President's Commission on University Security

(in the wake of the Virginia Tech incident)

Final Report
July 2007

Table of Contents

The Commission Membership	4
Introduction	5
Guiding Principles	6
Overview	6
Prevention and Intervention	6
Phases of Behavior – Mass Casualty Shooters	8
A Brief Composite of Commission Recommendations	10
Prevention	10
Pre-violence/Intervention	10
Intervention during violence	10
Aftermath	11
Final Report of Commission Recommendations	12
Prevention	12
Policy	12
Raising Awareness	15
Enhanced Training	16
Campus Safety Information	17
UW Colleges	18
UW System Resource For Public Safety	18
Pre-violence Intervention	19
Review Teams	19
Counseling and Mental Health Issues	21
Intervention During Violence	23
Continuity of Operations Planning	23
University Police	24
Closing the University	27
Crisis Communication	27
Aftermath	28
Conclusion	30
Appendix A – 26 Campus Listing	31
Appendix B – UWS 17	32
Appendix C – Legal	34
Appendix D – Compassionate Refund Policy	36
Appendix E – FERPA	40
Appendix F – College and Extension Planning Process Subgroup	42
Appendix G – Counseling Center Review Subgroup	43

Appendix H – Self Disclose Student Mental Health Issues	44
Appendix I – Governors Executive Order #81	46
Appendix J – 24/7 Police Coverage Chart	48
Appendix K – Handguns, Long guns, and Vests Chart Response to Active Shooters	49
Appendix L – 2005 System Audit Report	51
Appendix M – Wisconsin State Statute 36.11	91
Appendix N – Workplace Violence and Threat Assessment Training Chart	92
Appendix O – 2003 Assembly Bill 766	93
Appendix P – 1995 Wisconsin Act 174	95
Appendix Q – Radio Interoperability Chart	97
Appendix R – Timeline for the VTU Incident	98
Appendix S – Chief Riseling's Power Point Presentation	99

The President's Commission on University Security
In the wake of Virginia Tech

This report is the result of the work of the Commission on University Security which was formed at the direction of University of Wisconsin System President Kevin Reilly in April of 2007. The charge of the Commission was to develop recommendations for how University of Wisconsin System institutions can prevent, intervene, respond, heal and resume operations when confronted with the threat, or actual incidence, of major violence on one or more of its campuses, similar to the type experienced this spring at Virginia Polytechnic Institute and State University (VTU). This targeted work and resulting report are intended for use by institutions within the University System; any benefit derived by others is coincidental. Whenever possible within the allotted timeframe, details for specific campuses are included.

It was anticipated at the outset that the Commission would meet for two full days, May 9 and 23, and submit its final report to President Reilly by July 9, 2007 for presentation at the July 13, 2007 meeting of the Board of Regents. The Commission has completed its charge, and in submitting this document, the Commission has fulfilled those responsibilities.

The Commission Membership

The Commission comprised representatives from:

- All of the 13 four-year UW System institutions
- One member representing the UW Colleges and UW Extension
- One member representing the Board of Regents
- Two students
- A representative from UW System

Members were selected to represent a broad array of constituent groups having information about and an interest in promoting an effective response to a potentially violent situation on campus. Membership included university police, mental health counselors, residence life, human resources, faculty and students.

Susan Riseling, Associate Vice Chancellor and Chief of Police at UW-Madison, was appointed by President Reilly to serve as Chair.

Those members are as follows:

Susan Riseling, Associate Vice Chancellor, Chief of Police, UW-Madison, **Chair**
Richard Barnhouse, Assistant Campus Dean for Administrative Services, UW-Sheboygan
Jeff Bartell, Regent, Quarles and Brady LLP, Madison
Joanne Berg, Vice Provost and Registrar, UW-Madison
Anne Bilder, Legal Counsel UW System Administration, Madison
Meghan Charlier, Student, UW-Eau Claire
Jeanette De Diemar, Executive Director, Integrated Marketing/Communications, UW-Oshkosh
Pam Hodermann, Chief of Police, UW-Milwaukee
Marcy Hufendick, Senior Counselor, Student Health and Counseling Center, UW-Parkside
Paula Knudson PhD, Dean of Student Development, UW-La Crosse
Kurt Leichtle, Professor, History and Philosophy, UW-River Falls
Roger Meyer, Director, Counseling Services UW-Platteville

Deborah Newman, Associate Director of Housing, UW-Eau Claire
Lucy Nicolai, Director, Student Union, UW-Stout
Bill Rowe, Director, Protective Services, UW-Stevens Point
Kerry Sandler, Student, UW-Stevens Point
Mary Schoeler, Assistant Vice Chancellor, Instructional and Info Tech/CIO UW-Superior
Sandi Scott Duex, Assistant Director Residence Life, UW-Whitewater
Sheryl Van Gruensven, Director, Human Resources, UW-Green Bay

In addition, the Commission was staffed by Ms. Terri Parks, Assistant to Chief Riseling UW-Madison Police, Ms. Kathy Dickerson, Executive Staff Assistant for UW System, Darin Harris, Facilitator Office of Quality Improvement, Ms. Terry Ruzicka, Executive Assistant to the Vice Provost for Enrollment Management, Jerry Jansen Assistant Chief UW Madison Police and Grant Huber, Special Assistant for Communications and External Relations UW System.

Introduction

The University of Wisconsin System comprises more than 169,700 students and 31,300 staff. It is a large institution, yet organized in campuses which in many ways are autonomous. These campuses, from the smallest to the largest, resemble similar sized cities. The University of Wisconsin takes pride in fostering communities that are diverse and unique throughout all 13 four-year universities, 13 two-year colleges and an Extension System. (see **Appendix A** for a listing of the campuses)

As the Commission developed a set of recommendations it remained mindful of the ever-changing environment of all the UW System campuses. All of the recommended efforts are consistent with the UW System's overarching mission of education, research and public service. Furthermore, it is imperative that each campus maintain open campuses with permeable boundaries. A campus is more than a collection of buildings. The physical campus is only one way of defining the learning environment.

Educating adults, especially young adults, needs an environment that is flexible, tolerant, and patient. It requires an environment where freedom of expression in all facets is welcomed and encouraged, open to exploration, creativity, and is accepting of difference. The university strives to maintain our humane and caring environment. The physical safety of members of our community must be paramount when it is determined that an actual threat exists, even at the expense of an individual's right to self expression. The Commission recognizes that, while the VTU tragedy involved a perpetrator who was mentally ill, most people living with mental illness are not violent and not all those who are violent are mentally ill. These recommendations also take into account that while the VTU incident was carried out by a student, it could have been committed by anyone: staff, faculty, or visitor.

Throughout the recommendation process, the Commission was mindful that our System has limited financial resources that are often times allocated and controlled by our shared governance, as well as state and federal governments. If, as a System, we are to be as prepared as realistically possible each campus must have the resources to be effective in dealing with security threats and enabled to implement required elements of the Commission's recommendations. In order to develop and implement effective systems, some campuses will require a significant allocation or reallocation of resources; other campuses may be able to implement a system using existing resources, with some supplements.

The Commission also recognized the University's obligation to abide by all applicable laws, including laws which protect the rights of individuals as well as the safety of members of our community.

The dynamic of incidents on campuses has changed significantly over the last decade. Also evolving rapidly are the campus constituents' expectations for increasing the institutions' university law enforcement and strengthening campus security measures. Parents want to know what is being done to keep their students safe. Despite these ever-increasing expectations, the Commission recognized we can never completely ensure the safety of the members of the University community, nor can we provide solutions to problems shared with society at large. We can deploy tools, prepare our employees and embrace best practices. Nevertheless, each situation will be different.

Guiding Principles For All Recommendations

- All persons should be treated fairly, with dignity and respect.
- Not all those who are mentally ill are violent and not all who are violent are mentally ill.
- A diagnosis of mental illness is not, in and of itself, a lens to screen for violence.
- Defining the behavior of concern should be tantamount to defining prevention and intervention.
- Students are free-thinking adults.
- "One size fits all" solutions rarely work.

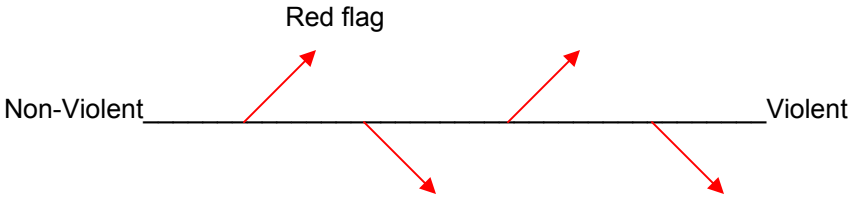
Overview

Mass casualty shootings, while infrequent, are beginning to occur with some regularity (e.g., Columbine, Jonesboro and Montreal). In the case of VTU, the shooting's lethality is something that our nation should not have to endure. Therefore, it is critical that we focus our efforts and our resources in preventing these killings from occurring. In cases where we are not able to prevent this kind of tragedy, we must prepare to minimize injury and loss of life. Should the unthinkable happen on one of our campuses, we should know how and be prepared to care for the victims and the victim's family and friends. We should be prepared to help our community heal.

Prevention and Intervention

After every mass killing in the United States, the subsequent investigation reveals that prior to the incident there were warning signs or "red flags." In some cases we learn that people do come forward to authorities and/or various people report to different authorities. This results in no one individual or group having the whole picture. Yet upon putting together the pieces of the picture, the image that is revealed often seems remarkably clear. How could we not have seen this coming?

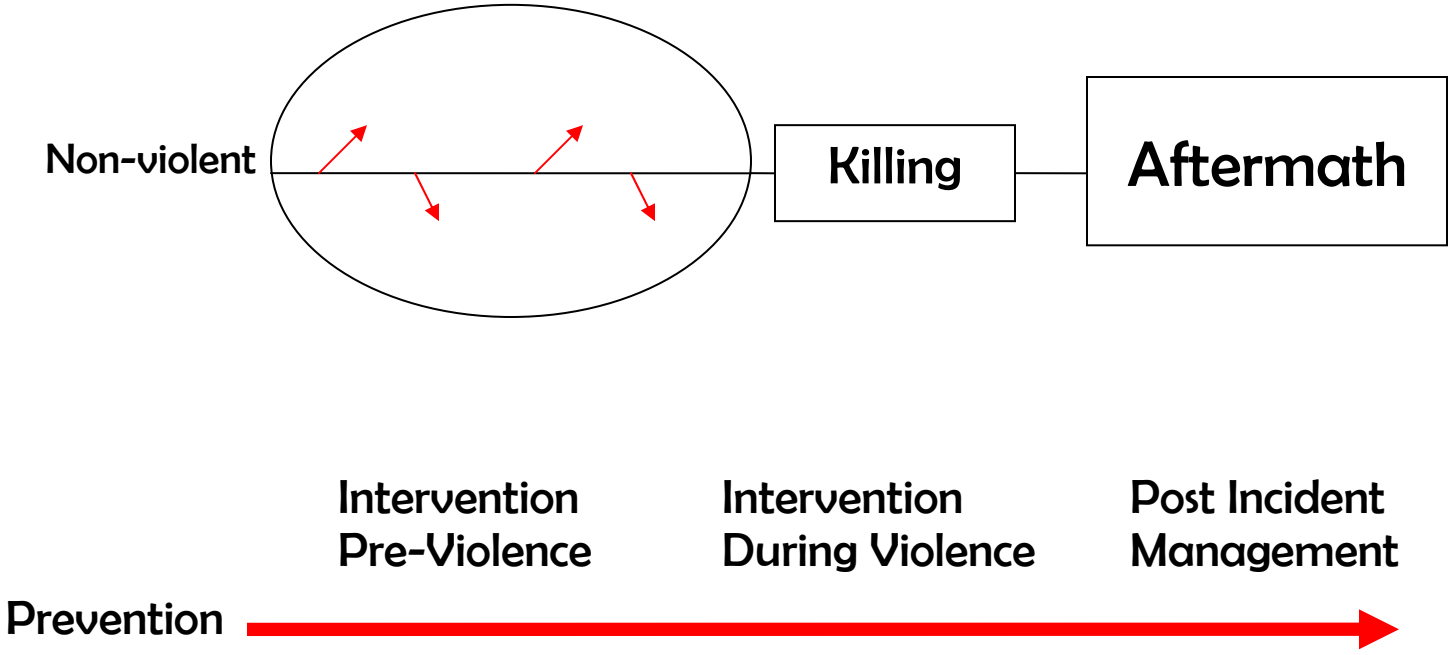
The form of violence that this Commission was charged with reviewing is always the end result of an understandable and discernable process. This process is represented here by a continuum of behavior:



No one just "snaps." No one goes from being non-violent to being a mass-casualty shooter without moving across a continuum of behavior. Some individuals travel along the continuum faster than others. Some individuals start on the continuum and stop themselves or are stopped along the way. As noted in the Commission's Guiding Principles, there is not a direct link between mental illness and violence. Similarly, being on this continuum does not mean that an individual

will become violent. However, absent intervention or self-imposed inhibitors, we can predict that violence is likely.

Most people have strong inhibitors that keep them from becoming violent. Some of these inhibitors include faith, family, professional responsibilities and reputation, fear of consequences, fear of pain, self-preservation, self-respect and involvement with the community. The more inhibitors one has, the less likely it is that one will become violent. As long as the inhibitors outweigh the desire to be violent, a person will continue to be non-violent. If inhibitors are lacking or perhaps affected by untreated or unstable mental health issues or environmental factors, we may find a person moving further along the continuum. The further along an individual is on the continuum, the more difficult it is to intervene and/or prevent violent behavior.



When the loss of inhibitors is coupled with behavioral abnormalities there is cause for concern. Someone who is depressed, angry, alcohol dependent and not taking responsibility for his/her own personal problems may be a student who is also facing academic dismissal, a faculty member who is being denied tenure, or a staff member who is faced with a negative job action. The student may decide to blame the faculty members who “flunked” him/her, the faculty member may blame the committee and the dean for their decision, and the staff member may blame co-workers for not doing their part. This individual may begin talking about “making them pay…,” s/he may purchase a weapon and/or make threatening off-hand remarks.

The key to intervention is maintaining a level of inhibitors higher than the desire and action to kill. This is accomplished through intervention strategies that preserve the dignity of the affected individual while providing a safe and secure environment on campus. This is, of course, easier said than done.

One hypothesis is that mass casualty shooters pass through five phases: fantasy, planning, preparation, approach and implementation. Each of these phases is described briefly below.

Phases of Behavior – Mass Casualty Shooters

1	**Fantasy:** In this beginning phase the individual(s) thinks about the idea of killing. They begin to identify with other mass casualty shooters. In the VTU case, the perpetrator identified with the Columbine killers. The potential perpetrator often collects newspaper clippings, visits or prints out website materials about mass casualty shootings. They imagine what it would be like to carry their idea forward. They may even visualize the press they will receive if they are successful in carrying out their fantasy. They may talk about past killings that have been publicized. Some might even obsess about them. When this phase occurs people close to the individual(s) may notice a certain new "tone" in their conversations, they may observe a kind of obsessive energy when the potential perpetrator discusses their subject(s). This type of behavior needs to be easily (and safely) reported so that an intervention may occur.
2	**Planning:** In this phase the perpetrator may begin by making a list of people or targets. S/he will strategize how they might accomplish their goal. S/he may begin listing what s/he will need to be successful. As in phase 1, these behaviors need to be reported.
3	**Preparation:** In this phase the items needed to carry out the plan are obtained. In the event the perpetrator does not have a gun, one or more are obtained along with ammunition. The individual practices with the weapon. Other items gathered may include floor plans of potential killing sites, chains, padlocks, gasoline, bomb-making materials, or other items deemed "useful" in the individual's plan. The individual may walk the route(s), time how long it takes to get from point A to point B and/or stalk the victims. This phase offers multiple opportunities for people to observe and report "odd" behaviors.
4	**Approach:** The perpetrator's plan is now developed and s/he is armed and ready to act. In this phase the individual is very dangerous. As s/he approaches the site, only armed law enforcement should intervene.
5	**Implementation:** The attack begins and will likely end in one of four ways: • The perpetrator commits suicide • The perpetrator runs out of victims • The perpetrator runs out of ammunition • The perpetrator is stopped by armed law enforcement

Federal and State law prohibit certain types of behavior. The University of Wisconsin-System has policies that prohibit students, staff, faculty and visitors from engaging in certain behaviors on campus, see http://www.uwsa.edu/bor/policies/rpd/. For a variety of reasons, the University System has been reluctant to hold students, staff and faculty accountable for behavior that may have occurred off campus. There are behaviors that are not necessarily criminal that can be problematic for the University. Some of these behaviors manifest themselves as anti-social, asocial or eccentric. Other behaviors appear as acts of rebellion or as the result of mental illness. It is not always clear to a witness whether a behavior should be of concern.

Sorting through how to assess behavior is, indeed, a challenge. It is this challenge that we are faced with in this report. Offices and individuals throughout our campuses witness a variety of behavior daily. In most cases, odd or unusual behavior has no menacing intent or action. Without creating a culture of paranoia, we must find a way to check in with each other about any disturbing behaviors. Striking a balance between an individual's right to be "different" and community safety can be achieved by early intervention practices as well as training for the entire campus community.

Monitoring this behavior is analogous to monitoring a radar screen – a "blip" on the screen may be an individual in distress. An appearance on someone's radar screen may not be cause for concern. However, another individual may have the same "blip" appear – perhaps for different reasons. In order to determine whether something is an isolated incident or cause for concern it is necessary to share information in a consistent manner, check for patterns and determine next steps.

Several of the four-year campuses have a “radar screen” mechanism in place to check on student behavior. However, few have a similar mechanism in place for staff, faculty or visitor behavior. Odd, bizarre, frightening, alarming, unusual and/or criminal behavior is currently reported in a rather haphazard fashion. Reports are made to the Dean of Students, the University Police, the Counseling Center, the Health Center, Housing staff, professors, supervisors, teaching assistants, Employee Assistance, Human Resource personnel, Equity and Diversity officers, advisers, ombudsman, co-workers and friends. Not every campus has a formal process to record the information when reported, nor a clear process for what, if anything the receiver should do with the information.

Investigating what is considered odd or unusual behavior is best tasked to professionals trained in investigation, threat assessment and/or psychological evaluation. Any action recommended needs to be swift and appropriate to the circumstance. In order to be successful the investigation, the reporting system and the intervention processes must be free of bureaucratic encumbrances. A system for investigation, monitoring reports and intervention must be streamlined and available after hours, weekends and holidays.

As noted earlier, this report is focused on preventing mass-casualty shootings/killings on UW System campuses. Other institutions outside the System may find our recommendations of value, but it is important to note that plans will vary based on location, resources, culture and institutional philosophy. Nor does the report attempt to address all campus safety and security challenges. However, some of the recommendations made here will have value beyond dealing with persons in the UW campus community who pose a threat of, or actively engage in violence against other members of that community.

A Brief Composite of Commission Recommendations

This section briefly summarizes the Commission's recommendations. However, that nuances of the recommendations noted in this section cannot be gleaned by reviewing only this summary. Beginning on page 12, the recommendations become sub-headings beneath sections titled Prevention, Pre-violence Intervention, Intervention During Violence, and Aftermath. Each section includes Commission observations, critical action items and suggestions for implementation.

Prevention

1. **New administrative policies concerning behavior of members of the campus population should be established.**

2. **UW System should facilitate the development of an "awareness" campaign to be conducted on each campus that is comprehensive and role-based. The campaign would focus on how the campus community reports problems, troubling behaviors, concerns, and what to do in the event of a shooting. Content would be tailored to an individual's role on campus.**

3. **In concert with the "awareness" campaign, education and more advanced training is required to ensure that anyone (staff, counselors, medical practitioners) needing to make a decision regarding disclosure or intervention knows that they can (and, in most cases, should) disclose information about an individual or intervene as necessary and receive support.**

4. **Campus safety information should be distributed broadly to all staff, faculty, students and parents on a regular basis.**

5. **The security/law enforcement needs of the two-year Colleges and Extension should be reviewed. The Commission has formed a sub-group for this purpose to make recommendations by September 7, 2007.**

6. **UW System President should assign ultimate responsibility for University and College public safety oversight to an existing Vice President.**

Pre-violence/Intervention

7. **Each College and University within the System should establish a multi-disciplinary "Review Team" that is responsible for creating and monitoring information (creating a behavioral "radar screen" in a secured database) to track troubling behavior of students, faculty and staff.**

8. **Counseling and mental health resource requirements for each campus should be thoroughly examined. The Commission has formed a sub-group for this purpose to make recommendations by September 7, 2007.**

Intervention During Violence

9. **All 26 campuses and System Administration should to develop robust crisis and continuity of operation (COOP) plans.**

10. **Full time 24/7 university police staffing at all four-year institutions, should be maintained consistent with national policing standards. Every four-year campus**

should have university law enforcement officers effectively armed, trained, and properly equipped to respond to law enforcement emergencies including active shooters.

11. **In the event of an incident involving an active shooter and/or mass casualties on campus, the University Crisis Plan should be activated providing communications appropriate for the situation.**

12. **University law enforcement should have the responsibility and the authority to determine the appropriate time, place and manner in which tactical information during the dynamic phase of an incident is shared with the public.**

Aftermath

13. **Efforts should be made to minimize the length of time or the frequency of disruption to crisis communication systems by planning, proactive steps, advance information sharing and the use of multiple systems, including careful consideration of mass messaging devices. The Commission has formed a sub-group to review all technology available and make recommendations by September 7, 2007.**

14. **The affected institution should continue formally communicating after the incident has occurred and throughout the investigation.**

15. **An post incident assessment should be implemented as soon after an incident as possible.**

16. **Students should be directly involved in decision-making and implementation of post-violence "healing" measures.**

17. **Proper response and follow up to the incident should continue for six months and longer.**

Final Report of Commission Recommendations

This section of the Commission's report is organized according to the behavior continuum described in the Overview (on page 7), non-violence to violence. In reviewing the Commission recommendations that follow, it is important to keep in mind that as a potential perpetrator progresses further through the phases of behavior described in the table on page 8 (Fantasy, Planning, Preparation, Approach, Implementation) the more difficult it is to intervene and/or prevent violent behavior. It is also difficult to know what phase a potential perpetrator might be in when they first become affiliated with a given institution.

Prevention

Policy

A number of current policies seem inadequate to prevent a VTU situation from occurring. While a change in policy will not guarantee prevention, failing to change policy will limit options of intervening before violence occurs.

Currently, the process the University has for removing, suspending or expelling students is contained in Chapters UWS 14 and 17. The former permits the University to discipline students for serious instances of academic misconduct; the latter permits the University to discipline students for serious instances of nonacademic misconduct. Chapter UWS 17 permits sanctions against students, among other actions: "[f]or conduct which constitutes a serious danger to the personal safety of a member of the university community or guest"; "[f]or stalking or harassment"; and "[f]or acts which violate the provisions of chapter UWS 18" including possession of a weapon. For purposes of this discussion, UWS Chapters 14, 17 and 18 are referred to as the "Code".

It should be noted that to suspend or expel a student, there is a legal process to protect the student's rights, which needs to remain in place. The evidence must convince a hearing committee that suspension or expulsion is necessary. In some cases like VTU, fellow students were too scared to "press" charges once they reported Cho's behavior to the police. The police then dropped the case.

Universities do not require the same level of evidence that is required by the courts. However, victims (or mere observers) are still reluctant to face a suspect. This behavior is similar to victims in domestic violence cases. In an effort to protect the victim of domestic violence, the State moved in 1984 to deem itself the victim. In the case of violence on campus, the Commission believes that the University should take on a similar role by deeming itself victimized by potentially violent behavior.

UWS 17 has been reviewed several times over the past decade. Yet despite efforts to revise important sections as recently as 2004, it remains virtually unchanged. Currently there is a committee working on revisions. For the purposes of this Commission there are six major issues of concern with the Code.

- The Code does not apply to off-campus behavior in most circumstances.

  In May of 2002 UW-Stout student Lucas Helder was charged with leaving eighteen pipe bombs in mailboxes in several states outside of Wisconsin. His bombing pattern

geographically formed a smiley face. Six people were injured as a result. The University took no action.

It is alleged* that on June 26, 2003 UW-Madison student Meng-Ju Wu, 19, committed three murders in Verona, Wisconsin. The University took no action in the matter because it was off campus and the victims were not affiliated with the University. Six months after the homicides the university placed a hold on Wu's registration.

*Wu was arrested, charged, jailed and subsequently committed suicide while awaiting trial.

- The Code does not apply to bizarre behavior or behavior stemming from mental illness either on or off the campus.
- The Code does not cover injury to oneself or self-destructive behavior perpetrated against oneself.
- The Code in its current form is too adversarial to address some conditions involving mental illness or stress disorders.
- UWS 17 has an emergency suspension provision which permits the University to temporarily suspend a student when the chancellor has determined that the student's continued presence on campus would constitute a potential for serious harm to himself or herself, other members of the university community, university facilities or property, or would pose a threat of serious disruption of university-run or university-authorized activities, but this suspension lasts only thirty days and calls for due process hearings that may be held on campus which is counterproductive to safety.
- The Code should include provisions for the University to bring a case forward for the safety of the campus community even when the victim is reluctant to come forward.

See **Appendix B and C** for larger summary of the UWS committee work and **Appendix C** for UW System Administration legal office work.

A significant modification of UWS 17 (or the development of a new Code) could serve as important leverage in encouraging a student to take a different path, rather than face consequences beyond his/her control for behavior that is troublesome (but not misconduct as currently defined in UWS 17). It would also give options to staff who deal with these cases.

In certain circumstances students find themselves under tremendous pressure - some to the point of a breakdown. Many students believe that they have to "press on" because they paid tuition when, in fact, continuing may trigger unhealthy behaviors – including harming themselves or others. The UW-Madison currently has a Compassionate Refund Policy (created 10/1991) that is used when students are faced with extenuating circumstances and need to leave the University unexpectedly after the 4th week of classes. The current policy notes the following: "There are two sets of circumstances in which refunds contingent upon withdrawal are warranted; (1) a life-threatening or disabling illness/accident for an enrolled student, or (2) death of an immediate member of the family or household of an enrolled student. (See **Appendix D**) Expanding the reasons to grant this refund in the case of mental illness may make intervention more successful.

This year the Board of Regents enacted a policy on performing criminal background checks on new employees. There has been extensive discussion of background checks prior to admissions with the System Admissions group. The Commission debated at length whether or not to recommend criminal background checks on prospective and current students. The UW-Madison is one of four Big Ten Schools that does not ask on the admissions application if the student has a felony record or is on the sex offender registry. The debate on this topic should continue.

State law (State Statute 301.46) requires that communities are notified when certain sex offenders are present in that community. All four-year institutions are meeting this requirement.

The two year campuses, System Administration and Extension are developing a process to fulfill their responsibilities with the assistance of the UW-Madison Police Department.

UWS Chapters 4, 6, 7, 11 and 13 encompass discipline and dismissal of faculty and academic staff. UWS Chapters 4, 7 and 11 specifically address dismissal procedures. UWS 6 and 13 address discipline of faculty and academic staff. These chapters state that each institution shall draft policies and procedures to deal with allegations made against faculty or academic staff. There are no System-imposed work rules established to dictate when an employee should be subject to discipline due to behavior, performance, etc. Our understanding is that any such guidance, policy and/or procedure varies as among academic staff, classified staff and faculty. It varies by institution and it can vary by department and program. This creates inconsistencies. Many handbooks are silent on the procedures for disciplining academic staff and do not identify what constitutes inappropriate conduct or behavior or the consequences. Classified employees have the clearest and most stringent work rules of all.

Finally, there are individuals who have no university affiliation who repeatedly create disruptions, or attempt to constantly use university facilities. Many have chronic substance abuse issues, defecate in hallways, sleep in bathrooms, and harass students and faculty. Some of these individuals have serious problems and/or are mentally ill. Currently, Chancellors possess insufficient authority to effectively ban these people from campus and the campus area. University Police repeatedly arrest and cite these individuals to no avail. The institution rarely seeks a restraining order against these individuals due to the extensive investment of time and staff resources required for the order to be successful.

In some cases when an individual is banned from university buildings and grounds by order of the Chancellor, the individual can simply cross the street or stand on a sidewalk and be legally “off campus” and still engage in the harassing or troublesome behavior.

1. New administrative policies concerning behavior of members of the campus population should be established.

A) Allow the temporary removal of a student for a period of time longer than 30 days, but short of expulsion, in cases of non-academic misconduct.

B) Allow the temporary removal of a student for a period of time longer than 30 days when the safety of the University community is determined to be in jeopardy. The hearings should be held off campus.

C) Allow and encourage expulsion for serious and significant threats to safety.

D) Allow the University’s code of conduct to govern behaviors constituting crimes whether they occur on or off campus.

E) Develop a non-punitive process for behavior that falls outside the realm of misconduct to govern troubling non-misconduct behavior (e.g., refusing to bathe, consistently missing class, refusing to leave room or apartment, living in an office or car, self harm, mental health issues, etc.)

F) Change University of Wisconsin System (UWS) Chapter 17 so that students who exhibit violent behavior against themselves or others due to mental illness, cannot return to campus until university officials know the problems have been addressed and a reasonable aftercare plan has been established. If/when he/she is determined to no longer be a threat, he/she can be renewed to active status as a student without serious detrimental consequences (to include clearing his/her academic record).

G) Develop a System-wide Compassionate Refund Policy. The definition of family or household in Compassionate Refund Policy should include spouses, children, partners/significant others, parents, step-parents, siblings and in-laws.

H) Establish a System-wide policy regarding Admissions Office protocol when it is learned that a serious offense occurred prior to enrollment. This policy should be provided to applicants for admission.

I) Establish a policy on all campuses for parental notification for traditional-age students.

J) Require every campus to have a written policy to deal with voluntary and involuntary mental health "timeouts." The policy should assist in decreasing the stigma and difficulty that often arises when a an individual needs to take a "timeout" for mental health reasons, yet fears that taking this time will have negative consequences on her/his education, relationship with community members and/or long-term employment. Students who take this kind of voluntary or involuntary "timeout," should be cleared for re-entry. However, the Commission recognized the need to discuss whether counseling would be required before re-entry was approved. Currently, students do not have to reapply at UW-Madison if they return the following term.

K) Provide realistic options for troubled students. Academic advisers and student service professionals require options when confronted with a student with mental health or other issues. There has to be enough "give" in our policy such that a student can take a break (a "timeout") and get the help they need without it being an undue financial hardship or needlessly bureaucratic (both of which may exacerbate the issue). Other options might include a mixture of things such as: withdrawing voluntarily (compassionate leave), seeking therapy, (within the prevue of the counseling center's parameter of care), calling their parents for help, withdrawing from traditional classroom coursework and instead opting to enroll in an on-line course.

L) Develop an Employee Code of Conduct that applies to all University employees regardless of job title.

M) Statutorily expand the civil forfeiture system of UWS Chapter 18 to $1,000 so that repeated acts of disorderly conduct fines will increase the more the acts occur.

N) Expand the authority of the Chancellor to ban from the University and surrounding area non-University community members who engage in misconduct or crimes while on campus.

Raising Awareness

2. UW System should facilitate the development of an "awareness" campaign to be conducted on each campus that is comprehensive and role-based. The campaign would focus on how the campus community reports problems, troubling behaviors, concerns and what to do in the event of a shooting. Content would be tailored to an individual's role on campus. These campaigns should:

A) Provide relevant, important information regarding resources and policies via multiple channels.

   a. Develop printed collateral information (handbooks, posters, etc.), enhance web-based resources (online policies, resources, self help, etc.), prepare

regular email updates and host interpersonal gatherings (assemblies, counseling, orientations, peers).

b. Develop a one-page, short answer tip sheet to display dispositions that a worrisome individual might demonstrate. Provide information about how and where to report this behavior.
c. Develop a simple, one-page guideline on "what to do if confronted by a shooter."
d. Ensure that dissemination of information includes channels that students typically and frequently access (e.g. online, pod casting, campus portals, posters located in residence halls, unions, health centers, etc.).

B) Tailor the campaign around reporting the unusual.

a. Offer various scenarios in which individuals are faced with ethical considerations about what can be shared.
b. Offer a tip sheet that can be referred to by any member of the community (campus and city) about whom to contact if there is a concern.
c. Offer complementary literature (online and on paper) about managing depression, stress, disruptive personalities, crisis situations, etc.
d. Acknowledge privacy rights and responsibilities.
e. Educate the entire campus community on facts and myths about mental illness and violence.
f. Train Department Chairs, Deans and unit Directors on identifying warning signs for both students and staff.
g. Develop measures to ensure that faculty and staff understand the Student Code of Conduct and how to address concerns or violations.

Enhanced Training

3. In concert with the "awareness" campaign, education and more advanced training is required to ensure that anyone (staff, counselors, medical practitioners) needing to make a decision regarding disclosure or intervention knows that they can (and, in most cases, should) disclose information about an individual or intervene as necessary and receive support.

A) Education should include information about and pertinent interpretations of the Family Educational Rights and Privacy Act (FERPA), the Health Insurance Portability and Accountability Act (HIPAA), and the Americans with Disabilities Act (ADA). (see **Appendix E**) In addition training for staff that should be familiar with State and Federal Code of Conduct Standards regarding confidentiality in conjunction with Mental Health Professional Licensures. Republican Congressman Tim Murphy (PA) has proposed an amendment to FERPA that would spell out that the health and safety emergency exception to FERPA includes concerns of suicide, homicide, or threats of physical violence and would absolve college officials from liability if they contact parents to discuss concerns about a dependent student as long as they first consulted with a licensed mental-health professional. This Commission recommends supporting this effort.

B) UW System should facilitate the development of training programs around privacy and information disclosure (possibly on-line) with assistance from System Registrars (for student information), HIPAA compliance officers and disability coordinators (for ADA health/mental health information).

C) Registrars at each campus should work with System legal counsel to standardize the interpretation of what is and what is not private information about students. Standardizing what is and what is not private information will also facilitate better identity management for secure authentication and authorization throughout the System.

D) Human Resource managers on each campus should also work to standardize their interpretations of public and private information regarding employees. Releasing employee information to external individuals or entities may implicate University policies, employee privacy laws, union contracts, the Wisconsin Public Records Act, and laws governing subpoenas and search warrants, among other laws. Sharing information about a certain employee within the institution may also implicate such laws, but would primarily be governed by University policies and practices.

E) Develop a System-wide standard for training classifications. Some training programs currently available at UW-Madison appear to have much of the necessary outline. Therefore, those training outlines and Power Point presentations should be reworked as an example of what should be provided.

Campus Safety Information

4. Campus safety information should be distributed broadly to all staff, faculty, students, and parents, on a regular basis.

Typically, people will read information based on relevance to their situation. Important information is perceived "important' if and when it applies to the individual. Students on the Commission pointed out that if a student does not feel threatened he/she will not feel the need to read important information. To some extent, this is human nature. However, it is important to develop materials that will be user-friendly as well as easily accessible when the information is needed in an emergency situation and/or during a crisis. Therefore:

A) Campus Safety information should be available in student, faculty and staff handbooks, highlighted during student orientation, posted in student public areas and residence halls, and highlighted in wing/floor meetings in the campus residence halls. Information should include whom to contact to report concerns, as well as note resources available for students at risk (Counseling Center, Disability Services, Police, Residence Hall Staff, etc.)

B) Each campus should dispense information to parents that includes campus prevention efforts and ways for parents to talk with their students about safety. Other helpful resources include a parent website, newsletter and/or e-newsletter that educates parents about the normal stressors associated with certain times of years (e.g., orientation, adapting to residence hall life, exams, etc.) and other behaviors that might be of concern. Resources for parents should also include information about the challenges that FERPA limitations place on the sharing of certain information about their student.

C) Clarify expectations regarding compliance with the Student Code of Conduct.

D) The general public and the campus community, (e.g., students, parents, staff, faculty) should be informed where they will find relevant emergency information during and after a crisis.

E) Each campus should be creative about educational opportunities to "signpost" safety information. Creative distribution is important so as not to saturate the community with so much information that it becomes ignored.

F) Information concerning prevention and aftermath efforts should include a message regarding the pace that information can be shared during crisis. Instant communication is not always possible or desirable. Circumstances will often dictate how much and what type of information can be shared.

UW Colleges

The UW Colleges and Extension lack the expertise, necessary staff, and appropriate staff levels to adequately address security needs in the wake of Virginia Tech. Currently, comprehensive emergency procedures are being reviewed and developed. Further, regular and consistent coordination of crisis management plans with local and county police departments will assist in a significantly larger comprehensive understanding, appreciation, and knowledge regarding incident management. Finally, the assignment of key responsibilities to senior administrative leaders may be necessary to bring about needed changes and improvements.

5. The security/law enforcement needs of the two-year Colleges and Extension should be reviewed.

The Commission established a sub-team to begin this review, which is to include threat assessment, development of a "review team," looking at crime prevention through environmental design, access control, crisis plan development, continuity of operation planning and their relationship to the local police, etc. (see **Appendix F**)

UW-System Administration Resource for Public Safety

6. UW System President should assign ultimate responsibility for University and College public safety oversight to an existing Vice President.

Currently, there is no one individual within UW System Administration that has public safety as part of his/her core responsibility. The UW System Administration has created semi-permanent crisis management teams to handle crisis planning and business interruption on one or more campuses from natural disasters or other unexpected events. However, these processes are not often rehearsed, and the Commission suspects that some team participants may not be fully aware of their responsibilities.

The Commission discussed at length the need for a "homeland security chief" based within UW System Administration, whose sole function would be to oversee public safety and security. The Commission does not feel a full-time position is desirable or required to perform this function. However, the President should designate a single individual currently on UW-System staff to be responsible for the following functions:

A) Ensure the recommendations adopted by the Board of Regents from this report are implemented.

B) Collect and review each campus Crisis plan and Continuity of Operation Plan to ensure completeness and timeliness.

C) Provide leadership to the UW System Administration crisis management efforts.

D) Serve as a resource to the UW System's Police Chiefs.

E) The UW-System Administration crisis management team membership and mission should be reexamined, with special reference to mass-casualty shootings. This crisis management team's operations should be adjusted to reflect the recommendations made by the Commission.

Pre-violence Intervention

Pre-violence intervention involves more than having a review team or having our campus communities reporting aberrant behaviors. Pre-violence intervention requires a broad effort involving key individuals who are responsible for core functions of safety, mental health, housing, student life, human resources and overall supervision of their areas of responsibility. It is an interdepartmental, cross-campus and inter-community effort involving input from all constituencies working together on a regular basis.

Review Teams

The Commission discussed at length the concept of a collective radar screen. Through implementation of the recommendations that follow here, the Commission hopes that there will be fewer cases where someone "fell through the cracks." The Commission felt strongly that all cases must be actively managed, monitored and acted upon with the safety of the community of paramount importance.

> *"…we need to begin long overdue public discussion about how we encourage and defend our students' civil liberties – while doing a lot more to enhance their safety. We need to confront the problem that nearly all of our students believe that "ratting out" a friend or fellow student is a far worse offense than shutting up and allowing a couple of pipe bombs…" Chronicle of Higher Education, May 4, 2007*

People need to feel comfortable reporting information as early as possible. It is the Commission's hope that through an awareness and training campaign our collective culture will change such that people will know to report the "unusual" without fear of retribution or scorn. There simply must be a way to get the information to the right people in a timely and effective way.

7. Each College and University within the System should establish a multi-disciplinary "Review Team" that is responsible for creating and monitoring information (creating a behavioral "radar screen" in a secured database) to track troubling behavior of students, faculty and staff.

A) The Review Team would develop plans constituting appropriate interventions in order to diffuse potentially volatile situations while also actively managing cases. One member of the team should be designated as the leader. The team should meet on a regular basis to review case information gathered and set next level of response as appropriate. Any team member can call a Review Team meeting. Potential members may include: Dean of Students, University Police, Residence Life, Disability Services, Legal, Health Center, Counseling Center, and Human Resources. Cases should be securely documented.

NOTE: Eight of 13 university campuses have teams that meet on a regular basis, another four meet on an as needed basis. These teams must continue to meet. The Colleges currently lack Review Teams.

B) Review Teams should have the authority to act and act quickly when necessary. Interventions may follow a significant event or a pattern of behavior (e.g. stalking) that would provide enough evidence to suspend or expel a student, suspend or terminate the employment of staff or faculty, or ban a non-university individual from campus.

C) From time to time, the Review Team might call upon external resources to assist with assessments of behaviors that include eating disorders or suicide attempts. In some cases, campus communities are able to include follow-up with local police departments and/or medical personnel. The investigation into any of these reported behaviors may, in fact, be done by the individual's supervisor, or instructor. Significant cases in which it is thought that the individual is "moving along the violence continuum," will require an investigator who understands threat assessment. Currently UW-Madison appears to be the only campus with trained staff in threat assessment.

D) Review Team-based problem-solving units (sub-committees) might be deployed from time to time to "pull" resources from area hospitals, police departments, and treatment facilities. Campus health and counseling members will be able to address concerns and may serve as "expert' resources.

E) The Review Team should be aware of fine balance between freedom of expression and intervention. This Commission does not believe universities or their subunits should "troll" networking sites for "unsafe" behavior or expression on a regular basis. Monitoring social networking sites, such as Facebook® and YouTube® to assess student behaviors should only be done if concerns have been raised by peers, staff, faculty, a member of the community or if the behavior of the individual warrants this kind of review. Upon learning of a concern, the Review Team should be charged with taking steps to ensure the safety of students, including: monitoring the site in question, following up with the student, watching the video of concern with the student and explaining how others might view the material, talking with the individual about the impact this information has on his/her future plans, reporting the threatening material to the University Police and contacting the site administrator to request that the threatening material be removed.

F) In the case of the two-year Colleges, there should be an "All-College" Review Team established that includes representatives from some of the colleges. Each College administration should enlist their local Police Departments in the work of the Review Team, fostering collaboration whenever possible and determining specifics about when contact is warranted during individual cases.

G) Areas to consider for each Review Team include:

1. Clarify procedure for faculty, staff and students to follow as an observer of concerns (bystander intervention) and how the concern(s) should be voiced.
2. Educate faculty, staff and students on how and when to make referrals to the Counseling Center.
3. Determine and distribute name(s) of the lead contact person for each campus when concerns require immediate intervention.
4. Maintain data in a secure database on the number of referrals made, to whom the referral was made and the nature of the unusual or concerning behavior.
    a. Each Review Team should have a method for tracking referrals through this database.

b. An appropriate risk assessment tool should be developed that allows the appropriate staff to make sound intervention decisions.
c. The database should be sufficiently robust to track progress information – including information about the steps taken to intervene or assist an individual.
d. The status of each case should be easily monitored to detect unusual behavior patterns.
e. If there is reason for concern, the database may consider tracking information obtained from social networking sites such as MySpace, FaceBook, UTube, etc.).

5. Formulate partnerships with local law enforcement, health care providers, landlord associations, etc, so that early warning information about threatening, violent or bizarre behavior is shared when appropriate (and legally feasible).
6. Develop a protocol to ensure that all appropriate university staff members are aware of students who are hospitalized with mental health issues and staff members are informed of aftercare recommendations and discharge plans, prior to reentry to campus, as appropriate to their relationship with the student, staff or faculty.
7. Require the discharging medical or mental health facility to provide written psychiatric documentation and confirmation that the returning student, staff or faculty member is emotionally stabilized and able to handle the pressures of re-entry to the college campus with all the expectations that this entails.
8. Require students, staff or faculty who have been hospitalized for mental illness (emergency, short term, long term, inpatient, outpatient, etc.) to meet immediately after their discharge with the appropriate campus department for notification that the student, staff, faculty will be returning to campus and for the student, staff, faculty to present clearly stated, documented aftercare plans that are established before re-entry is considered.
9. Inform relevant campus areas, e.g., Residence Life, Counseling Services, University Police, in a timely manner, that the student is returning to campus and identify what each department's expectations will be regarding the student's aftercare plan.
10. In cases that are escalating and causing significant concern, inform the executive level of the University.

H) The Review Team should have a variety of prevention and intervention options available to assist them in finding the best "fit" for a particular situation. In some "traditional age student" cases, **parental notification** should be one of those options. Whether parents are notified depends on the specifics of the case. However, all campuses must sanction this as an option for the Review Team. Each campus will need to decide who will make the necessary notifications.

Counseling and Mental Health Issues

"University and college counseling services have played a vital role in higher education for many years. In the last three decades there has been a dramatic increase in the number of campus counseling services and the multiplicity of functions that are performed. Counseling services are an integral part of the educational mission of the institution and support the mission in a variety of ways, such as consultation, teaching, preventive and developmental interventions, and treatment. They provide clinical and counseling services to clients who are experiencing stress due to academic, career or personal problems which may interfere with their ability to take full advantage of the educational opportunities before them. Counselors are also involved in consultation with faculty and staff; student needs advocacy, program development, teaching, outreach

programming, retention activities, and research and evaluation that support the efforts of faculty and staff in enhancing the university environment.

" While the counseling service works in a cooperative manner with members of the campus community, it is important to emphasize the unique role that it plays within the institution. Specifically, it provides services such as crisis intervention, individual and group psychotherapy, career development, and consultation with the campus community about student characteristics and development. In addition, counseling professionals often provide a needed perspective for campus administrators in maintaining an appropriate balance between an administrative and a humanistic approach in managing distressed students.

"The counseling service should play three essential roles in serving the university and college community. The most prominent is providing counseling and/or therapy to students experiencing personal adjustment, vocational, developmental and/or psychological problems that require professional attention. Second is the preventive role of assisting students in identifying and learning skills which will assist them in effectively meeting their educational and life goals. The third role involves supporting and enhancing the healthy growth and development of students through consultation and outreach to the campus community." ***The Accreditation Association for University and College Counseling Services: Accreditation Standards for University and College Counseling Centers [International Association of Counseling Services, Inc])***

8. Counseling and mental health resources requirements for each campus should be thoroughly examined.

Note: The Commission established a sub-group to make recommendations regarding the counseling of students for each campus. The subgroup will be mindful of the needs of returning military veterans. The group has a deadline of September 7, 2007. In addition, the UW System Office of Operations Review and Audit is conducting a review.

A) In alignment with the Accreditation Association for University & College Counseling Services, the Commission recommends that each UW System institution meet the minimum requirement for mental health counselors: one FTE staff member for every 1,500 students. If this benchmark is used, the Commission recognizes the System-wide deficit of counselors is 21 full time positions. The cost of this recommendation alone would be approximately $2.1 million/annually for salary and benefits. Not included in this cost are the additional support costs. Therefore the sub-group will work to establish the feasibility of this recommendation. (**Appendix G)**

B) Clinical caseloads should reflect the nationally recommended standard for the professional field of direct service responsibilities such as intake, individual and group counseling, and crisis intervention not exceeding 65% of the workload on a continuing basis.

C) Each campus should attempt to verify that there are adequate local mental health resources available for faculty and staff or consider providing these services. Each University campus and College administration should have an employee assistance program that is able to effectively refer faculty and staff to appropriate local resources. In addition, some campuses may have ombudsman programs to assist as well. The Commission recognizes that it would be easier to provide services and intervene when necessary if students, staff and faculty self disclosed mental illness and/or mental health concerns. The Commission also recognizes the privacy needs

and expectations surrounding such disclosure. A chart outlining various points of the Commission's discussion regarding self-disclosure is offered in (**Appendix H**.)

D) Counseling centers should have adequate supply and expense money to assist with providing the necessary assessment and testing tools to work with clients. Mental health counselors should be supported, financially and administratively, in keeping current on mental health issues, diagnosis, assessment, and treatment issues, and in keeping current with their ongoing licensure renewal requirements.

Intervention During Violence

After September 11, 2001 the President of the United States signed a series of Executive Orders mandating a National Response Plan. Shortly thereafter Governor James E. Doyle of Wisconsin issued an Executive Order 81 requiring all state agencies to adopt the National Incident Management System (NIMS). The University of Wisconsin System is a state agency and as such must adopt and use this system. This system has various components and several campuses are in various stages of planning. All 13 four-year Universities already have crisis plans, however few would be able to handle the aftermath of an incident the size of VTU.

It should be noted that Crisis Plans, Continuity of Operation Planning (COOP), Continuity of Government (COG) and the Incident Command System are subsets of NIMS and of the National Response Plan, is outsourced by UW-System to the UW-Madison Police Department.

Almost all of what each campus needs to accomplish in emergency management can be found within this planning structure. However, it is important to recognize that in times of crisis, people will respond in ways we may not have considered. The United States is particularly known for its volunteerism. An overwhelming response to a crisis by community and/or family members could saturate a campus causing chaos and affecting the quality of the crisis management In almost every tragedy in the US, scores of people have shown up to "help". These volunteers can supply much needed human resources in a time of crisis – but there absolutely must be a plan for volunteer management. All campuses should have as part of their crisis plans a plan to deal with volunteers.

9. All 26 campuses and System Administration should to develop robust crisis and continuity of operation (COOP) plans.

A) All 26 campuses should decide as part of their crisis planning what mechanisms will be used for information sharing and crisis updates during an actual crisis. Constituents should be informed in advance of where to find the crisis information.

B) Incident command systems and incident management systems should be adopted for each campus as required by Governor Doyle's Executive Order 81. **(Appendix I)** All segments of the UW System should adopt and put into place the relevant components of the National Incident Management System.

C) UW System should require annual reviews of campus crisis plans and continuity of operations plans and revision. Plans from every campus should be filed with the System office for the purpose of ensuring existence and completeness.

D) Campus executive teams should be formally established, recognized, and charged with developing continuity of operations plans as a component of crisis management planning. Plans originally created for the UW Madison campus could be modified for use or used as a template. A clearly identified campus chain of command and subsequent responsibilities should be established.

E) All campuses should train personnel involved in the crisis plan about their roles and responsibilities in that plan. All campuses should test the plan at least once annually; twice is desirable.

F) The Continuity of Operation Planning (COOP) exercise can be expanded and coordinated with the existing pandemic planning currently underway. An increase in human and fiscal resources is needed.

G) Each of the 26 campuses should establish a crisis communication plan as part of its larger overarching crisis plan.

H) "Sister-campuses" should be created within the UW Colleges campus structure and the UW Extension local county office structure; for the purpose of being responsible for, and providing support for another campus or office during the continuity of operations time period.

I) All campuses through COOP should designate several locations for volunteers to stage.

J) All campuses should work with the American Red Cross, Salvation Army or others in their area to create effective volunteer management plans.

K) Local off-campus locations or corporate partners should be established to provide a site for volunteers, information, community organizations, and personal care services.

University Police

Wisconsin State Statutes Chapter 36.11 (2) gives law enforcement authority to the Board of Regents. The Board of Regents via the Chancellors may hire and employ police as specified by statute. Over the years the Madison and Milwaukee campuses have developed full service law enforcement agencies. Both these agencies have law enforcement authority throughout their county, Milwaukee by statute, Madison is deputized. The Departments are fully armed, trained and equipped like any municipal agency. They are able to handle complex investigations independent of other agencies.

The other UW four-year campuses have from time to time (and from Chancellor to Chancellor) struggled with the role of university law enforcement. Several campuses have moved from having campus security to law enforcement. Others campuses have moved from having law enforcement to campus security. Chancellors have hired trained and sworn law enforcement but then not allowed those very officers to be armed. In fact, three universities which operate security departments (River Falls, Stevens Point, and Superior) all have at least one sworn law enforcement member who by the Chancellor's directive remains unarmed while at work, yet by statute can be armed off duty.

UW Madison, Milwaukee, Parkside, Oshkosh, Platteville and Whitewater are currently armed to national standards (handgun and long gun option). The other four UW campuses (Eau Claire, Green Bay, LaCrosse, and Stout) with sworn law enforcement officers (meeting all standards, training and certifications of the State of Wisconsin for Police) are armed only with handguns. Most departments report that the reason there are no long guns is due to their Chancellor's opposition.

10.) Full time 24/7 university police staffing at all four-year institutions, should be maintained consistent with national policing standards. Every four-year campus should have university law enforcement officers effectively armed, trained, and properly equipped to respond to law enforcement emergencies including active killers. (Appendix J and K)

This Commission feels strongly that all campuses should have University Police properly trained, equipped and armed 24 hours a day, seven days a week. It appears it may take the Board of Regents to establish this policy instead of continuing to delegate this to the Chancellors.

The Commission understands that the cost of police officers is greater than security officers. The need to train police to state standards is more expensive as is the necessary equipment to do their jobs properly and maintain a professional force. (**Appendix J and K** for more information on costs.) The Commission believes this financial investment is minimal to the benefit it will bring. Despite our best efforts and wishes to the contrary, campuses are not a safe haven. It is time that our campus communities are provided at least the same level of law enforcement protection as that of our municipal communities.

A) The University of Wisconsin System should adopt the following recommendations from the 2005 Program Review of Police and Security Operations at four-year University of Wisconsin Institutions. The Commission endorses the following recommendations of the 2005 review:

- The Board of Regents should determine and define in policy the minimum acceptable police service model* and security service model while allowing for institutional flexibility to establish higher levels of service.
- The Board of Regents should define the enforcement role of security officers within the UW System.
- Each institution should:
    1) ensure that the policies required by state law are established
    2) implement a periodic review process to maintain compliance
    3) provide the campus community a role in policy development
- Each institution should provide adequate funding support for crime prevention activities.
- The Board of Regents should:
    1) endorse minimum UW police officer and security officer staffing levels
    2) ensure that each UW institution has adequate staff support to provide appropriate coverage within the limits of available resources.
- UW Institutions should:
    1) ensure that adequate training is provided to meet the responsibilities assigned to their security officers.
    2) ensure that adequate funding is made available to meet police and security equipment needs, including an adequate records system for mandated reporting requirements.
    3) provide certified police officers responsible for law enforcement functions with necessary lethal, as well as less-lethal and non-lethal, arming options.*
    4) ensure that radio interoperability with local agencies is considered when assessing future communication needs.
    5) provide adequate GPR support and explore increasing funding sources through additional chargeback processes.
    6) explore more grant opportunities and consider grant proposals as a method to increase financial resources.

7) apply accreditation standards to their police and security operations and pursue accreditation, where feasible.
8) establish accountability processes, customer surveys, or self-evaluations, for their police and security operations.

(See **Appendix L** for full report)

* Note: Under Wisconsin State Statute 36.11 (**Appendix M**) the Board of Regents is invested with the power of establishing law enforcement. This recommendation suggests the Regents establish minimum standards including armed university police for each four-year campus.

B) University Police should be an integral part of any University Review Team and the liaison for Chapter 51 Commitments, Probation and Parole, and other concerns related to the Criminal Justice system.

C) All University Police who are assigned to the Review Team or who may have to investigate an individual exhibiting behavior escalating along the violence continuum should be trained in threat assessment. Training exists now at UW-Madison. A small increase should be made to UW-Madison Police Department's resources to make this training available state-wide. (**Appendix N)**

D) The Legislature should grant County-wide jurisdiction (as UW- Milwaukee Police currently have) or State-wide jurisdiction (as the Capitol Police currently have) to all University Police Officers regardless of the particular state University campus. This would facilitate many aspects of successfully dealing with threats of violence on or immediately adjacent to campus. Currently local Sheriffs are declining or restricting deputy status because of liability. Joint powers agreements vary greatly in differing jurisdictions and do not appear adequate. **(State Statute 175.40 (5)**, previously proposed legislation see **Appendix O and P**)

E) While most of the four-year universities have "Active Shooter" plans, all but four lack the proper equipment (vests, long guns and in a few cases lack even handguns (see **Appendix K**). Universities should be required to have these plans and the equipment necessary to respond rapidly. Plans should be "table-topped" and when possible, functional exercises should be facilitated involving the Chancellor's cabinet, faculty, staff and students. Plans should be reviewed annually and incorporated into the campus Crisis Plan. The tactical response to active shooter events must be continuously developed through hands on, reality based, situational training with University and local police. Campus safety needs to be pervasive - continually trained, evaluated and discussed. In general, all University Police should be trained in the warning signs and law enforcement intervention strategies for mass casualty shooters.

F) All University Police Departments should achieve radio interoperability with local law enforcement to ensure seamless tactical operations and communications for all 13 four-year universities. (**Appendix Q**)

G) All University Police Departments should formally share information System wide. Resources should be allocated to establish this network.

H) System administration should explore ways to enhance recruitment/retention of University Police officers to include an increase in salary.

Closing the University

The closing of any University of Wisconsin campus is a serious matter. In fact, some would argue given the size, scope, research, medical facilities, housing of students and faculty that most campuses cannot really be closed.

Particularly since the VTU tragedy, it has been argued that Universities should be able to "lock down" their buildings in the event of an emergency. However, depending on the situation, locking people out of or in buildings may be a bad – or dangerous - decision. Given that most mass casualty perpetrators are members of the community they victimize (such as at VTU), "locking down" a campus and using pervasive access control is a limited option at best. (see **Appendix R** for VTU timeline)

The size of our universities (particularly our four-year comprehensive universities), the number of buildings on each campus and the amount of land within the campus footprint, makes "lockdowns" infeasible without tens of millions of dollars of investment in access control. Furthermore, most campuses are connected to their broader community because of the city streets that run throughout campus. The ability to completely secure a campus would be a significant undertaking requiring significant police support. The Commission felt "lockdowns" or "shutting down campus" was an unreasonable and naive expectation.

The four year universities are analogous to cities so the concept of closing a university only relates to cancelling classes, not ending operations of the institution. For purposes of this report, the definition of "closing a campus" means that classes and/or campus events and programs are cancelled. At the present time, only the Chancellor has the authority to cancel classes.

11. In the event of an incident involving an active shooter and/or mass casualties on campus, the University Crisis Plan should be activated providing communications appropriate for the situation.

The University Crisis Plan should include the following:

A) If deemed appropriate by the Chancellor, cancel classes. The UW Colleges and Extension Chancellor, who is located in Madison has the authority to close any College campus throughout the State. College authority should be delegated to the on-site senior administrator. Criteria for such closings should be developed by UW System and enhanced by the campus executive teams in concert with the Chancellor. The UW-Madison Police Department can be of assistance in the formulation of these plans.

B) Provide support for faculty and staff during and after a crisis in their communications with students.

C) Continuity of information and operations (during and after situation) should be assessed to ensure the university operations continue or resume operations in closed and affected buildings as soon as possible.

D) Campus hardwire phones should be able to dial 911 to get police, fire or EMS.

12. University law enforcement should have the responsibility and the authority to determine the appropriate time, place and manner in which tactical information during the dynamic phase of an incident is shared with the public.

A) During an incident the primary duty of law enforcement is to protect innocent life.

B) The overarching goal of crisis communication is to control the key messages and flow of information to aid in the quickest and safest resolution of the event.

C) It is important that during an incident, factual and accurate information is provided that will not impede the resolution of the event.

D) Strategies might include messages that direct concerned constituents (who are not directly involved in the crisis) to a central location away from the scene of the incident so as to minimize interference with emergency response teams.

E) On-scene press briefings are recommended only in situations in which the information to be disseminated is significant and must be quickly communicated to a large number of people at the same time.

Aftermath

By its very definition a crisis situation is chaotic and a radical change in the status quo. It requires immediate attention and will affect the daily routine of a campus community. A crisis often heightens emotions such as fear, anxiety, hate, grief, confusion and sadness. In this chaotic environment a clear and efficient communication system(s) will be critical. However, no system(s) will be fool proof. Advanced planning is essential to managing the aftermath of a crisis.

13. Efforts should be made to minimize the length of time or the frequency of disruption to crisis communication systems by planning, proactive steps, advance information sharing and the use of multiple systems, including careful consideration of mass messaging devices. The Commission has formed a sub-group to review all technology available and make recommendations by September 7, 2007.

A) In the immediate aftermath of an incident, campus administrations should be able to inform via multiple channels of communications. They can use media outlets to disseminate information, deploy online strategy for updating information, establish "hotline" phone resources with "live" resources, and set-up information kiosks in relevant locations (pre-determined as part of crisis and continuity plans).

B) In the immediate aftermath of an incident, open satellite counseling centers throughout the campus, and counseling hours and staff availability should be increased.

14. The affected institution should continue formally communicating after the incident has occurred and throughout the investigation.

A) Offering interviews with key sources as well as disseminating brief statements be senior administrators and/or Chief of Police is paramount to ensuring that the information released does not compromise resolution of the situation.

B) Spokespeople should be designated and trained to communicate clearly and confidently, with compassion sharing information that will not compromise the ongoing investigation. Often the Chancellor or his/her designated spokesperson (depending upon the nature of the emergency) will serve as the primary spokesperson(s).

C) As the crisis approaches resolution, additional spokespeople might be brought in. These individuals (key senior leadership in the areas of student affairs, mental health

counselors and campus religious leaders, elected faculty leaders and elected student leaders are made available to the media and should have prior media training to handle tough questions and give appropriate briefings.

D) Senior public information staff members offer the best resources, and should work in coordination with senior safety, and police authorities to release timely and accurate information. Briefings by pre-identified spokespersons should be held to ensure that media receive: timely, factual information; single consistent source of information, information to minimize contradictory information from non-authorized sources, and background to the emergency event.

E) News conferences are recommended only in situations in which the information to be disseminated is significant and must be communicated quickly and efficiently to a large a number of people at the same time. In severe, lengthy emergencies that result in large numbers of injured or deceased, or involve massive property damage, it may be necessary to conduct news conferences as frequently as every hour.

F) Responsibility for communication with key audiences and stakeholders does not end with the conclusion of the crisis. It may be necessary to update audiences for days, weeks and months after a crisis, depending upon its severity.

G) Updates on progress toward restoration to normal operations should be issued.

H) At least one news update, from the Chancellor, on progress toward restoration to normal operations should be distributed to students' home addresses.

I) Background information for both campus community and external audiences should include: brief factual summary of event, guidelines for the employees' discussion of event with external audience, names of persons to contact in the Public Relations Office for more information, updating of online information, communication to key external constituents (e.g., letter from Chancellor).

15. An post incident assessment should be implemented as soon after an incident as possible.

A) The Chancellor's staff and members of the crisis plan should be prepared to assess the incident and how the crisis plan was implemented.

B) The team should provide recommendations to revise the plan accordingly.

16. Students should be directly involved in decision-making and implementation of post-violence "healing" measures.

A memorial service should be held when appropriate.

17. Proper response and follow up to the incident should continue for six months and longer.

A) Key personnel or staff, to include students, should meet at regularly scheduled intervals after a crisis to check on their own professional and personal needs as well as to access the 'pulse' of the campus community and what might be needed for further support.

B) System administration should continue to empower and support faculty and staff during and after a crisis as the anniversary date approaches in their communications with students.

C) Faculty and staff should refer students to mental health counseling or to contact the counseling center for consultation as needed during this difficult time.

D) The University should highlight the stories of students, faculty, and staff that are doing well and how they are overcoming the tragedy and how they utilized campus support systems.

E) Student and staff involvement in organizing memorials, rituals, fund drives, scholarships, etc. should be encouraged.

F) In the event of a serious mental health crisis, caregivers should be debriefed. Caregivers should be given a reasonable amount of paid time and/or leave for emotional self-care and debriefing and should be able to use work time to access services within reason for their own mental health recovery in the aftermath of a crises, without having to use earned vacation or sick time.

G) Supervisors should be advised to be liberal in their support of individual requests for time away, leave of absence, etc. and, whenever possible, should allow for faculty and staff members to use flex time as needed.

Conclusion

It is fortunate that the UW System, through this Commission, has had this time to prepare a comprehensive set of recommendations without the intense pressure of an actual crisis. The Commission expected to find some programs already in place across the System to address the issues at hand, and also knew there would be areas needing more attention. As has been demonstrated too many times, most recently at VTU, no reasonable amount of preparation can guarantee complete protection from groups or individuals bent on some sort of destruction.

This document contains our best practice recommendations with more to follow when the sub-committees finish their work. These are complex recommendations that will require a strong commitment from the Regents, the UW System administration, and certainly the Chancellors. There will need to be tough financial considerations along with other bold decisions in the areas of prevention and crisis management. It is no longer enough just to react to a crisis; our constituents expect that a viable plan will be in place and decisions will be made beforehand to help prevent situations like occurred at VTU. In order to be successful the Universities and Colleges should demonstrate a willingness to do things differently in the areas of crisis management and prevention. It is the Commission's ardent hope that the Regents and others give these lessons and recommendations full consideration so that our UW System can on multiple levels, prevent, intervene, respond, heal, and resume operations when confronted with a threat or actual incident on our campuses.

Appendix A

The University of Wisconsin System consists of 26 campuses:

4 Year Campuses

Eau Claire
Green Bay
LaCrosse
Madison
Milwaukee
Oshkosh
Parkside - Kenosha
Platteville
River Falls
Stevens Point
Stout – Menomonie
Superior
Whitewater

2 Year Campuses

Baraboo - Sauk
Barron County – Rice Lake
Fond du Lac
Fox Valley – Menasha
Rock – Janesville
Manitowoc
Marathon – Wausau
Marshfield – Wood County
Marinette
Richland – Richland Center
Sheboygan
Washington County - West Bend
Waukesha

UW-Extension

Located throughout the state.

Appendix B

UWS 17 Committee Summary

In the summer and fall 2004, the advisory group met three times to identify the issues and determine a plan for this report. During the process the advisory group reviewed Chapter UWS 17 section by section to identify concerns (see Appendix B). While the advisory group's charge was to identify issues and potential processes to address the issues, the large number of issues and the complexity of some led the advisory group to conclude the further in-depth review and legal analysis was called for before recommendations addressing specific issues could be proposed. The recommendations for next steps are at the end of the report.

The advisory group organized the concerns about Chapter UWS 17 into three categories: 1) concerns about language in Chapter UWS 17 that is sometimes difficult for students to understand, 2) concerns about ways in which the Chapter UWS 17 is out of date due to changes in the educational and community setting since the last revision, and 3) concerns about procedures and policies within Chapter UWS 17 that make it difficult for University officers to respond at all or respond quickly to matters of student misconduct.

Judicial officers at our institutions report that stalking is an increasing problem on the campuses and is often extremely difficult to adjudicate using Chapter UWS 17 as currently written. In 2002, the Wisconsin state law on stalking (Wis Stats 940.32) was amended to be broader with a goal of not making it as difficult to demonstrate that a specific course of action constituted stalking. Prior to this time a victim of stalking needed to prove reasonable fear of bodily injury or death to himself, herself, or a member of his or her family. The amendment added that "serious emotional distress" as a result of a personally directed course of conduct could also be used as evidence of stalking. The amendment also added some specific behaviors, such as contacting a victim repeatedly by phone and monitoring the victim by electronic means. UWS 17.02(14) defines stalking using terms that are consistent with state law prior to its 2002 amendment. These various amendments to the state law might provide a model for ways in which our University Disciplinary Code could more effectively respond to stalking allegations that up until now have been extremely difficult to pursue.

Overall, the most serious concerns raised by the Ad Hoc Advisory group focus on whether Chapter UWS 17 allows University officials to adequately respond to safety concerns which arise from misconduct by students on campus or in the surrounding community, and whether it delineates administrative procedures that are timely and clear.

These concerns fit into four general areas:

1. Jurisdiction – i.e. inconsistency or lack of clarity regarding where and to whom Chapter UWS 17 applies. Specific examples include:
    a. Some of the violations listed in Chapter UWS 17 explicitly restrict jurisdiction to behaviors that victimize members of the university community or guests [e.g. UWS 17.03(1)(a)], while others do not [e.g. UWS17.03(2)(a)]. This lends confusion as to whether misconduct that occurs off-campus and/or involves non-students can be adjudicated. Furthermore, while "member of the university community" is defined to mean students or employees of the university, the term "guest" is not defined.

    b. The advisory group had an interest in using Chapter UWS 17 to address off campus misconduct by students even when it does not involve another student, university community member, or guest. They report that at times there is

enormous pressure and compelling safety concerns from the surrounding community to address off campus student behavior.

c. Chapter UWS 17 does not provide a definition for “registered student”, but it would seem that misconduct perpetrated by people on campus for pre-college or orientation programs that have not “registered” would therefore not be subject to its provisions. Since individuals who have not “registered” are on our campuses for weeks or months at a time, institutions need a way to respond when they are alleged to have committed misconduct.

d. According to Chapter UWS 17 [UWS 17.11(1)], suspension is system-wide in effect, yet a student who is suspended from one institution may enroll in another institution after one year has elapsed, regardless of the length of the sanction imposed by the original institution.

2. Sanctions – there is a lack of clarity regarding what is meant and how it is to be implemented for some of the sanctions in UWS 17.04.

   (For a complete listing see the entire report)

3. Hearings and appeals – The advisory group found several areas of confusion regarding hearings and appeals.

   (For a complete listing see the entire report)

4. Emergency suspension – As this practice is typically only used in serious situations where the safety of the campus community may be at stake, there is concern that the length and complexity of this process does not allow for the rapid and clear response that is appropriate when safety is concerned. Currently the process requires that before a student can be removed from classes or university lands the following must have occurred [UWS 17.17(1-6)]:

   a. The investigating officer has offered the student the opportunity for discussion.

   b. The investigating officer has determined that the student’s presence on campus would constitute a potential for harm or serious disruption.

   c. The Chancellor has evaluated all of the available information and concluded that a temporary suspension is warranted.

   d. The Chancellor has notified the student orally and then in writing (delivered personally or by first class US mail) of the intent to impose a temporary suspension.

   e. The Chancellor has provided the student with an opportunity for a hearing on the issue of temporary suspension.

This five step process can be an enormously cumbersome and lengthy when there is reason to believe a student presents a safety threat or imminent danger. In addition to the complex nature of the process, the advisory group had concerns about the manner in which the process invites the student to be on the campus to attend these meetings. The advisory group felt that in cases where the University is seeking a temporary suspension there are often compelling reasons to ensure the student is not present on the campus, yet this process invites, even requires, the student to return.

Appendix C

LEGAL - These notes do not constitute formal legal opinions.

Federal Educational Rights and Privacy Act (FERPA)
FERPA protects the privacy interests of students by prohibiting educational institutions from releasing personally identifiable educational records without the student's written consent (and also permitting student access to their own educational records). However, FERPA generally does not prevent universities from responding to serious health and safety concerns.

FERPA only protects "educational records" from disclosure—it does not prohibit an institution from releasing student information that is not part of an educational record. Educational records are defined as records directly related to a student that is maintained by an educational institution or an agent acting on behalf of the institution, such as: grades and progress reports, transcripts, disciplinary records, and student employment records (note that records from other university employment which are independent of an individual's student status are not considered educational records).

Educational records **do not** include: personal notes or reminders, law enforcement records (including those made by university police), non-student employment records, medical records for individuals 18 years or older or attending a post-secondary institution, made by a health care professional or paraprofessional in connection with treatment of a student, disclosed only to individuals providing treatment, records that contain information about an individual after he or she is no longer a student (such as alumni records).

20 U.S.C. § 1232g (a)(4); 34 C.F.R. § 99.3

Records may be disclosed with written consent

The University may disclose educational records with the student's consent. The request must specify the records to be disclosed, the purpose of the disclosure, and the party or class of parties to whom the disclosure may be made. The request must be signed and dated by the student. The university must also provide a copy of the records released if the student requests.

20 U.S.C. § 1232g ; 34 C.F.R. § 99.30

Exceptions to the written disclosure requirement

The university may disclose personally identifiable information from an education record of a student without written consent under the following exceptions:

- Disclosure to other school officials within the institution who have a legitimate educational interest.
- Disclosure to a parent, legal guardian, or a person acting as a parent or guardian, as defined in section 152 of the IRS Code of 1986 (generally, those who provide over half of a student's financial support in a taxable year).
- Disclosure to comply with a judicial order or lawfully issued subpoena. Note that in some cases, the university must make a reasonable effort to notify the student in advance of compliance so that the student may seek protective action.
- Disclosure to the appropriate parties in connection with a health and safety emergency, if the knowledge is necessary to protect the health and safety of other individuals.
- Disclosure of directory information, if the university has given public notice to students in advance of disclosure and provides a period of time for students to notify the university not to release his or her directory information. Directory information typically includes student's name, address, telephone number, date and place of birth, honors and awards, and dates of attendance.

- Disclosure to the victim of an alleged crime of violence or sexual offense of the final result of the disciplinary proceeding of the alleged perpetrator of that alleged crime or offense. Final results only include the name of the student, and the violation committed and sanction imposed, if any.
- Disclosure of a disciplinary proceeding concluded before October 7, 1998, where a student is an alleged perpetrator of a violent or non-forcible sex offense and the student has committed a violation of the institutions rules or policies.
- Disclosure is to a parent of a student under 21 who has committed a disciplinary violation for alcohol or a controlled substance.

20 U.S.C. § 1232g ; 34 C.F.R. §§ 99.31-39

Health Insurance Portability and Accountability Act (HIPAA)

Education records and records defined as patient treatment records under FERPA are not covered by HIPAA.

45 C.F.R. §160.103

Wisconsin state law

Wisconsin state law prohibits the disclosure of all patient health care records unless the patient or person authorized by the patient has given informed consent. Limited exceptions also apply, including those who have a legitimate need to access the records for further treatment or records management purposes, pursuant to a court order, or to comply with a state or federal law. Records may also be released if the life or health of the patient appears to be in danger and the information contained in the patient health care records may aid the person in rendering assistance.

Wis. Stat. § 146.82

In addition, if someone *requests* disclosure of student records, such a request may involve an analysis under the Wisconsin Public Records Act.

Wis. Stat. § 19.31 et seq.

Appendix D

Compassionate Fee and Tuition Refunds

Prepared and Adopted by the
Associate Administrative Council

July 9, 1991

<u>AAC Sub-Committee on Compassionate Refunds</u>

Donald Dietmeyer, College of Engineering
Roger Howard, Dean of Student's Office
Thomas L.W. Johnson, Registrar's Office
Sybil Stevenson-Hampton, School of Family Resources
Dee Vetter, College of Letters and Science

A. INTRODUCTION AND BACKGROUND

The University of Wisconsin-Madison currently has no guidelines to handle refund requests by students when they withdraw after the 4th week of classes due to unusual extenuating circumstances. Because there is no campus-wide policy guiding response to these requests, students and their families are receiving contradictory information from a variety of sources on campus. When cases arise, they are being handled with ad hoc procedures.

UW System Fee Notes provide that exceptions to fee policies and procedures due to unusual circumstances can be made only by the Chancellor or a designated representative. For purposes of fee administration, the Registrar has been designated as the Chancellor's representative. Since blanket exceptions are not authorized, each exception must be considered individually. In effect, consideration for a compassionate refund could be treated as an exception to the schedule and handled as a recommendation from the academic dean to the Registrar.

It is appropriate for the University to consider some type of compassionate refund when students are unable to continue in classes due to compelling circumstances beyond their control. Therefore, the subcommittee recommends the adoption of a policy on compassionate refunds. We believe there are two sets of circumstances in which refunds contingent upon withdrawal are warranted: (1) a life-threatening or disabling illness/accident for an enrolled student, or (2) death of an immediate member of the family or household of an enrolled student. The definition of family or household should include spouses, children, partners/significant others, parents, step-parents, and in-laws.

B. RECOMMENDATIONS

1. It is recommended that compassionate refunds in situations falling under this policy be prorated by the week of the student's withdrawal as determined by the appropriate academic dean. Using the normal process in the school or college for making such decisions and for reviewing any student appeals, the student's academic dean will determine the effective date of withdrawal and will also evaluate any circumstances reported by the compassionate refund. To determine eligibility, the student will be asked to provide any written verification the Dean believes is necessary, e.g., a copy of death certificate or newspaper obituary or physician's certification of diagnosis and hospitalization, etc. With a short memo, a sample of which is attached, the Dean will notify the Registrar of the student's eligibility for a compassionate refund. The Registrar and Bursar will manage the process from this point.

2. It is recommended that the following schedule be followed for adjusted refunds involving compassionate circumstances after the normal refund schedule has expired:

Extended Adjusted Refund Schedule

Weeks Into the Semester	Percent of Refund
5 thru 8	30%
9 thru 12	20%
13 wks to end of semester	10%

The rationale for this refund schedule is that 60% of the fee and tuition money is expended by the end of the normal refund period at the close of the 4th week of classes. The remaining 40% is available for distribution over the remaining weeks in a semester. Multiplying the number of weeks remaining times a factor of 3% would result in a diminishing scale of refundable amounts and would ensure that someone who is eligible for a refund under this plan would never receive more money than the student who withdraws during the normal refund period. Rather than allow the refundable amounts to become only token payments, however, this schedule brackets the weeks into three clusters so as to provide somewhat larger refunds in each category.

3. It is recommended that a reasonable assessment for those students who are deemed eligible for an extended adjusted refund but who have not paid fees, is 20% of the total fees due. Based on rates in effect for the 1990-91 academic year 20% assessment would result in a resident undergraduate student owing $210.80 and a nonresident $683.20.

   These totals contrast with the "normal" assessments due from students who have withdrawn or are withdrawn after the 4th week without payment of fees which are $677.40 and $2094.60 for residents and nonresidents of Wisconsin, respectively.* (These figures include the $45.00 late payment fee.) The 20% figure can also be applied to graduate and professional students and Guest students should the need arise.

4. It is recommended in the case of Summer Sessions that for those cases that qualify for special consideration, a refund of 20% of fees paid be authorized and for students who have not paid fees, a 20% assessment be made. This percentage could also be applied to modular courses taken during a semester as appropriate. The Summer Sessions refund schedules are tailored to the length of the session. Students can select courses from a variety of sessions and become subject to more than one refund schedule in that process.

   The 20% figure takes into account the lowest percentages of the refund schedules in effect for the Summer Sessions and makes the explanation and resulting process relatively straightforward for all parties to the transaction.

C. The Sub-Committee proposes that this policy be communicated widely to academic deans and advisors and that a one page description be available to provide to students and others who inquire. We also recommend that a committee be established to watch over and review the compassionate refund process for the first year of its implementation.

D. PROCEDURE FOR INITIATING REQUESTS FOR COMPASSIONATE REFUNDS

When the dean has determined that a refund of fees (and tuition) for compassionate reasons for a particular semester or term is in order, a request for that consideration should be prepared in the form of a memo to the Office of the Registrar, after the memo has been received and approved, the original copy will be placed in the student's Permanent Document folder (PDF). This memo will serve in lieu of an academic action or other prescribed "form". Its key elements are the name and ID number of student, the date of withdrawal, and the reason for the request. Note that under this policy, there is no need to adjust or roll back the date of withdrawal. But the withdrawal date used in the memo must correspond to that entered on the withdrawal form.

Below is a suggested text for the memo.

TO: Office of the Registrar

FROM:

DATE:

RE: Request for Compassionate Refund

This is to notify you that John Z. Jones, 900-000-0000 has withdrawn as of October, 23, 1991, by reason of the death of his father. Under these circumstances, this is to request that Mr. Jones be authorized for a compassionate refund of fees (and tuition) appropriate to the date of the withdrawal.

Dean's Signature Block

Appendix E

FERPA Family Educational Record Privacy Act HIPAA Health Information Privacy to protect student records (Some federal legislation on HIPPAA may be coming out in response to Virginia Tech)

FERPA allows for disclosure as set forth below, however, be aware that FERPA does not apply to physical and mental health records:

An educational agency or institution may disclose personally identifiable information from an education record to appropriate parties in connection with an emergency if knowledge of the information is necessary to protect the health or safety of the student or other individuals.

(b) Nothing in the Act or this part shall prevent an educational agency or institution from-

(1) Including in the education records of a student appropriate information concerning disciplinary action taken against the student for conduct that posed a significant risk to the safety or well-being of that student, other students, or other members of the school community;

(2) Disclosing appropriate information maintained under paragraph (b)(1) of this section to teachers and school officials within the agency or institution who the agency or institution has determined have legitimate educational interests in the behavior of the student; or

(3) Disclosing appropriate information maintained under paragraph (b)(1) of this section to teachers and school officials in other schools who have been determined to have legitimate educational interests in the behavior of the student.

(c) Paragraphs (a) and (b) of this section will be strictly construed.

FERPA ALSO ALLOWS , but does not require, higher education institutions to provide notice to parents when a student violates federal, state or local laws related to alcohol or drugs.

Under the health and safety exception, school officials may share relevant information with "appropriate parties," that is, those parties whose knowledge of the information is necessary to provide immediate protection of the health and safety of the student or other individuals. (Citations omitted.) Typically, law enforcement officials, public health officials, and trained medical personnel are the types of parties to whom information may be disclosed under this FERPA exception.

HIPAA - only applies to health information created or maintained by health care providers who engage in certain electronic transactions, health plans, and health care clearinghouses. UW-Green Bay does not engage in such transactions.

Wisconsin has state statutes that apply to medical records. Wisconsin also has a general right to privacy statute. Our university legal counsel suggested that we could apply the above FERPA "exceptions" to employee medical information in situations necessary to provide immediate protection of health and safety of others.

The federal Americans with Disabilities Act (ADA) and Family and Medical Leave Act (FMLA) as well as similar state disability discrimination and leave statutes require that any information obtained by an employer regarding the medical condition or history of an applicant or employee be collected and maintained on separate forms, kept in separate files, and treated in a confidential manner. Employers may only disclose such information to (1) supervisors and managers who need to be informed regarding necessary work restrictions and necessary accommodations; (2) first-aid and safety personnel who need to be informed about emergency treatment; and (3) government officials who are investigating compliance-related issues. Information may also be released for purposes mandated by local, state or federal law. Notably, an employee need not be a person with a disability within the meaning of the ADA to recover for an inappropriate gathering and disclosure of confidential medical information.

The Health Insurance Portability and Accountability Act (HIPAA) generally protects individually identifiable health information created or maintained by health plans and health care providers. Contrary to common misconceptions, HIPAA does not directly regulate employers or cover medical or disability information obtained by employers for employment purposes, such as leave programs. However, HIPAA does apply to employer-sponsored health plans and certain health care providers. In general, covered health plans and providers cannot use or disclose individually identifiable health information without a HIPAA-compliant authorization from the patient or health plan participant, except for purposes of treatment, payment for health care, and health care operations. HIPAA imposes a number of administrative responsibilities on health plan sponsors (particularly sponsors of self-funded health plans) which are designed to safeguard protected health information. For example, employers who sponsor such health plans must ensure that employees who do not work for the plans do not have access to private health information, and that those who do are adequately trained about their obligations.

Many state laws also prohibit employers from disclosing medical information to unauthorized persons. Such state laws are not preempted by HIPAA if and to the extent that they provide greater privacy protections than HIPAA.

Appendix F

UW COLLEGES/EXTENSION PLANNING PROCESS

The following recommendations revolve around one overarching recommendation for the UW Colleges process for developing emergency procedures in dealing with an active shooter on campus; that is, the creation of a formal and comprehensive structure, both centrally and locally, to provide the foundation and impetus for the beginning of such planning.

Recommendation:

Receive a specific charge from the UW Colleges/UW Extension Chancellor regarding comprehensive planning for an active shooter on all campuses.

Recommendation:

A UW Colleges (institution-wide) group should be formally established including a designee from the UW Madison Police Department to serve as the institutional Emergency Operations Committee (EOC). This group should develop template-type policies and procedures for modification by individual campuses.

Recommendation:

An executive team should be established on each campus to implement and modify policies and recommendations created by the EOC and to oversee regular campus preparedness.

Recommendation:

An internal analysis of current campus emergency procedures/action plans should be conducted to evaluate existing preparedness and campus structures.

Recommendation:

Mandate the establishment and maintenance of formal working and planning relationships with the local police force(s) that have campus jurisdiction.

Appendix G

The Charge of the Sub Committee on Counseling Services

The sub-committee on counseling services will conduct a thorough review of the current system processes related to Counseling Services on all University of Wisconsin campuses as they pertain to the Commission charge. Per the request at the recent Regent meeting, the Counseling sub-committee will develop recommendations related to specific campus needs. This will include the gathering of pertinent and accurate data and information from each of the campuses as well as campus specific needs in regards to Counseling Services to prevent and respond to violent behavior.

Approach

- Identify appropriate terminology to use for seeking information.
- Develop a template for interviewing and information gathering across campuses.
- Conduct interviews of all campuses with more than one source.
- Develop a summary by campus of existing resources (including percentage and types of appointments), campus approaches to potentially violent individuals, and campus specific needs and directions.
- Identify comparative data/benchmarks
- Review national data and resources to help determine staffing and professional expectations of counseling centers.
- Review consistency across campuses.
- The group has identified an optimistic timeline of completion by September 1, 2007, yet recognizes that this may not be possible.

Appendix H

Should we *encourage* parents/students to self disclose student mental health issues?

Encouraging self disclosure of mental health issues is a very personal decision. Many, if not all, of the UW campuses already encourage self disclosure, if assistance will be needed to be successful in the college setting. This usually occurs during orientation by discussing counseling resources or providing written information on the same, to students and to parents. If a student has a mental health issue, and is need of services, that does not mean they will choose to seek services. Other than for disciplinary reasons, college counseling centers do not *'seek out students'* and have them come to counseling; rather, first contact is made by the student/client or a referral from someone else on or off campus. Currently, general encouragement in the area of dealing with mental health issues comes in the form of identifying campuses resources that are available to students should they be concerned about themselves or someone else on campus. Parents, faculty/staff, friends, etc., are typically encouraged to contact the counseling center's staff should they need consultation on someone or have particular concerns for which they need direction.

The next level of disclosure, would be to consider requirement of self disclosure of mental illness.

"Should we *require* parents/students to self disclose mental health issues?"

Thoughts to Consider

Pro - Yes, we should *require* self disclosure:

- It could be helpful to have this information

Con - No, we should *not require* self disclosure:

- Not all students will disclose this information, even if it is required.
- Asking parents to disclose reintroduces in loco parentis. Is this what we want?
- Many mental health issues often surface after the 'traditional' freshman year, during 18-24 years old. There may not be a mental illness upon entry.
- What will we do with the information? How will we use it?
- Who will collect the information?
- How will the information be updated (i.e., if a student does not have a mental illness, but develops one)?

Con - No, we should *not require* self disclosure: (continued)

- What mental health issues (diagnosis) will we collect data on? All of them? Some of them?
- ADA rights and protections, legal issues, privacy rights.
- Right or wrong, it may change the lens of how the institution views all of this student's behaviors if a mental illness is disclosed.
- Many people living with mental illness live full, productive, non disruptive lives. Why do they need to disclose?
- It is not against the law to be mentally ill.
- Mental illness does not equal violence towards others.
- People who are violent towards others are not always 'classically' mentally ill.

- What would happen if it was 'later found out' that someone has a mental illness and didn't disclose it, as required?
- How would we verify that a disclosure of mental illness is accurate?

- What obligation would institutions have to assist students who are ***required*** to disclose mental illnesses? What if the institution is not prepared to deal with the disclosed mental illness or lacks the resources to do so in an ethical, professionally responsible manner? (We are already facing this issue with some students who *choose* to ask for help.)
- If we require students to disclose, will we also require faculty and staff disclose? What will be the institutions responsibility in these cases?
- As a ***public, tax payer funded*** system, the ACLU will likely have something to say about this 'requirement'.
- People with severe, delusional mental illnesses may likely be 'too paranoid' (as symptomatic of their illness) to disclose. Also, requirement of disclosure (and either compliance or failure to do so by the student) may raise their level of paranoia and create issues that were not originally present.
- This type of requirement could potentially erode the trust of students as they enter the institution and cause them to enter with suspicion of 'us' (administration, faculty, staff, UW System); setting up an 'us vs. them' scenario.
- May produce unfounded reactions to perceived 'possible' threats vs. real threats.
- Would be very difficult to treat all cases in a relatively 'fair', equal and formalized manner.

Conclusion: In an ideal world, that was filled with non-judgmental, non discriminatory people and institutions of higher education and local communities with unlimited resources to assist those with mental illness requiring self disclosure *might* help us to find the needle in the haystack (the student who has ideas of harm to others, in addition to the plans, means and intention to reach completion). In theory, requiring self disclosure is an idea with potential benefits; but has little practical application in a public, tax-payer funded system.

Appendix I

Executive Order # 81

Designation of the National Incident Management System (NIMS) as the Basis for Incident Management in the State of Wisconsin

WHEREAS, the President in Homeland Security Directive (HSPD)-5, directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System (NIMS), which would provide a consistent nationwide approach for Federal, State, local, and tribal governments to work together more effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity; and

WHEREAS, the collective input and guidance from all Federal, State, local, and tribal homeland security partners has been, and will continue to be, vital to the development, effective implementation and utilization of a comprehensive NIMS; and

WHEREAS, it is necessary and desirable that all Federal, State, local, and tribal emergency agencies and personnel coordinate their efforts to effectively and efficiently provide the highest levels of incident management; and

WHEREAS, to facilitate the most efficient and effective incident management it is critical that Federal, State, local, and tribal organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters; and

WHEREAS, the NIMS standardized procedures for managing personnel, communications, facilities and resources will improve the State's ability to utilize federal funding to enhance local and state agency readiness, maintain first responder safety, and streamline incident management processes; and

WHEREAS, the Incident Command System components of NIMS are already an integral part of various incident management activities throughout the State, including current emergency management training programs; and

WHEREAS, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command System;

NOW, THEREFORE, I, Jim Doyle, Governor of the State of Wisconsin, by the virtue of the authority vested in me by the Constitution and Laws of the State of Wisconsin, and specifically by Wis. Stat. § 166.03, do hereby direct state agencies to adopt the National Incident Management System (NIMS) as the State standard for incident management and recommend that all local and tribal agencies also adopt NIMS as their standard for incident management.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Wisconsin to be affixed. Done at the Capitol in the City of Madison this twentieth day

of December, in the year two thousand four.

Governor

By the Governor:

DOUGLAS LA FOLLETTE

Secretary of State

Appendix J

24/7 Police Coverage

UW Campus	24/7 Police Provided	Needs to meet 24/7 Police	Additional Cost	Cost to outfit Police	Final Cost
Eau Claire	Yes	Nothing more	$0	$0	$0
Green Bay	No	4 FTE's ●	$46,035	$7,513	$53,548
La Crosse	Yes	Nothing more	$0	$0	$0
Madison	Yes	Nothing more	$0	$0	$0
Milwaukee	Yes	Nothing more	$0	$0	$0
Oshkosh	Yes	Nothing more	$0	$0	$0
Parkside	Yes	Nothing more	$0	$0	$0
Platteville	Yes	Nothing more	$0	$0	$0
River Falls	No	6 FTE's	$228,297	$11,270	$239,567
Stevens Point	No	3 FTE's ●	$114,148	$5,635	$119,783
Stout	Yes	Nothing more	$0	$0	$0
Superior	No	6 FTE's ●	$69,052	11,270	$80,322
Whitewater	Yes	Nothing more	$0	$0	$0
TOTALS			**$457,532**	**$35,688**	**$493,220**

- **Four (4) police officers could be accomplished by converting four existing security officers to police officers. Three (3) security officers already meet the education requirements and have completed the police academy, and another security officer is presently working on the education requirement.**

- **Currently have three (3) full time officers, would need three (3) more.**

- **Conversion of six (6) security officers is needed to 24/7 coverage with sworn police officers.**

Appendix K

Handguns, Long guns and Vests Provided

UW Campus	Handguns provided per officer	Number of long guns needed in the department	Protective vest provided	Dollars needed to make necessary improvements
Eau Claire	Yes	3	Yes	$3,674
Green Bay	Yes •	3	Yes •	$8,842
La Crosse	Yes	2	Yes	$2,449
Madison	Yes	0	Yes	$0
Milwaukee	Yes	0	Yes	$0
Oshkosh	Yes	3	Yes	$1,225
Parkside	Yes	0	Yes	$0
Platteville	Yes	0	Yes	$0
River Falls	No	2	No	$10,201
Stevens Point	No	2	3 out of 6	$7,936
Stout	Yes	2	No, need 3	$4,594
Superior	No	2	No	$10,201
Whitewater	Yes	0	Yes	$0
TOTAL				**$49,122**

- Does not currently have enough sworn officers. Requires four (4) more FTE's.

Response to Active Shooters

The most effective way to stop the killing is when immediate action is taken by personnel who are on-site. Effective command and control must begin immediately.

Incident commander (initial responding officer)

- Analyze the situation
- Initiate resource requests
- Control scene and contain threat
- Determine if Rapid Deployment is appropriate

Rapid Deployment

- Contact Team – minimum 3 officers
- Equipment (where available) soft body armor, service weapons, rifles/shotguns
- Deploy per training
- Communications - clear channel to provide ongoing communications with the command post and any tactical teams

Training All sworn staff, to include simulation exercises in school and other facilities

Agencies should develop three levels of response to active shooters

Instant Response By personnel on-scene when the shooting starts
Rapid Deployment Better equipped, coordinated officers with an incident commander in place
SWAT/ERT Access to a highly trained and equipped team from larger cities or county agency

Appendix L

Office of Operations Review and Audit

Program Review

Police and Security Operations at University of Wisconsin Institutions

July 2005

TABLE OF CONTENTS

	Page
Executive Summary	i
Scope	1
Background	1
Discussion and Recommendations	2
Authority, Law Enforcement Requirements, and Jurisdiction	2
Authority for University Police Operations	2
Wisconsin Law Enforcement Requirements	7
Jurisdiction	9
Police and Security Services	11
Enforcement Activities	11
Other Policing Services	12
Crime Prevention	13
Homeland Security Protective Measures	15
Departmental Staffing	16
Extent of Staff Coverage	16
Security Officers	18
Students Performing Safety Services	19
Dispatch Services	19
Equipment	20
Basic Equipment	21
Arming Status	22
Communication Equipment	24
Funding	25
General Purpose and Other Revenue	25
Federal and State Grants	27
Program Evaluation and Quality Assessment Efforts	28
Accreditation	28
Accountability Efforts	29
UW System Role in Promoting Accountability	30
Conclusion	31
Appendix	33
Bibliography	34

EXECUTIVE SUMMARY

Four-year UW institutions maintain their own police or security departments to provide a variety of traditional policing functions, such as law enforcement and crime prevention activities, as well as non-traditional services. The Office of Operations Review and Audit reviewed UW police and security departments': 1) authority, state requirements, and jurisdiction; 2) services; 3) composition and staffing; 4) equipment needs; 5) funding; and 6) quality assessment efforts.

Authority, Jurisdiction, and Wisconsin Requirements

Wisconsin statutes authorize the Board of Regents to employ certified police officers who have enforcement authority on university property. UW institutions employ various combinations of police and security officers. University police officers have the authority to enforce all state laws, including traffic laws and university rules. Local authorities have granted some UW security officers limited authority to enforce university rules, although not all departments have developed minimum training standards for security officers.

The jurisdiction of university police officers is generally limited to university property, although some other states have extended jurisdiction beyond the campus boundaries. Wisconsin statutes provide that local authorities have concurrent jurisdiction on university property, but UW institutions report that most local authorities provide assistance upon informal request. Inter-agency agreements among local law enforcement agencies address issues of multi-jurisdictional cooperation and reciprocal expectations, as well as outline services the various agencies will provide. Few UW police and security departments have established formal interagency agreements with local authorities, although such agreements are considered a best practice.

UW institutions must document that university police officers have met both the Wisconsin Law Enforcement Standards Board (LESB) minimum requirements for certification and annual training requirements. Additionally, the LESB mandates that certain policies be established. The policies guide officers in decision making, but also are useful in the defense of civil lawsuits. Several UW institutions are developing or revising some required policies.

Police and Security Services

UW police and security departments offer a wide array of services in addition to traditional law enforcement activities. Depending on the needs of the UW institutions, officers may provide medical assistance, motorist assistance, bank escorts, first response to alarm systems, and numerous other services. All UW departments also focus on crime prevention activities as part of their daily responsibilities, including community policing, environmental design reviews, liaison programs with residence life departments, and bike patrols. Additionally, campus police and security departments will be increasingly responsible for homeland security requirements.

Department Staffing

Each UW institution makes its own decision to use police officers, security officers, or a combination of the two for protective services. Some UW institutions have changed their service level several times over the years as administrators change or fiscal conditions warrant.
All four-year UW institutions have a policy of providing public safety services on a 24/7 basis. The UW institutions vary in the amount of funding made available for staffing needs. Some use limited-term employees, students, or officers on overtime to ensure coverage by at least one person at all times. Sometimes such responsibilities, such as training requirements, court appearances, medical transports, bank escorts, and assistance to local agencies prevent a campus from having a protective service presence at all times when one-person shifts are used. UW institutions provide dispatching services in house, through outside agencies, or through a combination of the two, depending on funding and effectiveness considerations.

Equipment Needs

Equipping a police or security operation requires significant funding for officer equipment, vehicles, communication systems, and records management systems. UW police and security departments report that they do not always have adequate funds for equipment replacement programs and other tools necessary to meet operational needs.
Since police officers face risks in the performance of their jobs, certified police officers are generally armed. However, the arming of campus police has varied among the UW institutions. A recent arbitration ruling at one UW institution found that arming officers at all times is required for them to safely carry out their duties.
Effective communication systems require interoperability, or the ability of information to flow, among law enforcement agencies and their constituencies. While UW institutions cannot control communications systems at their local law enforcement agencies, each UW department needs to work together with local agencies to ensure that existing equipment or planned updates provide the most effective communication possible.

Funding

Demands on police and security resources have increased with greater responsibility for crime prevention activities, homeland security, and other areas. UW institutions support police and security operations, for the most part, through state funding. Most departments also receive direct support from certain auxiliary operations for services they provide, such as parking enforcement or residence-life-related activities. Federal and state grants are available for law enforcement needs, such as community-oriented policing and homeland security, and have been awarded to several UW institutions. However, other UW police and security departments cite limited resources and time as reasons for not pursuing grant funding.

Program Evaluation and Quality Assessment Efforts

UW police departments are not accredited, although three major law enforcement accreditation agencies are available for departments seeking accreditation. One UW institution is preparing to seek accreditation. UW departments report that the significant costs outweigh the benefits of pursuing accreditation, and resources generally are not available. Most UW police and security departments have implemented other accountability and assessment measures that serve, in part, to: assess campus safety and security, improve the performance of their missions, facilitate communication between the departments and their customers, and create a safer environment. Among the report's recommendations is the creation of an advisory board to serve as a systemwide resource for UW police and security departments.

SCOPE

The UW System Office of Operations Review and Audit reviewed university police and security operations at the UW institutions. Areas examined included: 1) the authority, law enforcement requirements, and jurisdiction of campus public safety operations; 2) the types of services the various police and security departments provide, including crime prevention activities and homeland security responsibilities; and 3) program administration, including staffing, equipment, funding sources, and program evaluation efforts.

We visited all four-year UW institutions, collecting data on the public safety operations through questionnaires and interviews. We used a questionnaire to collect information for UW Colleges. We interviewed various UW institution staff, including university police chiefs and directors, police officers, security officers, chief business officers, student services staff, and others. Finally, we conducted research on public safety programs at peer institutions, state and federal requirements, funding opportunities, and best practices in policing and security operations.

BACKGROUND

University public safety services originated with night watchmen who were responsible for the protection of property. Their role expanded to include monitoring student conduct and law enforcement. During the social unrest of the 1960s, the duties of campus agencies began to more closely resemble traditional law enforcement agencies. By the early 1970s, officers at state institutions typically had full arrest powers granted by statute or through local deputization. University policing has moved to a comprehensive, professional approach, incorporating law enforcement; building security; money escorts; parking; traffic; fire safety; and now, emergency preparedness. Campus police agencies focus on a service-oriented approach, in keeping with the national trend toward community policing by police agencies at all levels.

The basic mission of public safety departments is to protect and serve the university community. Increasing numbers of students, faculty, and visitors, along with multi-million dollar investments in facilities and equipment, require a professional level of police protection.

UW institutions, with the exception of the UW Colleges campuses, maintain their own university police or security departments. All UW institutions' departments, except that of UW-River Falls, have the ability to enforce laws and university regulations, since certified police officers administer the departments. UW public safety department titles reflect the variation in the duties and responsibilities of UW police and security departments – *University Police, Public Safety, Campus Safety, Protective Services,* and *Security and Police Services*.

Each UW police and security department is unique, representing the community it serves and recognizing multiple and diverse service requirements. These differences are seen in the programs and services provided, as well as in the organization and funding of the departments. The UW police and security departments are responsible for a wide range of services. Some duties, such as arrests, require certified police officers, while others do not. Additionally, campus public safety departments often have a key role in ensuring compliance with certain

requirements mandated by federal law, including compiling uniform crime reports, posting timely warnings for crimes identified as ongoing threats, and making crime information logs available.

Awareness about campus security has increased as campuses enhance safety measures, in part to comply with federal and state mandates relating to campus crime. Potential harm to students is not the only consequence of inadequate security; litigation and media attention have also resulted at other campuses in the nation. Colleges and universities must take necessary steps to provide an adequate level of security. The UW System has been subject to legal actions; two UW institutions currently have lawsuits pending, one for wrongful death and the other relating to use of force.

DISCUSSION AND RECOMMENDATIONS

The objective of this review was to report on the status of UW police and security operations. The review included: 1) the authority, state requirements, and jurisdiction of UW police and security departments; 2) types of services UW departments provide; 3) department staffing; 4) equipment; 5) funding; and 6) program evaluation and accountability efforts.

AUTHORITY, JURISDICTION, AND LAW ENFORCEMENT REQUIREMENTS

The authority and jurisdiction of university police operations is granted through the Wisconsin statutes. Chapter UWS 18, Wis. Adm. Code, further addresses university police issues. Additionally, Wisconsin's Department of Justice Law Enforcement Standards Board (LESB), staffed by the Training and Standards Bureau, has established certain requirements relating to police officer certification, training, and mandated policies for law enforcement agencies. We reviewed the authority for law enforcement on UW campuses, law enforcement requirements, and the agencies' jurisdiction.

Authority for University Police Operations

Universities are often considered to be "communities within communities" and, as such, are granted the authority to employ their own specialized police force and establish rules relating to conduct on university property, which are similar to municipal ordinances. We reviewed the statutory authority granted to the UW System to maintain a specialized police force, how UW institutions have implemented their authority, and the authority to enforce state and other laws and rules.

Statutory University Police Authority

Section 36.11(2)(b), Wis. Stats., provides that the Board of Regents "may employ police for the institutions and chiefs to head such police, or contract for police, all of whom are deemed peace officers under s. 939.22(22) under the supervision and control of the appropriate chancellor or the chancellor's designees." Chapter UWS 18.03(1), Wis. Adm. Code, allows the Board of Regents to limit or modify the power of police officers, but the Board has not taken steps to do

so. Section 36.11(2)(a), Wis. Stats., further notes that the Board has concurrent police power with other police officers over all property subject to their jurisdiction. Such concurrent police authority cannot reduce or lessen the authority of the police power in the community or communities in which the campus is located. Also, all campus police officers are to cooperate and be responsive to the local police authorities as they meet and exercise their statutory responsibilities.

A 1996 article in the American Journal of Police, "Policing Our Campuses: A National Review of Statutes", noted that 44 states had statutes addressing campus police and, typically, the institution's chief executive officer or governing board is designated the appointing authority for campus police. This study also noted that ten states included statutory language specifying that local community law enforcement authorities may exercise their police powers on university campuses, ensuring that campuses would not be exempt from local police authority.

Wisconsin statutes grant concurrent authority to campus police and local law enforcement agencies, but the UW System is charged for the local policing services. Most UW departments report that local agencies consider campus police to be the primary authority on university properties. Almost all UW departments report a good or excellent relationship with local law enforcement agencies. UW-Parkside, for example, reports that local authorities provide an activity update at the beginning of every shift change and also provide notification if criminal activity occurs in the vicinity of campus.

Regent Policy Document (RPD) 96-4 delegates the authority for deputizing university police to the chancellors or the chancellors' designees. Officers are deputized by taking an oath of office. At UW-Platteville, the chancellor administers the oath of office; at UW-La Crosse, either the chief business officer or police chief performs this duty. The delegation of authority to deputize officers is not always in writing.

Service Delivery

Decisions about how to deliver public safety services at each UW institution are the responsibility of the chancellor. Various types of operations exist among the four-year UW institutions: police-only, security-only, and combined police-and-security operations. UW Colleges use local law enforcement agencies.

The International Association of Campus Law Enforcement Administrators (IACLEA) notes that both internal factors, such as campus size, location, incident experience, and use of technology, and external factors, such as the surrounding community and benchmark institutions, affect the way in which services are provided. Other specific factors that explain differences include campus acreage, facility square footage, the nature of the campus (rural vs. urban), the resident population, miles of roads, special events needs, the educational mission of the campus, the law enforcement model, the history of the institution, and budgetary constraints.

In 1998 UW-Oshkosh arranged for a review of its department by peer campus police chiefs, including an assessment of its organizational management structure. Included in the final report were advantages and disadvantages associated with the various service delivery structures of

public safety departments, including police only, combined police/security, security only, public police contract and private security contract models. As identified in the Oshkosh review, some advantages and disadvantages of these models include:

- A police-only model provides good response time to calls for service, authority to arrest, and control over how the campus is policed.

- A combined police/security model can provide many of the advantages of a police model at reduced costs. Security officers handle most service calls, while police officers concentrate on law enforcement issues. However, this may result in an unclear working relationship among officers, as well as confusing role identification with the community served.

- A security-only model produces cost savings in salaries and mandatory training, but there is an inability to handle all emergencies.

- The public police contract provides a well-trained professional response, but there is a lack of identity with the university environment, little or no control over how the community is policed, and difficulty in completing the multitude of non traditional services performed by university police.

- A private security contract may result in lower levels of dependability, university unawareness of employee backgrounds, and a lower level of professionalism.

The UW Colleges do not contract with local police, but rely upon them to periodically patrol the campuses, as well as to enforce laws, when necessary. The local agencies provide the services at no charge other than the municipal service fee. Many of the UW Colleges indicated that the level of service has not been examined, but that calls for assistance have been answered. Some noted that they have not experienced major problems or emergencies and, as a result, they are uncertain about the adequacy of the local departments' response in the event of crisis.

Some UW campuses have changed their service delivery structure throughout the years. Examples include:

- UW-Superior had a police operation from 1981 through the mid-1990s, when the operation was changed to security. A former police officer became chief of the security operation. A police officer has been hired in order to assist the chief in criminal investigations and other law enforcement functions.

- UW-Stevens Point was a security operation until the late 1990s, when the campus sent several employees through the recruit academy in order to have a law enforcement presence on campus. Other considerations included concerns about sharing information with federal, state, and local law enforcement authorities, as well as the ability to participate in certain federal grant programs.

• UW-Green Bay recently changed two police officer positions to security officer positions. The security officers perform many duties similar to the existing police officers. The campus is no longer staffed with police officers on a 24/7 basis.

• UW-River Falls recently moved from having a security department headed by a certified police officer and being recognized as a law enforcement agency by the state Department of Justice to being a security-only department without a certified police chief. The department has changed from security officers to police officers and back to security officers since its inception.

The composition of public safety departments ideally should be based on the need for services. An International Association of Chiefs of Police (IACP) study notes that strategies for defining staffing requirements are unique to each locality and agency. The composition of public safety departments at the UW institutions historically has been a campus-level decision. Wisconsin statutes do not mandate a specific number of law enforcement officers or level of law enforcement services. In contrast, several other states, such as Maryland and Indiana, include the option to use police or security forces in statutory language. Indiana, for example, includes a clause in the campus police statute that allows governing bodies of institutions to expressly forbid police power to be granted, if they choose.

Increases in the number of students and staff, universities' investments in facilities and equipment, the threat of terrorist attacks, and other factors suggest that the Board of Regents may want to endorse a minimum standard for a professional level of protection. ***We recommend the Board of Regents determine and define in policy the minimum acceptable police and security service model while allowing for institutional flexibility to establish higher levels of service.***

Enforcement Authority

University police are granted arrest authority through s. 36.11(2)(a), Wis. Stats.: "The designated agents of the board may arrest, with or without warrant, any person on such property who they have reasonable grounds to believe has violated a state law or any rule…" Like municipal ordinances, ch. UWS 18, Wis. Adm. Code, "Conduct on University Lands," establishes various rules that, if violated, may result in citations. The rules address topics such as animals, closing hours, bicycles, dangerous weapons, fire safety, and keys. Annually, the state of Wisconsin posts a list of fines from administrative code violations. Revenue from fines and forfeitures associated with violations of ch. UWS 18, Wis. Adm. Code, is returned to the state treasury.

Wisconsin statutes do not specifically address the authority of security officers to enforce university rules and regulations. While university police are granted arrest authority, UW institutions vary in delegating law enforcement responsibilities to security officers. UW-Superior and UW-River Falls, for example, allow security officers to write citations for administrative code violations. This authority is granted through the city or district attorney's office. In July 1996, the former chancellor at UW-Superior also delegated authority to the campus safety office to write citations under Ch. UWS 18, Wis. Adm. Code, with the exception of traffic regulations, controlled substances, and alcohol violations. As of fall 2004 the UW-

Superior police chief reported that security officers would no longer issue citations since a police officer position had been created. UW-Green Bay, Madison, Milwaukee, and Stevens Point do not currently allow security officers to perform enforcement duties.

Giving security officers law enforcement responsibilities can create certain disadvantages. The more limited enforcement authority of security officers could create issues in the working relationship with the community in terms of mutual assistance. UW-River Falls, for example, reports that security officers are occasionally called to assist city police for domestic situations, fights, house "raids," and other activities. Additionally, there have been concerns about security staff having direct access to some state and national law enforcement databases, which are available for information sharing among law enforcement agencies. The South Carolina Code of Laws allows colleges and universities to employ security personnel but requires those who are granted additional law enforcement authority, including the power to arrest, to fulfill the qualifications of police officers.

An IACLEA position statement notes that the complex nature of law enforcement demands knowledge, skill, training, and experience. IACLEA suggests that those without necessary training should not be assigned to functions which may require them to question, detain, or restrain the movements of citizens. ***We recommend that the Board of Regents define the enforcement role of security officers within the UW System.***

Wisconsin Law Enforcement Requirements

The Wisconsin Department of Justice's Law Enforcement Standards Board requires that all Wisconsin law enforcement agencies establish certain policies and also establishes employment and training requirements. We reviewed these requirements as they apply to UW institutions.

Wisconsin Law Enforcement Policies

Policies are important to guide officers in decision making and are essential to the effective management of police organizations. Wisconsin statutes mandate seven written policies for law enforcement agencies. The policy topics are: 1) use of force; 2) citizen complaint; 3) high speed pursuit; 4) open records; 5) domestic abuse; 6) expander of jurisdiction; and 7) reporting abuse. UW departments develop policy using established models, such as those developed by the IACP, IACLEA, accredited law enforcement agencies, and others. In addition to the mandated policies, many UW police departments have established extensive policy and procedure manuals addressing a wide variety of topics.

In addition to helping protect public safety, having comprehensive policies in high-risk areas, such as use of force or pursuit, may aid in the defense of civil liability lawsuits. Several UW chiefs noted the importance of having policies that can successfully withstand litigation. Although pursuits by campus police may be relatively infrequent, vehicle pursuit policies, for example, are under public, professional, and legal scrutiny based on the potential for serious injury or death to perpetrators, police officers, or third parties. These policies vary among the UW institutions. The UW-Platteville emergency vehicle operation policy establishes that the university police department is a non-pursuit department. The UW-La Crosse policy also

establishes that officers will not become involved in high-speed chases. UW-Parkside, on the other hand, allows its officers to initiate pursuit under certain conditions, such as when the failure to apprehend a suspect poses a significant threat to the public. Under the UW-Parkside policy, the pursuit actions of UW-Parkside officers, however, should not pose a greater risk to the public than does the value of apprehension.

We found that some required policies are currently being established or revised at several UW institutions. UW-Madison has established a process to periodically review all policies in order to remain current with Wisconsin standards and legal rulings. Also, policies at several UW campuses have been reviewed, in full or part, through an independent review process. For example: 1) UW-La Crosse notes that policies have been submitted to the vice chancellor for review, and the use-of-force policy was approved by the chancellor; 2) UW-Whitewater's police advisory committee assists the chief in the development, modification, and assessment of the unit's mission, value, goals, and objectives, as well as advising on the policy and procedure manual; and 3) UW-Eau Claire established an advisory committee charged with developing standards and guidelines for the review of its firearm policy.

UW police and security departments suggest that numerous policies, in addition to those mandated by the LESB, be written in order to reduce potential liability. For example, an emergency medical response policy at UW-Milwaukee details medical conditions that warrant the first response of the city fire department. UW-Milwaukee also has a serious-incident response policy to help ensure that potentially serious incidents receive highest priority. UW-Platteville includes a missing-person policy to meet the federal requirement known as "Suzanne's Law" [42 U.S.C. 5779(a)], enacted in April 2003, which requires that information about missing persons up to age 21 be entered into a national crime database when they are reported missing.

IACLEA supports developing policies, such as use-of-force policies, that are consistent with the public expectation as expressed in law, court decisions, and community sentiment. ***We recommend that UW institutions: 1) ensure that the policies state law requires are established; 2) implement a periodic review process to maintain compliance; and 3) provide the campus community a role in policy development.*** Campus administrators could identify expectations and establish operational limits for their campus police that are consistent with both the needs of their campuses and available professional models.

Employment Requirements

The Wisconsin Department of Justice's Training and Standards Board has established minimum police officer requirements. These include successfully completing a police academy program; completing a certain number of college credits; holding a Wisconsin driver's license; and undergoing a criminal background check, pre-employment drug testing, and medical exams. UW campuses differ in their use of other hiring tools, such as psychological analysis, physical agility tests, background checks on financial records, home visits, and prior employment visits. UW-Madison reports the cost of its drug, psychological, and physical exams to be in excess of $800 per hire.

Most UW police chiefs report adequate applicant pools for the police officer positions. Most UW institutions hire individuals who are already certifiable as officers, having completed the recruit academy training. UW-Milwaukee reports that since the recruit academy became open to civilians, the pool of certifiable officers is sufficient. UW-Madison, on the other hand, has adopted the policy of training some of its own officers by sending selected individuals through the recruit academy; UW-Madison reports that the cost of sending an applicant to the academy is more than $11,000, although the Wisconsin Department of Justice reimburses law enforcement agencies for the cost of the academy (about $2,400) for successful new recruits. Several other UW institutions have also sent a few individuals to the academy in order to increase diversity or for other reasons, but these institutions report that the officers have usually remained in the campus police position for only a short time before moving elsewhere. UW-Stout, for example, sponsored two individuals through the recruit academy, but one did not graduate and the other left employment after six months. Training costs, the desirability of selecting certain individuals to be trained, and the likelihood of graduation and continued employment are all factors that public safety departments need to weigh in determining whether to sponsor specific candidates or to rely upon the existing pool of applicants.

Training Requirements

Police officers must complete a 540-hour LESB-certified police academy before they are eligible for certification by LESB, as well as completing 60 college credits within five years of initial employment. The LESB also requires police officers to complete a minimum of 24 hours of training annually in order to maintain certification, including four hours of pursuit driving training every two years. The primary employing agency is required to maintain complete and accurate training records for all officers.

Most UW police departments have established certain additional training requirements to be completed on a periodic basis. UW-Whitewater, for example, requires each officer to complete annual training in basic sexual assault investigations, crime scene management, defense and arrest tactics, emergency vehicle operation, firearms, first aid, interview and interrogation, legal updates, policies and procedures, and vehicle contacts. As the primary employing agency, UW institutions must also provide and fund minimum training to limited-term police officers not employed full time at another agency.

In addition to UW institution-required annual training, training is available in numerous other specialized areas, such as gang activity or computer crimes. Specialized training is also required as technological advances, legislative decisions, procedural changes, and other factors initiate new training demands. Police officers, for example, are now offered training in crime prevention through environmental design concepts. Training is also available to police staff in responding to nuclear, biological, and chemical weapons of mass destruction, since campus police are likely to be the first responder to any terrorist attacks on campus. First Responder programs provide training in trauma management, medical emergencies, CPR, triage EMS operations, and various other areas. Several campus administrators noted the importance of training for officer and community safety purposes, as well as to assist the campus in the defense of civil suits.

Jurisdiction

Geographical boundaries usually define the physical jurisdiction of law enforcement agencies. The jurisdiction of campus police departments, however, is less easily defined, since institutions may own or lease property located apart from the main campus. We reviewed the jurisdictional boundaries of UW police departments' authority and interagency agreements formed with other law enforcement agencies.

Jurisdictional Boundaries

Section 36.11(2)(a), Wis. Stats., grants university police officers police authority on university property; there may be limited other occasions when laws extend this authority outside of university boundaries, such as mutual aid requests, fresh pursuit, and citizen arrest guidelines. Section 175.40, Wis. Stats., for example, grants fresh pursuit authority to any peace officer in order to enforce applicable laws and ordinances anywhere in the state, but only if the officer's agency has adopted the appropriate pursuit policies and the officer complies with these policies. Other situations may arise when UW police officers need to exercise their authority beyond the campus boundaries. Criminal investigations may call for interviews outside the campus, for example, and many students reside off campus.

The 1996 "Policing Our Campuses: A National Review of Statutes" study noted that legislatures in other states have recognized that campus police may need to exercise their police powers beyond the immediate geographic boundaries of the institution. Some states have included appropriate provisions in their statutes. Twenty-two states were categorized as having extended the authority of campus police. Georgia, for example, extends authority 500 yards from the property of an educational facility, while Minnesota and Wyoming grant statewide jurisdiction. Pennsylvania recently passed a law that allows police officers at the state's 14 universities to have primary law enforcement jurisdiction on campus; university police can form service agreements with local police departments regarding authority off campus. Michigan empowers campus police at public institutions to enforce laws off campus, and a court ruling extends this to private college police officers.

Section UWS 18.03(2), Wis. Adm. Code, states that UW peace officers "may accept concurrent appointments as deputy sheriffs." Several chiefs noted that these concurrent appointments can serve to make liability issues clearer. Officers in four of the university police departments – at UW-Madison, Green Bay, Oshkosh, and Stout – have been granted concurrent appointments as deputies in their counties. The appointments are at the option of the county sheriff. UW-Milwaukee police have been granted authority throughout Milwaukee County by s. 175.40(5)(a), Wis. Stats. In the 2004 legislative session, Assembly Bill 766 was proposed to authorize "UW police assigned to a given campus to make arrests anywhere in the county in which the UW campus is located if the board authorizes them to do so and adopts policies regarding investigations and arrests occurring off campus," but the bill was not acted upon before the session ended.

Interagency Agreements

Local police departments may enter into mutual aid or inter-local agreements with neighboring law enforcement agencies to share enforcement resources in time of need. We found several mutual aid agreements among the UW institutions and local law enforcement agencies. These include:

- UW-Whitewater has mutual aid agreements with both the city of Whitewater and Jefferson County. For example, the Jefferson County Mutual Assistance Response Plan (JMARP) provides, in part, for automatic response of law enforcement personnel from participating agencies.

- UW-Stout has a mutual aid agreement with the city of Menomonie that includes an information exchange to ensure that statistics are current and that off-campus activities involving student organizations are monitored.

- UW-Milwaukee participates in the Suburban Mutual Assistance Response Teams (S.M.A.R.T.), in part to provide immediate extra law enforcement personnel and equipment at the scene of law enforcement emergencies, to provide a systematic response by law enforcement teams and to identify contractual responsibilities and liabilities.

Other UW departments have not developed written mutual aid agreements with their local agencies. Several UW police chiefs believe that Wisconsin statutes concerning mutual assistance are sufficient to meet any need for aid that may arise. Section 66.0314(b), Wis. Stats., allows that "upon the request of any law enforcement agency, including county law enforcement agencies as provided in s. 59.28(2), the law enforcement personnel of any other law enforcement agency may assist the requesting agency within the latter's jurisdiction, notwithstanding any other jurisdictional provisions." Law enforcement personnel, when acting in response to a request for assistance, are deemed to be employees of the requesting agency.

All UW public safety departments reported that they have informally requested assistance from and provided assistance to local law enforcement agencies. UW-Parkside, for example, reported that assistance was provided to other agencies in 93 instances during 2003. Those UW departments using security officers also report that assistance is provided to local agencies. Also, some UW police departments have been asked to assist other UW departments; UW-Madison, for example, has provided support in the last twelve months to UW-River Falls, Stevens Point, and Whitewater.

In addition, almost all UW campus police departments rely on local law enforcement agencies to meet certain service needs, such as dispatch services, criminal investigations, drug dogs, or hostage situations. Several UW chiefs noted that resources are not available to support certain specialized units. UW-Stout has drafted a policy that turns over primary jurisdiction for sudden deaths and traffic-related matters to the city police, due to the need for specialized investigative techniques and evidence collection procedures. UW-Platteville has established a memorandum of understanding with the City of Platteville that addresses services to be provided by the city, such as police dispatch during evenings and weekends, information from the Transaction

Information for the Management of Enforcement (TIME) system, ambulance and fire dispatch service, and traffic and criminal forfeiture collection. Other UW institutions have not established written service agreements.

The Wisconsin Law Enforcement Accreditation Group (WILEAG) encourages the formation of formal written agreements among law enforcement agencies to assist each other in time of need. Additionally, as a preventive measure for homeland security, the federal Office of Domestic Preparedness recommends that university public safety departments review mutual agreements with jurisdictional partners. Since interagency agreements can promote efficiency, increase safety, establish protocols for enforcement action, and ensure involvement with campus administrators, ***we recommend that UW institutions work collaboratively with local law enforcement agencies to establish agreements for assistance and service that clearly define responsibilities.***

POLICE AND SECURITY SERVICES

University public safety departments offer a broad range of services. Types of traditional and non-traditional services vary by UW institution. UW-Madison, for example, reported more than 16,000 calls for service during 2003 and 3,324 arrests or citations for violations of criminal, administrative, and traffic laws. UW-Eau Claire reported 3,739 service calls for this period. UW-Oshkosh reported 1,779 responses by police officers to calls, 4,481 additional service calls, and over 17,000 building checks. We reviewed enforcement activities, other policing services, crime prevention activities, and homeland security responsibilities.

Enforcement Activities

Enforcement services vary by campus and community. Police officers patrol; respond to and investigate calls, complaints, and suspicious activity; secure and maintain crime scenes; preserve evidence; collect witness testimony; issue warnings and citations; and complete incident reports, among other responsibilities. University police also protect the university community from non-university offenders. UW-Oshkosh, for example, reports that 46% of offenses in 2003 were committed by individuals without university affiliation.

Officers generally are allowed to use their own discretion in determining corrective action, ranging from verbal warning to arrest. Discretion must be exercised in accordance with criminal and traffic codes in the Wisconsin Statutes, Wisconsin Administrative Code, department rules, policies, procedures, attorney general rulings, other legal opinions, and constitutional safeguards. UW-Parkside policy, for example, states that for some situations, such as traffic and ordinance violations, officers have the discretion to examine possible alternatives to arrest, such as warnings, referral, or informal resolution. Some UW institutions have developed additional guidelines regarding certain offenses. UW-La Crosse policy, for example, expresses zero tolerance for underage drinking and requires officers to issue citations for any violation. A Campus Law Enforcement Journal article notes that campus policing often deals with two systems of justice – the criminal justice system and the university system of justice. The article

further notes that the informal use of discretion is appropriate when dealing with minor student infractions.

Most UW police departments have all or some responsibility for the enforcement of traffic laws. UW-Platteville reported 27 traffic citations issued for 2003; UW-Eau Claire reported 338 citations and 1,138 traffic warnings. Certain areas of traffic enforcement require either specialized training or equipment. For example, several departments do not enforce speeding laws, since radar is not available. Specialized training, in such areas as use of intoximeters and standardized field sobriety tests, is also required for issuing citations to individuals for driving while intoxicated. Several UW departments responded that city police are the primary agency for traffic accidents on streets and highways on university property, while university police handle accidents in the parking areas.

Other Policing Services

According to a 1995 federal Bureau of Justice Statistics study, most campus law enforcement agencies were responsible for some special public safety functions that went beyond traditional policing services. The IACLEA position statement notes that the campus law enforcement agency should engage in supportive functions, beyond the basic criminal justice services, that meet the expectations of the community. These services can serve to reduce the opportunity for crime. To meet the needs of individual UW institutions, some UW police and security departments have responsibilities in the following areas:

- *Medical assistance*: University police officers and security officers are often trained to provide medical assistance, such as CPR, first aid, and the use of automatic external defibrillators (AED). UW-Platteville, for example, provided medical assistance in 32 incidents for 2003. Many police vehicles are now equipped with AEDs to provide a timely first response to heart emergencies on campus.

- *Motorist assistance*: Some of the UW departments provide motorist assistance, such as assistance with vehicle lockouts, jump starts, obtaining gallons of gas, and inflating tires. Other UW departments have been advised by their campus risk managers to avoid providing some of this assistance or require the assisted individual to sign a waiver releasing the university from liability before service is given.

- *Bank escorts*: Some UW campus public safety departments provide bank deliveries for various campus departments. UW-Platteville, for example, reported 1,776 money escorts for 2002-2003; UW-Eau Claire reported 2, 079 escorts for this period. Officers at UW-Madison, Milwaukee, and Stevens Point do not provide this service, although UW-Milwaukee police provide armed escorts for departments on campus making deposits to the cashier's office. UW-Madison reports a cost of about $117,000 annually for an outside vendor to make bank deliveries from various departments, based on frequency and number of stops.

- *Alarm systems*: At most UW institutions, campus police and security departments assume some responsibility for monitoring and/or responding to campus alarms for fire, elevator, and security, as well as testing alarms on a periodic basis. UW-Oshkosh, for example, monitors

the heat, smoke, and fire alarm systems for all buildings on campus, as well as an integrated security system of alarms, sensors, and electronic devices. Several UW institutions arrange for alarm monitoring with outside vendors, with the campus police being called to respond. Some UW institutions have established other internal monitoring mechanisms, which may not always provide 24/7 alarm monitoring services.

• *Special events*: In addition to regularly-scheduled work shifts, university police and security departments are usually responsible for assisting with and coordinating the staffing of security at special events. Some UW departments, such as UW-Platteville, report few or no events that require extra staffing. Others, such as UW-Madison, require extensive staffing. Many UW departments rely on officers from local law enforcement agencies to supplement their staff, as needed. In such instances, UW institutions are responsible for the actions of these individuals.

Several UW campuses, such as UW-Stout and UW-Whitewater, have developed special-event staffing guidelines that take into account the type of event, location, expected size of crowd, history of similar events, and other factors. The IACLEA self-evaluation criteria recommend that a written institutional policy be developed to address security staffing, hours of operation, occupancy standards, and other special security issues for recognized student organization events.

Crime Prevention

University police use a proactive approach to crime by offering a wide variety of crime prevention activities as part of their daily responsibilities. Some UW departments have provided specialized training in various crime prevention programs to their officers, but few UW departments fund positions specifically dedicated to crime prevention activities.

UW police and security departments develop crime prevention programs and make presentations to various campus populations to varying degrees. UW-Eau Claire officers, for example, presented over 40 programs to various groups during 2002-03, with topics including the First Offender program, sexual assault prevention, child safety, and date rape prevention. UW-Whitewater conducts a program, "Project T.A.S.K. (Teaching and Assisting Safety for Kids)" at the campus children's center that allows direct interaction between preschool children and officers. This program was recognized by the Wisconsin Attorney General's office for its innovation. Some UW departments offer information about their services during student or new-employee orientations. IACLEA notes that programs should be directed at specialized groups, such as commuter students, international students, student athletes, physical plant staff, dorm residents, and fraternity and sorority members.

Departments use their web sites for a variety of crime prevention purposes, including receiving anonymous crime reporting and crime-stopper tips and providing crime prevention resource information. UW-Superior, for example, has several reporting forms on-line for citizen compliments or complaints, as well as confidential stop-violence-on-campus information and confidential sexual assault forms. Examples of crime prevention measures at some UW institutions include:

• *Community policing*: A collaborative effort between the police and the university community, community policing is founded on close, mutually beneficial ties between police and community members. Several UW police departments have developed specific community policing responsibilities. Most notably, UW-Madison has created community officers for four geographic areas of the campus. The responsibilities of these community officers include: 1) meeting the safety and security needs of customers by allowing customers to define the problems and issues of concern; 2) researching, developing, and conducting presentations on topics of concern within the community; and 3) becoming an active member of the community, willing to serve in organizations and on committees.

• *Crime prevention through environmental design (CPTED)*: Several UW campus police departments conduct reviews of building security, using CPTED techniques to assist the university community in creating a safer work place. Efforts include: 1) the UW-La Crosse police department's building security audits, performed upon request and including a physical inspection, employee interviews, and recommendations for strengthening safeguards; 2) a new UW-Madison police unit, Infrastructure and Physical Security, whose duties include security surveys and threat assessment; and 3) the UW-Stout police department's plans to review all building plans, using CPTED training.

• *Residence hall programs*: Some UW police and security departments are establishing closer ties to their residence life departments to provide a wide variety of programming efforts to students living in the dorms. Liaison programs provide general information, answer questions, and assist staff in various ways. UW-Oshkosh police, for example, started the Residence Hall Police Liaison program in 1998 to encourage a better working relationship with hall staff and students. Officers are assigned to the program on a voluntary basis; they work with students by attending hall staff and hall government meetings. University police also have a role in training residence hall staff on various issues, such as conflict resolution and drug identification.

• *Student escorts*: Several UW institutions use students for escort services for safety, often funded by the student government. UW-La Crosse has a Safety on Our Sidewalks program – university police provide radios for communicating. IACLEA recommends that escort services should have a direct relationship with the campus protection agency.

• *Lighting and landscaping*: University police and security departments often have some responsibility for ensuring that exterior lighting and landscapes provide the greatest security possible. UW campuses also have an annual walk in which exterior lighting, building entryways, and landscapes are reviewed by representatives of the campus community. At UW-Superior, patrol officers conduct daily surveys of exterior lighting on campus and report any concerns to Facilities Management.

• *Bike patrols*: Many UW departments use a bike patrol; bike patrols make the officers more accessible, provide a higher degree of visibility, and aid in crime prevention. Bike patrols provide access to areas of campus that are inaccessible to vehicles.

Several UW chiefs reported interest in developing more crime prevention programs, such as self-defense or sexual assault prevention programs, but cited a lack of resources. One UW chief notes that crime prevention efforts are difficult to initiate because specific staff positions are not dedicated to crime prevention duties. Establishing a proactive approach to crime by developing a variety of crime prevention functions is a critical aspect of effective policing. ***We recommend that UW institutions provide adequate funding support for crime prevention activities.***

Homeland Security Protective Measures

A Chronicle of Higher Education article notes that colleges are putting new security measures in place to combat terrorism, notably by increasing the number of police patrols on campus. The article addresses growing concerns over large assemblies at athletic events, as well as an increase in protection provided to international students.

UW public safety departments also have increased responsibilities with homeland security issues. UW-Madison, for example, has created an Emergency Management unit responsible for monitoring and administering grants; maintaining, updating, distributing, and coordinating training on the Crisis Response Plan, serving as liaison to emergency planners on the local and state level; and responding to, equipping, and evaluating the current weapons of mass destruction prevention system. In addition to institutional measures, UW System coordinated an effort by university police and security staff to develop a threat condition plan in response to an executive order by the state of Wisconsin.

Certain key homeland security areas have emerged, such as threat assessment, identification of people who may be involved in terrorist activities, and technology and information management. The federal Office of Domestic Preparedness in the Department of Homeland Security acknowledges the role of university police and security in addressing weapons-of-mass-destruction terrorist attacks and has issued a publication that provides guidance for the prevention and deterrence of such attacks. Preventive measures include: 1) establishing a working relationship with the supervisory agent in charge of the nearest FBI field office and the regional Joint Terrorism Task Force, as well as state and local officials, to help ensure timely receipt of threat information; and 2) assigning officers as liaisons with international student groups on campus, both to reduce fears and build trust among international students. The Office of Domestic Preparedness provides recommendations, directed at the campus public safety staff, for deterring threats, including:

- increasing physical checks of crucial facilities during periods of increased alerts, establishing a single point of access for each critical facility, and limiting public access to these facilities;

- assessing the adequacy of video monitoring;

- assessing the adequacy of physical barriers outside sensitive buildings; and

- ensuring the adequacy of emergency alert and communication systems.

Homeland security issues may require significant resources as homeland security requirements are developed and refined. UW System Administration and the UW institutions are expected to continue developing protective homeland security measures, consistent with the policies and procedures of the individual university and coordinated with local, state, and national efforts.

DEPARTMENTAL STAFFING

We examined various staffing issues, such as extent of staff coverage, the use of security officers and student employees, and dispatching services. In each area, there are some significant differences among some of the departments.

Extent of Staff Coverage

Many UW police chiefs report directly to the institution's vice chancellor for business and finance, although several departments report to student services administrators. While some UW chiefs note that a reporting structure to the chief student affairs officer may present a conflict of interest between law enforcement and student disciplinary action, all chiefs report a good working relationship. The IACLEA position statement notes that the campus law enforcement agency should report to an area with broad campus responsibilities that does not have a specific campus constituency.

Some UW police chiefs oversee other responsibility areas. The UW-River Falls director, for example, oversees parking and environmental health and safety. The UW-Green Bay chief has responsibility for police, hazardous waste, occupational safety, environmental health and safety, risk management, the information desk, key control, and workers' compensation. At UW-La Crosse, the police chief also oversees parking and telephone services.

A Journal of Security Administration article notes that campus law enforcement agencies often tend to parallel municipal police departments in organization and administration, relying on paramilitary, highly specialized, and bureaucratic structures. UW departments vary in the extent of supervisory staff other than the chief or director, often determined by the staff size. Four departments – at UW-Parkside, Platteville, River Falls, and Superior – operate without supervisory personnel, while others have sergeants and/or lieutenants. UW-Madison has two assistant chiefs and three captains. The extent of support staff for the UW police and security departments also varies, ranging from no support staff at UW-Superior to six police communication operators and eight other support staff at UW-Madison. UW-Madison is also able to support specialized units that include planning and development, field services, health sciences, and support services. The field services unit, for example, is further specialized, having motorcycle, canine, and mounted units, as well as a drug recognition expert.

Staffing, excluding clerical and other support staff, as of June 30, 2004 is shown in Table 2.

Table 2
UW Police and Security Staff
July 2004

UW INSTITUTION	DIRECTOR AND SUPERVISORY STAFF	POLICE OFFICERS/ SECURITY OFFICERS/ POLICE COMMUNICATION OPERATORS	TOTAL SWORN POLICE OFFICERS
Eau Claire	Chief – Interim Sergeants – 2	Police officers – 6 Security officer – 1	9
Green Bay	Chief Sergeants – 2	Police officers – 2 Security officers – 5	5
La Crosse	Chief Sergeant – 1	Police officers – 5	7
Madison	Chief Assistant chiefs – 2 Captains – 3 Lieutenants – 7 Sergeants – 11 Security supervisor – 6 Police communication operator (PCO) supervisor – 1	Police detectives – 8 Police officers – 33 Security officers – 35 PCOs – 7	65
Milwaukee	Chief Lieutenants – 2 Sergeants – 5 PCO Supervisor – 1	Police detectives – 3 Police officers – 22 Security officers – 5 PCOs – 3	33
Oshkosh	Chief Lieutenant – 1 Sergeant – 1	Police officers – 8 PCOs – 2	11
Parkside	Chief	Police officers – 8	9
Platteville	Chief	Police officers – 5	6
River Falls	Director	Security officers – 5	0
Stevens Point	Chief Assistant chief (security supervisor) – 1	Police detective – 1 Security officers – 3	2
Stout	Chief	Police officers – 6	7
Superior	Chief	Security officers – 4	1
Whitewater	Chief Sergeants – 2	Police officers – 7	10

Source: University police chiefs or security director

UW police and security departments generally provide a minimum of one officer on duty on a year-round 24/7 basis. The current staffing level at some UW departments is not always sufficient to provide this coverage with the existing full-time employees. Some UW departments also reported that vacant positions exist, but these positions have not been filled for several years. To provide 24/7 coverage (8,760 hours per year) with one officer per shift, a minimum of

five full-time employees is required when taking vacation, personal holidays, and legal holidays into consideration. When a one-person shift is used, other responsibilities, such as meeting training requirements, conducting investigations, making court appearances, driving OWI offenders for breath or blood tests, or providing medical transports or bank escorts, prevent the campus from having a protective service presence at all times. Some departments use overtime, limited term officers, or student patrols to meet minimum coverage requirements.

IACLEA recommends two police officers per 1,000 population as a minimum staffing guide. Data from a 1995 survey by the Bureau of Justice Statistics show that university campus law enforcement agencies had, on average, 2.1 full-time police officers for every 1,000 students, ranging from 2.7 employees at institutions of between 2,500-4,999 students to 1.3 employees at institutions where student enrollment was 30,000 or more. UW institutions are below these averages. The UW System employs 166 sworn officers for a student population of 160,703, a ratio of 1.03 officers per 1,000 students. This compares to the University of California system's employment of 342 police officers for a student population of 201,297, a ratio of 1.69 officers per 1,000 students.

The California State University system recently introduced a bill to require each CSU institution to maintain a minimum of 12 police officers in each department, with a minimum of two officers on duty at all times. This bill resulted from recommendations of a Joint Labor Management committee that addressed staffing issues. Mandated campus police departments and prescribed staffing levels, as proposed in this bill, are currently not required in California, on the basis that institutions need flexibility to determine how best to use their budget resources to meet security needs.

Staffing decisions, according to the IACP study, should be based on the need to meet various responsibilities, such as: 1) ensuring timely response to emergency and non-emergency demands; 2) effectively conducting prevention activities; 3) conducting other tasks, such as traffic control and special events; 4) allowing officers to meet administrative requirements; and 5) ensuring the safety of the public and officers. Also, UW institutions assure parents and students in published annual security reports and other information that coverage is provided on a year-round 24/7 basis. ***We recommend that: 1) the Board of Regents endorse minimum UW police and security staffing levels; and 2) UW institutions ensure that staff support is adequate to provide appropriate coverage within the limits of available resources.***

Security Officers

Several UW departments rely on security officers for purposes very similar to police officers, including enforcement of the Wisconsin Administrative Code. Some UW departments using a combined police and security staff use their security officers for some of the non-traditional work, such as performing building locks and unlocks, in order to improve police response time and to save costs. UW-Eau Claire, for example, has a security officer position that responds to emergencies, performs building checks, and provides money escorts, among other responsibilities. UW-La Crosse has requested a new security position for similar duties.

UW institutions that employ security officers report that there is no standard training required. UW-Superior sends many of its security officers to a security academy in Maine. UW-Superior has developed a "New Hire Training Program," in recognition that the security officer role requires a level of professional training above that which is typically found in security programs in the private sector. UW-Madison also has developed a one-week security officer training academy and requires its officers to complete semi-annual in-service training. UW-Milwaukee, on the other hand, reports that security officers perform job duties that require little training.

An IACLEA article notes there are no defined standards for the training of campus security staff. If security officers are given limited police powers, it is imperative that "campus public safety departments establish professional standards" for the safety of the officers. ***We recommend that UW institutions ensure that adequate training is provided to meet the responsibilities assigned to their security officers.***

Students Performing Safety Services

University police and security departments nationwide use students to enhance the safety and security of the campus. Students perform some services that do not require professionally trained police officers, such as building security, student escorts, special event security, or radio communication. Many of these programs are combined efforts of the university police; student services departments; and academic departments, such as criminal justice. UW departments using student employees in security-related roles include the following:

- UW-Eau Claire university police use a student patrol comprised of criminal justice majors who report to the sergeant assigned to the night shift. Student patrol officers carry police radios to communicate with on-duty officers and perform functions, such as crime prevention, building security, crowd control, and parking enforcement.

- UW-Oshkosh has a Community Service Officer (CSO) program, jointly funded by Residence Life. Students, many of whom are criminal justice majors, patrol in pairs on foot during evening hours and assist police officers, respond to fire and medical calls, report suspicious activity, do building checks for residence halls, and are trained to be dispatchers.

- UW-Stevens Point has a Cadet Program to enhance security and provide assistance to the community, primarily in the residence hall environment and areas that are frequented by students.

Some UW departments report that they do not use student patrols, often because resources are not available for training and supervising the students.

Dispatch Services

UW police and security services require an effective dispatching system to be available on a 24/7 basis. Dispatch services include receiving incoming emergency and non-emergency calls and dispatching the appropriate field staff. Among the UW institutions, UW-La Crosse, Madison, Milwaukee, Oshkosh, Parkside, and Stevens Point maintain their own 24-hour campus dispatch;

UW-Eau Claire, Green Bay, Stout, and Whitewater use external agencies, such as city and/or county entities; and the remaining UW departments combine the campus police dispatch with other campus operations or local law enforcement agencies. Some UW dispatching services employ police communication operators, while others use program assistants and student employees.

The campus dispatching service may also monitor campus alarm systems and provide various other functions. UW-Stevens Point dispatch, for example, answers three incoming phone lines in addition to the campus operator line (after hours), a TDD line (hearing impaired), emergency elevator lines, Code Blue emergency phone lines, residence hall front entrance lines, and various emergency phone lines from the academic buildings. This center also monitors the campus fire alarm and numerous security alarms. Campus-wide communication centers can serve other functions on campus that require 24/7 coverage, such as providing telephone information services, maintaining crisis hotlines, or directing maintenance calls.

Those UW institutions using external agencies have cited a lack of resources to fund a 24-hour campus dispatch, or they report that communication is more effective through a centralized city or county center. One UW chief noted that the level of professionalism had improved when dispatching was transferred to an external agency. Some studies have concluded that consolidating public safety communications will improve interagency coordination and result in a more efficient response to emergency calls. Another UW chief noted, however, that some officers have complained about how external agencies prioritize the importance of calls; the communication center may not be as sensitive to service needs as an in-house operation. Some UW chiefs report, for example, that external agencies are reluctant to deal with many of the non-emergency calls received by the campus police dispatch service.

The 1998 UW-Oshkosh review notes that failure to provide an adequate communication system can be debilitating to the effective delivery of services, as well as constitute serious liability risks for the institution. ***We recommend that UW institutions evaluate dispatching costs and explore opportunities for cost savings and improved effectiveness, such as through campus communication centers.***

EQUIPMENT

The equipment needs of each UW police and security department are unique, depending on mission and responsibilities. Every department needs an adequate facility and equipment to meet operational needs, such as officer equipment, vehicles, record management systems, and radio communication. According to the 1998 UW-Oshkosh review, the facilities and equipment provided to a law enforcement agency impact its effectiveness. There is always the potential for instances of active engagement; campus police face the same dangers and uncertainties as all other law enforcement professionals. Several chiefs, for example, reported that traffic stops and gang activity moving closer to the campus community are examples of potentially dangerous incidents, and officers must be properly equipped to protect themselves and the community members they serve.

Basic Equipment

As in other areas, officer equipment, such as uniforms, handguns, badges, handcuffs, and body armor, varies by UW institution. UW-Madison provides a full range of equipment to newly-hired officers, including jumpsuits and gas masks; UW-Madison reports the cost of equipping a new officer is more than $4,750. Other UW departments provide basic equipment, reportedly from $1,500 to $4,000 for each officer. Many UW departments report a lack of funding prevents them from having planned replacement programs for items such as portable radios and uniforms. UW-Stout, for example, reported that 30-year-old firearms had only recently been replaced. Officers use body armor to enhance safety. Some UW institutions require all uniformed officers to wear body armor; others provide body armor to all officers, who use it at their discretion; and some provide it only at the request of officers. Some UW departments also have specialized equipment. UW-Madison, for example, has a speed board, as well as walk-through metal detectors.

Vehicles for enforcement and other departmental responsibilities ranged from one vehicle at UW-River Falls to 23 vehicles at UW-Madison during the review period. UW departments use a combination of marked and unmarked vehicles for patrol, court appearances, and training purposes, either purchased or leased from the state Department of Administration. Marked vehicles are reported to be a highly visible deterrent to crime and may be equipped with emergency lights, sirens, fire extinguishers, medical equipment, shotguns, safety traffic vests, and other items. Some patrol cars have radar units to better enforce traffic laws. Some UW departments use mobile data computers to access national law enforcement information and communicate with other officers.

Several UW departments currently use in-car video cameras. Mobile video and audio recording (MVR) equipment installed in police vehicles, for example, can document incident activity, increase the likelihood of successful prosecution, increase officer safety, reduce liability, decrease frivolous complaints, and record suspect behavior. UW-Madison notes that MVR equipment is used: 1) to gather and preserve evidence in felony or serious traffic crimes; 2) to assist in the assessment of contacts between police officers and the public; and 3) to assist in the assessment of police officers assigned to field training.

Other technology, such as video systems used in buildings, is used to detect and prevent criminal activity. Several UW police and security departments are responsible for monitoring such video systems. UW-Superior notes that the campus is moving toward using additional cameras on campus; they are now used in residence hall lobby and common areas.

IACLEA notes that the campus protection agency should maintain an accurate system of reporting and documenting criminal and security incident occurrence in order to identify trends or problem areas and to direct crime prevention programs and initiatives. UW institutions use a variety of records management systems to meet requirements and facilitate daily operations. UW-Madison and UW-Milwaukee, as well as several smaller UW institutions, for example, report use of a system that integrates records management with computer-aided dispatch. UW-Stout, on the other hand, maintained only basic records necessary for uniform crime reporting at the time of our review. ***We recommend that UW institutions ensure that adequate funding is***

made available to meet police and security equipment needs, including an adequate records system for mandated reporting requirements.

Arming Status

Campus police officers and security officers face risks inherent in the performance of their job functions, such as making traffic stops or responding to reports of crimes in progress. A "Risk to Police is Rising on College Campuses" article notes that campus police face increasing risks, primarily from the non-academic community nearby. Police officers may be equipped with lethal, less lethal, and non-lethal weapons; security officers are not provided lethal weapons, but use items such as pepper spray or batons.

Several UW institutions periodically revise their policy related to arming officers. Policies may call, for example, for not arming police officers, limiting arms to specific hours of operation, or storing arms in vehicles without easy access. Several UW police departments have recently become armed, based on decisions from a variety of sources. Two examples are listed below:

- *UW-Oshkosh*: Police officers at UW-Oshkosh were not armed at all times; one officer filed a grievance in 2000 stating that the campus was not providing equipment necessary to safely and effectively carry out the duties of the job. A resulting arbitration ruling found that firearms are a necessary tool or piece of equipment for police officers to safely carry out their duties. This ruling was based on several factors: 1) a review team had previously found that employees who have specific job responsibilities are entitled to an opportunity for reasonable self-defense if faced with a situation where deadly force is used against them; 2) a significant number of arrests by campus police (49%) involve non-university affiliated persons, with the increasing presence of offender weapons; and 3) campus police officers are certified and trained officers with arrest powers, who must confront offenders in unpredictable and potentially dangerous situations.

- *UW-La Crosse*: The UW-La Crosse Weapons Task Force found the campus community divided on the issue of arming officers in 2002. Those opposed to arming noted, in part, that: 1) city police are equipped to handle situations where weapons are needed; 2) other, less lethal, methods are available; 3) accidental misfires could occur; and 4) armed officers would protect themselves, but not protect others. Those in favor of arming officers noted: 1) university officers are trained and certified in the use of weapons; 2) city police cannot always respond in a timely manner; 3) arming officers is proactive; 4) changing times and increased threats to individual and campus safety require arming; and 5) the safety of both officers and the campus community is enhanced. The Task Force recommended arming and made several additional related recommendations, including: changing the department name from protective services to university police; establishing written policies on gun usage, storage and training; and examining options for the addition of less lethal weapons.

According to the UW-Oshkosh arbitration ruling, UW police officers must be armed in order to safely carry out their duties. Table 3 summarizes the arming status of UW police departments as of spring 2004.

Table 3
UW Institution Police and Security Departments
Armed-Officer Status

UW INSTITUTION	ARMING STATUS	HISTORY
Eau Claire	Armed since 1994	Decision by chancellor.
Green Bay	Armed	Chief met with governance groups in mid-1990s to obtain approval for arming.
La Crosse	Armed since August 2002	Student-initiated as a result of several factors, including serious crimes surrounding campus area, 9/11/01, and administrative changes. Police officers made request of chancellor, Weapons Task Force was charged with the review.
Madison		Armed
Milwaukee		Armed
Oshkosh	Armed	Officers were previously limited to arming during bank escorts; requested arming at all times. Case went to arbitration, which decided in favor of arming officers in 2000.
Parkside	Armed	Armed in 1970s for bank runs only; arms secured in squad car or trunk during early 1990s; officers took the issue before an interim chancellor in 1996 and were armed.
Platteville	Armed since October 2002	Officers requested arming after 9/11/01; chancellor suggested taking issue before various governance groups.
River Falls	Unarmed	Security only.
Stevens Point	Unarmed	New chief has not requested arming and is studying the issue. Chief and detective are certified police officers.
Stout	Fully armed since 2002	Prior to 2002, officers armed between the hours of 5:00 p.m. and 7:00 a.m.; officers requested full arming after 9/11/01 and chancellor approved.
Superior	Armed	Police officers armed; security officers use pepper spray.
Whitewater		Armed

Source: University police and security department staff

While some UW campus police limit weapons to handguns, other UW police departments employ the use of shotguns and rifles. Several UW police chiefs have noted that they would like their departments to use less lethal weapons, since there is a move underway for consumers to expect less lethal force. UW-Madison has recently received some less lethal weapons, such as Tasers (50,000-volt guns). UW-Superior is currently training one security officer in the use of Tasers. Legislation has been proposed to authorize security officers to use Tasers. Tasers have become popular with law enforcement agencies throughout the country, but the results of Taser use are still being evaluated. The city of Milwaukee police, for example, are using Tasers on a one-year trial basis.

IACLEA has addressed the arming issue in a position statement: “The decision whether or not to arm campus officers is one related to program. If the campus provides a full service law enforcement agency to members of the campus community, the officers should be armed.” The

position statement further notes that campus law enforcement personnel who are provided any defensive weapons should be trained to the standards established for use by the state. In accordance with the IACLEA position and the UW System arbitration ruling, ***we recommend that UW institutions provide certified police officers responsible for law enforcement functions with necessary lethal, as well as less-lethal and non-lethal, arming options.***

Communication Equipment

Public safety agencies use a wide variety of technologies and equipment for communication. Communication systems are often planned and acquired without adequate consideration of interoperability. The 2001 terrorist attacks reaffirmed the importance of communications interoperability, the compatibility of differing systems, and the ability for effective information flow to occur among law enforcement agencies and their constituencies.

UW agencies, like many others nationwide, currently experience interoperability problems due to incompatible or aging equipment, lack of funds, or other factors. Some UW departments are unable to communicate directly with local authorities. UW-Platteville, for example, reports that the city police now use digital equipment, and officers can no longer communicate directly, but must communicate through the dispatch center. UW-Milwaukee campus police also reported having equipment incompatible with city and county officers at the time of our review. Other UW campuses report that their current system does not provide coverage even among their own staff, within their jurisdiction. UW-Stout, for example, reports that some internal communication ability has been lost within buildings because the city recently moved the tower/antennae.

UW-Parkside, on the other hand, reports that radios were updated through a county-wide interoperability grant, and all agencies can now communicate. Temporary solutions to incompatible systems also may be available. UW-La Crosse uses the sheriff's department to patch into the city police. Given the importance of having effective communication systems, ***we recommend that all UW institutions ensure that interoperability with local agencies is considered when assessing future communication needs.***

Information is exchanged between law enforcement agencies partly through use of the TIME system, which is administered and audited by the Wisconsin Department of Justice's Crime Information Bureau. TIME is a central repository of numerous local, state, and national data files, such as files from the National Crime Information Center (NCIC) and Crime Information Bureau (CIB) made available to authorized law enforcement staff for purposes of traffic stops or criminal investigations. Most UW departments access the TIME system in various ways, such as through a central computer at police headquarters, mobile data computers in police vehicles, an external dispatching service, or eTIME. The FBI mandates strict controls on the use of the TIME system to ensure that improper use or release of information does not occur. User agencies must ensure both physical and personnel security.

The capabilities of telephone equipment are also important. Some UW departments, for example, believe that recording all incoming calls is a necessity; others do not have recording capabilities. Wisconsin Law Enforcement Accreditation Group (WILEAG) requires that

agencies have the capability of immediate playback of recorded telephone and radio conversations.

Special emergency phones, often called blue-light phones, usually connect directly with the campus police. Emergency call boxes provide several benefits, such as: allowing for crime reporting as it happens; providing easy access to phones through strategic locations, including remote areas; building positive community relations; and serving as a deterrent to potential criminal offenders. These phones, however, can result in unnecessary calls, repair problems, and high installation costs. All but two of the four-year UW institutions and several UW Colleges currently have an emergency telephone system in place for exterior emergencies. UW-Parkside is in the process of obtaining a blue-light system, and UW-Stout reports that emergency phones are not currently planned.

FUNDING

UW institutions rely largely on general purpose revenue (GPR) to provide police and security services. The largest share of costs is for staffing. UW institutions also pay a municipal service fee for policing services provided by their local law enforcement agencies. This fee, assessed annually through the Wisconsin Department of Administration, is for police, fire, and waste services that municipalities provide to state government agencies. The fee is based on the value of agency facilities. For fiscal year (FY) 2004, the UW share of municipal service expenditures for UW System facilities was more than $7 million, based on the non-GPR percentage of the total UW System budget. Also, UW-Milwaukee contracts with the city of Milwaukee Police Department (MPD) for additional services during periods of peak need. Under this agreement, MPD officers patrol the neighborhood immediately surrounding UW-Milwaukee to enhance public safety.

As a supplement to GPR, other sources of funding, both internal and external, are used to provide adequate coverage for the policing and security function. We reviewed GPR and other revenue sources, as well as grant funding.

General Purpose and Other Revenue

University police and security departments are funded, for the most part, by GPR. Salaries and fringe benefits account for the greatest share of expenses. Supply budgets are sometimes small, making it difficult for some UW departments to fund training, basic equipment, and technological needs. UW-Stout, for example, spent almost $12,000 for fleet lease payments out of its $34,000 total supplies during 2003-2004. Few capital purchases are made by university public safety departments. Several UW departments also have program revenue accounts (Fund 128) available for their use. Table 4 shows UW departments' GPR expenditures for FY 2004. Detail on GPR expenditures, as well as police and security departments' program revenue accounts, are provided in Appendix A.

Table 4
UW Police and Security Departments
GPR Expenditures: FY 2004

EXPENDITURE ITEM	AMOUNT
Permanent salaries	$10,253,747
LTE/Student salaries	1,242,863
Fringe benefits	4,728,605
Supplies and expenses	1,724,368
Capital	169,693
Sales credits*	(2,057,771)
Total	$16,061,511

*Revenues received from internal or external sources for services rendered.
Source: PeopleSoft Accounting Records.

UW institutions have used a variety of methods to provide additional funding for public safety services in addition to charging departments for providing services at special events. Activities that benefit from policing services may fund positions or provide lump sum reimbursements. Examples include:

- Ten UW police and security departments received support from their institutions' parking accounts for FY 2004, in return for some or all parking enforcement activities. The UW-Superior Campus Safety office, for example, provides most of the campus parking enforcement needs, while UW-Stout police primarily limit enforcement activities to non-routine situations, such as overnight, handicapped, and fire lane violations.

- Four UW departments receive some support from their departments of residence life. A significant amount of protective service is associated with the resident population on university campuses. The 2003 UW-Oshkosh annual police report notes that 40% of the demand for police services was in the residence halls.

- UW-Milwaukee university police have a mechanism in place to be reimbursed for alarm monitoring.

- UW police and security departments, except for UW-River Falls, are reimbursed on a chargeback basis for providing security at certain special events. Some departments provide service at no cost to certain events, such as commencement. Chargeback rates for special events are recalculated periodically by the UW departments and range from $10.50/hour at UW-Stout to $35/hour at UW-Eau Claire.

Table 5 shows examples of expenditures from sources other than general purpose revenue.

Table 5
UW Police and Security Departments
Examples of Other Funding Sources and Expenditures: FY 2004

UW INSTITUTION	FUNDING SOURCES AND USES
Eau Claire	Parking funds: Police officer and security officer position; LTE and student help, $14,288; supplies, $14,288.
Green Bay	Parking funds: $57,400. Residence Life funds: $57,400. Student Center funds: $25,200. Caregiver background check on chargeback basis.
La Crosse	Parking funds: Police chief, 50%; program assistant; police officer position. Residence life funds: Police officer position, 50%. Telephone Services account: dispatching and alarm monitoring services.
Madison	UW Hospital reimbursement: $1,505,363. UW Athletic Department reimbursement: $381,892.
Milwaukee	Parking funds: $88,000. Alarm monitoring fee to all users. Caregiver background check and pre-employment checks on chargeback basis. Chargeback rate to non-university operations. Security system false alarm fees.
Oshkosh	Parking funds: Police officer position. Residence Life funds: CSO patrol program; partial funding of student dispatch.
Parkside	Parking funds: Police chief, 20%; one and one-half officers; dispatcher; various equipment, such as squad cars.
Platteville	Parking funds: Police officer position will be funded in 2004.
River Falls	Parking funds: Police chief, 50%; security officer, 50%; program assistant, 50%; student salaries, 75%.
Stevens Point	Residence Life funds: Year-end security, $6,375. Switchboard services: $3,000.
Stout	Parking funds: Police chief, 45%; sergeant; program assistant, 50%.
Superior	Parking funds: $39,744. Vending revenue: $49,310. Motorist assistance on charge basis.
Whitewater	Parking funds: $85,000.

Source: UW institution-supplied information

Since some UW police and security departments cite a lack of resources regarding adequate staffing, necessary equipment to meet operational needs, or the need for more crime prevention programs, ***we recommend that UW institutions provide adequate GPR support and explore increasing funding sources through additional chargeback processes.***

Federal and State Grants

Many UW police and security departments have received grants from various sources. Two major federal grant programs have included the systemwide Homeland Security Grant and Community Policing funding:

• *Systemwide Homeland Security Grant*: Federal Homeland Security funding is awarded through the State of Wisconsin's Office of Justice Assistance for a variety of equipment needs, including personal-protective, interoperable-communications, detection, and physical-security enhancements. Representatives from UW institutions compiled a grant proposal listing equipment needs of more than $1.4 million. UW System has been awarded limited funding; the majority of funding has been allocated to UW-Madison.

• *Community Policing*: The U.S. Department of Justice Office of Community Oriented Policing Services (COPS) provides funding to local law enforcement agencies for a wide range of community policing activities. COPS supports strategies to advance community policing through innovative techniques and technologies. UW-Green Bay, Madison, Parkside, and Stout participated in this program. UW-Stout, for example, received COPS funding for two years for a student escort service.

Several UW departments have participated in other grant programs, such as body armor, weapons, and Violence Against Women grants. UW-Eau Claire, for example, received financial support from the state Department of Transportation for pedestrian and bicycle safety over a several-year period, ending in 2003. This program is considered a model program for university campuses in Wisconsin because it concentrated on intoxicated pedestrians and the prevention of crashes.

Some UW police chiefs cite limited time and resources as reasons for not pursuing more grants. Other UW institutions, such as UW-Superior and Platteville, reported that grant proposals have been denied, due to low crime rates. ***We recommend that UW institutions explore more grant opportunities and consider grant proposals as a method to increase financial resources.***

PROGRAM EVALUATION AND QUALITY ASSESSMENT EFFORTS

Campus police and security departments can be evaluated in numerous ways. Our review focused on the accreditation process, accountability efforts, and the possible role UW System could take in policing and security operations.

Accreditation

Accreditation is a way of helping institutions evaluate and improve their overall performance. Several studies have noted that accreditation may help law enforcement agencies defend themselves more effectively against lawsuits and citizen complaints, as well as providing a management system of written directives, sound training, and clearly defined lines of authority that support decision making and resource allocation. There are three law enforcement accreditation programs: The Commission on Accreditation of Law Enforcement Agencies (CALEA), the International Association of Campus Law Enforcement Administrators, and the Wisconsin Law Enforcement Accreditation Group. IACLEA accreditation is currently in a pilot stage, with four campuses nationwide participating.

UW police departments are not accredited, reporting that the time or money to seek accreditation is not available and that costs of accreditation outweigh the benefits. Only the UW-Milwaukee university police are in the process of seeking accreditation through WILEAG, although the chief reports that it will be a long process. In a review of CALEA-accredited agencies, we found few universities had attained accreditation, although the University of Arizona, Arizona State, Georgia State, University of Michigan, University of Florida, University of North Carolina, and the University of Missouri are among the universities accredited by CALEA.

IACLEA notes that accreditation can assist in identifying the need for equipment; improve the level of professionalism; document the need for the department in the institutional setting; create accepted, uniform practices for campus departments; reduce liability issues; and improve record keeping. Meeting accreditation standards is a long-term process that can involve a significant investment of staff time and resources. However, applying accreditation standards can be useful, even for UW institutions not seeking accreditation, for identifying ways to improve operations. ***We recommend that UW institutions apply accreditation standards to their police and security operations and pursue accreditation, where feasible.***

Accountability Efforts

UW institutions have implemented a variety of accountability and assessment measures. Several UW institutions, for example, have used police advisory boards at one time or another. The boards function as a resource to the department and also as an internal review panel to ensure that goals and objectives are established and attained. Advisory boards can also be used to facilitate communication between the campus community and the police department. UW-Milwaukee, for example, uses a Campus Security Committee to discuss new policy initiatives and other issues.

Some departments have undergone assessments during special studies. These include:

- *UW-Oshkosh review*: Peer police chiefs conducted the review in 1998 to assess the status and authority of campus police, staffing, organization and management, police and community interaction, policies and procedures, and goals and objectives in order to make recommendations to improve the department's capacity to effectively and efficiently perform its mission.
- *UW-River Falls campus crime prevention study group*: The Campus Crime Prevention Study Group, using the IACLEA Campus Protection Practices for Colleges and Universities criteria, reviewed the institution's ability to ensure, to the fullest extent possible, the safety and security of the university community.

- *UW-Superior campus safety audit*: UW-Superior completed a model checklist, developed by the Security on Campus, Inc. organization, to assess campus safety in various areas, including dorm security, campus security, and parental involvement.

- *UW-Green Bay campus safety task force*: Students at UW-Green Bay established a Campus Safety Task Force in order to study campus safety. Recommendations included exploring

alternatives for nightly building locks to free up public safety staff for patrolling and response, establishing an ongoing communication plan to convey safety messages to the student population throughout the year, and considering implementation of a neighborhood watch, safe-walk, or safe-ride program.

• *UW-Madison strategic planning process*: The first of three strategic planning processes at UW-Madison was initiated in 1991; current goals include furthering cooperation between the department and other law enforcement agencies, establishing an information system that facilitates communication between internal and external customers, and assisting in the creation of a safer environment through crime prevention, community policing, and outreach services.

Several UW departments have also established or are establishing online customer surveys, since the effectiveness of policing can be assessed, in part, through police-citizen encounters. Citizen surveys can be designed to monitor expectations of police services.

According to an IACLEA position statement, "A campus law enforcement agency is accountable to the community which it serves. The actions of individual members of the agency must conform to community standards and expectations. Review systems need to be established which will ensure this accountability." ***We recommend that UW institutions establish accountability processes, such as advisory boards, customer surveys, or self-evaluations, for their police and security operations.***

UW System Role in Promoting Accountability

UW System has recently facilitated monthly teleconferences for the police and security directors, and feedback is generally positive. Directors welcome a forum for discussing issues unique to the UW institutions. UW System, however, does not fund a position to provide direction to the campus policing and security functions. Staff at several UW institutions believe that UW System should provide some limited oversight of the policing operation, at least to advise and advocate. Suggested areas for involvement include establishing UW System standards or guidelines and developing comparable statistics to better meet reporting needs, such as for the Clery Act. Staff at other UW institutions believe that each campus is unique and, as such, autonomy is required to meet specific campus needs.

We examined efforts at some peer university systems to identify what types of policing-related functions their administrations perform. We found, for example:

• *University of Texas (UT) System*: The UT system has a director of police, whose responsibilities include: 1) providing advice and counsel in matters affecting police operations; 2) developing, promoting, and disseminating information for improving police practices; 3) fostering cooperation between and among UT component chiefs of police and other law enforcement administrators; 4) continually updating standards for the recruitment and training of qualified persons for police employment; 5) encouraging compliance with the highest professional standards of performance and conduct; and 6) publishing statistics for the system.

• *University of California (UC) System*: UC maintains a systemwide web site and annual report for its nine universities. Crime statistics are published for the system, as well as for individual campuses. The annual report also includes university-wide tables and charts on offenses, clearance rates, and miscellaneous activity. Ratios of police officers to students, faculty, and staff are provided for each institution. The chief from one of the UC campuses serves as coordinator for the annual report.

• *California State University System*: California State has a legal specialist assigned to police issues.

As noted, individual UW institutions have used advisory boards to serve as a resource to the police or security department, provide an internal review mechanism for policies and procedures, and act as a liaison with the university community. Similar functions could prove valuable at the system level. ***We recommend the UW System Office of the President appoint an advisory board to serve as a systemwide resource for UW police and security departments.*** The board could be composed of several UW police and security directors, with the involvement of legal counsel, risk managers, students, and representatives from other appropriate fields, as needed. Such a board could provide guidance and advice in the following areas: 1) the law enforcement role of security officers within the UW System and minimum training standards for these officers; 2) interagency agreements; 3) mandated policies; 4) jurisdictional legislation; 5) minimum institutional service levels and standards in such areas as staff coverage, records systems, crime prevention training, and crime prevention activities; and 6) equipment standards, including arms, for all certified officers.

CONCLUSION

Public safety services within the UW System vary widely. Wisconsin statutes provide authority for campus police operations, and each UW police or security department operates relatively autonomously. UW police and security departments offer an ever-increasing array of services, resulting in increased demands on existing resources.
We have recommended that the UW Board of Regents:

• determine and define in policy the minimum acceptable police and security service model while allowing for institutional flexibility to establish higher levels of service (p. 5);

• define the enforcement role of security officers within the UW System (p. 6); and

• endorse minimum UW police and security staffing levels (p. 18).

We have recommended UW institutions:

• ensure that the policies state law requires are established, implement a periodic review process to maintain compliance, and provide the campus community a role in policy development (p.7);

• work collaboratively with local law enforcement agencies to establish agreements for assistance and service that clearly define responsibilities (p. 11);

• provide adequate funding support for crime prevention activities (p. 15);

• ensure that staff support is adequate to provide appropriate coverage (p. 18);

• ensure that adequate training is provided to meet the responsibilities assigned to their security officers (p. 19);

• evaluate dispatching costs and explore opportunities for cost savings and improved effectiveness, such as through campus communication centers (p. 20);

• ensure that adequate funding is made available to meet police and security equipment needs, including an adequate records system for mandated reporting requirements (pp. 21-22);

• provide certified police officers responsible for law enforcement functions with necessary lethal, as well as less-lethal and non-lethal, arming options (p. 24);

• ensure that interoperability with local agencies is considered when assessing future communication needs (p. 24);

• provide adequate GPR support and explore increasing funding sources through additional chargeback processes (p. 27);

• explore more grant opportunities and consider grant proposals as a method to increase financial resources (p. 28);

• apply accreditation standards to their police and security operations and pursue accreditation, where feasible (p. 29); and

• establish accountability processes, such as advisory boards, customer surveys, or self-evaluations, for public safety operations (p. 30).

Finally, we have recommended the UW System Office of the President appoint an advisory board to serve as a systemwide resource for UW police and security departments (p. 31).

Appendix
UW Police and Security Departments
GPR Expenditures: FY 2004

UW	Fund-DeptID	Permanent Salaries	LTE/ Student	Fringe Benefits	S & E	Capital	(Sales Credits/ Revenue)	Total
EAU	102-028801	506,781	24,917	249,234	30,529	0	(315)	811,146
GBY*	102-401210	229,158	7,243	120,241	0	0	0	356,642
LAC	102-074400	233,979	0	122,858	26,623		(28,417)	355,044
MSN	101-776000	1,733,784	4,260	886,883	255,669	45,283	(1,714,863)	1,211,017
	101-776100	1,514,142	1,530	606,731	20,413			2,142,816
	101-778000	768,536	35,821	295,152	11,471		(10)	1,110,970
	101-778100	267,140		103,444	75			370,659
	101-770100	400,503	2,784	140,652	821,309	110,433		1,475,681
MIL	101-027000	1,885,334	79,0114	843,847	214,350	13,977	(96,938)	3,650,684
	101-027030				85,021			85,021
OSH	102-258900	567,265	42,568	278,764	29,262		(36,719)	881,140
PRK	102-200100	370,389	41,102	206,247	29,392		(9,992)	637,138
PLT	102-311050	298,779	25,411	141,696	21,079			486,965
RVF	102-714400	245,836	21,530	107,940	26,164			401,470
STO	102-856001	321,089	38,106	178,967	34,099		(6,374)	565,888
STP	102-154000	274,202	66,367	129,515	31,091		(9,747)	491,429
	102-154001		115,574	1,227			(12,843)	103,958
SUP	102-714403	128,201	22,128	75,870	16,960		(39,787)	203,373
WTW	102-305000	508,629	3,408	239,337	70,861		(101,766)	720,470

*Police chief salary not included.

Fund 128 (Auxiliary Operations) Expenditures
FY 2004

UW	Fund-DeptID	Permanent Salaries	LTE/ Student	Fringe Benefits	S & E	Capital	(Sales Credits/ Revenue)	Total
EAU	128-841001	65,041	14,288	37,475	14,288		(2,127)	128,965
GBY	128-401210	70,784	21,953	43,440	2,640	838	(156,929)	(17,274)
LAC	128-074404				2,339		(1,205)	1134
MSN	128-778000	216,626		90,287	31,484		(322,464)	60,932
MIL	128-027010	55,927	83,002	30,072	3,375		(164,348)	8,028
OSH	128-258920				5,162		(1,851)	3311
STP	128-154002				846			846
	128-154003				2,073		(3,120)	(1047)
	128-154005				638		(20)	618
SUP	128-714480	30,298		19,012			(1,488)	47,822

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Appendix M

State Statute 36.11 (2)

(2) POLICE AUTHORITY. (a) The board shall have concurrent police power, with other authorized peace officers, over all property subject to its jurisdiction, and all property contiguous to such property at the University of Wisconsin−Parkside if owned by a nonprofit corporation the primary purpose of which, as determined by the board, is to benefit the system. Such concurrent police authority shall not be construed to reduce or lessen the authority of the police power of the community or communities in which a campus may be located. All campus police officers shall cooperate with and be responsive to the local police authorities as they meet and exercise their statutory responsibilities. The designated agents of the board may arrest, with or without warrant, any person on such property who they have reasonable grounds to believe has violated a state law or any rule promulgated under this chapter and deliver such person to any court having jurisdiction over the violation and execute a complaint charging such person with the violation. This subsection does not impair the duty of any other peace officers within their jurisdictions to arrest and take before the proper court persons found violating any state law on such property.

(b) The board may employ police for the institutions and chiefs to head such police, or contract for police, all of whom shall be deemed peace officers under s. 939.22 (22) under the supervision and control of the appropriate chancellor or the chancellor's designees. Such police officers shall meet the minimum standards established for other police officers by the law enforcement standards board or a comparable agency. Such police shall preserve the peace on all property described under par. (a), enforce all rules promulgated under this chapter and all other laws, and for that purpose the chancellor or the chancellor's designee may call for aid from such other persons as is deemed necessary.

Cross Reference: See also ch. UWS 18, Wis. adm. code.

Appendix N

Workplace Violence and Threat Assessment Training

UW Campus	Training provided to campus community	How often is training provided	Are Police Threat Assessment Trained
Eau Claire	**No**	**N/A**	**No**
Green Bay	**Yes**	**Upon request**	**No**
La Crosse	**No**	**N/A**	
Madison	**Yes**	**Upon request**	**Yes**
Milwaukee	**No**	**N/A**	**No**
Oshkosh	**No**	**N/A**	**No**
Parkside	**No**	**N/A**	**No**
Platteville	**No**	**N/A**	**No**
River Falls	**No**	**N/A**	**No**
Stevens Point	**No**	**N/A**	**No**
Stout	**Yes**	**Upon request**	**No**
Superior	**Yes**	**Upon request**	**No**
Whitewater	**Yes**	**Upon request**	**No**

Appendix O LRB-3368/5

2003-2004 LEGISLATURE MGD:jld:pg

2003 ASSEMBLY BILL 766

January 27, 2004 − Introduced by Representatives J. WOOD, KREIBICH, PLOUFF, TOWNSEND, MUSSER, HINES, F. LASEE, VRAKAS, STONE, KERKMAN, BIES and OWENS, cosponsored by Senators SCHULTZ and ZIEN. Referred to Committee on Colleges and Universities.

AN ACT ***to amend*** 175.40 (5) (a) and 175.40 (5) (d) (intro.) of the statutes; **relating to:** authority of University of Wisconsin System police to make arrests off campus.

Analysis by the Legislative Reference Bureau

Current law grants the Board of Regents (board) of the University of Wisconsin (UW) System joint authority with local governments to exercise police power on the property of UW institutions. In exercising that power, UW police must cooperate with and be responsive to other local law enforcement agencies. In addition, under current law, if a law enforcement officer, including a UW police officer, has territorial jurisdiction that is wholly or partially within a county and the officer has authority to arrest a person within that jurisdiction, he or she may arrest a person anywhere in that county if: 1) the law enforcement agency employing the officer has adopted policies regarding investigations and arrests occurring in other jurisdictions; and 2) the county has a population of 500,000 or more (making Milwaukee County the only county to which this provision currently applies).

This bill authorizes UW police assigned to a given campus to make arrests anywhere in the county in which the UW campus is located if the board authorizes them to do so and adopts policies regarding investigations and arrests occurring off campus.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 175.40 (5) (a) of the statutes is amended to read:

175.40 **(5)** (a) For If a University of Wisconsin System police officer has law enforcement responsibilities for a campus in a particular county, or, in the case of any county having a population of 500,000 or more, if any law enforcement officer has territorial jurisdiction that is wholly or partially within that county, and the officer has authority to arrest a person within the officer's territorial jurisdiction, the officer may arrest that person anywhere in the county.

SECTION 2. 175.40 (5) (b) of the statutes is renumbered 175.40 (5) (b) (intro.) and amended to read:

175.40 **(5)** (b) (intro.) A law enforcement officer specified in par. (a) has the

additional arrest authority under this subsection only if the all of the following apply:
1. The officer's law enforcement agency has adopted policies under par. (d) and the officer complies with those policies.

SECTION 3. 175.40 (5) (b) 2. of the statutes is created to read:

175.40 **(5)** (b) 2. In the case of a University of Wisconsin System police officer, the board of regents of the University of Wisconsin System has authorized officers for the campus to which the officer is assigned to exercise that authority.

SECTION 4. 175.40 (5) (d) (intro.) of the statutes is amended to read:

175.40 **(5)** (d) (intro.) In order to allow its officers to exercise authority under par. (a), University of Wisconsin System police under s. 36.11 (2) and a law enforcement agency for a municipality or county must shall adopt and implement written policies regarding the arrest authority under this subsection, including at least all of the following:

(END)

Appendix P **Date of enactment: March 22, 1996**

1995 Assembly Bill 861 **Date of publication: March 25, 1996**

1995 WISCONSIN ACT 174

AN ACT ***to renumber and amend*** 16.84 (11); ***to amend*** 16.84 (2); ***to repeal and recreate*** 778.25 (1) (a) 6.; and ***to create*** 16.846 and 778.25 (1) (a) 6. of the statutes; **relating to:** the enforcement of rules promulgated by the department of administration concerning the use, care and preservation of property under the department's control and granting rule–making authority.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 16.84 (2) of the statutes is amended to read:

16.84 **(2)** Appoint such number of security police officers as is necessary to safeguard all public property placed by law in the department's charge, and provide, by agreement with any other state agency, police and security services at the historical society headquarters building located at 816 State street and the historical society museum located at 30 N. Carroll street in the city of Madison upon reimbursement therefor by the society. When authorized by the buildings and facilities owned, controlled or occupied by the other state agency. The governor, or the department shall appoint such number of security may, to the extent it is necessary, authorize police officers as is necessary employed by the department to safeguard state officers, state employes or other persons. All such security officers may arrest, with or without warrant, any person violating any law within or around any of said properties or in the presence or vicinity of said state officers or other persons being safeguarded by authorization of the governor A police officer who is employed by the department and who is performing duties that are within the scope of his or her employment as a police officer has the powers of a peace officer under s. 59.24, except that the officer has the arrest powers of a law enforcement officer under s. 968.07 regardless of whether the violation is punishable by forfeiture or criminal penalty. The officer may exercise the powers of a peace officer and the arrest powers of a law enforcement officer while located anywhere within this state. Nothing in this subsection limits or impairs the duty of the chief and each police officer of the police force of the municipality in which the property is located to arrest and take before the proper court or magistrate persons found in a state of intoxication or engaged in any disturbance of the peace or violating any state law, except s. 16.843 (2), in or around any of said properties located in the municipality in which the property is located, as required by s. 62.09 (13).

SECTION 2. 16.84 (11) of the statutes is renumbered 16.846 (1) (a) and amended to read:

16.846 **(1)** (a) Prepare, publish The department shall promulgate under ch. 227, and shall enforce or have enforced, rules of conduct for the several buildings for which property leased or managed by the department has managing authority. Any . Unless the rule specifies a penalty as provided under par. (b), a person found guilty of violating one of these rules a rule promulgated under this subsection shall, unless the rule violated prescribes * Section 991.11, WISCONSIN STATUTES 1993–94: Effective date of acts. "Every act and every portion of an act enacted by the legislature over the governor's partial veto which does not expressly prescribe the time when it takes effect shall take effect on the day after its date of publication as designated" by the secretary of state [the date of publication may not be more than 10 working days after the date of enactment].

1995 Assembly Bill 861

a lesser penalty, be fined not more than $100 or imprisoned for not more than 30 days, or both.

SECTION 3. 16.846 of the statutes is created to read: **16.846 Rules relating to use, care and preservation of property under department control.**

(1) (b) A rule promulgated under par. (a) may provide that a person who violates the rule is subject to one of the following: 1. A lesser criminal penalty than the criminal penalty specified in par. (a). 2. A forfeiture of not more than $500.

(2) A forfeiture under sub. (1) (b) 2. may be sued for and collected in the name of the department before any court having jurisdiction of such action. An action for a forfeiture under sub. (1) (b) 2. may be brought by the department, by the department of justice at the request of the department, or by a district attorney.

(3) All fines imposed and collected under this section shall be transmitted to the county treasurer for disposition in accordance with s. 59.20 (5) and (8). All forfeitures, including forfeitures of posted bail, if any, imposed and collected under this section shall be transmitted to the county treasurer for disposition in accordance with ss. 778.13 and 778.17.

SECTION 4. 778.25 (1) (a) 6. of the statutes is created to read: 778.25 **(1)** (a) 6. Under an administrative rule promulgated by the department of administration under s. 16.846 brought against an adult in circuit court or against a minor in the court assigned to exercise jurisdiction under ch. 48.

SECTION 5. 778.25 (1) (a) 6. of the statutes, as created by 1995 Wisconsin Act .... (this act), is repealed and recreated to read: 778.25 **(1)** (a) 6. Under an administrative rule promulgated by the department of administration under s. 16.846 brought against an adult in circuit court or against a minor in the court assigned to exercise jurisdiction under chs. 48 and 938.

SECTION 6. Effective dates. This act takes effect on the day after publication, except as follows:

(1) The repeal and recreation of section 778.25 (1) (a) 6. of the statutes takes effect on July 1, 1996, or on the day after publication, whichever is later.

Appendix Q

Radio Interoperability

UW Campus	Adequate Radio Interoperability	Cost to Achieve
Eau Claire	Yes	$0
Green Bay	No	$15,000
La Crosse	No	$2,900
Madison	Yes	$21,000
Milwaukee	Yes	$0
Oshkosh	Yes	$0
Parkside	Yes	$0
Platteville	Yes	$0
River Falls	No	$2,000
Stevens Point	No	$0
Stout	Yes	$12,500
Superior	Yes	$0
Whitewater	Yes	$0
TOTALS		**$53,400**

Appendix R

Timeline for the incident at VTU:

April 16, 2007

7:00 AM EDT	Seung-Hui Cho is seen near the entrance of West Ambler Johnston Hall
7:15 AM EDT	Cho shot his first victims in West Ambler Johnston Hall (Emily Hilscher and Ryan Clark) Cho returns to his dorm room in Harper Hall
9:01 AM EDT	Cho mails a package of writings and video recordings to NBC News. Package postmarked 9:01 AM
9:15 AM EDT	Cho enters Norris Hall
9:21 AM EDT	Cho goes to the second floor and peeks twice in Norris 207 (German class). This attack lasted approximately 9 minutes leaving 30 dead and wounding many more
9:30 AM EDT	As police arrive at the second floor of Norris Hall the hear a final shot as Cho shoots himself

Appendix S

Virginia Tech Shooting PowerPoint

UW System President Commission

On University Security in the

Wake of Virginia Tech

May 2007

Welcome

And

Introductions

Timeline 2007

May 9
May 23
June 1
June 30
July 12

Roles

- You
- Your Campus
- Your Area

Responsibilities

- Actively participate in meetings and e-mails
- Complete homework
- Represent your area and your campus
- Respectful – emotions, time constraints

Outcome

- Written Report of a Series of Broad Recommendations to the President and the Board of Regents

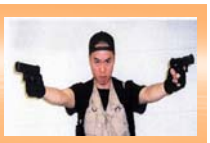
Mission Statement

To develop a series of recommendations for how University of Wisconsin System Institutions can collectively **prevent**, **intervene**, **respond**, **heal** and **resume operations** when confronted with the threat of or actual major violence (shootings) on one or more of its campuses.

Virginia Tech Shooting

Location:	Blacksburg, Virginia
Target:	Virginia Tech
Date:	Monday, April 16, 2007 7:15AM and 9:30AM – 9:50AM EDT
Attack type:	School shooting, mass murder, murder-suicide
Deaths:	33 (including the perpetrator)
Injured:	Number of injured withheld
Perpetrator:	Seung-Hui Cho

Perpetrator



- 23 year old Seung-Hui Cho
- Moved to US at age 8
- Senior Majoring in English at V Tech
- History of incidents
  1. Allegations of stalking
  2. Referrals to counseling
  3. 2005 declaration of mental illness by a Virginia special justice

– First Shooting

– Second Shooting

– Police Reaction

– Campus Reaction

– Media Reaction

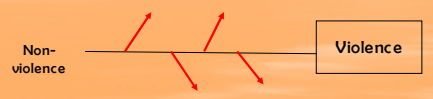
Violence is the end result of an understandable and often discernable process

No One "Snaps"

"Red Flags"

Differences Between Levels of Violence

Less → Extreme



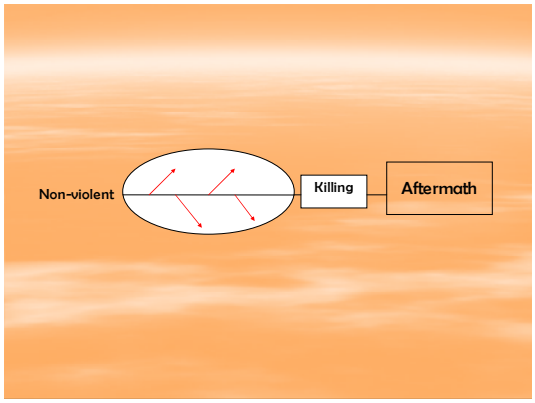
Killing
- 911
- Police Response
- Rapid Deployment
- Adequate Medical Care
- Perimeters Established

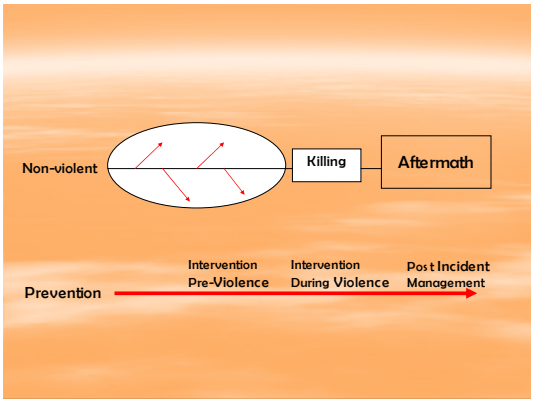
Aftermath

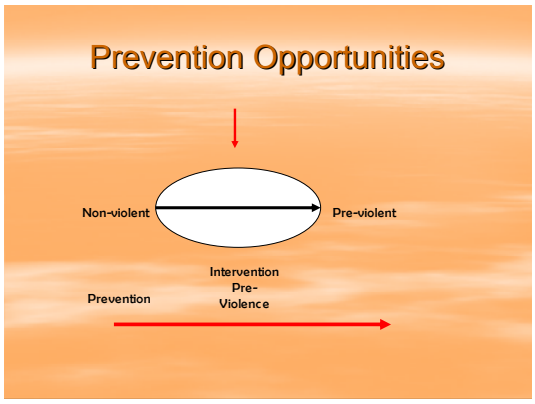
Initial Reaction
- Instant Messaging
- E-mails
- "Lock down"
- Access Control
- Activation of Campus Crisis Plan

Aftermath

- 24 Hour Media Descends
- Investigation by Police
- Blame game begins
- Press Conference
- Counseling Services
- Classes Cancelled
- University Closed


Non-violent
Killing
Aftermath


Non-violent
Killing
Aftermath
Prevention
Intervention
Pre-Violence
Intervention
During Violence
Post Incident
Management


Prevention Opportunities
Non-violent
Pre-violent
Prevention
Intervention
Pre-
Violence

Questions?