safety, Division of Emerge	
$\frac{(1)}{(2)}$	The local emergency management agency for tha	
$\frac{(2)}{(3)}$	Local board of county commissioners or designed	
<u></u>	TION 3.(b) This section is effective when it become	
	020 school year.	es law and applies beginning
with the 2019-20	020 senoor year.	
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General Assembly Of North Carolina Session 2019 1 at a minimum, include training on the following topics: mental health, students with disabilities, 2 racial equity, and crisis intervention and de-escalation." 3 **SECTION 4.(b)** G.S. 17C-6(a) is amended by adding a new subdivision to read: 4 "(19) Establish initial training and continuing education training standards for 5 school resource officers, as set forth in G.S. 115C-105.70." 6 **SECTION 4.(c)** G.S. 17E-4(a) is amended by adding a new subdivision to read: 7 "(17) Establish initial training and continuing education training standards for 8 school resource officers, as set forth in G.S. 115C-105.70." 9 **SECTION 4.(d)** The North Carolina Criminal Justice Education and Training 10 Standards Commission and the North Carolina Sheriffs' Education and Training Standards 11 Commission, in collaboration with the Center for Safer Schools and the Department of Health and Human Services, Division of Mental Health, Developmental Disabilities, and Substance 12 13 Abuse, shall establish initial training standards for school resource officers no later than January 14 15, 2020. 15 **SECTION 4.(e)** Article 8C of Chapter 115C of the General Statutes is amended by 16 adding a new section to read: 17 "§ 115C-105.71. School resource officer reports. 18 Each public school unit shall report by September 15, 2019, and annually thereafter, (a) 19 in writing to the Center for Safer Schools the number of school resource officers and the placement of each school resource officer in the public school unit. This report shall include the 20 21 source of funding and method of employment for each school resource officer position. 22 The Center for Safer Schools shall report by November 15, 2019, and annually (b) 23 thereafter, to the Joint Legislative Education Oversight Committee an executive summary and 24 the disaggregated data for each public school unit regarding the information reported by public 25 school units pursuant to subsection (a) of this section." 26 **SECTION 4.(f)** This section is effective when it becomes law. Subsection (a) of this 27 section applies to school resource officers assigned on or after January 1, 2020. All school 28 resource officers assigned on January 1, 2020, shall complete initial training no later than 29 December 31, 2020. 30 PART V. SCHOOL BUILDING VULNERABILITY ASSESSMENT 31 32 **SECTION 5.(a)** Article 8C of Chapter 115C of the General Statutes is amended by 33 adding a new section to read: 34 "§ 115C-105.52A. Facility vulnerability assessments. 35 At least once annually, each governing body of a public school unit shall require each (a) 36 school under its control to complete a facility vulnerability assessment for each school building. 37 The Center for Safer Schools, in collaboration with the Department of Public (b) 38 Instruction, Division of School Operations, and the Department of Public Safety, shall develop a 39 facility vulnerability assessment tool. This tool shall be in the form of a checklist designed to 40 assess the potential vulnerabilities arising from day-to-day policies and procedures in the operation of school buildings. This tool shall be used by public school units when completing a 41 42 facility vulnerability assessment. 43 No governing body of a public school unit, nor its members, employees, designees, (c) agents, or volunteers, shall be liable in civil damages to any party for any loss or damage caused 44 by any act or omission relating to the participation in or implementation of a facility vulnerability 45 assessment required by this section, unless that act or omission amounts to gross negligence, 46 47 wanton conduct, or intentional wrongdoing. Nothing in this section shall be construed to impose 48 any specific duty of care or standard of care." 49 SECTION 5.(b) G.S. 115C-105.49A(b), as amended by Section 1(c) of this act, 50 reads as rewritten:

§ 17C-6. Powers of Commission.

(a) In addition to powers conferred upon the Commission elsewhere in this Article, the Commission shall have the following powers, which shall be enforceable through its rules and regulations, certification procedures, or the provisions of G.S. 17C-10:

(1) Promulgate rules and regulations for the administration of this Article, which rules may require (i) the submission by any criminal justice agency of information with respect to the employment, education, retention, and training of its criminal justice officers, and (ii) the submission by any criminal justice training school of information with respect to its criminal justice training programs that are required by this Article.

(2) Establish minimum educational and training standards that must be met in order to qualify for entry level employment and retention as a criminal justice officer in temporary or probationary status or in a permanent position. The standards for entry level employment shall include all of the following:

a. Education and training in response to, and investigation of, domestic violence cases, as well as training in investigation for evidence-based prosecutions.

b. Education and training on juvenile justice issues, including (i) the handling and processing of juvenile matters for referrals, diversion, arrests, and detention; (ii) best practices for handling incidents involving juveniles; (iii) adolescent development and psychology; and (iv) promoting relationship building with youth as a key to delinquency prevention.

(3) Certify and recertify, suspend, revoke, or deny, pursuant to the standards that it has established for the purpose, persons as qualified under the provisions of this Article to be employed at entry level and retained as criminal justice officers.

(4) Establish minimum standards for the certification of criminal justice training schools and programs or courses of instruction that are required by this Article.

(5) Certify and recertify, suspend, revoke, or deny, pursuant to the standards that it has established for the purpose, criminal justice training schools and programs or courses of instruction that are required by this Article.

(6) Establish minimum standards and levels of education and experience for all criminal justice instructors and school directors who participate in programs or courses of instruction that are required by this Article.

(7) Certify and recertify, suspend, revoke, or deny, pursuant to the standards that it has established for the purpose, criminal justice instructors and school directors who participate in programs or courses of instruction that are required by this Article or are required and approved by their respective criminal justice agency to include those certified under Chapter 17E or an educational institution accredited by the Commission.

(8) Investigate and make such evaluations as may be necessary to determine if criminal justice agencies, schools, and individuals are complying with the provisions of this Article.

(9) Adopt and amend bylaws, consistent with law, for its internal management and control.

(10) Enter into contracts incident to the administration of its authority pursuant to this Article.

(11) Establish minimum standards and levels of training for certification and periodic recertification of operators of and instructors for training programs in radio microwave, laser, and other electronic speed-measuring instruments.

(12) Certify and recertify, suspend, revoke, or deny, pursuant to the standards that it has established, operators and instructors for training programs for each approved type of radio microwave, laser, and other electronic speed-measuring instruments.

(13) In conjunction with the Secretary of Public Safety, approve use of specific models and types of radio microwave, laser, and other speed-measuring instruments and establish the procedures for operation of each approved instrument and standards for calibration and testing for accuracy of each approved instrument.

(13a) Expired effective September 30, 2007.

(14) Establish minimum standards for in-service training for criminal justice officers. Inservice training standards shall include all of the following:

a. Training in response to, and investigation of, domestic violence cases, as well as training investigation for evidence-based prosecutions.

b. Training on juvenile justice issues, including (i) the handling and processing of juvenile matters for referrals, diversion, arrests, and detention; (ii) best practices for handling incidents involving juveniles; (iii) adolescent development and psychology; and (iv) promoting relationship building with youth as a key to delinquency prevention.

(15) Establish minimum standards and levels of training for certification of instructors for the domestic violence training and juvenile justice training required by subdivisions (2) and (14) of this subsection.

(16) Establish standards and guidelines for the annual firearms certification of qualified retired law enforcement officers, as defined in G.S. 14-415.10(4b), to efficiently implement the provisions of G.S. 14-415.25. The standards shall provide for the courses, qualifications, and the issuance of the annual firearms qualification certification. The Commission may adopt any rules necessary to effect the provisions of this section, and may charge a reasonable fee to applicants for the costs incurred in compliance with this subdivision.

(17) Establish minimum educational and training standards for employment and continuing education for criminal justice officers concerning:

a. Recognizing and appropriately interacting with persons who are deaf or hard of hearing.

b. Drivers license and vehicle registration identifiers of persons who are deaf or hard of hearing, as authorized by G.S. 20-7(q2), including that those identifiers are optional.

(18) Monitor compliance with G.S. 20-185.1(d).

(19) Establish minimum standards and levels of training for certification of diversion investigators and diversion supervisors, as defined in G.S. 90-113.74(i). As part of these minimum standards, the Commission shall require that certified diversion investigators receive training in the following:

a. Definition of drug diversion.

b. Categories of drugs most subject to diversion and misuse.

c. Methods used to divert drugs.

d. Proper investigation of drug diversion cases.

e. Appropriate use of the controlled substances reporting system to investigate drug diversion cases.

f. Requests of prescriptions and records related to prescriptions pursuant to G.S. 90-107.1, including best practices for working with pharmacies in a manner that minimizes disruption of customer service and pharmacy operations.

g. Data privacy and security provisions of the Health Insurance Portability and Accountability Act of 1996 (HIPAA) and other pertinent federal and State laws governing privacy and security of confidential data and records.

h. Proper handling of confidential data and records from any source.

i. Criminal and civil penalties under federal and State law for improperly accessing, handling, or disclosing confidential prescription data or other confidential data or records.

(20) Certify and recertify at least once every three years, suspend, revoke, or deny, pursuant to the standards that it has established for the purpose, persons as qualified to be employed at entry level and retained as diversion investigators and diversion supervisors, as defined in G.S. 90-113.74(i).

(b) The Commission shall have the following powers, which shall be advisory in nature and for which the Commission is not authorized to undertake any enforcement actions:

(1) Identify types of criminal justice positions, other than entry level positions, for which advanced or specialized training and education are appropriate, and establish minimum standards for the certification of persons as being qualified for those positions on the basis of specified education, training, and experience; provided, that compliance with these minimum standards shall be discretionary on the part of criminal justice agencies with respect to their criminal justice officers;

(2) Certify, pursuant to the standards that it has established for the purpose, criminal justice officers for those criminal justice agencies that elect to comply with the minimum education, training, and experience standards established by the Commission for positions for which advanced or specialized training, education, and experience are appropriate;

(3) Consult and cooperate with counties, municipalities, agencies of this State, other governmental agencies, and with universities, colleges, junior colleges, and other institutions concerning the development of criminal justice training schools and programs or courses of instruction;

(4) Study and make reports and recommendations concerning criminal justice education and training in North Carolina;

(5) Conduct and stimulate research by public and private agencies which shall be designed to improve education and training in the administration of criminal justice;

(6) Study, obtain data, statistics, and information and make reports concerning the recruitment, selection, education, retention, and training of persons serving criminal justice agencies in this State; to make recommendations for improvement in methods of recruitment, selection, education, retention, and training of persons serving criminal justice agencies;

(7) Make recommendations concerning any matters within its purview pursuant to this Article;

(8) Appoint such advisory committees as it may deem necessary;

(9) Do such things as may be necessary and incidental to the administration of its authority pursuant to this Article;

(10) Formulate basic plans for and promote the development and improvement of a comprehensive system of education and training for the officers and employees of criminal justice agencies consistent with its rules and regulations;

(11) Maintain liaison among local, State and federal agencies with respect to criminal justice education and training;

(12) Promote the planning and development of a systematic career development program for criminal justice professionals.

(c) All decisions and rules and regulations heretofore made by the North Carolina Criminal Justice Training and Standards Council and the North Carolina Criminal Justice Education and Training System Council shall remain in full force and effect unless and until repealed or suspended by action of the North Carolina Criminal Justice Education and Training Standards Commission established herein. The present Councils are terminated on December 31, 1979, and their power, duties and responsibilities vest in the North Carolina Criminal Justice Education and Training Standards Commission effective January 1, 1980.

(d) The standards established by the Commission pursuant to G.S. 17C-6(a)(11) and 17C-6(a)(12) and by the Commission and the Secretary of Public Safety pursuant to G.S. 17C-6(a)(13) shall not be less stringent than standards established by the U.S. Department of Transportation, National Highway Traffic Safety Administration, National Bureau of Standards, or the Federal Communications Commission. (1971, c. 963, s. 6; 1975, c. 372, s. 2; 1979, c. 763, s. 1; 1979, 2nd Sess., c. 1184, ss. 1, 2; 1989, c. 757, s. 4; 1994, Ex. Sess., c. 18, s. 2; 1995, c. 509, s. 14.1; 2000-140, s. 38.1(b); 2002-159, s. 29; 2003-280, s. 3; 2004-186, ss. 2.1, 2.3, 2.5; 2005-

27, ss. 1, 2; 2007-427, s. 2; 2009-546, s. 2; 2011-145, s. 19.1(g); 2016-94, s. 18.2; 2017-57, s. 16D.4(bb); 2017-191, s. 2; 2018-5, ss. 17.1(a), 35.25(d); 2018-44, s. 14(a).)

09.13.19

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1 12 NCAC 09B .0313 is amended with changes as published in 33:24 NCR 2358-2361 as follows:

3	12 NCAC 09B .0313	CERTIFICATION A	<u>ND</u> TRAINING	FOR SCHOOL	RESOURCE	OFFICER
4		OFFICERS				
5	(a) The School Resource	Officer training course fo	or law enforcement	officers shall provi	de the trainee wi	i th the skills
6	and knowledge to perform	in the capacity of a Scho	ool Resource Office	er. The course shall	be for a period	of 40 hours.

A [School Resource Officer (SRO)] "School Resource Officer (SRO)" is defined as any law enforcement officer
assigned to one or more public schools within a public school unit, who works in a school at least 20 hours per week

- 9 for more than 12 weeks per calendar year to assist with all of the following:
- 10 <u>(1)</u> School safety; [safety]
- 11 (2) School security; [security]
- 12 (3) Emergency preparedness; [preparedness;]
- 13 (4) Emergency response; and [response]
- 14 (5) Any additional responsibilities related to school safety or security assigned by the officer's employer
- 15 while the officer is acting as a School Resource Officer.
- 16 These requirements shall be consistent with any written memorandum of understanding between the public school
- 17 <u>unit and the law enforcement agency governing the School Resource Officer.</u>
- 18 (b) The "School Resource Officer Training" course published by the North Carolina Justice Academy shall be used as
- 19 the curriculum for this training course. Copies of this publication may be inspected at the office of the agency:

20	Criminal Justice Standards Division
21	North Carolina Department of Justice
22	1700 Tryon Park Drive
23	Post Office Drawer 149
24	Raleigh, North Carolina 27602
25	and may be obtained at the cost of printing and postage from the North Carolina Justice Academy at the following
26	address:
27	North Carolina Justice Academy
28	Post Office Drawer 99
29	Salemburg, North Carolina 28385
30	(b) Law enforcement officers assigned by their agency to perform duties as a School Resource Officer shall:
31	(1) have been issued general certification by the North Carolina Criminal Justice Education and
32	Training Standards Commission as a law enforcement officer; and
33	(2) have until December 31, 2020, to complete the Basic School Resource Officer Training course, if
34	they are acting in the capacity of a School Resource Officer between October 1, 2018 and December
35	31, 2019. Any officer assigned as a School Resource Officer effective [October 1, 2010] January 1,
36	2020 or later shall complete the ["School Resource Officer Training"] School Resource Officer
37	Training course pursuant to Paragraph (f) of this Rule, within one year after being assigned as a

School Resource Officer. Law enforcement officers who previously completed the training pursuant to Paragraph (f) of this Rule and who have been continually assigned as an SRO pursuant to

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1	Paragraph (a) of this Rule shall be credited with completion of the <mark>f"Basic School Resource Officer</mark>
2	Training'] Basic School Resource Officer Training.
3	(c) A law enforcement officer assigned to one or more public schools within a public school unit, who works in
4	a school at least 20 hours per week for more than 12 weeks per calendar year and who has not completed the initial
5	training as established by Paragraph (f) of this Rule shall not work in a school as a School Resource Officer until the
6	officer has completed the initial training as established by Paragraph (f) of this Section.
7	(d) The agency head shall submit to the Criminal Justice Standards Division a Form F-20 Commission School
8	Resource Officer Assignment Form for the person(s) selected to act as a School Resource Officer for the agency. The
9	Form F-20 is located on the agency's website: https://ncdoj.gov/getdoc/576c353c-0dcb-4c84-8cc4-
10	c9d17985541f/SRO-form.aspx and must be completed in its entirety. Commission School Resource Officer
11	Assignment Form consist of the following:
12	(1) applicants name;
13	(2) date of birth;
14	(3) social security number;
15	(4) name of agency and address:
16	(5) date awarded general certification;
17	(6) completion date of School Resource Officer training; and
18	(7) date assigned as a School Resource Officer.
19	(e) The term of certification as a School Resource Officer shall be fis] indefinite, provided the School Resource
20	Officer completes during each calendar year a one hour of School Resource Officer refresher training authored by
21	North Carolina Justice Academy. For School Resource Officers who complete the basic SRO training requirement in
22	2020 or earlier, this requirement [becomes] shall be effective January 1, 2021. [Otherwise, this requirement becomes]
23	For SROs, this requirement shall be effective the year following the officer's successful completion of the Basic
24	School Resource Officer Training course. A certified School Resource Officer who has not completed the refresher
25	training during a calendar year as established by this [section] Rule shall not work in a school as a School Resource
26	Officer until the officer has completed the required refresher training as established by this [Section] Rule.
27	(c) Law Enforcement officers assigned by their agency to perform duties as a School Resource Officer shall:
28	(1) have been issued general certification by the NC Criminal Justice Education and Training Standards
29	Commission as a law enforcement officer; and
30	(2) have completed, or complete within one year after being assigned as a School Resource Officer, the
31	School Resource Officer the "School Resource Officer Training" course pursuant to Paragraph (b)
32	of this Rule.
33	(f) The School Resource Officer Training course for law enforcement officers shall provide the trainee with the skills
34	and knowledge to perform in the capacity of a School Resource Officer. The ["School Resource Officer Training"]
35	School Resource Officer Training course authored by the North Carolina Justice Academy shall be used as the
36	curriculum for this training course. Copies of this publication may be inspected at the office of the agency:
37	Criminal Justice Standards Division
38	North Carolina Department of Justice
39	<u>1700 Tryon Park Drive</u>
40	Post Office Drawer 149

1		Raleigh, North Carolina 27602
2	and may be obt	ained at the cost of printing and postage from the North Carolina Justice Academy at the following
3	address:	
4		North Carolina Justice Academy
5		Post Office Drawer 99
6		Salemburg, North Carolina 28385
7	History Note:	Authority G.S. 17C-6; 17C-10;
8		<i>Eff. October 1, 2018;</i>
9		Amended Eff. October 1, 2019.
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