**BOARD OF REGENTS** **AGENDA ITEM 2a**
**STATE OF IOWA** **SEPTEMBER 18-19, 2007**

**Contact: Gary Steinke**

# REPORT OF THE STUDY OF CAMPUS SECURITY PROTOCOLS

**Action Requested:** Consider submission of the Report of the Campus Security Protocols at the Regent universities to the Governor and to Iowa General Assembly as required by SF 588.

**Executive Summary:** SF 588 was enacted during the 2007 Iowa General Assembly. Section 9 of this bill requires a detailed study by the Board of Regents on campus security protocols. The text of the legislation is as follows:

> "The state board of regents shall conduct a detailed study examining campus security protocols, processes, procedures, technologies, and prevention counseling techniques in use at each of the institutions of higher learning the board governs. The study shall also explore process, protocol, and technology improvements, as well as any other improvements which may lead to significant improvements in campus safety and security. The study shall include a review of arming campus security officers. The board shall complete the study by October 1, 2007, and shall submit its findings and recommendations in a report to the governor and the general assembly by October 15, 2007."

The study has been completed, and a comprehensive confidential report has been developed. The entire confidential report was sent to the Board earlier this summer. Agenda Item 2b addresses the study of arming campus police officers.

Each university has prepared a summary of its report as follows:

## UNIVERSITY OF IOWA

To achieve the goal of maintaining a safe campus, the University of Iowa has developed a comprehensive set of policies, processes, protocols, and technologies to address campus security. The recent tragic deaths of students and faculty at Virginia Tech University at the hand of a student gunman were a sober reminder of the University's own horrific incident of campus violence on November 1, 1991. Because campuses are not immune to such spasms of violence, policies and procedures must be continually reviewed and revised to ensure that they are as good as they can be, not only to respond to violence, but to anticipate threats and identify people who may be a threat to themselves or others.

The university's efforts to review and improve security procedures and emergency communications were accelerated by a November 2005 attack by the Animal Liberation Front on the laboratories of the Department of Psychology and by an April 2006 tornado that caused serious property damage to areas of Iowa City surrounding the campus. Emergency response systems, as a part of planning for dealing with pandemic influenza, have been reviewed and tested.

The University's recent comprehensive review outlines existing policies, procedures and resources for identifying and dealing with emotionally distressed individuals; threat assessment and response to potentially violent episodes by Counseling Services and by University Police; and emergency communications. Included are policies addressing how various campus entities respond to violence and precursors to violence. A major focus of those efforts is aimed at assisting individuals toward emotional well being so that they can remain a part of the University community. However, the commitment to protect students, faculty, staff and visitors remains paramount.

**University of Iowa Residence Halls:** The residence halls have restricted access to the buildings during non-business hours. Many doors are locked 24 hours a day. Exterior doors that are not

considered main entrances are locked no later than 7 p.m. each day. Main entrances are locked from midnight until 6 a.m.; these entrances are located near a staffed 24-hour desk operation. Rienow, Quadrangle, and Parklawn residence halls are restricted by electronic access utilizing a proximity card issued to individual students. These halls also have local alarms to guard against propped exterior doors; video cameras have been installed inside many exterior entrances of these buildings. Housing Services will be installing electronic access systems in the remaining residence halls over the next two or three years. All residence halls are patrolled between 11 p.m. and 7 a.m. by trained security guards hired by UI Public Safety. All residence halls except Slater Hall are protected by fully addressable fire systems with voice capability for tornado warnings; these systems also have public address capabilities. The Slater Hall fire protection system is currently being fully upgraded. Upon completion of the Slater Hall project (2008), all halls will have this public address capability.

Residence hall staff members are on duty every evening while students are living in the residence halls. Resident assistants receive training through an "RA Class" and over 60 hours of training on a variety of topics prior to residents arriving on campus. Joint training occurs with UI Public Safety, Student Counseling Center, Student Health Services, and other health affiliates in and around the University. Professional staff members are on call 24/7 and will respond to situations in which they are called to ensure a prompt and professional response to a wide range of potential crises. University Housing is entirely self supporting and receives no state appropriations.

**University of Iowa Hospitals and Clinics**: The UIHC likewise has security protocols and procedures tailored to its patient care environment. For example, UIHC has a "Code Green" team to assist any staff dealing with a combative or potentially combative/violent patient. The University Police and Department of Public Safety provide services to UIHC as a major component of the campus and to the tens of thousands of patients and families who visit UIHC each year. All UIHC staff are governed by the same protections and policies described in this report.

UIHC operates an electronic system that monitors and controls entry for more than 180 exterior doors. UIHC's Safety and Security Department conducts evening and night-time screening (9:00 p.m. to 6:00 a.m. the following morning) at the hospitals' main entrance of all individuals seeking entry to the hospital's facilities. Security officers routinely patrol all UIHC buildings and grounds and their duties include watching for individuals who could present a threat. A closed-circuit television system comprised of over 400 cameras within the UIHC and on the hospital grounds is also operated and monitored by Safety and Security 24 hours a day, seven days a week. The communications systems utilized at the UIHC provide multiple means for alerting staff, patients, visitors, students and volunteers of potentially threatening circumstances.

Planned improvements at the UIHC include:

- installation of a hospital emergency communication system that integrates overhead paging, e-mail, LED Board displays, telephone and paging systems;

- hiring four additional Safety and Security officers. Additional officers will allow for an enhanced response to any security event on a 24/7 basis;

- expanding and upgrading the closed circuit television system. Additional CCTV cameras will enhance routine monitoring of the UIHC and provide for better management of emergency events.

Even more important than detailing existing policies and procedures, the University's review includes recommendations for improvements. The recommendations fall into four categories: (1) personnel, (2) training, (3) facilities, and (4) equipment, and are as follows:

- The University has examined the necessary levels of staffing for the University Police, the Department of Public Safety, and University Counseling Services. Included in the University's campus security improvements request (see Attachment A) is funding for additional police officers, dispatch personnel and counseling positions.

- Training programs are being improved to assist faculty, staff, teaching assistants, residence hall assistants, and student advisors and entering students so that they can better identify students and colleagues who may be a threat to themselves and others and so that they know what steps can and should be taken to avert violent behavior. This will be enabled by teams composed of staff from UI Public Safety, UI Counseling Services and Behavior Risk Management (see Attachment A).

- University Police and the Department of Facilities Management are developing building access control projects in accord with overall strategies and building security priorities. The use of "building coordinators" and the establishment of building safety committees will augment available communications in emergencies.

- Facilities Management and UI Police are developing a list of buildings for which additional lighting and surveillance cameras will be installed.

- The University has installed five new sirens across campus with the capability of voice messaging. The University will also test "repeaters" for those sirens that will be placed inside campus buildings. In addition, the University is implementing a "reverse messaging" system (Hawk Alert) that will allow for rapid voice and text messaging via cells phones to students, faculty and staff. The University has made a $60,000 commitment in the current fiscal year for this project (see Attachment A).

- Data and analyses have been compiled to address the issue of arming campus police at the three Regent universities including the policy only authorizing arming of university police in cases of "extreme danger."

## IOWA STATE UNIVERSITY

Iowa State University is committed to providing the safest possible living and learning environment for its students, faculty and staff, and visitors. The following report outlines the many procedures and operations that support this environment.

As a public university and a leading international research and educational institution, Iowa State has a responsibility to be open and accessible to the public that it serves – physically and philosophically – and at the same time, it has a responsibility to ensure the safety and security of everyone on campus. In fulfilling both of these responsibilities, the University has in place a comprehensive set of safety and security programs, procedures, systems and operations that balance the requirements of an open campus with the security needs of its students, faculty, staff and visitors.

Although emergency situations and circumstances vary widely, the University administration is confident that the systems and procedures in place, overall, provide a safe and secure campus. The University endorses the National Incident Management System (NIMS), and extensive planning has taken place to prepare the University for responses to a variety of emergency

situations. In addition, each major division of the University has comprehensive crisis management plans and safety and security procedures.

Key aspects of the University's threat assessment, emergency communication and public safety response include:

- The ISU Department of Public Safety (DPS), one of only 3.5% of all law enforcement agencies in the U.S. accredited by the Commission on Accreditation for Law Enforcement Agencies and designated a flagship organization by the CALEA;
- The Critical Incident Response Team (CIRT), which works to identify problems with faculty, staff, and students who may be suffering from mental health and/or behavioral problems that may pose safety risks;
- Regular disaster drills and emergency preparedness training, including a multi-jurisdictional disaster exercise held at least annually to assess emergency response and communications capabilities;
- Comprehensive communications systems and plans, including emergency backup plans, such as the agreement between Iowa State University and the University of Iowa to provide backup web site services to each other in the event one of the universities sustains catastrophic damage to its entire web system;
- Expanded electronic access control and video security systems for campus facilities;
- Increased specialized training for selected DPS and other University personnel regarding the assessment and management of threats.

As recent events have illustrated, there is a constant need to review, update and improve these systems and procedures, especially as technological advancements create opportunities for more effective communications and operations. This report summarizes current systems and procedures in place, and provides suggestions for possible improvement. It addresses:

- Early warning systems, including early identification of individuals who may be a safety or security threat, and protocols for handling such situations;
- Emergency communications; and
- Public safety response.

**Iowa State University Residence Halls**: The Department of Residence provides controlled access to all on campus facilities. The majority of the buildings have electronic access using a proximity card issued to individual students. The Department has plans to convert the remaining residence halls to electronic building access as part of its renovation plans. Except for two residence halls all buildings have integrated public address capabilities. One hall will begin receiving an updated heat and smoke detection system in 2009 with enunciator capabilities. The remaining hall will receive an enunciator system following this installation. A facilities assessment is underway with the intent to install Web-based surveillance cameras at points of access for all residence halls and Frederiksen Court. Installation of cameras will begin this fiscal year.

Department of Residence staff are trained in emergency response procedures. Staff are available and on-call 24 hours/day, 7 days/week, 52 weeks/year. Joint training occurs with the Department of Public Safety, Student Counseling Services, and the Dean of Students Office to insure a comprehensive and prompt response to all potential crises. The Department of Residence is part of the campus CIRT team to identify and work with individuals who may have behavior problems or demonstrate the possibility of presenting security problems to them selves or others.

Each response includes two parts: one for the general University and another covering the University's residence system, which, while part of the larger University, is a largely self-contained entity with many of its own safety and security plans and procedures.

**Summary of possible improvements (for further study)**

- Early warning systems/protocols of individuals who may be a safety or security threat
  - Hire and/or train an additional expert in the area of threat assessment.
  - Review and communicate thresholds for what is unacceptable and threatening behavior for ISU community members.

- Emergency communications
  - Use the tornado sirens to indicate that campus residents should take cover in the nearest building. Subsequent information will be made known through media outlets and/or the ISU web page.
  - Install voice-capable outdoor warning sirens on campus.
  - Determine if the fire alarm systems are capable of delivering general voice messages on their built-in speakers.
  - Place digital signage (e.g., flat screen TVs) in buildings.
  - Place specialized digital alert signs in buildings (University of Maryland, http://www.alertustech.com/)
  - Suspend normal programming on ISU cable channel 18 or student radio station KURE to transmit important information.
  - Install campus-wide intercom/indoor warning system.
  - Require each building/unit to develop an emergency notification plan.
  - Create a policy and a mechanism for students to regularly provide and update emergency contact information to the University.
  - Consider installation of a public address system for the entire campus.
  - Explore university-wide text messaging capabilities.
  - Routinely provide web-based emergency updates to create a community "go to" place for information and updates.
  - Explore ways to quickly and efficiently send mass e-mails to entire campus community.
  - As Department of Residence (DOR) fire safety systems are upgraded, public address capabilities will be installed in residence halls. Fire safety improvement costs vary but are currently estimated at $15 per square foot.
  - Install outside public address system for the DOR apartment community. Cost unknown.

- Public safety response
  - Examine the needed level of staffing for the DPS and the Police Division. Allocation and distribution of personnel should meet or exceed that of peer institutions.
  - Study allowing campus police officers to carry firearms.

## UNIVERSITY OF NORTHERN IOWA

The University of Northern Iowa is committed to providing the safest possible living and learning environment for its students, faculty, staff, and visitors. UNI has an established Emergency Management System and an associated Reference Guide for a wide array of emergency contingencies. UNI meets all compliance regulations for the National Incident Management System model for multi-hazard response.

The full report summarizes security protocols, procedures, technologies, prevention and counseling techniques currently in place at the University of Northern Iowa, and possible process and protocol improvements.

**Summary of Emergency Management Procedures at UNI**

- **Communication**
  - **UNI Crisis Communication Handbook**
    - In the event of any campus emergency, regardless of the nature, the protocol as established in the University of Northern Iowa Communication Handbook outlines the appropriate communication protocols for crises, emergencies and issues.
- **Critical Incident Identification/Response Initiatives**
    - UNI has three teams that meet on a regular basis to address personnel, student and non-personnel issues. Topics range from behavioral issues to broader issues of campus concern.
      - Critical Incident Team – meets bi-weekly, and as needed, to address student-related issues
      - Issues Group – meets weekly to address broad campus issues
      - Case Management Group – meets monthly, and as needed, to address faculty and staff issues
    - UNI Counseling Services
      - Provides counseling and referral services.
    - Multi-agency Emergency Training and Response
      - Facilities Services, University Police, University Health Services, Price Laboratory School (Pre-K through 12 school), and administrators work and train with area law enforcement, fire and emergency management personnel, Black Hawk County Health Department and area hospitals on a regular basis.

**University of Northern Iowa Residence Halls:** Department of Residence staff are always available, 24 hours a day, 365 days a year. Staff are trained in emergency and crisis response procedures. Training is shared with Department of Public Safety, Counseling Center, Dean of Students Office, Victims Support and Advocacy, University Safety Manager, Health Center, and Cedar Falls Fire and Rescue.

The Department of Residence is part of the University's Critical Incident Team which tracks students with disciplinary, mental health and other concerns to provide a coordinated response. The department serves on the Issues Group which discusses current or emerging issues related to the University and its students, faculty and staff. Residence staff serve on the Victims Services Team, a group which insures appropriate response to victims of sexual assault and other violent crimes.

Residence staff consults with the Dean of Students and/or the counseling center if there is concern about a student's behavior. If it is believed there is imminent danger, the staff calls campus police. Staff also monitors strangers loitering in or around the residence buildings.

All Department of Residence facilities have controlled access. The primary method of control is through keys. Residence hall doors are locked at 9:00 p.m. and unlocked the next morning at 7:00 a.m. An electronic access control system provides enhanced levels of control. To implement an electronic access control would cost about $900,000.

Nine of twelve major buildings have public address capabilities. As systems are upgraded, the remaining three buildings will also include public address capabilities.

**Proposed Recommendations to Improve/Enhance Response**

UNI officials continue to be actively engaged in incident prevention, risk assessment, pre-incident planning and incident response. However, a review of current protocols has identified several areas in which the University can improve its preparation and response.

- Expand the Critical Incident Team concept to include issues involving faculty, staff, and visitors who have been identified as individuals whose actions or behaviors cause concern. The University is reviewing combining two or more of three teams currently assessing and responding to these issues.

- Develop and present campus training in fall 2007 regarding identification and reporting of individuals who may be a safety or security risk.

- Implement a Building Coordinator Program for rapid notification in the event of an emergency.

- Upgrade automated telecommunications emergency notification system with hybrid on-site/service-bureau phone system.

- Install Outdoor Emergency Notification System

- Install indoor voice capable building notification system similar to current Simplex Fire Alarm/Voice System used in newly renovated buildings on campus

- Install access control system to all campus buildings

- Increase Counseling Services staff

- Increase Police Division Staff

- Data and analysis have been compiled to address the issue of arming campus police at the three Regent universities. This issue will be reviewed and discussed at a later date.

## CAMPUS SECURITY IMPROVEMENTS

Since the reports were formulated, the universities have developed listings of campus security improvements to address the needs identified in the reports. These needs have been placed into three categories: (1) Emergency Communications; (2) Early Warning Systems (Threat Assessment); and (3) Public Safety Response. These improvements are detailed in Attachment A. The operating costs associated with these improvements have been included in the FY 2009 Operating Appropriations Request (Agenda Item #4).

## UNIVERSITY OF IOWA
## CAMPUS SECURITY IMPROVEMENTS

| | FY 2008 Commitment | FY 2009 Capital | FY 2009 Operating |
|---|---|---|---|
| **UNIVERSITY OF IOWA** | | | |
| ***Emergency Communications*** | | | |
| Install voice-capable outdoor warning sirens on campus. | $205,000 | | $5,000 |
| Install indoor warning devices that can be used in conjunction with the outdoor warning system. One device per floor, $2,000/device, Would be installed over a period of years in major campus buildings as effectiveness is demonstrated. 60 devices in year 1. | | $120,000 | $10,000 |
| Install comprehensive emergency communications system (Connect-ED) which will permit immediate mass message delivery to the 45,000 UI students, faculty and staff using combinations of voice and text messaging technology | $60,000 | | $60,000 |
| ***Early Warning (Threat Assessment)*** | | | |
| Add position(s) to expand campus outreach to identify and resolve potential threatening situations. Teams would be formed of counselors and UI Public Safety personnel to provide training for TAs, faculty and employee supervisors. Staff would be added based upon demand and response of the University community. Initially -- 2.5 FTE would be added to UI Counseling Services and UI Behavior Risk Management programs @ $80,000 per FTE. | | | $200,000 |
| ***Public Safety Response*** | | | |
| Add additional monitoring and dispatch personnel to expand 24/7 coverage, monitor expanded camera and alarm systems and provide record-keeping support. 5 FTE would be needed to provide additional 24/7 coverage; 2 additional FTE to provide peak time coverage. $45,000/FTE | | | $315,000 |
| Add sworn Department of Public Safety officer positions to reach recommended level of staffing. Add four officers per year for 3-4 years as funds are available. Salary, benefits and support costs of $65,000 per officer. | | | $260,000 |
| Install indoor and outdoor surveillance cameras at critical campus locations. Planning initiated for ~20 additional cameras in FY 2008. More units with analytic capability will be added in 2009. Cost: $70,000 for four cameras, with analytics; additional cameras @ $6,000/camera, up to 12. Annual maintenance and service -- $400/camera | $200,000 | $200,000 | $16,000 |
| Expand access control systems to critical university assets - @ $100,000/major building over several years. Costs per building will vary depending upon exterior shell, number of entrances, emergency exits, other building conditions | | $1,000,000 | |
| **TOTALS** | $465,000 | $1,320,000 | $866,000 |

## IOWA STATE UNIVERSITY
## CAMPUS SECURITY IMPROVEMENTS

| | FY 2008-2009 Capital | FY 2008-2009 Operating |
|---|---|---|
| **IOWA STATE UNIVERSITY** | | |
| ***Emergency Communications*** | $300,000 | $4,000 |
| Install 4 voice-capable outdoor warning sirens on campus. | | |
| | | $100,000 |
| Install comprehensive emergency communications system | | |
| Install campus-wide intercom/indoors warning systems @ an estimated cost of $10,000/building over 5 years to 120 major campus structures. | $240,000 | $24,000 |
| ***Early Warning (Threat Assessment)*** | | |
| Public Safety and Campus Security staffing. Add Threat Assessment position to expand campus capability with an additional trained professional to work with Critical Incident Response Team, Student Counseling and the university community to minimize danger and resolve potential threatening situations. | | $80,000 |
| ***Public Safety Response*** | | |
| Restore 3 sworn Department of Public Safety officer positions that were eliminated since FY2000 because of budget reductions. The university has added 1.5 million square feet of space and expanded the areas patrolled to more than 7,000 acres in the past several years. | | $195,000 |
| Add additional monitoring and dispatch personnel to expand24/7 coverage, monitor expanded camera and alarm systems and provide record-keeping support. | | $250,000 |
| Expand access control systems to an additional 335 exterior campus doors @$10,000/door over 5 years. | $670,000 | $52,000 |
| Over 5 years, install 130 indoor and outdoor surveillancecameras at various campus locations. Cost $4,000/camera indoors, $10,000/camera outdoors. Annual maintenance and services, $300/camera. | $125,000 | $7,800 |
| **TOTALS** | $1,335,000 | $712,800 |

## UNIVERSITY OF NORTHERN IOWA
## CAMPUS SECURITY IMPROVEMENTS

| | FY 2008-2009 Capital | FY 2008-2009 Operating |
|---|---|---|
| **UNIVERSITY OF NORTHERN IOWA** | | |
| ***Emergency Communications*** | | |
| Install 4 voice-capable outdoor communications systems on campus. | $135,000 | $4,000 |
| Install indoor voice-capable warning system which supplements the outdoor warning system for building notification. The estimated cost is $6,000 per building to be funded over a five-year period for 55 buildings. | $66,000 | $3,000 |
| Targeted communication system providing a combination of on-site and service bureau notification including reverse 911 features. This system would utilize phone, voice mail and text messaging in concert with other on-campus notification systems in the event of an emergency requiring mass notification to faculty, staff, students and visitors. | | $85,000 |
| ***Early Warning (Threat Assessment)*** | | |
| **Counseling Center Staff increase of three positions (3.0 FTE).** Counseling Center provides an excellent means of identifying and working with students, faculty, and staff who have behavioral and psychological issues. The UNI Counseling Center staff consists of five full-time equivalent counselors and psychologists. While the Counseling Center is accredited, to meet staffing standards of the International Association of Counseling Services (IACS), three additional full-time equivalent counselors are needed. | | $200,000 |
| ***Public Safety Response*** | | |
| **Public Safety Training Officer Position (1.00 FTE).** There are several areas which require yearly training of police personnel to maintain their certification. This position will schedule training, provide recordkeeping, develop and conduct training sessions designed to enhance departmental and campus emergency response and recovery. The officer will assist in training for emergency response of building coordinators. This position will also coordinate threat assessment training programs and exercises, as well as other emergency management training and programming needs related to emergency management. | | $65,000 |
| Training costs, materials and handouts required for program delivery on campus. | | $10,000 |
| **Public Safety Officer Positions (3.00 FTE).** Three additional officers are needed to reach recommended staffing levels. Due to budget reduction, the department is operating minus one officer since FY 2001. Additional officers will provide staffing adequate for coverage based on campus activity levels. Changes would be initiated to ensure during those days and times of the highest campus activity, staffing would be sufficient to handle the volume of calls for service and event management needs. We are limited in our ability to provide the services as well as programming requests due to limited staffing levels. Salary, fringe benefits and support costs of $65,000 per officer. | | $195,000 |
| **Automated Building Access.** Expanded access control systems to approximately 50 campus facilities that do not currently have access control systems. Costs will vary depending upon individual building needs. Annual projected costs for the five-year project are $10,000 per door for 200 doors. | $400,000 | $30,800 |
| **TOTALS** | $601,000 | $592,800 |