



University of Wisconsin System
Report on Campus Safety

June 2008

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University of Wisconsin System Report on Campus Safety

Introduction

For the UW System, operating 13 four-year institutions, 13 two-year institutions, and an Extension system is akin to managing a host of diverse small towns and cities. Like the priorities of cities and towns, safety is critical. As such, all four-year institutions have campus police and security offices and work closely with local police. All of the institutions are subject to a variety of laws, regulations, and policies that serve to help prevent violent incidents and, in the unusual event that violence does occur, to respond appropriately. Students and staff are also provided information detailing how to report and respond to incidents of potential or real violence. Counseling and health services are available at most institutions to help assist distressed students and staff members, while other institutions facilitate access to local providers of mental health services. All institutions are engaging in continuity of operations plans. UW institutions indeed are safe “towns” and “cities.”

Recent national data confirms this. Data from the U.S. Department of Education, the Census Bureau and the FBI state that “the murder rate on college campuses was 0.28 per 100,000 people, compared with 5.5 per 100,000 nationally.” College students between the ages 18 to 24 experience violence at average annual rates lower than those for non-students in the same age category, and college students commit suicide at half the rate of their non-student peers (*U.S. News and World Report*, April 30, 2007, p. 49). The System’s own crime statistics, which are reported in accordance with the Jeanne Clery Disclosure of Campus Security Policy and Crime Statistics Act, generally reflect these national trends.

Although violence is a rare occurrence on our campuses, the tragedies at Virginia Polytechnic Institute and State University (Virginia Tech), Northern Illinois University and others, helped heighten our awareness of issues of safety on campus and highlighted the need to revisit the issue of campus safety in light of the changing safety environment. As a result of the Virginia Tech tragedy, President Kevin Reilly formed the Commission on University Security (Commission) and charged it with developing recommendations for how University of Wisconsin institutions could prevent, intervene, respond, heal, and resume operations when confronted with the threat, or actual incidence, of major violence on one or more campuses. In July 2007, the Commission issued its Final Report, in

which it identified 17 recommendations, including sub-recommendations (see Appendix D).

Contemporaneously, Governor Jim Doyle established the Task Force on Campus Safety (Task Force). The Task Force was asked to review current campus safety practices, develop best practices criteria and offer recommendations in connection with campus safety issues in Wisconsin. The Task Force issued its final report in November 2007. A significant portion of the Task Force's final report was devoted to identifying best practice criteria (see appendix D).

These two reports form the basis of the UW System's Report on Campus Safety. This Report is intended to provide an overview of the ongoing efforts our campuses have been engaged in with respect to campus safety. In addition, the Report will describe how our institutions are responding to the more recent recommendations and best practice criteria which emerged from the Commission and Task Force reports. It is hoped that this Report will enable UW institutions to improve further the level of safety and readiness to prevent and respond more effectively to the unexpected. By setting forth expectations and describing baseline efforts, this Report will further allow the UW System to reexamine these issues a year from now to assess progress and to identify necessary actions for the future.

Guiding Principles and Assumptions

To better understand this Report, it is helpful to consider the context in which the Report is offered. These guiding principles underscore certain expectations and assumptions under which the UW System operates in the context of campus safety. They include the following:

- Campus safety and security are critical, and prevention efforts are key;
- Our institutions are relatively safe places for staff, students, and guests;
- The UW System is committed to improving campus safety and preparedness;
- The UW System and its individual institutions can never provide an absolute guarantee of safety for its members; likewise, each member is a responsible participant in the goal of a safe campus;
- Each institution's circumstances differ, therefore each has the flexibility to develop and implement appropriate campus safety and security policies and practices;
- The UW System and its institutions are guided in their safety and security efforts by applicable laws, regulations, and policies;

- The UW System and its institutions recognize that challenges exist in the implementation of many safety measures, including resource limitations and the inherent nature of campuses as large, open, and diverse places;
- The mental health of students and staff is a broader issue than that of safety; mental illness seldom results in violent behavior, nevertheless access to mental health services plays an important role in providing a safe and healthy campus environment.
- All safety efforts should be consistent with the teaching, research, and service mission of the UW System and its institutions; and
- The UW System recognizes that safety efforts must adapt to the changing environment and thus are inherently evolutionary in nature.

Safety Efforts and UW System Expectations

The recommendations put forth by the President's Commission and the Governor's Task Force reports offer some benchmarks by which to evaluate the ongoing efforts of our institutions to enhance safety on our campuses. Accordingly, this Report sets out UW System's expectations with reference to information supplied to the UW System by the institutions concerning their existing and developing safety practices. In so doing, the report emphasizes safety expectations it considers important for institutions to adopt as well as others that it considers useful and potentially helpful. It also identifies initiatives which are the responsibility of the institution and those that will be undertaken by UW System Administration (UWSA). Although the Commission Report focused on campus safety primarily in light of an active shooter incident, the Task Force looked at broader issues than just an active shooter, such as the impact of alcohol abuse on campus safety. Recognizing that safety encompasses a broad array of issues, this Report will embrace a more comprehensive approach to safety.

On August 1, 2007, UW System Executive Senior Vice President Don Mash wrote to the Chancellors of each UW institution, soliciting from them information concerning how their institutions were responding to the Commission's recommended actions and information about other on-going safety efforts. Subsequently on December 10, 2007, Executive Senior Vice President Don Mash followed up with a second letter to designated Campus Safety Coordinators. These letters are provided in appendix A. All of the institutions responded to these inquiries.

What follows then, is a list of expectations and a summary of some of the efforts that are presently occurring at UW institutions. In presenting this information, this Report follows, to a large extent, the Commission Report's format, and thus the information is organized according to the stage of a potential crisis: prevention, intervention, and aftermath. In reviewing this information, it is important that the reader keep in mind the guiding principles listed above. For example, institutions are

challenged in their safety efforts by the size, location, and culture of their institution and its community. Safety and security efforts must be responsive to the unique aspects of each institution's needs.

Prevention

The UW System's goal is to prevent harmful behavior, when possible, rather than merely react to it. Successful prevention programs are based on the concepts of minimizing dangerous opportunities and encouraging campus community members to be responsible for their own security, as well as the security of others. To accomplish this and strengthen our safety and crime prevention programs, safety awareness campaigns, effective multi-disciplinary review teams, and administrative policies and procedures are necessary.

Safety and Security Awareness Campaigns

◆ **All UW institutions will develop new or enhance existing safety and security awareness programs for students, faculty, and staff, with information appropriately disseminated.**

Providing a campus community with safety and security information can be a challenging task, complicated by significant student turnover each year and possible staff turnover. However, when people are aware of safety issues, they are better able to make well-informed decisions regarding their safety. Such awareness programs may provide general information on personal safety such as:

- Avoiding high-risk behavior,
- Avoiding over-indulgence in alcohol,
- Walking alone at night,
- Identifying and reporting troubling behavior, and
- What to do when confronted by an active shooter.

Each UW institution has already undertaken some steps toward developing certain aspects of a safety awareness campaign tailored to its campus culture and demographics. UW institutions routinely provide safety information to students and parents during orientation sessions and to faculty and staff during new employee orientation and department meetings. This information includes how to recognize and report behavior of concern. UW institutions also discuss safety issues with key governance groups, such as the Faculty and Student Senates. Examples of recent campus initiatives include:

- UW-Eau Claire has significantly enhanced the emergency information on its web pages and simplified linking to that information to expand awareness. As

part of this effort, an “Emergency Info” link has been placed prominently on the University’s home page.

- UW-Green Bay developed a depression screening awareness campaign, in conjunction with the Lieutenant Governor’s Office. The campaign included two letters to all students, faculty, and staff—one from the Chancellor and one from Counseling Services.
- UW-La Crosse provided staff with yellow cards containing contact information for its multi-disciplinary review team, which may respond to troubling behavior within the campus community.
- UW-Madison produced a brochure entitled “Dealing with Troubled People,” which is posted on its website and distributed where appropriate. The UW-Madison police department has developed a new one-hour presentation, dealing specifically with identifying persons in crisis. The program has been presented to various UW-Madison faculty and staff groups and will be presented to student groups in the future. UW-Madison has also offered to make this presentation available to other institutions as well.
- UW-Oshkosh sent a series of emails to the entire campus regarding current and potential safety issues.
- UW-River Falls’ Counseling Services designed a guide entitled, “Assisting Students During Emotional Distress” and distributed it to all faculty and staff.

Sustaining this high level of communication will be crucial to maintaining safe campus environments. Therefore, UW institutions will evaluate safety information provided to the campus communities to determine what additional printed or web-based resources are necessary. Each institution will also ensure its safety information is disseminated through channels that students and staff frequently access, such as at unions and residence halls and through contemporary electronic means.

Multi-disciplinary Review Teams

- ◆ **Each institution will have a functioning multi-disciplinary review team to anticipate, identify and evaluate threats and other safety concerns.**

A multi-disciplinary review team is a central structure in identifying and responding to students, faculty, staff and others who pose a potential risk to the campus community. By bringing together representatives from different segments of a campus, there is a greater possibility of identifying someone who is displaying patterns of behavior that cause concern and then developing appropriate intervention plans that will diffuse potentially dangerous situations. These may include counseling services, health services, residential life, university police, academic affairs, legal affairs, and others.

As a result, each UW institution and each UW Colleges campus will establish and maintain a multi-disciplinary review team. Currently, all institutions have a review team in place.

The composition and name of these review teams may differ from institution to institution. For example, at UW-La Crosse, the review team, referred to as the Behavior Intervention Team, includes representation from counseling, student life, the health center, university police, and human resources, with others included as appropriate. UW-Stout's Students of Concern group is composed of the Dean of Students and staff representing the counseling center, student health services, university police, residence life, and student disability services. At UW-Milwaukee, a Threat Assessment Team has been formed, bringing together representatives from areas similar to UW-La Crosse and UW-Stout, but also including staff from legal affairs and academic affairs. And at UW-River Falls a Behavior Intervention Team (BIT) has been meeting on a regular basis to discuss cases of troubling behavior by members of the campus community in order to design effective interventions prior to the cases reaching the level of a campus crisis. The BIT is composed of representatives from residence life, student affairs, student health and counseling services, the chancellor's office and the River Falls Police Department.

For these teams to accomplish their objectives, guidance on addressing and assessing threats is needed. UW-Madison recently hosted one such effort. Violence expert, Dr. John Nicoletti, presented a one-day training session on this topic on December 12, 2007. This training was well attended, with more than 100 review team members participating from UW institutions and UW System Administration.

In the future, UW institutions, especially those with relatively new multi-disciplinary review teams, will continue to enhance their teams' capabilities, the processes followed, and the information provided to the campus community. For example, an institution may decide to increase the size of its review team to include representatives from additional areas of the campus. Each UW institution will also need to ensure campus community members are aware of the team's existence, understand its role, make appropriate referrals to the team, and pursue needed training opportunities. In addition, each institution will need to monitor and track troubling behavior of students, faculty, staff and others. Security over any confidential information will be an important consideration.

Policies and Procedures

◆ **UW System Administration (UWSA) will establish workgroups to examine whether and how the proposed changes to existing regulations and policies or the creation of new regulations and policies can further promote campus safety. As part of this examination, UWSA will provide further education about existing policies and regulations.**

Administrative policies and regulations cannot guarantee safe campus communities. However, when these policies and regulations are formalized and well-developed, they provide prevention and intervention options. They also help ensure each student, staff member, and visitor is treated consistently, fairly, and with dignity and respect.

The Commission and Task Force reports identified a number of administrative policies that could be developed, formalized, or strengthened to enable UW institutions to more effectively intervene when threatening or dangerous behavior has been identified. In some instances, the means to intervene exists under current policies, but is not widely used.

Those recommendations which fall into the category of “existing but not widely used” include the institution’s ability to separate students from the institution. Currently, under Chapter UWS 17 of the Wisconsin Administrative Code, an institution may seek to separate a student who has engaged in nonacademic misconduct by means of suspension or expulsion. That same chapter gives UW institutions the discretion to require a student to demonstrate, through means of an assessment or otherwise, that he or she is ready to return to campus following a separation.

The Commission’s concerns and UW institutions’ practices in this area highlight the need for further training in these matters. UWSA in conjunction with UW institutions will explore the best means to educate campus administrators on managing student misconduct issues.

The Commission Report also identified some matters which require “strengthening” in our regulations and policies. Among those was the suggestion that the University’s code of conduct govern behaviors constituting crimes whether they occur on or off campus. While the existing Chapter 17 does not limit the University’s authority only to on-campus misconduct, the Code does not explicitly address off-campus misconduct. Among the recommendations emerging from the Chapters UWS 17 and 18 Review Committee—a committee charged with recommending changes to Chapters 17 and 18 of the Wisconsin Administrative Code—is the recommendation that the scope of Chapter 17 be explicitly defined to include certain types of off-campus misconduct. Should this recommendation gain the approval of the Board of Regents and pass legislative review, this clarification will become incorporated into the Administrative Code and have the force of law. Other recommendations proposed by the Committee would strengthen the emergency suspension provisions and the nonacademic misconduct hearing processes.

Finally, the Commission recommended other policies that currently do not exist on a systemwide level. These include the Commission’s recommendations that the System create a systemwide code of conduct for staff and systemwide policies for voluntary and involuntary withdrawal of distressed students, compassionate refunds, an admissions office protocol when it is learned that a serious offense was committed by an applicant, and issues of non-campus persons that might pose threats. UWSA will

establish workgroups to further examine whether such policies should be developed and if so, how these policies should be implemented.

Intervention

While preventing unsafe or violent behavior is UW System's goal, it obviously cannot be accomplished 100 percent of the time. Consequently, some safety and security efforts must be directed toward effective intervention, which includes counseling and mental health services, adequate university police and security staff, radio interoperability, emergency communication and crisis response plans.

Counseling and Mental Health Services

- ◆ **All UW institutions will make available counseling and mental health services to staff and students, whether through services on-campus or through referrals off-campus.**
- ◆ **All UW institutions will continue to make progress toward achieving an appropriate level of counseling and mental health services.**

The types of counseling services vary widely among UW institutions. All four-year institutions and four UW Colleges campuses provide some student counseling services, which may include assessment, individual counseling, crisis intervention, and outreach. Eight UW institutions (UW-Madison, Milwaukee, Green Bay, Oshkosh, Parkside, Platteville, River Falls, and Whitewater) also provide psychiatric evaluations. The funding sources for these services differ as well, with some UW campuses being funded entirely with state general purpose revenue and others funded completely with student segregated fees. All UW institutions currently provide some type of access to mental health services. UW institutions also coordinate with community-based mental health agencies to assure students receive the services they need.

UW institutions have seen an increase in the complexity and severity of student mental health issues, placing additional strain on campus-provided counseling services. Student issues have evolved from home sickness and relationship problems to depression and bipolar, personality, eating, and anxiety disorders.

Prior to the Virginia Tech tragedy, the UW System recognized this need for mental health services and made plans to have the Office of Operations Review and Audit undertake a program review of this area. The objectives of the review, which is expected to be finalized this summer, are to identify counseling services offered, examine student utilization of these services, and identify issues, challenges and potential improvements related to the administration of counseling services.

The Commission report noted that the Accreditation Association for University and College Counseling Services has established a standard of one FTE (Full-Time Equivalent) mental health counselor for every 1,500 students. In order for the UW System to reach this level it would take a total of approximately 30 additional full-time positions. The Commission estimated the salary and fringe benefit costs associated with these positions would be approximately \$3 million annually.

Some institutions have also taken or plan to take steps to address the need for additional or more intensive counseling and mental health services. All UW Colleges campuses have worked with their students to secure various levels of segregated fee funding to establish these services. With the support from the student governments, each UW Colleges campus will provide some level of mental health counseling service beginning with fall semester, 2008. In addition, initiatives at other UW institutions include:

- UW-Green Bay added a part-time contracted psychiatrist on site, effective January 1, 2008.
- UW-La Crosse will be undertaking a review of its mental health needs and the organizational structure of its Counseling Center during this spring 2008 semester. The campus is also exploring possible arrangements for psychiatric consultation with community-based services and hopes to identify sufficient resources to accommodate two hours per week of consultation as a short-term solution.
- UW-Oshkosh has hired limited-term psychologists and extended a contracted psychiatrist's time on campus.
- UW-Platteville will use differential tuition funding to add a full-time counselor at the University Counseling Center as well as adding a staff person to assist the University Risk Awareness Team by fall 2008. These new staff will serve as campus ombudspersons and assist students experiencing emotional or psychological situations which may interfere with successful completion of their academic career.
- UW-River Falls garnered support from its students to fund temporary, part-time counseling staff by increasing the portion of segregated fees allocated to this function.
- UW-Stevens Point's Division of Student Affairs has submitted a budget request for two 0.75 positions in the counseling center. According to campus staff, this would increase the counseling staff to the recommended student-counselor ratio.
- UW-Whitewater is reorganizing its University Health and Counseling Center to eliminate the executive director position. The two associate directors will

assume the director's responsibilities, and the salary savings will be used to create another counselor position.

However, even with these steps, it may be difficult to keep pace with the demand for student counseling and mental health services. Additional burden may be placed on mental health resources as several campuses anticipate growth in their student bodies including an increase in returning veterans, and as the trend toward more complex mental health issues is expected to continue.

To address these growing demands, each UW institution will assess campus-provided and community-based mental health services; to the extent it has not already done so. Based on its needs and currently available resources, each institution will be expected to work with its campus community to evaluate its current funding and provided mental health services; seek additional funding, as necessary; and demonstrate progress toward achieving an appropriate level of counseling and mental health services.

University Police and Security Staff

◆ **Each four-year UW institution will have a police department headed by a well-trained, qualified, law enforcement officer. All campus police officers should be trained in the use of firearms and in responding to various crises—including that of an active shooter.**

The four-year UW institutions have trained police departments and security offices and, within many of these offices, staffing increases are anticipated in 2008. All UW institutions have working relationships with law enforcement agencies in their nearby communities. The positive cooperation between the University and outside law enforcement and emergency response agencies has led in many cases to mutual aid and support when needed.

A national standard for police staffing of universities does not exist. Police security ratios are difficult to determine because they depend on many factors such as campus setting (rural or urban) and other factors such as whether a University operates hospitals, clinics, labs using animals in research, sport venues, etc. However, according to the Bureau of Justice Statistics most universities range between 1.8 and 3.0 FTE (full-time equivalent) officers per 1,000 students nationally.

The number of police and security staff on UW campuses has not declined in recent years, in spite of the significant administrative budget reductions that the UW System has absorbed during that time. A program review released by the UW System Office of Operations Review and Audit in 2005 reported there were a total of 165 sworn police officers on UW campuses in July 2004. In October 2007, that number had increased to 166.5 officers. Though three campuses reported slight police staffing reductions, four campuses—Eau Claire, Platteville, Stout and Whitewater—reported increases.

In addition, the following UW institutions anticipate hiring additional officers in 2008:

- UW-Milwaukee has approved the funding for five additional police officers and four additional security officers;
- UW-Oshkosh anticipates hiring one additional police officer in February 2008;
- UW-Parkside anticipates hiring an additional police officer in the spring of 2008;
- UW-Stevens Point is currently recruiting two police officers to start in early 2008; and
- UW-Superior will be filling a vacant security officer position with a police officer in early 2008.

For its part, UW Colleges is investigating the possibility of an institutional law enforcement relationship with another entity, such as UW-Madison. While UW Colleges campuses fall under the law enforcement jurisdiction of local agencies, there is an additional pressing need for an institutionally-based law enforcement representative to provide UW Colleges with administrative, evaluative, and emergency support from the perspective of the university.

The increases in police staffing levels and the shifts from security to police officers are primarily funded through the reallocation of state funds and student fees and, for most UW institutions, additional staffing will be a resource challenge.

Radio Interoperability

◆ UW System will move to implement interoperable radio systems between campus staff and external response agencies.

Regardless of the number of campus police and security staff, assistance from outside agencies is often necessary for special events, such as sporting events and visiting dignitaries, and may be necessary for large-scale acts of violence or public unrest. All UW police and security departments have informally or formally requested assistance from and provided assistance to local law enforcement agencies in the past. In these cases, interoperable radio communication is necessary to ensure a seamless working relationship between UW officials and outside emergency response agencies. Because there are different types of radios that operate on different frequencies, not all radio equipment is interoperable. Currently, the radio communication systems at some UW institutions do not interface with neighboring outside agencies.

The Commission initially estimated it would cost \$53,400 to achieve radio interoperability with outside law enforcement agencies. However, with changing technologies and system upgrades within those outside agencies, this amount is now estimated to be approximately \$140,000. The UW System will provide the funding necessary for each campus to achieve basic radio interoperability capacities. As further technology or system changes occur in the future, individual UW institutions will be expected to fund upgrades and maintain that basic level of communication with outside agencies.

Emergency Communications

◆ **All UW institutions will have a plan for emergency communication to the campus community.**

The issue of emergency notification to the campus community was widely examined and heavily debated in the aftermath of the Virginia Tech tragedy. The purpose of a timely notification is to alert the campus community to an ongoing threat, heighten safety awareness of students and staff members, and inform them of any actions they should take. The circumstances of a particular situation, along with an evaluation of the threat, will dictate the need for notification and the format that should be used.

Due to the chaotic nature of emergencies, communication during the event itself is vitally important. Therefore, each UW institution is expected to assess its existing communication strategies, ensure those strategies provide sufficient means for timely and redundant notification, and periodically test the communication infrastructure.

Some UW institutions have worked collaboratively with local cities and counties to acquire timely message services to students, parents, or staff members, using cell phone, fax, and email. Other UW institutions have enhanced or acquired public address systems, siren systems, message boards, or reverse 911 capabilities. Campus websites have also been enhanced to provide a better means for prompt and long-term communication with campus communities. Specific examples include:

- UW-Eau Claire works closely with external emergency response agencies and is in a region where the city, county and university are all supported by a single Emergency Communications Center, which is cost effective and conducive to coordination of efforts by police, fire and rescue units.
- UW-Milwaukee has committed one-time funds of approximately \$100,000 for electronic messaging systems, security cameras, and a new public announcement warning system.
- UW-River Falls has made a verbal commitment to cost-share the purchase and maintenance of the CityWatch notification system in conjunction with Pierce

County, the City of River Falls, and Xcel Energy. The system will allow UW-River Falls to send emergency notifications via text messaging, phone, and e-mail to all members of the campus community.

Crisis Response Plan

- ◆ **Each UW institution will have a crisis response plan and review it periodically.**

The UW System recognizes the need to provide for both the physical and emotional needs of students, staff and parents in the event of a crisis, and must be prepared to respond to any disaster or catastrophe that may disrupt its operations or delivery of services. Disasters or catastrophes may include, but are not limited to, fire, hazardous-material incidents, flooding, tornados, large scale computer failures, civil disturbances, explosions, and terrorist events.

All UW institutions have developed a crisis response plan that addresses various scenarios, such as active shooter situations, pandemics, and/or natural disasters. Numerous table-top and other training exercises of these plans have been conducted, often in collaboration with local law enforcement and emergency response agencies. Joint exercises of the crisis response plans help to integrate everyone's understanding of the roles of various UW offices and community agencies.

As with other campus security initiatives, efforts such as these are being primarily funded through the reallocation of state funds and student fees and will be a resource challenge for UW institutions.

Aftermath Response

In the days, months, and years following a traumatizing event, the effects may be observed in those who are injured, those who witnessed the event, family members of these individuals, law enforcement and emergency medical staff who responded to the event, and the campus community as a whole. Following such an event, one of the UW System's top priorities will be to provide support and assistance to these individuals.

Advanced Planning and COOP Plans

- ◆ **Each UW institution will conduct advanced planning for managing the aftermath of a crisis.**
- ◆ **Each UW institution will continue to make progress toward developing and implementing a Continuity of Operations (COOP) plan.**

After a disaster or traumatizing event, communication with the students, staff members, parents, surrounding community, and media outlets will be crucial in ensuring key stakeholders are kept informed. In addition, communication will be needed to coordinate the efforts of local, state, and federal disaster response organizations and volunteers. Effective outreach efforts will be needed as the stressful impacts of such crises are often strong enough to overwhelm individuals' coping skills. Finally, in keeping with the UW System's tradition of shared governance, students and staff would be involved in determining the appropriate actions to honor the victims.

The UW System accepts the Commission's recommendations and the Task Force's best practices related to aftermath response. Long-term communication, outreach efforts, and healing measures are expected to be addressed, to the extent possible, in each UW institution's crisis response and COOP plans.

While these occurrences cannot always be prevented, risks can be mitigated through emergency planning. Consequently, the UW System has made emergency management preparedness, including crisis response and COOP plans, a priority. In the event of a disaster or catastrophe, a crisis response plan serves as a guideline for developing and implementing a course of action to provide immediate support and meet basic safety needs. A COOP plan outlines how, in light of the crisis, UW services and operations will continue or resume.

Every UW institution is working toward and is expected to have fully operational crisis response and COOP plans. These plans must be continually developed, refined and tested, to address changing campus environments, risks, and technologies.

In response to a directive for all state agencies to implement COOP plans, the UW-Madison Police Department developed and received approval for an approach to COOP planning that closely meets the needs of higher education organizations. UWSA has contracted with the UW-Madison Police Department to provide COOP planning services to all UW institutions.

UW institutions are currently in varying stages of preparing their COOP plans. The only COOP plan exercise to date was conducted by UW-Madison and included plan activation, alert notification, and relocation processes. Developing and maintaining COOP plans is time intensive and represents another resource challenge for UW institutions.

While UW institutions have flexibility in choosing how to address specific campus safety and security risks, all completed COOP plans should consistently include certain critical elements and protocols to address potential incidents and make campuses safer. Each COOP plan should be (1) capable of implementation without warning, (2) operational within 12 hours of activation, (3) able to be maintained for up to two weeks, and (4) take advantage of existing infrastructures.

Effort Assessments

- ◆ **Each UW institution will regularly assess its campus safety and security plans and, after a crisis, conduct a post-incident assessment.**

Evaluating our individual and collective efforts relating to campus safety is a critical component to ensuring that our policies, practices and programs are as effective as they can be. Toward that end, UW institutions will be expected to regularly assess their campus safety and security plans and implement the UW Commission recommendation that called for a post-incident assessment to be conducted as soon after an incident as possible.

Systemwide Initiatives

In an effort to help UW institutions more effectively and efficiently meet the expectations listed above, there are a number of initiatives that will be undertaken on a systemwide basis. These include systemwide communication and coordination, training, funding and assessment. These systemwide initiatives are not intended to replace, but to complement campus-based activities.

Systemwide Communication and Coordination

Effective communication and coordination strategies are critical components of good campus safety plans. Communication and coordination efforts between and among UW institutions and with our educational partners may help make campus safety efforts more effective and efficient. It is important for institutions to share campus safety related ideas, issues, problems and solutions with one another to take advantage of the collective expertise within the system and the state, and to negate the need for campuses having to “reinvent the wheel.”

To help enhance intercampus communication, the Campus Safety Coordinators group has been formed (see appendix B). The systemwide group consists of an individual from each campus selected by the Chancellor to serve as the contact person for the institution on campus safety and security matters. The membership of this group represents a wide cross section of individuals with either direct responsibility for or connections with campus safety and security. The group has been asked to help review the Commission and Task Force reports and this UW System final report, identify systemwide training needs, share ideas and best practices with one another, and suggest how the System office could be helpful to the campuses in implementing the expectations and recommendations coming out of the various reports.

In addition, UWSA's Health and Safety Committee (appendix C), a team that has been in place for several years focusing on student health and safety issues, will expand its membership and assume the responsibility for providing leadership and coordinating systemwide institutional health, safety, and security matters. As part of that responsibility, the committee will monitor state and federal legislation such as the proposed provisions in the Higher Education Act reauthorization relating to campus safety measures.

Training

Training is another critical component in developing, implementing and maintaining effective campus safety and security plans. All activities and initiatives aimed at providing safe campus environments have to be done in concert with education and advanced training to ensure that anyone (counselors, staff, administrators) needing to make a decision, whether it be intervention at a critical time or disclosure, knows how to respond appropriately.

Rather than each institution having to set up its own training programs, a systemwide approach would be more efficient. The UWSA Health and Safety Committee in conjunction with the Campus Safety Coordinators will assume the leadership in designing and organizing a comprehensive systemwide campus health, safety, and security training program. A comprehensive program should include all of the following:

- Sharing information with and among the campuses about upcoming state, regional and national workshops and conferences on campus health and safety issues;
- Developing and sharing informational materials on campus health and safety issues; examples may include campus-developed brochures on FERPA/HIPAA related issues and how faculty should address student mental health issues;
- Conducting systemwide workshops on issues of campus safety and security. examples of workshop topics might include campus response team training, mental health intervention and counseling, understanding and using UWS Chapters 17 and 18, sexual offenders on campus, health and safety issues for employees and proper interpretations of FERPA and HIPAA as they relate to campus health and safety; and
- Conducting systemwide training for university police officers and security personnel on avenger violence and basic threat assessment and how to respond to an active shooter.

Funding and Resource Commitments

The UW System recognizes that the increased commitment to safety and security resulting from the efforts and expectations outlined in this Report will require some attention to funding and resource allocation. While implementing a number of the safety and security initiatives (or expectations) may be accomplished by using existing staff and resources, others may be more cost- and staff-intensive.

Nevertheless, neglecting safety and security places our institutions at risk, not only as to the safety and welfare of the university community, but also places them at risk of losing the public trust. It is therefore urged that institutions explore innovative and appropriate responses to address the funding and resources issues.

Given the limited resources within our institutions, all UW institutions have already begun considering funding and reallocation implications.

Additionally, in light of the importance of the commitment to safety and security on campus, and with the interest shown by the governor and other state leaders, the UW System will actively explore opportunities for state and external funding to support this effort. This may include a future state budget request, federal funding grants, and proposals to public and private organizations and associations, particularly in the areas of mental health counseling, radio interoperability and police and security staffing. Further, System Administration will engage in discussions of how institutions may cooperate to share existing resources, such as training opportunities and the expertise of certain staff.

Progress Reports

UW institutions will also be expected to submit periodic update reports on their progress toward addressing the recommendations in the reports. The System office will continue to solicit and analyze this information to monitor overall progress, identify common areas of concern and provide assistance when appropriate. One year from now, a report will be provided to the UW System President and the Board of Regents assessing overall progress and identifying necessary actions for the future.

Conclusion

While our campuses are relatively safe places, the Virginia Tech tragedy in April 2007 and other recent national events have brought renewed public attention to the issue of campus security, the safety of UW students, faculty, staff, and visitors has always been a priority within the UW System. UW institutions have used their limited resources to establish several processes and systems that, in a variety of ways, identify and assist those in need and help make our campuses safe.

Nevertheless, national events serve as a reminder that institutions of higher education, like small cities and towns, must have comprehensive plans to prevent acts of violence where they can and must effectively respond to such acts when necessary. Recent events also highlight the fact that campus safety and security involve a changing landscape. The UW System and its institutions must adjust to the changes that continually emerge from the ongoing analysis of UW policies and procedures and those of our peers.

To accomplish this, both the Commission and the Task Force identified a number of actions that may strengthen UW System security policies and procedures as they relate to prevention, intervention, and aftermath response. Although the UW System is committed to ensuring its institutions maintain a certain degree of flexibility when developing and amending campus safety and security initiatives, UW institutions are expected to:


- Develop new or enhance existing safety and security awareness programs for students, faculty, and staff, with information appropriately disseminated;
- Have a functioning multi-disciplinary review team to anticipate, identify and evaluate threats and safety concerns involving faculty, staff, students and others;
- Make available counseling and mental health services to staff and students, whether through services on-campus or through referrals off-campus;
- Demonstrate progress toward achieving an appropriate level of counseling and mental health services;
- Have a police department headed by a well-trained, qualified, law enforcement officer. All campus police officers should be trained in the use of firearms and in responding to various crises—including that of an active shooter.
- Have a plan for emergency communication to the campus community;
- Have a crisis response plan;
- Conduct advanced planning for managing the aftermath of a crisis;
- Continue to make progress toward developing and implementing a Continuity of Operations (COOP) plan; and
- Regularly assess campus safety and security plans and, after a crisis, conduct a post-incident assessment.

To complement these institutional initiatives, additional safety and security steps must be undertaken at a System level. Therefore, UW System will:

- Explore the implementation of basic interoperable radio systems between campus staff and external response agencies;
- Establish workgroups to examine whether and how the proposed changes to existing regulations and policies or the creation of new regulations and policies can further promote campus safety;
- Provide or coordinate further education and training regarding existing regulations and policies and regarding various safety and security initiatives;
- In collaboration with institutional efforts, investigate opportunities for state and external funding to support safety and security efforts; and
- Report to the UW System President and the Board of Regents in approximately one year on the overall progress toward meeting these expectations and additional necessary actions for the future.

APPENDIX A

August 1, 2007

TO: Chancellors
FROM: Don Magh 
RE: Security Commission Report Review

At the Regents July 12 meeting President Reilly asked each chancellor to review with their campus the recommendations in the Security Commission report. At the BOR September meeting we will be reporting on the progress of that review. Toward that end, and for a preliminary assessment discussion at our August 24 chancellors meeting in Madison, please submit the following by August 20:

1. Report on your campus' relevant activity since the Virginia Tech tragedy.
2. Identify which of the report's recommendations are already in place on your campus, or will be put in place, as well as those that are most problematic to implement.
3. Which recommendations present significant resource challenges?
4. Knowing that the lack of resources is a major barrier to implementation of some of the recommendations, explain how your campus' collaborations with your community's law enforcement and mental health agencies already do, and in the future, could contribute to a heightened level of campus readiness.
5. Offer suggestions as to how the UW System's response might be coordinated with the Governor's campus security task force co-chaired by Chancellor Bruce Shepard.
6. Review and react to page 25 of the report (A) which reiterates the UW System's 2005 program review of police and security and the recommendation that the Regents should determine minimum standards for campuses.
7. Tell us who is coordinating your campus' review of the report and provide his/her e-mail address


Please offer any other thoughts you or your coordinator for the campus review may have.

Thanks so much.

Universities: Madison, Milwaukee, Eau Claire, Green Bay, La Crosse, Oshkosh, Parkside, Platteville, River Falls, Stevens Point, Stout, Superior, Whitewater. Colleges: Baraboo/Sauk County, Barron County, Fond du Lac, Fox Valley, Manitowoc, Marathon County, Marinette, Marshfield/Wood County, Richland, Rock County, Sheboygan, Washington County, Waukesha. Extension: Statewide.

December 10, 2007

TO: Campus Security Coordinators

FROM: Don Mash 

SUBJECT: Report on Campus Security

Our security report will be provided to the Board of Regents at its February 2008 meeting. This report is a response to the recommendations provided in the reports of the President's Commission on University Security; the Commission's subcommittees on counseling services, emergency communications, and security needs of UW Colleges; and the Governor's Task Force on Campus Security. It will also give the Regents a "snapshot" of where institutions currently are with the implementation of campus safety initiatives and where efforts and resources will be focused in the future.

In August 2007, each campus provided its preliminary responses to the commission's report on university security. This information was very helpful in providing assurance to the Regents and the public that each institution was conducting a safety assessment and attempting to address potential concerns, in light of the Virginia Tech tragedy. In order to provide the Regents an accurate report at the February meeting, we are asking each institution to:

- Update its security report provided in August 2007, specifically highlighting progress on safety initiatives previously noted and new safety initiatives that have started since your prior report.
- Provide staffing data broken down between sworn police officers and security officers, including the number of authorized positions for each category as of October 31, 2007, the number of filled positions for each category as of that date, and any actual or anticipated changes to policy and security staffing subsequent to that date.
- Identify funding strategies currently being used or sought and any possible funding strategies your institution will be considering in the future.

To allow sufficient time to draft the report to the Board of Regents and have various campus staff review it, we would appreciate receiving your response by **Monday, December 17th**. Thank you in advance for your assistance. Please send your responses to Julie Gordon at: jgordon@uwsa.edu.

Thanks so much for your assistance with this important matter.

cc: Chancellors
Provosts
Chief Student Affairs Officers
Chief Business Officers
Julie Gordon, Director, Office of Operations Review and Audit

Universities: Madison, Milwaukee, Eau Claire, Green Bay, La Crosse, Oshkosh, Parkside, Platteville, River Falls, Stevens Point, Stout, Superior, Whitewater. Colleges: Baraboo/Sauk County, Barron County, Fond du Lac, Fox Valley, Manitowoc, Marathon County, Marinette, Marshfield/Wood County, Richland, Rock County, Sheboygan, Washington County, Waukesha. Extension:

Campus Safety Coordinators
E-mail: SecurityCoordList@uwsa.edu

Campus	Name	Title	Address	Phone/E-mail
UW Colleges/Ext.	Steve Wildeck	Vice Chancellor, Admin. Services	432 N. Lake Street Madison, WI 53706	(608) 265-3040 Steve.wildeck@uwc.edu
UW-Eau Claire	Andrew Soll	VC, Business & Student Services	105 Garfield Avenue Eau Claire, WI 54701	(715) 836-5182 sollak@uwec.edu
UW-Green Bay	Sue Keihn Randy Christopherson	Dean of Students Dir., Public Safety	2420 Nicolet Drive Green Bay, WI 54311	(920) 465-2152 keihns@uwgb.edu (920)465-2300 christor@uwgb.edu
UW-La Crosse	Paula Knudson Scott Rohde	Dean of Students Dir., University Police	147 Graff Main Hall La Crosse, WI 54601	(608) 785-8151/8150 Knudson.paul@uwlax.edu (608) 785-8711 Rohde.scot@uwlax.edu
UW-Madison	Casey Nagy	Exec. Asst. to Chancellor	161 Bascom Hall Madison, WI 53706	(608) 262-8967 cnagy@bascom.wisc.edu
UW-Milwaukee	Pam Hodermann	Director, University Police	Sandburg Hall WB90 3410 N. Maryland Ave. Milwaukee, WI 53211	(414) 229-4627 pamelah@uwm.edu
UW-Oshkosh	Petra Roter Tom Sonnleitner	VC, Student Affairs VC, Admin. Services	800 Algoma Blvd. Oshkosh, WI 54901	(920) 424-4000 roterp@uwosh.edu (920) 424-3030 sonnleit@uwosh.edu
UW-Parkside	James Heller	Director, Police & Safety	P.O. Box 2000 Kenosha, WI 53141-2000	(262) 595 2484 heller@uwp.edu
UW-Platteville	Robert Cramer	Asst. Chancellor Admin. Services	1 University Plaza Platteville, WI 53818	(608) 342-1226 cramerr@uwplatt.edu

UW-River Falls	Blake Fry	Spec. Asst. to Chancellor	410 South Third St. River Falls, WI 54022	(715) 425-3711 Blake.fry@uwrf.edu
UW-Stevens Point	Bill Rowe	Dir., Protective Services	0003 George Stien Bldg. 1925 Maria Drive Stevens Point, WI 54481	(715) 346-3972 browe@uwsp.edu
UW-Stout	Jim Uhlir	Executive Director of Health and Safety	P.O. Box 790 Menomonie, WI 54751	(715) 232-1792 uhlirj@uwstout.edu
UW-Superior	Mike Wallin Mary Schoeler	Dir., Public Safety CIO	P.O. Box 2000 Superior, WI 54880	(715) 394-8461 mwallin@uwsuper.edu (715) 394-8266 mschoele@uwsuper.edu
UW-Whitewater	Barb Jones	Asst. Chancellor, Student Affairs	800 W. Main Street Whitewater, WI 53190	(262) 472-1051 jonesb@uww.edu
UW System	Larry Rubin Sal Carranza Anne Bilder Julie Gordon	Asst. VP, Acad. Affairs Sr. Inst. Planner Sr. System Legal Counsel Director Office of Operations Review and Audit	1220 Linden Drive #1604 Madison, WI 53706 Room 1630 Room 1850 780 Regent St., Suite 210 Madison, WI 53715	(608) 262-6717 lrubin@uwsa.edu (608) 265-9177 scarranza@uwsa.edu (608) 265-3094 abilder@uwsa.edu (608) 263-4395 jgordon@uwsa.edu

Proposed President's Advisory Committee on Health, Safety and Security

Background

Over the past four years, the UW System Health and Safety Committee has taken a leadership role in issues related to the health and safety of our students (e.g., SARS, anthrax, bacterial meningitis, health insurance, international travel, terrorism). This committee has attempted to coordinate systemwide responses to health and safety issues and to provide consistent advice from a system perspective to our UW institutions. The committee has been mainly represented by UW System staff from the offices of Academic and Student Services (ACCS), Risk and Loss Prevention, General Counsel and more recently, Government Relations and Operations Review and Audit; but with the recent serious events at Virginia Tech University and Northern Illinois University, it is proposed that the committee expand its reach and membership to become a systemwide committee charged with coordination of both Health and Safety, and Security issues.

Proposal

The President's Advisory Committee on Health, Safety and Security would be the primary group to identify potential and existing student health, safety and security risks, gather and share information, and recommend Systemwide policies, procedures, and guidelines. The committee would consist of representatives from academic affairs, student affairs, campus security, risk management, health, international program directors, legal, and student government with other areas brought in as necessary and appropriate to approve and advise initiatives to bring to decision makers. This group would meet periodically or as needed to discuss potential and existing health and safety risks. Based upon its examination of an issue, the committee might provide information to institutions and/or external groups, develop suggestions for institutional practice, create guidelines or templates to assist institutions, and/or recommend policy changes to existing policy or new policy where appropriate. The work of this group would be coordinated by a steering committee drawn from the membership of the larger group.

Role of Committee

- Establish workgroups with systemwide participation to examine whether and how proposed changes to existing regulations and policies or the creation of new regulations and policies can further promote campus safety and security.
- Address potential health, safety and security issues proactively and before they might become a crisis.
- Facilitate and encourage discussion in order to make informed decisions regarding potential health, safety, security and risk issues that could have an impact on students and institutions.
- Provide consistent and timely information to the campuses about certain health, safety and security issues, including the use of technology to convey this information.

- Conduct Systemwide training and workshops on issues of campus safety and security and share information with and among campuses about upcoming state, regional and national workshops and conferences on these issues.
- Examine and address issues from the perspective of a systemwide group representing several relevant constituencies and viewpoints.
- Establish a systemwide point of contact for health, safety and security issues generated by internal and external individuals or groups (e.g., international directors, legislature).
- Enhance communication between System Administration offices and the campuses, including students, faculty, and staff.

APPENDIX D

RELATED CAMPUS SAFETY REPORTS

1. **President's 2007 Commission on University Security**
<http://www.uwsa.edu/execvp/security/>
2. **Wisconsin Governor's Task Force on Campus Safety (2007)**
<ftp://doafpt04.doa.state.wi.us/doadocs/governorstaskforcecampussafetvfinalreport.pdf>
3. **State of Illinois Campus Security Task Force Report to the Governor**
http://www.nacua.org/documents/Illinois_CampusSecurityTaskForce.pdf
4. **Virginia Polytechnic Institute (Virginia Tech) Campus Safety Recommendations**
<http://www.vtnews.vt.edu/story.php?relyear=2007&itemno=459>