

**Office of Operations Review and Audit**



**Program Review**

**Police and Security Operations at  
University of Wisconsin Institutions**

**July 2005**

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## **EXECUTIVE SUMMARY**

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

### **Authority, Jurisdiction, and Wisconsin Requirements**

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

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

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

### **Police and Security Services**

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

## **Department Staffing**

Each UW institution makes its own decision to use police officers, security officers, or a combination of the two for protective services. Some UW institutions have changed their service level several times over the years as administrators change or fiscal conditions warrant.

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

## **Equipment Needs**

Equipping a police or security operation requires significant funding for officer equipment, vehicles, communication systems, and records management systems. UW police and security departments report that they do not always have adequate funds for equipment replacement programs and other tools necessary to meet operational needs.

Since police officers face risks in the performance of their jobs, certified police officers are generally armed. However, the arming of campus police has varied among the UW institutions. A recent arbitration ruling at one UW institution found that arming officers at all times is required for them to safely carry out their duties.

Effective communication systems require interoperability, or the ability of information to flow, among law enforcement agencies and their constituencies. While UW institutions cannot control communications systems at their local law enforcement agencies, each UW department needs to work together with local agencies to ensure that existing equipment or planned updates provide the most effective communication possible.

## **Funding**

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

## **Program Evaluation and Quality Assessment Efforts**

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

## **SCOPE**

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

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

## **BACKGROUND**

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

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

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

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

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

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

## **DISCUSSION AND RECOMMENDATIONS**

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

### **AUTHORITY, JURISDICTION, AND LAW ENFORCEMENT REQUIREMENTS**

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

#### **Authority for University Police Operations**

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

#### **Statutory University Police Authority**

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

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

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

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

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

### **Service Delivery**

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

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

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

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

- A police-only model provides good response time to calls for service, authority to arrest, and control over how the campus is policed.
- A combined police/security model can provide many of the advantages of a police model at reduced costs. Security officers handle most service calls, while police officers concentrate on law enforcement issues. However, this may result in an unclear working relationship among officers, as well as confusing role identification with the community served.
- A security-only model produces cost savings in salaries and mandatory training, but there is an inability to handle all emergencies.
- The public police contract provides a well-trained professional response, but there is a lack of identity with the university environment, little or no control over how the community is policed, and difficulty in completing the multitude of non traditional services performed by university police.
- A private security contract may result in lower levels of dependability, university unawareness of employee backgrounds, and a lower level of professionalism.

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

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

- UW-Superior had a police operation from 1981 through the mid-1990s, when the operation was changed to security. A former police officer became chief of the security operation. A police officer has been hired in order to assist the chief in criminal investigations and other law enforcement functions.
- UW-Stevens Point was a security operation until the late 1990s, when the campus sent several employees through the recruit academy in order to have a law enforcement presence on campus. Other considerations included concerns about sharing information with federal, state, and local law enforcement authorities, as well as the ability to participate in certain federal grant programs.

- UW-Green Bay recently changed two police officer positions to security officer positions. The security officers perform many duties similar to the existing police officers. The campus is no longer staffed with police officers on a 24/7 basis.
- UW-River Falls recently moved from having a security department headed by a certified police officer and being recognized as a law enforcement agency by the state Department of Justice to being a security-only department without a certified police chief. The department has changed from security officers to police officers and back to security officers since its inception.

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

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

### **Enforcement Authority**

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

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

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

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

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

### **Wisconsin Law Enforcement Requirements**

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

### **Wisconsin Law Enforcement Policies**

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

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

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

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

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

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

## **Employment Requirements**

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

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

### **Training Requirements**

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

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

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

## **Jurisdiction**

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

### **Jurisdictional Boundaries**

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

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

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

## **Interagency Agreements**

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

- UW-Whitewater has mutual aid agreements with both the city of Whitewater and Jefferson County. For example, the Jefferson County Mutual Assistance Response Plan (JMARP) provides, in part, for automatic response of law enforcement personnel from participating agencies.
- UW-Stout has a mutual aid agreement with the city of Menomonie that includes an information exchange to ensure that statistics are current and that off-campus activities involving student organizations are monitored.
- UW-Milwaukee participates in the Suburban Mutual Assistance Response Teams (S.M.A.R.T.), in part to provide immediate extra law enforcement personnel and equipment at the scene of law enforcement emergencies, to provide a systematic response by law enforcement teams and to identify contractual responsibilities and liabilities.

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

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

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

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

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

## **POLICE AND SECURITY SERVICES**

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

### **Enforcement Activities**

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

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

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

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

### **Other Policing Services**

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

- *Medical assistance*: University police officers and security officers are often trained to provide medical assistance, such as CPR, first aid, and the use of automatic external defibrillators (AED). UW-Platteville, for example, provided medical assistance in 32 incidents for 2003. Many police vehicles are now equipped with AEDs to provide a timely first response to heart emergencies on campus.
- *Motorist assistance*: Some of the UW departments provide motorist assistance, such as assistance with vehicle lockouts, jump starts, obtaining gallons of gas, and inflating tires. Other UW departments have been advised by their campus risk managers to avoid providing some of this assistance or require the assisted individual to sign a waiver releasing the university from liability before service is given.
- *Bank escorts*: Some UW campus public safety departments provide bank deliveries for various campus departments. UW-Platteville, for example, reported 1,776 money escorts for 2002-2003; UW-Eau Claire reported 2,079 escorts for this period. Officers at UW-Madison, Milwaukee, and Stevens Point do not provide this service, although UW-Milwaukee police provide armed escorts for departments on campus making deposits to the cashier's office. UW-Madison reports a cost of about \$117,000 annually for an outside vendor to make bank deliveries from various departments, based on frequency and number of stops.
- *Alarm systems*: At most UW institutions, campus police and security departments assume some responsibility for monitoring and/or responding to campus alarms for fire, elevator, and security, as well as testing alarms on a periodic basis. UW-Oshkosh, for example, monitors

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

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

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

### **Crime Prevention**

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

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

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

- Community policing: A collaborative effort between the police and the university community, community policing is founded on close, mutually beneficial ties between police and community members. Several UW police departments have developed specific community policing responsibilities. Most notably, UW-Madison has created community officers for four geographic areas of the campus. The responsibilities of these community officers include: 1) meeting the safety and security needs of customers by allowing customers to define the problems and issues of concern; 2) researching, developing, and conducting presentations on topics of concern within the community; and 3) becoming an active member of the community, willing to serve in organizations and on committees.
- Crime prevention through environmental design (CPTED): Several UW campus police departments conduct reviews of building security, using CPTED techniques to assist the university community in creating a safer work place. Efforts include: 1) the UW-La Crosse police department's building security audits, performed upon request and including a physical inspection, employee interviews, and recommendations for strengthening safeguards; 2) a new UW-Madison police unit, Infrastructure and Physical Security, whose duties include security surveys and threat assessment; and 3) the UW-Stout police department's plans to review all building plans, using CPTED training.
- Residence hall programs: Some UW police and security departments are establishing closer ties to their residence life departments to provide a wide variety of programming efforts to students living in the dorms. Liaison programs provide general information, answer questions, and assist staff in various ways. UW-Oshkosh police, for example, started the Residence Hall Police Liaison program in 1998 to encourage a better working relationship with hall staff and students. Officers are assigned to the program on a voluntary basis; they work with students by attending hall staff and hall government meetings. University police also have a role in training residence hall staff on various issues, such as conflict resolution and drug identification.
- Student escorts: Several UW institutions use students for escort services for safety, often funded by the student government. UW-La Crosse has a Safety on Our Sidewalks program – university police provide radios for communicating. IACLEA recommends that escort services should have a direct relationship with the campus protection agency.
- Lighting and landscaping: University police and security departments often have some responsibility for ensuring that exterior lighting and landscapes provide the greatest security possible. UW campuses also have an annual walk in which exterior lighting, building entryways, and landscapes are reviewed by representatives of the campus community. At UW-Superior, patrol officers conduct daily surveys of exterior lighting on campus and report any concerns to Facilities Management.
- Bike patrols: Many UW departments use a bike patrol; bike patrols make the officers more accessible, provide a higher degree of visibility, and aid in crime prevention. Bike patrols provide access to areas of campus that are inaccessible to vehicles.

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

### **Homeland Security Protective Measures**

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

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

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

- increasing physical checks of crucial facilities during periods of increased alerts, establishing a single point of access for each critical facility, and limiting public access to these facilities;
- assessing the adequacy of video monitoring;
- assessing the adequacy of physical barriers outside sensitive buildings; and
- ensuring the adequacy of emergency alert and communication systems.

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

## **DEPARTMENTAL STAFFING**

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

### **Extent of Staff Coverage**

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

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

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

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

**Table 2  
UW Police and Security Staff  
July 2004**

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

Source: University police chiefs or security director

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

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

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

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

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

### **Security Officers**

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

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

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

### **Students Performing Safety Services**

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

- UW-Eau Claire university police use a student patrol comprised of criminal justice majors who report to the sergeant assigned to the night shift. Student patrol officers carry police radios to communicate with on-duty officers and perform functions, such as crime prevention, building security, crowd control, and parking enforcement.
- UW-Oshkosh has a Community Service Officer (CSO) program, jointly funded by Residence Life. Students, many of whom are criminal justice majors, patrol in pairs on foot during evening hours and assist police officers, respond to fire and medical calls, report suspicious activity, do building checks for residence halls, and are trained to be dispatchers.
- UW-Stevens Point has a Cadet Program to enhance security and provide assistance to the community, primarily in the residence hall environment and areas that are frequented by students.

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

### **Dispatch Services**

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

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

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

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

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

## **EQUIPMENT**

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

## **Basic Equipment**

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

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

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

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

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

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

### **Arming Status**

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

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

- *UW-Oshkosh*: Police officers at UW-Oshkosh were not armed at all times; one officer filed a grievance in 2000 stating that the campus was not providing equipment necessary to safely and effectively carry out the duties of the job. A resulting arbitration ruling found that firearms are a necessary tool or piece of equipment for police officers to safely carry out their duties. This ruling was based on several factors: 1) a review team had previously found that employees who have specific job responsibilities are entitled to an opportunity for reasonable self-defense if faced with a situation where deadly force is used against them; 2) a significant number of arrests by campus police (49%) involve non-university affiliated persons, with the increasing presence of offender weapons; and 3) campus police officers are certified and trained officers with arrest powers, who must confront offenders in unpredictable and potentially dangerous situations.
- *UW-La Crosse*: The UW-La Crosse Weapons Task Force found the campus community divided on the issue of arming officers in 2002. Those opposed to arming noted, in part, that: 1) city police are equipped to handle situations where weapons are needed; 2) other, less lethal, methods are available; 3) accidental misfires could occur; and 4) armed officers would protect themselves, but not protect others. Those in favor of arming officers noted: 1) university officers are trained and certified in the use of weapons; 2) city police cannot always respond in a timely manner; 3) arming officers is proactive; 4) changing times and increased threats to individual and campus safety require arming; and 5) the safety of both officers and the campus community is enhanced. The Task Force recommended arming and made several additional related recommendations, including: changing the department name from protective services to university police; establishing written policies on gun usage, storage and training; and examining options for the addition of less lethal weapons.

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

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

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

Source: University police and security department staff

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

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

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

### **Communication Equipment**

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

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

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

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

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

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

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

## **FUNDING**

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

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

### **General Purpose and Other Revenue**

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

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

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

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

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

- Ten UW police and security departments received support from their institutions' parking accounts for FY 2004, in return for some or all parking enforcement activities. The UW-Superior Campus Safety office, for example, provides most of the campus parking enforcement needs, while UW-Stout police primarily limit enforcement activities to non-routine situations, such as overnight, handicapped, and fire lane violations.
- Four UW departments receive some support from their departments of residence life. A significant amount of protective service is associated with the resident population on university campuses. The 2003 UW-Oshkosh annual police report notes that 40% of the demand for police services was in the residence halls.
- UW-Milwaukee university police have a mechanism in place to be reimbursed for alarm monitoring.
- UW police and security departments, except for UW-River Falls, are reimbursed on a chargeback basis for providing security at certain special events. Some departments provide service at no cost to certain events, such as commencement. Chargeback rates for special events are recalculated periodically by the UW departments and range from \$10.50/hour at UW-Stout to \$35/hour at UW-Eau Claire.

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

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

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

Source: UW institution-supplied information

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

### **Federal and State Grants**

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

- *Systemwide Homeland Security Grant:* Federal Homeland Security funding is awarded through the State of Wisconsin's Office of Justice Assistance for a variety of equipment needs, including personal-protective, interoperable-communications, detection, and physical-security enhancements. Representatives from UW institutions compiled a grant proposal listing equipment needs of more than \$1.4 million. UW System has been awarded limited funding; the majority of funding has been allocated to UW-Madison.
- *Community Policing:* The U.S. Department of Justice Office of Community Oriented Policing Services (COPS) provides funding to local law enforcement agencies for a wide range of community policing activities. COPS supports strategies to advance community policing through innovative techniques and technologies. UW-Green Bay, Madison, Parkside, and Stout participated in this program. UW-Stout, for example, received COPS funding for two years for a student escort service.

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

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

## **PROGRAM EVALUATION AND QUALITY ASSESSMENT EFFORTS**

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

### **Accreditation**

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

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

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

### **Accountability Efforts**

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

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

- ***UW-Oshkosh review:*** Peer police chiefs conducted the review in 1998 to assess the status and authority of campus police, staffing, organization and management, police and community interaction, policies and procedures, and goals and objectives in order to make recommendations to improve the department's capacity to effectively and efficiently perform its mission.
- ***UW-River Falls campus crime prevention study group:*** The Campus Crime Prevention Study Group, using the IACLEA Campus Protection Practices for Colleges and Universities criteria, reviewed the institution's ability to ensure, to the fullest extent possible, the safety and security of the university community.
- ***UW-Superior campus safety audit:*** UW-Superior completed a model checklist, developed by the Security on Campus, Inc. organization, to assess campus safety in various areas, including dorm security, campus security, and parental involvement.
- ***UW-Green Bay campus safety task force:*** Students at UW-Green Bay established a Campus Safety Task Force in order to study campus safety. Recommendations included exploring

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

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

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

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

### **UW System Role in Promoting Accountability**

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

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

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

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

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

## **CONCLUSION**

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

We have recommended that the UW Board of Regents:

- determine and define in policy the minimum acceptable police and security service model while allowing for institutional flexibility to establish higher levels of service (p. 5);
- define the enforcement role of security officers within the UW System (p. 6); and
- endorse minimum UW police and security staffing levels (p. 18).

We have recommended UW institutions:

- ensure that the policies state law requires are established, implement a periodic review process to maintain compliance, and provide the campus community a role in policy development (p.7);
- work collaboratively with local law enforcement agencies to establish agreements for assistance and service that clearly define responsibilities (p. 11);
- provide adequate funding support for crime prevention activities (p. 15);
- ensure that staff support is adequate to provide appropriate coverage (p. 18);
- ensure that adequate training is provided to meet the responsibilities assigned to their security officers (p. 19);
- evaluate dispatching costs and explore opportunities for cost savings and improved effectiveness, such as through campus communication centers (p. 20);
- ensure that adequate funding is made available to meet police and security equipment needs, including an adequate records system for mandated reporting requirements (pp. 21-22);
- provide certified police officers responsible for law enforcement functions with necessary lethal, as well as less-lethal and nonlethal, arming options (p. 24);
- ensure that interoperability with local agencies is considered when assessing future communication needs (p. 24);
- provide adequate GPR support and explore increasing funding sources through additional chargeback processes (p. 27);
- explore more grant opportunities and consider grant proposals as a method to increase financial resources (p. 28);
- apply accreditation standards to their police and security operations and pursue accreditation, where feasible (p. 29); and
- establish accountability processes, such as advisory boards, customer surveys, or self-evaluations, for public safety operations (p. 30).

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

## Appendix

### UW Police and Security Departments GPR Expenditures: FY 2004

UW	Fund-DeptID	Permanent Salaries	LTE/Student	Fringe Benefits	S & E	Capital	(Sales Credits/Revenue)	Total
<b>EAU</b>	102-028801	506,781	24,917	249,234	30,529	0	(315)	811,146
<b>GBY*</b>	102-401210	229,158	7,243	120,241	0	0	0	356,642
<b>LAC</b>	102-074400	233,979	0	122,858	26,623		(28,417)	355,044
<b>MSN</b>	101-776000	1,733,784	4,260	886,883	255,669	45,283	(1,714,863)	1,211,017
	101-776100	1,514,142	1,530	606,731	20,413			2,142,816
	101-778000	768,536	35,821	295,152	11,471		(10)	1,110,970
	101-778100	267,140		103,444	75			370,659
	101-770100	400,503	2,784	140,652	821,309	110,433		1,475,681
<b>MIL</b>	101-027000	1,885,334	79,0114	843,847	214,350	13,977	(96,938)	3,650,684
	101-027030				85,021			85,021
<b>OSH</b>	102-258900	567,265	42,568	278,764	29,262		(36,719)	881,140
<b>PRK</b>	102-200100	370,389	41,102	206,247	29,392		(9,992)	637,138
<b>PLT</b>	102-311050	298,779	25,411	141,696	21,079			486,965
<b>RVF</b>	102-714400	245,836	21,530	107,940	26,164			401,470
<b>STO</b>	102-856001	321,089	38,106	178,967	34,099		(6,374)	565,888
<b>STP</b>	102-154000	274,202	66,367	129,515	31,091		(9,747)	491,429
	102-154001		115,574	1,227			(12,843)	103,958
<b>SUP</b>	102-714403	128,201	22,128	75,870	16,960		(39,787)	203,373
<b>WTW</b>	102-305000	508,629	3408	239,337	70,861		(101,766)	720,470

\*Police chief salary not included.

### Fund 128 (Auxiliary Operations) Expenditures FY 2004

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

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