Vassar

MARGOLIS HEALY & ASSOCIATES

VASSAR COLLEGE

PUBLIC SAFETY MANAGEMENT STUDY

FEBRUARY 2015

FINAL REPORT

MARGOLIS HEALY®
SOLUTIONS FOR SAFE CAMPUSES®

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MARGOLIS HEALY®
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STATEMENT OF NEED

Founded in 1861, Vassar College is a highly selective, residential, coeducational liberal arts college. Consistently ranked among the top liberal arts colleges in the country, Vassar is renowned for pioneering achievements in education, for its long history of curricular innovation, and for the beauty of its campus.

Vassar College retained Margolis Healy & Associates, LLC (MHA or Margolis Healy) in July 2014 to conduct a Public Safety Management Study™ (PSMS™) of the Safety and Security Department by performing the necessary background research, document review, interviews, verification, and analysis to become familiar with the organization's orientation, operations, and related campus functions. Our assessment is intended to provide the College with a reasonable foundation from which to evaluate and make key decisions ranging from budgeting and resource allocation to operational strategy.

Our process involved interviews with members of the Safety and Security Department and campus stakeholders intended to elicit facts, opinions, and perceptions about Department operations and the tenor of relationships with the campus community. The assessment, in concert with College leadership, was an iterative process considering factors such as degree of risk, practicality, cost, disruption of campus life, and the educational mission and goals of Vassar College.

DISCLAIMER AND DISCLOSURE

Margolis Healy & Associates conducted this assessment and prepared this report at the request of Vassar College. The authors' opinions, findings, conclusions, and recommendations are provided solely for the use and benefit of Vassar College. Any warranties (expressed and/or implied) are specifically disclaimed. Any statements, allegations, and recommendations in this report should not be construed as a governing policy or decision unless so designated by other documentation. This report is based on the most accurate data gathered and available to Margolis Healy & Associates at the time of the assessment and presentation. Our recommendations may be subject to change in light of changes in such data.

SECTION I – METHODOLOGY

In accordance with Vassar College's wishes, MHA conducted a Public Safety Management Study of the College's Safety and Security Department and other related safety and security functions. The primary focus of this assessment was on the effectiveness of the Safety and Security Department's operations and an examination of allegations of racially biased security practices.

The team consisted of Team Leader MHA Managing Partner Steven J. Healy, MHA Senior Director Paul Verrecchia, MHA Manager Vicky Stormo, and MHA Associates Aaron Graves and Stacey Miller. We visited campus from Monday, Sept. 15 to Friday, Sept. 19, 2014. During our visit, we reviewed the areas under consideration and conducted interviews with a wide range of constituents, including students, faculty, staff, administration, and alumni. Our meetings with Vassar College community members included a mix of one-on-one and forum sessions. The forums were generally well attended and members of the community engaged in open dialogues with the MHA team about several issues of concern.

MHA assessed the College's public safety practices and programs against acceptable, promising, and reasonable practices in campus safety and security. MHA conducted substantive research, document review, site visits, interviews, verification, and analysis to become familiar with the various systems, procedures, and protocols in accordance with the MHA methodology described herein.

The information contained herein serves three general audiences and purposes. First, the observations and recommendations are organized to provide College leadership with a concise set of prioritized action items. Second, leadership can use the detailed information in the observations to understand specific areas of structure, policy and practice they should address. Third, the report provides the general campus community with an understanding of the orientation and functional success of the Safety and Security Department in relation to the outcomes of this review.

SECTION II – GENERAL OBSERVATIONS, ESSENTIAL CHALLENGES AND MASTER LIST OF RECOMMENDATIONS

We are confident, based on the interactions we've had with the Vassar College senior administration and the broader campus community, that the College is committed to creating a safe, secure, and respectful campus community. We believe there are several short and longer-term steps the College must take to enhance campus safety and security and improve overall campus climate.

We are extremely concerned about the state of the Vassar College Safety and Security Department. It was readily apparent during our time on campus that the Department does not have an appropriate infrastructure for effective strategic and operational management. Likewise, the Department does not have an effective written directive system to guide its officers in the daily conduct of their critical duties and responsibilities. It is this lack of up-to-date, effective policies, combined with several other factors, that likely contributes to the wide variation in performance and conduct among patrol officers. For example, some officers we interviewed stated that they are expected to stop individuals on campus after 10 p.m., but officers could not articulate the criteria for determining what to look for when making a decision to initiate some sort of contact. Other officers stated that they never stop individuals unless they observe suspicious or illegal activity. This type of complex legal decision and guidance must be formally articulated in written directives, constantly reinforced through training, and enforced through management and leadership.

While we were unable to definitively determine if Safety and Security officers purposely engage in biased-based policing due primarily to the lack of available data to analyze, we heard numerous anecdotal accounts from students, staff, faculty, and alumni who had experienced incidents in which they believe they were stopped because of their race. Interviewees relayed incidents on campus in which they were stopped while jogging, while walking at night, or leaving buildings or areas where they had legitimate access rights. Based on what we heard during our time on campus, it is obvious to us that there is a widespread perception that the Safety and Security Department engages in racial profiling. This perception is a significant dimension of the narrative regarding the Safety and Security Department's orientation. In our professional opinion, this perception is a reality that the College and the Department must address, regardless of whether or not the data exists to substantiate racial profiling.

In our professional opinion, the perception of racial profiling in the Safety and Security Department reflects larger campus climate issues related to diversity and inclusion. Vassar College has undertaken several well-considered

and effective initiatives to increase all types of diversity on campus and as a result, the campus has changed significantly over the past several years. However, it appears that the College has not implemented appropriate programming to orient students to their multicultural campus environment. This is problematic in several ways and several students of color expressed being treated disrespectfully by their peers. We believe it is important for the College to consider diversity and inclusion programming for the entire campus community. It is not uncommon for culture change to lag behind other forms of change. However, Vassar College should take steps now to build the culture change that will best support the diversity of its current campus community. These proactive steps will demonstrate the College's commitment to its diverse community. That commitment may be felt most strongly if the College seeks feedback from its community as to how the culture may be improved and allows community involvement in that effort.

Below, we identify the most critical issues uncovered during our review.

Department Leadership

The College is fortunate that it is in the position of selecting a new leader to manage the evolution and cultural change needed in Safety & Security. It is imperative that this new leader understands the contemporary challenges facing a campus public safety department and how to implement and manage this change. It is our understanding that the College has engaged a search firm to assist with this hire.

Recommendations

1. The College should continue the search process in earnest and ensure that the search committee reflects the diversity of the Vassar College community.

Written Directive System

The Department does not have a robust set of written directives capable of providing appropriate guidance to line-level officers and supervisors. A written directive system is a fundamental best practice for all campus public safety agencies, and is critical to mitigating the risks associated with providing security services to a campus community. In most cases, we found that the Safety and Security Department does not have policies addressing critical tasks or routine matters.

Recommendations

2. The College should consider pursuing accreditation through the Commission on Accreditation for Law Enforcement Agencies (CALEA) or the International Association of Campus Law Enforcement Agencies (IACLEA).

3. In the interim, the Department should revise, update, and/or develop written directives covering the 12 critical areas identified above.

Racial Profiling

There is absolutely no doubt that many members of the Vassar College community believe that members of the Safety and Security Department routinely engage in racial profiling. It is troubling to note that these complaints appear to be consistent over the years, which implies that the Department has not changed the way it engages with traditionally underrepresented groups and that the College has not held those responsible for enacting change accountable.

In our view, it does not matter whether officers actually engage in biased-based policing given the widespread perception that it does. Having said that, and absent more complete data, we cannot definitively state whether or not there is a pattern of biased-based policing in the Safety and Security Department. Regardless of the reality, the College must address both the perception of racial profiling and the managerial structures that would allow such a practice to persist over several decades. We make several recommendations to address these complex issues.

The Department leadership should immediately develop appropriate policies and procedures, including a policy addressing racial profiling.

Recommendations

4. The Department must develop a policy prohibiting biased policing.

5. The Department should review its current recruitment and hiring processes to ensure it is making earnest efforts to identify a diverse hiring pool and is selecting diverse candidates when possible.

6. The College should ensure that members of the Safety and Security Department receive ongoing and consistent diversity and inclusion training.

7. The College should require the Department to collect data on citizen race/ethnicity as a means to analyze the nature of Safety and Security and citizen interactions, build accountability, and repair the relationship between the Department and the campus community. This initiative should be appropriately managed to avoid unintended consequences.

8. The Department must develop a process and related written directives for citizen complaints against officers.

9. The College should consider the deployment and mandatory use of "body-worn cameras" for Safety and Security Department officers..

Consensus on "Open Campus" Concept

It was clear during our visit that there is much confusion about what it means to be an "open campus." We believe the senior administration, along with the broader campus community, should engage in this dialogue to reach a consensus on what being an open campus means. They should consider the implications of an open campus for individuals (campus affiliated or not) traversing the campus during various times of the day and night and for Safety & Security officers, who are charged with enforcing the College's policies in this area.

Recommendations

10. Vassar College leaders should reach a consensus on what it means to be an "open campus," and develop guidelines on what that means regarding campus community members and authorized guests traversing the campus when the campus is "closed."

11. Work with internal and external partners to develop a strategic plan that aligns with the goals and objectives defined within the shared governance process of Vassar College. The strategic plan should be used to establish the operational direction for the Department.

12. Develop criteria for establishing patrol sectors and put these criteria in writing, and review them periodically.

13. Develop benchmarks for success to determine the effectiveness of existing security operations.

14. Create a safety and security advisory committee composed of a cross section of the campus. The committee should be charged with meeting periodically to address a wide range of campus security issues.

15. Conduct a survey of faculty, staff, and student perceptions, attitudes, and opinions on campus safety and security. The survey should evaluate general department performance, the overall perception of the competency of department employees, perceptions of officers' attitudes and behaviors, community concerns over campus safety and security, and community recommendations and suggestions for improvement. This survey could be conducted annually but should, at a minimum, be conducted every three years.

Engagement with the Vassar College Community

Although it appears that the Safety and Security Department has solid working relationships with most College departments, it does not appear to have an effective strategy for proactively and positively engaging with students and student organizations. We also noted that the Department lacks any substantive crime prevention and safety awareness programming. This lack of positive engagement tends to contribute to some people's negative perceptions of the Department and its practices. We believe that members of

the Safety & Security Department should first and foremost be community educators. To realize this mission, the Department must have a proactive, consistent, evidence-based programming agenda.

Recommendations

16. Consider creating a crime prevention officer position that can focus primarily on crime prevention programming and community engagement.

17. Ensure crime prevention programming is guided by data analysis and regular assessment of campus community safety concerns .

    a. Optimize the current records management system to conduct regular analysis of crime trends on campus.

    b. Obtain regular crime data from local police.

    c. Use the information streams above to guide community safety awareness efforts.

18. Develop template presentations that could be easily adapted for special topics and quickly learned and delivered by any officer with the requisite training and certification.

19. Establish collateral areas of responsibility for officers based on either:

    a. "Practice areas," for example, different officers who are subject matter experts in areas such as technology, rape aggression defense (RAD), substance abuse prevention, sexual assault, intimate partner violence, stalking prevention, mental health, etc.

    b. Community assignments with officers assigned to liaison with constituent groups such as African-American and Latino students, the LGBTQIA community, international students, etc.

Campus Culture and Climate

During our time on campus, we noted palpable tensions regarding the College's readiness to welcome diversity and provide appropriate support for members of traditionally underserved groups. These climate issues are germane to the scope of this assessment given that the perceptions of many people in the community of color regarding racial profiling and disparate treatment appears to reflect a general and pervasive sense of dissatisfaction with the way students of "difference" are experiencing life on campus.

We believe the College should undertake a formal effort to educate students and all employees regarding the College's core values of acceptance, respect, and civility. We further recommend that the College's leadership take the lead and be the first to commit to diversity and inclusion training to demonstrate to all members of the community the importance of a broad understanding of issues of diversity.

Recommendations

20. The College should invest in initial orientation and ongoing training programs for the Safety and Security Department to build stronger awareness, knowledge, skills, and sensitivies in Department members around issues of race, diversity, and inclusion.

21. The College should consider developing College-wide education and programming that supports the College's diversity and inclusion goals. New and continuing students should receive immediately orientations regarding the College's core values of open-mindedness, respect, and civility.

ADDITIONAL RECOMMENDATIONS

Career Development and Training

22. Establish a formal field training program for new officers. We encourage the Department to rotate officers in the program through various campus stakeholders (e.g., residential center, judicial affairs, diversity & inclusion, etc.). We recommend the model developed by the U.S. Department of Justice's Office of Community Oriented Policing that focuses on adult learning theory and problem-based learning models.

23. Expand opportunities beyond the current offering for in-service training.

24. Form a training committee to identify training needs by conducting a training needs assessment. The committee should include members from the wider College community.

25. Provide all supervisors with first-line supervisor training and coaching.

Workforce Planning

26. Conduct a comprehensive job analysis and revise job descriptions to ensure they reflect the knowledge, skills, and abilities needed for a community policing model. Position descriptions should highlight skills such as the ability to de-escalate violent situations, communicate with diverse groups of people, mediate disputes, and collaborate with other campus departments, and government and social service agencies to solve problems.

27. Develop a model officer profile and share it with the individuals involved in the selection process.

28. Work with Human Resources to develop a selection process based on behavioral interviewing and that includes some form of assessment center methodology.

29. Strongly consider involving campus community members in the selection process, especially students, as well as representatives from offices who work most closely with Safety and Security such as residential life and judicial affairs.

30. Involve Human Resources in training selection team members to ensure interviews and assessments are conducted efficiently and within legal parameters.

31. Ensure all selection and promotion processes include a final interview with the executive (or designee). The purpose of this final step is to ensure the campus safety enforcement executive has the final say in selecting and promoting personnel.

32. Develop a recruitment program and focus on the following venues:

    a. Career fairs;

    b. Community organizations;

    c. Local colleges, including community colleges;

    d. Local and regional non-profit organizations (that may be downsizing due to the economy);

    e. Military installations.

Communications Center and Dispatch Operations

33. Conduct an in-depth assessment of the dispatch component of Police-Pro to ensure it meets the functions and needs of a CAD system. Consider replacing Police-Pro with a computer-aided dispatch system.

34. Assess the current dispatch console and consider upgrading it to current technology.

35. Explore adding the town police radio frequency to the Safety and Security console to provide radio interoperability in emergencies. As an alternative, install a scanner to allow monitoring of the town police frequency.

36. Consider hiring additional personnel to serve as full-time dispatchers for Safety and Security.

37. Implement improved security procedures for the Campus Response Center that includes limiting access to only authorized personnel.

38. Establish a formal training program for newly appointed CRC personnel that consists of written training objectives, provides benchmarks, timelines, performance expectations, etc. Ensure the training program meets state and/or national standards for dispatchers.

SECTION III – SPECIFIC OBSERVATIONS

Primary Focus Areas

Safety and Security Department Leadership

Contemporary Standards

Given the evolving complexity of leading a 21st century campus public safety agency, including the renewed focus on emergency management, the increasing deployment of security technology, the need for knowledgeable and proactive leadership for an agency, and the need for an agency to have the capacity to collaboratively engage with diverse campus populations, institutions should select a chief campus safety executive who has a proven track records of leading and managing an institution's complex safety and security functions.

Observations

The College is at a critical crossroads with respect to the future leadership of the Safety and Security Department. We believe this is one of the most pressing safety and security issues facing Vassar College. In our expert opinion, the College must focus on filling the position with an experienced campus public safety administrator who would have instant credibility to address the challenges outlined in this report. Communication will be a key element in starting to address not only the campus community's perception of biased-based policing but also to establish rapport with members of the Vassar College community. Internally, Campus Safety should develop a strong focus on written directives, training, and accountability, along with tackling the other infrastructure challenges highlighted in this report. We understand that the College has retained the services of a professional search firm to assist with identifying a new leader for the Department. We will continue to assist with this initiative.

Recommendations

1. The College should continue the search process in earnest and take steps to ensure that the search committee reflects the diversity of the Vassar College community.

Written Directives and Accreditation

Contemporary Standards

It is essential for a campus public safety department to have a formal written directive system to provide direction, structure, and organization to department members. Clarity and rapid access to information are important in effectively implementing written directives. Additionally, the key to providing quality campus public safety services involves more than generating

policy. The well regarded police liability consultants Westfall and Gallagher appropriately defined policy compliance as a six-step process:

1. Write policy.

2. Train using the policy as basis.

3. Provide positive supervision.

4. Provide discipline and reinforcement

5. Review and revise policy.

6. Provide legal support and updates.

The written policy is only the initial step. If all six steps are not implemented, policy compliance will be mixed at best. At worst, it is likely there will be significant negative outcomes, fostering an environment that undermines the confidence of the campus while creating opportunities for mischief by staff and successful litigation against the institution.

Though it is not realistic or necessary that every policy be memorized, critical task policies should be clear in the mind of each staff member responsible for discharging a duty or policy requirement. Police or public safety staff should be sufficiently familiar with the balance of the department's policies (assuming they exist), and they should know a policy exists and where that policy can be located when guidance is required. When a critical task policy is part of an employee's job responsibilities, the employee should receive appropriate training on the policy and should be required to pass a written test to objectively demonstrate proficiency in the task.

Westfall and Gallagher identified 12 critical tasks that are responsible for 90 percent of the litigation against police or public safety agencies that warrant formal direction from an agency:

1. Off-duty conduct

2. Use of force

3. Pursuit/emergency vehicle operator course (EVOC)

4. Search/seizure/arrest

5. Care, custody, control/restraint of prisoners

6. Domestic violence

7. Property/evidence

8. Sexual harassment/discrimination

9. Selection/hiring

10. Internal affairs

11. Special operations

12. Dealing with the mentally ill

Observations

The Department does not provide appropriate written direction to its staff in several critical areas. These areas include the critical areas above, just to name a few. The current *Security Department Officer's Manual* is severely outdated and fails to reflect annual reviews by key administrators to determine if the information provided is current.

For example, we found no evidence of the existence of a use of force policy to provide guidance about what levels of force, if any, are authorized. Officers told us of instances in which they had to apply force in order to control a person attempting to harm him or herself. Others stated that they would not use force in ANY situation. Because the Department does not have an appropriate use of force policy, officers are left to address situations without proper written guidance or training regarding which actions are authorized and which ones are not. Proper training can enable an officer to react properly and respond with the appropriate tactics to address the situation.[1]

Recommendations

2. The College should consider pursuing accreditation through the Commission on Accreditation for Law Enforcement Agencies or the International Association of Campus Law Enforcement Administrators (IACLEA).

3. In the interim, the Department should revise, update, and/or develop written directives covering the 12 critical areas identified above.

Campus Concerns About Racial Profiling

Contemporary Standards

In June 1999, the Department of Justice brought civil rights, police, and other government leaders together at the "Strengthening Police-Community Relationships" conference to address the subject of racial profiling. The participants identified five main priority areas of integrity on which to focus in the coming years: 1) Racial profiling; 2) Police use of force; 3) Accountability; 4) Citizen complaint processes; and 5) Recruitment and hiring.[2] Public concerns about racial profiling have been at the forefront of public issues for many years and in the recent months have again emerged as a national focus given officer-involved shootings and use of force resulting in civilian deaths, stop and frisk controversies in several major metropolitan areas, and Department of Justice agreements with states and municipalities following the Justice Department's finding that those jurisdictions engaged in a pattern of racial profiling or bias-based policing.[3]

The U.S. Department of Justice defines racial profiling as "any police-initiated action that relies upon the race, ethnicity, or national origin of an individual rather than the behavior of an individual or information that leads the police to a particular individual who has been identified as being,

[1] Cops Community Oriented Policing Services, http://www.cops.usdoj.gov/default.asp?Item=1374.

[2] Promoting Cooperative Strategies to Reduce Racial Profiling

[3] We use the term racial profiling and bias-based policing interchangeably.

or having been engaged in criminal activity" (Ramirez, McDevitt, and Farrell, 2000).

The use of racial profiling as a police, public safety or security tactic is unacceptable in any form and erodes the trust that a community must have in the agency sworn to protect it.

Observations

As noted in the general observations section of this report, it was clear to us through many discussions with current campus community members and alumni that there is a widespread belief that the Safety and Security Department has a pattern of racial profiling. Many of the narratives we heard were compelling and devastating with respect to the impact of such a pattern on human dignity, respect, self-esteem, and a sense of community. Being the victim of racial profiling is degrading, dehumanizing, can cause psychological trauma, and creates mistrust between the community and the agency charged with protecting it.

Having said that, we were unable to definitely determine if this perception is true because the Department has not heretofore collected racial and ethnic data on citizen stops or other enforcement-oriented actions. Additionally, we found that the current records maintained by the Department (both computer-aided dispatch and incident reports) do not provide enough information (or simply do not exist) to allow the depth of analysis needed to identify a pattern of biased-based policing.

Two recent incidents highlight the tension and mistrust between the campus community and Safety and Security and are typical of the narratives we heard regarding the perception of a practice of biased-based policing. In one incident, Safety and Security officers responded to a "suspicious activity" call made by a Vassar College student. The subjects of the call were two African American Vassar women and one Asian American woman who all had a legal right to be where they were on the campus. When the Safety and Security officer responded to the location, the officer made an off-handed comment that the students had been "profiled" by another Vassar student. This exchange, while highly inappropriate, does not represent racial profiling by members of Safety and Security. To the contrary, the Department was responding to the call as the community would expect in any case in which they are alerted to a "suspicious" incident. However, this situation does highlight the issue of a lack of recognition on behalf of some Vassar College students of the diversity of the campus community.

In the second incident, a Vassar College student reported unruly minors in the College library. Safety and Security responded and identified several young African-American minors who had been running around the library. After attempting to identify the minors, who did not have formal identification since they were all below 16 years old (In most cases minors are not required to carry legal forms of identification), the officer detained the minors and

contacted the Poughkeepsie Police for assistance. In this situation, Safety and Security officers, in our opinion once again responded inappropriately to the situation. This was most likely due to a convergence of several issues, such as a lack of training, poor policy guidance, and ineffective supervision. Having said this, this incident does not appear to meet the definition of racial profiling since the officers were responding to a call for assistance from a campus community member.

In our professional opinion, Safety and Security could have responded much differently to both situations in much different ways. However, we are doubtful that the students in the first instance and the onlookers who saw the interaction between the minors and Safety and Security and Poughkeepsie Police in the second instance, would have assessed the situations any differently than they did, given the feelings of mistrust and the perception of racial bias on the campus.

The racial bias perceptions highlighted above are so palpable that the College must take meaningful and significant action to rebuild trust between campus community members and Safety and Security members, and must work to build the appropriate structures and accountability to ensure that racial profiling does not occur on the Vassar College campus.

Recommendations

4. The Department must develop a policy prohibiting biased policing.

5. The Department should review its current recruitment and hiring processes to ensure it is making earnest efforts to identify a diverse hiring pool and is selecting diverse candidates when possible.

6. The College should ensure that the Safety and Security Department receives ongoing and consistent diversity and inclusion training.

7. The College should require the Department to collect data on citizen race/ethnicity to analyze the nature of Safety and Security and citizen interactions; build accountability; and repair the relationship between the Department and the campus community. This initiative should be appropriately managed to avoid unintended consequences.

8. The Department must develop a process and related written directive for citizen complaints against officers.

9. The College should deploy and require the use of "body-worn cameras" for Safety and Security Department officers.

Operational Strategy

Contemporary Standards

Departments must be flexible in adopting strategies that simultaneously create and maintain a reasonably safe campus environment, meet the expectations of the campus community, and are in sync with an institution's senior leadership in order to meet the various safety and security needs of the nation's campuses. Campus public safety agencies must be capable of preparing for and responding to a wide range of known, probable, and reasonably foreseeable security risks. Fortunately, most college and university campuses are reasonably safe places and there is a limited range of routine security and crime problems that campus public safety agencies must address. The strategy that a campus public safety agency adopts should meet the full range of duties and responsibilities germane to creating and maintaining a safe campus environment. A comprehensive strategy should include the following community policing objectives: (1) High visibility patrol, especially in crime prone areas or those where there is a high-density population; (2) Problem solving and prevention; (3) Community engagement; (4) Partnerships; (5) Organizational development and change; and (6) analysis, measurement, and evaluation.[4]

Regardless of the strategy an agency adopts, there must be an acknowledgment and recognition at the core that the central outputs of campus public safety must include patrolling the campus, responding to calls for service, investigating crimes and other incidents, arresting/detaining suspected offenders, regulating traffic, responding to citizen requests for assistance, handling crowds and demonstrations, providing security services, and performing a variety of emergency medical and community caretaking functions.[5] Obviously, public safety officers need the appropriate training and tools to carry out these diverse responsibilities.

Patrol will forever remain the central function of a campus police/public safety agency, whether they are in a city or county, on a campus, or in some other special environment such as a railroad, airport, seaport, etc. As such, the duties and responsibilities related to patrol should be clearly articulated and ingrained in the agency's DNA.

Patrol will forever remain the central function of a campus police/public safety agency, whether it is in a city, the county, on a campus, or in some other special environment such as a railroad, airport, seaport, etc. As such, the duties and responsibilities related to patrol should be clearly articulated and ingrained in the agency's DNA.

The word "patrol" is used here in its broadest sense. It embraces much more than the act of patrolling. It is a generalized function in which officers may be engaged in a variety of activities ranging from the traditional response to requests for service, to alternate strategies for the delivery of public safety services. Patrol can occur in vehicles, on foot, or on alternative forms of

[4] Department of Justice Community Policy Committee, *Award Winning Community Policing Strategies; A Report for the International Association of Chief of Police,* Community Policing Committee, USDOJ, COPS OFFICE, 9

[5] Mark Moore with Anthony Braga THE "BOTTOM LINE" OF POLICING: *What Citizens Should Value (and Measure!) in Police Performance,* Police Executive Research Forum 2003.

transportation, such as bicycles or personal mobility devices, such as the T3 Electric Standup Vehicle or Segway. In the campus setting, patrol often includes building security checks and other non-police-related duties.

The patrol function must be highly flexible in a campus environment to meet community expectations. Colleges and universities often expand the boundaries of their police/public safety jurisdiction through relationships/ agreements with local and state governments. This expansion is usually brought about to provide resources to the local communities to deal with student behavioral or housing safety issues. Patrol functions within expanded jurisdictions are generally coordinated with and supported by local law enforcement agencies.

Over the past several years, police and campus public safety departments have increasingly adopted additional strategies such as hot spot policing, disorder policing, information-led policing, and predictive policing, to address crime and the general fear of crime, especially in urban areas. Many of these newer strategies derive from the COMPSTAT model developed in New York and other major cities during the 1990s. Many of these are based on the systematic collection and analysis of crime, call for service data, and workload data to drive the allocation of resources.

Observations

Safety and Security has five patrol zones (posts) and uses a blend of motor vehicle, bicycle and foot patrols to conduct patrol activities. In our discussions with the associate director, sergeants and officers, we confirmed that the Department has not conducted an analysis to determine patrol initiatives or define patrol sectors. The buildings assigned to each sector define the patrol zone boundaries. We learned that the current patrol sectors were defined quite some time ago, and we were unable to determine the criteria the Department used to make that determination. The Department should develop criteria for establishing patrol sectors, put them in writing, and review them periodically to ensure they are properly defined.

The second step in the shift toward a comprehensive operational strategy is the adoption of proactive practices based on problem solving and prevention initiatives. There are volumes written about adopting community policing and problem solving and we do not intend to repeat that literature here. The most important dimension of this approach is ensuring that officers acknowledge their performance in this role, including building this responsibility into the performance management system. For example, if an officer is assigned to a specific patrol area and there are problems identified in that area, the officer would assume responsibility for addressing the problem until it is solved. This method of operating may represent a fundamental shift in the way officers are accustomed to performing and may take time to evolve. The change may impact training and evaluations.

In reviewing the College's *2014 Annual Security and Fire Safety Report,* it appears that Vassar College enjoys a safe and nurturing environment in which students, faculty, and administrative staff can live and learn in relative safety. The chief of police from the Town of Poughkeepsie Police Department described the area surrounding the college as a residential community that is relatively safe and free from violent crime. Local crime data reveals that the Town of Poughkeepsie's violent crime rate is significantly lower than both New York and national crime levels. However, property crime is higher than both the state and national levels.[6]

While the absence of crime may be comforting for the campus community, Safety and Security's leadership must be preemptive in developing proactive operational strategies that target the crime trends and other security issues affecting the campus. We were unable to discern the existence of any such initiative. The Department also lacks a strategic plan that defines the long-range priorities for the organization. In fact, when asked what the top three patrol priorities were for the Safety and Security Department, many of the officers provided different answers, while others didn't know of any priorities.

Research conducted by Dr. Jihong Zhao (University of Nebraska, Omaha) and Dr. Quint Thurman (Texas State University) examined the status of strategic planning in American law enforcement. The top three reasons reported for having a strategic plan included: a commitment to meeting community demands; an interest in reducing crime; and letting rank and file officers know what the administration and community expects of them. Agencies that clearly define their mission and deploy resources based on crime data and community input stand a far greater chance of achieving their organizational goals and objectives than agencies that do not.[7]

The next step, and one of the most important, is to ensure that the Department is guided by ongoing data analysis, community feedback, and rigorous measurements of outcomes arising from changes in the operational strategy. The Department must develop the capacity to measure crime, the fear of crime, and general disorder, along with less-used measurements such as contacts with campus community members, programming activities, problem-solving projects initiated and completed, and campus community satisfaction with Safety and Security services. As a mechanism to assist in developing such capacity, we suggest the Department form partnerships with appropriate areas of the College to identify the variables that should be measured. Establishing a safety and security advisory committee would serve this function and such a group would regularly advise the Safety and Security Department on campus climate issues, improve the existing lines of communication with those having a vested interest in campus safety and security, and help the department develop future security priorities.

Generally, the officers expressed a fear of doing their jobs because they are confused regarding what is expected of them. These inconsistencies are indicators that the College and Department leadership have failed to

[6] http://www.city-data.com/crime/crime-Poughkeepsie-New-York.html

[7] Zhao, Dr. Jihong "Solomon" and Thurman, Dr. Quint (2006), *Strategic Planning in Law Enforcement Agencies;* http://www.cops.usdoj.gov/Publications/zhao.pdf

clearly state expectations, or that supervisors have not consistently reinforced these expectations. In our professional opinion, the Department suffers from both a lack of clear guidance and ineffective supervision. Both the College community and the officers suffer the consequences as a result.

Stephen A. Morreale, D.P.A. (Worcester State College), indicates in his writings that line officers reported increased job satisfaction and exerted extra effort when their leaders demonstrated transformational leadership. According to the Center for Leadership Studies (CLS), transformational leaders set high standards of conduct and become role models, gaining trust, respect, and confidence from others. Such leaders articulate the future desired state and a plan to achieve it; question the status quo and continuously innovate, even at the peak of success; and energize people to achieve their full potential and performance[8] We believe the Department can enhance the performance of Safety and Security officers by building a greater sense of trust among members and establishing clearly defined roles and responsibilities.

The absence of a clear operational strategy combined with an apparent lack of command guidance within the organization has led to line officers feeling unsupported and confused about their central purpose during daily patrol operations.

A theme that consistently arose during our visit is the concept of an "open campus." The College, while generally considered opened, is closed to non-Vassar affiliated people beginning at 10 p.m., nightly. The open vs. closed status of the campus represents a specific example of the lack of clarity regarding expectations for Safety and Security. Officers are often forced to make judgment calls about whether someone "belongs" or "does not belong" on campus after closing. Given the open nature of the campus, it is nearly impossible to enforce any campus closure without negative consequences. To paraphrase one professor whom we interviewed, Vassar has never truly decided what it means to be an open campus.

Many of the officers spoke of their love for Vassar College and the pride they take in the services Safety and Security provides to the College community. Yet, while it is clear that the members of Safety and Security would like to deliver a more proactive security approach, we found diverse opinions among the officers as to what a proactive security approach in a campus setting means. We found even more diverse opinions from community members regarding this concept.

In our opinion, the College must provide a clear response to this question and provide clear guidance.

[8]Stephen A. Morreale, *Preparing Leaders for Law Enforcement;* The Police Chief Magazine, (2014), http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1396&issue_id=102004.

Recommendations

10. Vassar College should reach a consensus on what it means to be an "open campus," and develop guidelines on what that means regarding campus community members and authorized guests traversing the campus when the campus is "closed."

11. The College should work with internal and external partners to develop a strategic plan that aligns with the goals and objectives defined within the shared governance process of Vassar College. The strategic plan should be used to establish the operational direction of the Department.

12. Develop the criteria for establishing patrol sectors, put these criteria in writing, and review them periodically.

13. Develop benchmarks for success to determine the effectiveness of existing security operations.

14. Create a Safety and Security Advisory Committee comprised of a cross section of the campus. The committee should be charged with meeting periodically to address a wide range of campus security issues.

15. Conduct a survey of faculty, staff, and student perceptions, attitudes, and opinions on campus safety and security. The survey should evaluate general department performance, the overall perception of the competency of department employees, perceptions of officers' attitudes and behaviors, community concerns over campus safety and security, and community recommendations and suggestions for improvement. This survey could be conducted annually, but should be conducted at least every three years.

Crime Prevention, Safety Awareness, and Community Engagement

Contemporary Standards

A department's community engagement initiatives and crime prevention activities should be developed based on data that reflect community needs and input. Programs should be evaluated to determine how effectively they meet goals aimed at preventing crime and reducing the fear of crime. Proactive community involvement in a campus environment is a key element in a successful crime prevention program. Working with various community groups to establish formal relationships enables the agency to learn of issues and respond before the issues become a bigger problem.

Crime prevention opportunities could include speaking to various campus groups on crime prevention topics, distributing literature, staffing information booths, developing materials for the media, and maintaining a relationship with local law enforcement and neighborhood groups.

It is essential for campus public safety agencies to form meaningful relationships with the campus community so they are not viewed as an

occupying force that is merely in the community to enforce rules and laws. There are plenty of examples of promising practices for successful campus public safety-community interactions and even more for partnerships with traditionally underrepresented groups. Research shows this generation of students is more willing to be engaged than previous generations so the key is to enhance the department's readiness to engage with students and then increase the actual engagement in order to support a vibrant and intellectual educational environment.

Observations

Crime prevention programs and safety awareness efforts should be responsive to campus community needs, based upon data analysis, and tailored to the audience for which it is intended. In order for these programs to be effective, the College should develop a strategic, collaborative approach with all relevant departments working together to leverage their areas of expertise.

During our session with students, the resounding theme was that students, generally, don't have a good understanding of the Vassar College Safety and Security mission, specifically related to officer authority and philosophy. We also heard numerous comments that officers have limited opportunities to engage in positive interactions with students.

Recommendations

16. Consider creating a crime prevention officer position that can focus primarily on crime prevention programming and community engagement.

17. Ensure crime prevention programming is guided by data analysis and regular assessment of campus community safety concerns.

    a. Optimize the current records management system to conduct a regular analysis of crime trends on campus;

    b. Obtain regular crime data from local police; and,

    c. Use the information streams above to guide community safety awareness efforts.

18. Develop template presentations that can be easily adapted for special topics and quickly learned and delivered by any officer with the requisite training and certification.

19. Establish collateral areas of responsibility assigned by either:

    a. "Practice areas," in which, for example, different officers would be subject matter experts in areas such as technology, the Rape Aggression Defense (RAD) system of self-defense, substance abuse prevention, sexual assault, intimate partner violence, stalking prevention, mental health, etc.,

b. By instituting community assignments with officers assigned to liaison with constituent groups such as African-American and Latino students, the LGTBQIA community, international students, etc.

Campus Culture and Climate

Observations

We noted palpable tension during our time on campus around the College's readiness to welcome diversity and provide appropriate support for members from traditionally underserved groups. These climate issues are germane to the scope of this assessment given that the perceptions of racial profiling and disparate treatment by many in the community of color appears to be the tip of the iceberg of a larger sense of dissatisfaction with the way students of "difference" are treated by the College.

We believe the College should undertake a formal effort to familiarize students and all employees with the College's core values of acceptance, respect, and civility. We further suggest that the College's leadership take the lead and commit to diversity and inclusion training to demonstrate to all members of the community the importance of a broad understanding of issues of diversity.

Recommendations

20. The College should invest in an initial orientation and ongoing training programs for the Safety and Security Department to build stronger awareness, knowledge, skills, and sensitivities around issues of race, diversity, and inclusion.

21. The College should consider developing College-wide education and programming that supports the goals of diversity and inclusion. New and continuing students should be immediately oriented to the College's core values regarding open-mindedness, respect, and civility.

Career Development & Training

Contemporary Standards

Training is often cited as one of the most important responsibilities in any law enforcement/public safety agency. Well-trained officers are generally prepared to act decisively and correctly in any situation. Well-trained officers tend to be more productive and efficient in completing tasks. Training fosters cooperation and unity of purpose within the agency and the community.

Career development is a structured process used by an agency to provide opportunities for professional and personal growth. It also improves the overall level of job satisfaction. Training for campus public safety officers is essential in a higher education environment in which officers should understand the unique and complex needs of higher education including student development, faculty culture, and other related policies.

Observations

Career development and in-service training is virtually non-existent in the Safety and Security Department. In-service training amounts to an annual one-day, eight-hour program covering various topics, most of which are basic and required by the *New York Security Guard Act of 199*2. The lack of a substantive training program leads to situations in which officers don't know how to respond, responses are inconsistent across incidents, and officers are resigned to "make up" response choices based on their personal inclinations versus an institutional agreed-upon response regime.

The Safety and Security Department has no formal field training program for newly hired officers. New officer training consists of ensuring the trainee is familiar with the duties defined on a master task list. We also found no evidence that training of new security officers addresses the Department's operational strategy, philosophy, vision, mission, and goals. The existing program provides little opportunity for these officers to become acquainted with key College departments and stakeholders.

Likewise, we learned that sergeants do not receive basic or ongoing first-line supervisor training. Given the critical nature of a first-line supervisor's responsibilities, these individuals must receive up-to-date, appropriate, and ongoing training.[9] Based on our interactions with the sergeants and comments from the security officers, we question if the supervisors have been properly prepared for their leadership roles.

Recommendations

22. Establish a formal field training program for new officers. We encourage the Department to rotate officers in the program through various campus stakeholders (e.g., the residential center, judicial affairs, diversity & inclusion, etc.). We recommend the model developed by the U.S. Department of Justice's Office of Community Oriented Policing that focuses on adult learning theory and problem-based learning models.

23. Expand opportunities for in-service training beyond the current offering.

24. Form a training committee to identify training needs by conducting a training needs assessment. The committee should include members from the wider College community.

25. Provide all supervisors with first-line supervisor training and coaching.

[9]Nathan F. Iannone, author of *Supervision of Police Personnel* (currently in its seventh edition), observes, "The first-line supervisor occupies a key position in any organization because of his intimate influence upon the conduct and performance of those who do the work."

Secondary Focus Areas

Workforce Planning

Recruitment/Selection/Staffing

Contemporary Standards

Campus police and public safety departments should identify and employ the best candidates available. The benefits of effective recruitment and selection policies and procedures are manifested in lower personnel turnover, fewer disciplinary issues, higher morale, and effective and efficient service to the community. The selection and hiring area is also one of the 12 liability issues identified in the Westfall and Gallagher study. The process should ensure measures are in place to recruit candidates who are representative of the diverse community a department serves. Having said this, we often struggle to identify which communities are served by university and college public safety agencies. Demographics often differ significantly between institutions in highly urban versus rural environments.

Recruitment is especially important as departments expand officers' scope of work as a result of the shift to community policing. Community policing increases the number of functions officers undertake, including working with campus community members and neighbors to develop community policing strategies, and engaging in systematic problem solving with campus community members.[10] These functions are in addition to the more traditional police roles of maintaining law and order, preventing crime, and enforcing traffic regulations. This expanded scope of work directly impacts the type of recruits departments will need to attract. Police scholar Ellen Scrivner notes: "Police candidates of the 1970s and 1980s were identified as 'responsibility absorbers' with prior military experience, who were educated through their departments to follow a 'reactive' style of policing." Today, however, in all types of police agencies, but especially in campus policing, institutions require officers who have highly developed strategic thinking and problem-solving skills, interpersonal communication skills and an ability and desire to collaborate with the community. Officers on a university campus also face an additional challenge of dealing with the generational divide and effectively communicating with "millennial" students."[11] Finally, with respect to all dimensions of diversity, it is important for a department to recruit and retain members who are representative of the community.

Officers today must be able to work closely with different people, including being able to communicate, collaborate, and interact with a diverse set of campus community members; have strong analytical, problem-solving, critical, and strategic thinking, and technology skills; and be culturally competent. Scrivner also notes the need for officers to focus on service, values, multiple dimensions of performance (not just arrests), and outcomes. This means that recruitment efforts have to be both robust and selective to identify qualified candidates.[12]

[10]Jeremy M. Wilson, Erin Dalton, Charles Scheer, and Clifford A. Grammich. *Police Recruitment and Retention for the New Millennium - The State of Knowledge*, (The Rand Corporation, Santa Monica, CA, 2010), pg. 20.

[11]Ibid, Pg. 17

[12]Ibid, Pg. 17

Observations

The Department's recruitment, selection, and promotional processes reflect policies and procedures that have been in place for some years. The changes in policing in today's campus environment clearly bring some of the current procedures into question. The situation is further compounded by additional factors such as security officers transitioning to a bargaining unit and an increase in vacancies due to recent retirements.

While we heard from some Safety and Security officers that the selection and promotions within the Department were a product of the "good old boy network," our review could not validate this perception. It appears that the process includes a posting of vacancies by the Office of Human Resources. Safety and Security then forms a search committee and reaches a hiring decision.

Because officers are transitioning to a collective bargaining agreement, we are unable to determine if the negotiations will have an impact on the selection process or promotion process.

There were a total of five new hires in 2014 as a result of retirements and buyouts. The requirements to fill these positions are basic: Candidates must have a driver's license; guard certification; two years of experience in security; an associate degree or higher is considered desirable and the candidate must be able to complete a background check. Recent selection processes do indicate efforts to recruit a diverse workforce. Of the five new hires, two were from traditionally underrepresented groups.

Additional information regarding the staffing analysis conducted using the MHA Bi-Directional Staffing Formula is included in a separate document.

Recommendations

26. Conduct a comprehensive job analysis and revise job descriptions to ensure they reflect the knowledge, skills, and abilities needed for a community policing model. Position descriptions should highlight skills such as the ability to de-escalate violent situations, communicate with diverse groups of people, mediate disputes, and collaborate with other campus departments, as well as government and social service agencies to solve problems.

27. Develop a model officer profile and share it with the individuals involved in the selection process.

28. Work with Human Resources to develop a selection process based on behavioral interviewing and which that includes some form of assessment center methodology.

29. Strongly consider involving campus community members in various stages of the selection process, especially students, and representatives from offices who work most closely with Safety and Security such as

various student affairs functions.

30. Involve Human Resources in training for selection team members to ensure interviews and assessments are conducted efficiently and within legal parameters.

31. Ensure all selection and promotional processes include a final interview with the executive (or designee). The purpose of this final step is to ensure the campus safety enforcement executive has the final say in personnel selection and promotion.

32. Develop a recruitment program and focus on the following venues:

    a. Career fairs;

    b. Community organizations;

    c. Local colleges, including community colleges;

    d. Local and regional non-profit organizations;

    e. Military installations.

Communications Center and Dispatch Operations

Contemporary Standards

The basic function of the communications system is to satisfy the immediate information needs of the campus and the security agency during normal daily activities and emergencies. Emergencies naturally place the greatest demands upon the communications system and test the capability of the system to fulfill its functions.

A communications system conveys information from the public to the campus security agency through communications personnel, to the officer who responds to the call for assistance, to other public service agencies, and to information storage facilities and retrieval subsystems. The speed and accuracy of information flowing through each system measures the agency's capability of responding to community needs. The general standards for operating a communications center flow from the Commission on the Accreditation of Law Enforcement Agencies and the Association of Public-Safety Communications Officials – International (APCO International), the world's largest organization of public safety communications practitioners.

Two-way radio communication is the primary way in which officers receive information, request assistance, receive orders, and respond to service calls. Recent technology enables two-way radios in vehicles and carried by officers to serve as real-time GPS (global positioning systems) devices and emergency transponders. Communications also encompasses the use of other technology such as phone lines, cellular phones, TTY devices, two-way text communications, computers (or mobile data terminals), and other personal data devices. All of these communications tools can be linked to a central

communications center providing seamless, cross-platform communications for routine and emergency use.

We realize that it is virtually impossible to design a communications system that meets every agency's requirements, as each system must be sufficiently flexible in order to fulfill the needs of the individual agency. However, performance measures and standards are necessary to assess how effectively a department utilizes available information technology to fulfill its missions.

Observations

The Safety and Security Department does not utilize full-time dedicated communications (dispatch) personnel, but instead relies on designated officers who are "trained" to work in the Campus Response Center (CRC). Personnel in the CRC monitor several security systems and respond to routine and emergency calls for services. Generally, one communications officer is on duty for each shift.

We determined that while the designated officers do receive some training on the systems in the Center, they are not trained to an appropriate level based on APCO International standards. There is no formal communications training officer program. The Department does subscribe to an online, scenario-based training program offered by Police Legal Services, Inc. Officers assigned to the CRC must compete the program monthly and receive a passing score of 80 percent.

The Department uses a FileMaker Pro software system named "Police-Pro" as its records management system. While Police-Pro also has a dispatch component, this component is not a computer-aided dispatch (CAD) system and the Department does not use another suitable CAD system. Neither incoming nor outgoing radio and telephone calls are recorded.

We also learned that the Department has no radio interoperability with Poughkeepsie Police, nor do officers monitor any police frequencies. This lack of interoperability with the local police is problematic as Department members are unable to communicate with the Poughkeepsie Police during emergency situations.

Some CRC policies and procedures do exist; however, we could not determine when they were last reviewed, nor could we confirm that the Department has a process to periodically review policies and procedures, or to obtain legal review for high liability policies.

Recommendations

33. Conduct an in-depth assessment of the dispatch component of Police-Pro to ensure it meets the functions and needs of a CAD system. Consider replacing Police-Pro with a computer-aided dispatch system.

34. Assess the current dispatch console and consider upgrading it to current technology.

35. Explore adding the town police radio frequency to the Safety and Security console to provide radio interoperability in emergencies. As an alternative, install a scanner to allow for monitoring the town police frequency.

36. Consider hiring additional personnel to serve as full-time dispatchers for Safety and Security. (This issue is further explored in the BDSF).

37. Implement improved security procedures for the Campus Response Center to include limiting access to only authorized personnel.

38. Establish a formal training program for newly appointed CRC personnel consisting of written training objectives, benchmarks, timelines, performance expectations, etc. Ensure the training program meets state and/or national standards for dispatchers.

SECTION IV – MASTER LIST OF RECOMMENDATIONS

1. The College should continue the search process in earnest and take steps to ensure that the search committee reflects the diversity of the Vassar College community.

2. The College should consider pursuing accreditation through the Commission on Accreditation for Law Enforcement Agencies (CALEA) or the International Association of Campus Law Enforcement Agencies (IACLEA).

3. In the interim, the Department should revise, update, and/or develop written directives covering the 12 critical areas identified above.

4. The Department must develop a policy prohibiting biased policing.

5. The Department should review its current recruitment and hiring processes to ensure it is making earnest efforts to identify a diverse hiring pool and is selecting diverse candidates when possible.

6. The College should ensure that the Safety and Security Department receives ongoing and consistent diversity and inclusion training.

7. The College should require the Department to collect data on citizen race/ethnicity to analyze the nature of Safety and Security and citizen interactions; build accountability; and repair the relationship between the Department and the campus community. This initiative should be appropriately managed to avoid unintended consequences.

8. The Department must develop a process and related written directive for citizen complaints against officers.

9. The College should deploy and require the use of "body-worn cameras" for Safety and Security Department officers.

10. Vassar College should reach a consensus on what it means to be an "open campus," and develop guidelines on what that means regarding campus community members and authorized guests traversing the campus when the campus is "closed."

11. The College should work with internal and external partners to develop a strategic plan that aligns with the goals and objectives defined within the shared governance process of Vassar College. The strategic plan should be used to establish the operational direction of the Department.

12. Develop the criteria for establishing patrol sectors, put these criteria in writing, and review them periodically.

13. Develop benchmarks for success to determine the effectiveness of existing security operations.

14. Create a Safety and Security Advisory Committee comprised of a cross section of the campus. The committee should be charged with meeting periodically to address a wide range of campus security issues.

15. Conduct a survey of faculty, staff, and student perceptions, attitudes, and opinions on campus safety and security. The survey should evaluate general department performance, the overall perception of the competency of department employees, perceptions of officers' attitudes and behaviors, community concerns over campus safety and security, and community recommendations and suggestions for improvement. This survey could be conducted annually, but should be conducted at least every three years.

16. Consider creating a crime prevention officer position that can focus primarily on crime prevention programming and community engagement.

17. Ensure crime prevention programming is guided by data analysis and regular assessment of campus community safety concerns.

    a. Optimize the current records management system to conduct a regular analysis of crime trends on campus;

    b. Obtain regular crime data from local police; and,

    c. Use the information streams above to guide community safety awareness efforts.

18. Develop template presentations that can be easily adapted for special topics and quickly learned and delivered by any officer with the requisite training and certification.

19. Establish collateral areas of responsibility assigned by either:

    a. "Practice areas," in which, for example, different officers would be subject matter experts in areas such as technology, the Rape Aggression Defense (RAD) system of self-defense, substance abuse prevention, sexual assault, intimate partner violence, stalking prevention, mental health, etc.,

    b. By instituting community assignments with officers assigned to liaison with constituent groups such as African-American and Latino students, the GLBTQ community, international students, etc.

20. The College should invest in an initial orientation and ongoing training programs for the Safety and Security Department to build stronger awareness, knowledge, skills, and sensitivities around issues of race, diversity, and inclusion.

21. The College should consider developing College-wide education and programming that supports the goals of diversity and inclusion. New and continuing students should be immediately oriented to the College's core values regarding open-mindedness, respect, and civility.

22. Establish a formal field training program for new officers. We encourage the Department to rotate officers in the program through various campus stakeholders (e.g., the residential center, judicial affairs, diversity & inclusion, etc.). We recommend the model developed by the U.S. Department of Justice's Office of Community Oriented Policing that focuses on adult learning theory and problem-based learning models.

23. Expand opportunities for in-service training beyond the current offering.

24. Form a training committee to identify training needs by conducting a training needs assessment. The committee should include members from the wider College community.

25. Provide all supervisors with first-line supervisor training and coaching.

26. Conduct a comprehensive job analysis and revise job descriptions to ensure they reflect the knowledge, skills, and abilities needed for a community policing model. Position descriptions should highlight skills such as the ability to de-escalate violent situations, communicate with diverse groups of people, mediate disputes, and collaborate with other campus departments, as well as government and social service agencies to solve problems.

27. Develop a model officer profile and share it with the individuals involved in the selection process.

28. Work with Human Resources to develop a selection process based on behavioral interviewing and which that includes some form of assessment center methodology.

29. Strongly consider involving campus community members in various stages of the selection process, especially students, and representatives from offices who work most closely with Safety and Security such as residential life and judicial affairs.

30. Involve Human Resources in training for selection team members to ensure interviews and assessments are conducted efficiently and within legal parameters.

31. Ensure all selection and promotional processes include a final interview with the executive (or designee). The purpose of this final step is to ensure the campus safety enforcement executive has the final say in personnel selection and promotion.

32. Develop a recruitment program and focus on the following venues:

    a. Career fairs;

    b. Community organizations;

    c. Local colleges, including community colleges;

    d. Local and regional non-profit organizations;

    e. Military installations.

33. Conduct an in-depth assessment of the dispatch component of Police-Pro to ensure it meets the functions and needs of a CAD system. Consider replacing Police-Pro with a computer-aided dispatch system.

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35. Explore adding the town police radio frequency to the Safety and Security console to provide radio interoperability in emergencies. As an alternative, install a scanner to allow for monitoring the town police frequency.

36. Consider hiring additional personnel to serve as full-time dispatchers for Safety and Security. (This issue is further explored in the BDSF).

37. Implement improved security procedures for the Campus Response Center to include limiting access to only authorized personnel.

38. Establish a formal training program for newly appointed CRC personnel consisting of written training objectives, benchmarks, timelines, performance expectations, etc. Ensure the training program meets state and/or national standards for dispatchers.

SECTION V – FIRM DESCRIPTION AND QUALIFICATIONS

Margolis Healy is a professional services firm specializing in campus safety, security, and regulatory compliance for higher education and K-12. We provide our clients with a variety of specialized services that include, but are not limited to, campus safety and security assessments, Title IX and Clery Act assessments; emergency management risk and hazard assessments; emergency preparedness and crisis response systems and exercises; implementation of lethal and less-than-lethal force options; litigation consultation; and special investigations/independent reviews. Our team of professionals brings a diverse set of skills and expertise to client institutions ranging from large public universities to private institutions, community colleges and K-12 private and public school districts.

Dr. Gary J. Margolis and Mr. Steven J. Healy founded Margolis Healy in January 2008 when they merged their practices, Margolis & Associates, LLC and Strategic Security Consulting, LLC, into Margolis Healy & Associates, LLC. With more than fifteen years each of providing consulting services to clients in the education, public and private sectors, their combined experience quickly earned Margolis Healy recognition as one of the leading professional services firms for safety and security needs in North America. In August 2013, U.S. Department of Justice, Bureau of Justice Assistance awarded Margolis Healy the responsibility of developing and operating The National Center for Campus Public Safety, established by Congress in early 2013.

The Margolis Healy team has personally managed or been intimately involved with numerous high profile higher education cases. These cases include Clery Act and Title IX compliance issues at institutions such as Penn State, Swarthmore and Emerson, or critical incidents on college campuses ranging from violent crimes at universities such as Virginia Tech to natural disasters (including the 9/11 tragedy and its impact on the schools in NYC). We have first-hand experience in strategic security planning, crisis response and recovery planning and campus public safety management at institutions of higher education. Dr. Margolis was contracted to review the Federal Emergency Management Department's Incident Action Guides to assure their relevancy to the higher education environment. Shortly after the tragic mass-shooting incident at Virginia Tech in 2007, the U.S. Department of Education Office of Safe and Drug-Free Schools asked Mr. Healy to participate in the development of the first ever emergency management guide for higher education. That document, *Action Guide for Emergency Management at Institutions of Higher Education*, is considered an essential playbook for campuses developing or refining their emergency management programs. In addition, Mr. Healy and Dr. Margolis are the lead authors of the International Association of Campus Law Enforcement Administrator's *Blueprint for Safer Campuses: An Overview of the Virginia Tech Tragedy and Implications for Campus Safety*. This document,

unveiled at a press conference sponsored by the Woodrow Wilson School of Public and International Affairs at Princeton University, is a roadmap for campus safety and security. Margolis Healy also manages competitive grants from the U.S. Department of Justice (Community Oriented Policing Services Office and Bureau of Justice Assistance) on topics ranging from behavioral threat assessment to crime prevention and study abroad safety.

Mr. Healy and Dr. Margolis have worked tirelessly to assemble the best and brightest in the campus safety and security, and regulatory compliance fields in order to provide Margolis Healy clients with outstanding service. The high-level of professionalism and breadth of experience each member of the Margolis Healy team has is second to none and allows us to provide each of our clients, no matter how difficult or challenging their case may be, with personalized attention and, most importantly, high-quality work.

The MHA Methodology

Margolis Healy & Associates serves our clients through the development of a Risk Tolerance Profile that assists the institution with identifying the range of realistic threats and vulnerabilities it faces, and then implementing a decision making process to determine which require prevention, mitigation and/or response plans. Without such a process, universities and colleges face the daunting task of giving equal attention to all perceived and real threats. Our process recognizes the range between high impact/low probability and low impact/high probability events. The active shooter tragedy (high impact/low probability) and the iPod theft from the library (low impact/high probability) each require different strategies. Impact is defined through the institution and the individual.

MHA has developed a unique, proprietary methodology for evaluating safety and security needs at institutions of higher education based on years of educational campus safety and security experience, research, reflection and evaluation. We assess safety and security at educational institutions through our proprietary 3 Circles of Prevention System.™ We have extensive proprietary checklists that support our methodology.

The First Circle asks to what extent relationships and services exist for early interception and intervention for problems and issues germane to faculty, staff and students. Such services may include drug and alcohol education and counseling, behavioral threat assessment teams, grievance policies, workplace violence policies and prevention systems, sexual assault, stalking and domestic violence victim advocacy; mediation services and grievance policies and procedures for faculty and staff; and other similar policies and services that address problems before they become a crisis.

The Second Circle explores the extent to which institutions of higher education have employed physical obstacles, delaying tactics and security technology to control, secure or regulate access to the physical plant. This
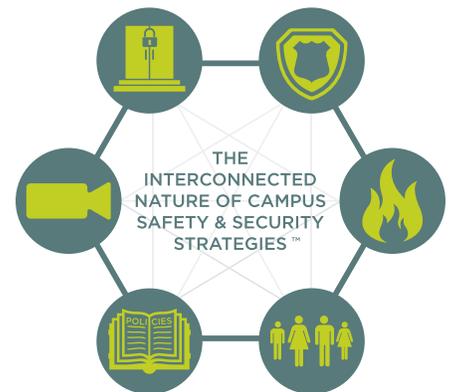
may include systems that direct vehicular traffic; security cameras; networked or standalone door locking systems and hardware; campus lighting (interior and exterior); E911 capacity and PBX phone systems; mass notification systems (high and low technology); fire and life safety systems; visitor management policies and practices; inclusion of crime prevention through environmental design considerations; and access control and other security technology tools.

The Third Circle explores measures that enable the institution to respond to events and security and safety related needs in an organized, timely, and efficient manner. This may include a public safety function with organized involvement of students, faculty and staff in the security of the campus; memoranda of understanding with area police, fire and emergency medical services; emergency response and recovery systems, policies and procedures that have been trained to; and adoption and implementation of the National Incident Management System (NIMS) and the Incident Command System (ICS). Combined, this third circle of prevention builds capacity for the human response to safety and security requirements.

Taken together, the various strategies depict the interconnected nature of campus safety and security. Changes or decisions made to one area impact the others. The deployment of security technology (cameras, door prop alarms, controlled access points) may or may not have an effect on the number of public safety officers, which may or may not impact other security needs. MHA works with our clients to develop a reasonable campus safety and security program based on their current state and the desired future state.

The measures taken to address safety and security are as much data and metrics driven as they are based on perception. We believe that our expertise, knowledge and experiences uniquely qualify us to assist our client institutions with recommendations tuned to their culture and needs.

Margolis Healy & Associates, LLC is a minority and veteran-owned small business. For a complete listing of available services, please visit www.margolishealy.com.

THE INTERCONNECTED NATURE OF CAMPUS SAFETY & SECURITY STRATEGIES™