

# The Campus Safety Task Force

## Report to the Chancellor

University of Wisconsin-Milwaukee

June 2008



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## Introduction

In November 2007, Chancellor Carlos Santiago announced the formation of a Campus Safety Task Force, composed of citizens, faculty, staff, students, and criminal justice professionals to examine the Safe Campus Committee Report ([www4.uwm.edu/safety/upload/safereport4.pdf](http://www4.uwm.edu/safety/upload/safereport4.pdf)) to the chancellor submitted in September 2007 (see Appendix A). The task force was asked to review the Safe Campus Committee Report and to provide recommendations and suggestions on how the activities and actions of university personnel could be enhanced to improve the safety and security of the campus and the surrounding community. Additionally, the task force was created to recommend ways neighbors could be educated regarding university activities to make the community safe given a number of serious crimes that had occurred both on and off campus. Most importantly, the task force views what follows as the best analysis and recommendations for making campus locations more safe and secure. We must impress upon all interested parties the urgency of our message and the importance of safety and security as a top priority for the campus. We believe enough planning and study has occurred. What is now needed is a call to action to implement the recommendations in this report and to involve faculty, staff, students, and the surrounding community in a plan of action to make the campus as safe and secure as possible.

## Task Force Activities

The task force met six times: January 11<sup>th</sup>, January 25<sup>th</sup>, February 15<sup>th</sup>, March 5<sup>th</sup>, and March 28<sup>th</sup>, and April 25<sup>th</sup>. In addition, the task force conducted a public hearing on March 5<sup>th</sup> to solicit community input. The purpose of the task force, consistent with its charge, was to identify gaps in the committee report and to provide recommendations that could be implemented by the university's administration. Taken together, the committee report and this task force report should raise many questions for further discussion. The task force hopes that both documents will be taken seriously by university officials to promote greater safety for faculty, staff, students, visitors to the university, and the surrounding community.

The task force believed that if our recommendations were to be valuable and useful to the campus, it was best to follow the design of the committee's report and to structure our thoughts and activities around the topics examined in that report. As such, much of our deliberation focused on specific topical areas. These areas included the following: S.A.F.E. Awareness Campaign, Police Staffing, Incident Assessment Team, information technology Risks, Training/Preparedness, Building Security, Extended Campus Sites, and Commuter Issues. Subsequent pages of this report will be organized along those stated topical areas.

As the UWM campus grows and expands even further into the community, considerations of safety must be strategically addressed. The university is embarking on an unprecedented master planning process that will expand the physical boundaries of the campus well beyond the 94 acres found on the upper eastside of the city. The master planning process must include discussions regarding safety and security of the university

community and the surrounding community. What “is” UWM will be significantly changing in the next 3-5 years. As a result, efforts directed toward campus and community safety will have to become more detailed and tailored to how the campus envisions its physical boundaries in the master planning process.

The task force believes that the recommendations found in this report reflect the best thinking of faculty, staff, students, university police officials, community members, and other criminal justice professionals on how we can make the UWM campus and the surrounding neighborhoods safe and secure. We do not pretend that we have addressed all the issues that require attention to promote a safer campus and community. We view our efforts as only the beginning of another step of a continued process of evaluating our activities to promote a safe environment for everyone. We hope that this report will stimulate others to think creatively on how the university can enhance safety, and to this end, we can all agree.

We also recognize that a report without resources needed to implement its recommendations, whether they are organizational or fiscal, is of no value to the campus. Any further discussion by the university’s administration of the recommendations contained in this report must include provision of the resources that will be necessary to ensure a successful outcome.

## Review of the Safe Campus Committee Report to the Chancellor, September 2007

The 44 page report to the chancellor made many suggestions to university officials regarding campus safety. In fact, since the report was received by the chancellor, some of the suggestions have been acted upon and other initiatives have begun. The university began the process of hiring five additional full-timer police officers and four additional full-time security officers. Moreover, the university has purchased/leased two additional marked police vehicles, increased communications and liaison with the Milwaukee Police Department, ensured a presence of UWM police and Milwaukee Police at the new RiverView Residence Hall, increased the dissemination of pamphlets and flyers promoting awareness of crime and safety, and increased outreach to the community through various efforts directed toward campus and community safety, most notably the S.A.F.E. (Safety Awareness for Everyone) program.

It is not our intention to restate these suggestions. Instead, the task force felt that it was best for members to review the original report and come to meetings prepared to examine its suggestions with the intention of improving on what had been done or was being done to address campus safety. In our report, we offer recommendations within the topical areas examined by the original report that enhance the earlier suggestions made in the Safe Campus Committee Report. In some cases, we concur with the original report suggestions and offer nothing more, but in other cases, we offer additional recommendations to enhance campus safety and/or community safety.

As stated earlier, the task force does not believe that what is provided in subsequent pages is necessarily definitive or exact in nature. On the contrary, many of the task force recommendations are meant to raise additional questions and concerns. What should be noted is that in all of the topical areas explored, the degree of complexity is high; there are very few simple recommendations as to how to improve safety on the campus or the surrounding community. Moreover, it is hoped that the recommendations of this report, if determined to be feasible, move forward toward implementation as soon as possible.

### S.A.F.E. Awareness Campaign

In its original report, the Safe Campus Committee strongly encouraged that an on-going and continuous plan for educating faculty, staff, students, and community members on issues of safety be instituted. This task force felt that education was an important tool the campus could use to enhance awareness and safety. In addition, this committee recommended that all efforts should be directed toward creating a campus culture where safety and security are paramount. Our task force supports this view, and offers the following recommendations to make this campus culture a reality.

## Comprehensive Initiatives

### Recommendation 1. Management and Oversight

The task force recommends that the chancellor or an appropriate designee develop accountability mechanisms such that safety and security recommendations offered by the Campus Safety Committee and the Campus Safety Task Force are implemented. The task force further recommends that the Campus Security Committee be empowered such that issues of campus and/or community safety are addressed in an effective and timely manner. Most importantly, we recommend that a specific position be dedicated to campus safety and security with appropriate authority and sufficient resources. Without such a position, we believe that any attempt to increase the safety and security on campus will lack accountability and ultimately fail.

Discussion: During much of our deliberations and discussion, the committee wrestled with how its recommendations would be implemented. Who, for example, is responsible to see that specific safety measures are implemented and followed? Who has incident command of an emergency situation? Who makes sure that the university community is made aware of safety procedures? These questions, and a myriad of other questions, pose significant challenges for the university. Without clear lines of authority and communication, accountability for campus safety is largely illusory. The task force felt that by identifying a clear chain of command and identifying who is responsible for what under specific circumstances, it would improve the campus's response to not only emergency events but also the day-to-day concerns associated with campus security.

Current status: Management and oversight of such issues are handled by the Crisis Management Team, as explained in the UWM Emergency Operations Plan, last updated on October 22, 2007:

<http://www.uwm.edu/Dept/EHSRM/EMERGENCY/UWMEOP.pdf>

### Recommendation 2. Education and Involvement

Educational efforts directed toward campus and/or community safety be continuous and include the larger community in the process. The task force believes that the surrounding community is a valuable resource upon which the university can draw as a "force multiplier," augmenting current campus initiatives directed toward campus and community safety.

Discussion: The task force spent much time discussing the intensity of current educational efforts that are present but require further dissemination on both the campus and the local community. The university does have an active liaison with various community groups. The university formed the "University Neighborhood Association," ([ww4.uwm.edu/univ\\_rel/neighborhood\\_rel/una.cfm](http://www4.uwm.edu/univ_rel/neighborhood_rel/una.cfm)), which focuses on increasing the

contact and sharing of information between the neighborhood and the university. This effort could be expanded to include more neighborhood associations into the discussion of campus and community safety. The committee was impressed by what is already occurring in the local community (e.g., campus safe walkers), but believes that further integration of residents into the discussion of campus and community safety would be extremely beneficial to all involved parties.

Current status: Education and engagement programs continue to expand.

### Recommendation 3. UWM Police Staffing

In consultation with university police officials, the campus should further examine the staffing requirements of the campus police department. Even with the recent hiring of additional police officers and security officers, more attention must be given to how those officers will be deployed and what, if any, further collaborations with the Milwaukee Police Department and other community groups are necessary to promote a safe environment on the main campus and newly acquired properties by the university.

Discussion: The original Safe Campus Committee Report offers specific recommendations regarding police staffing. It is noted in their report that the UWM ratio of students to police (915:1) is the second highest ratio in the Urban 13 comparison group of which UWM is a member. The task force agrees that proper staffing is a very important issue for which the university's central administration must deliberate and make decisions that enhance campus safety. More importantly, the task force believes that the campus police play a more prominent role in ensuring campus safety and security.

The task force discussed the importance of adequate staffing to the safety and security of the campus. The original mandate of the university police views the campus as a sole parcel functioning on 94 acres. Yet, the campus has expanded and will continue to expand well into the east side community and possibly downtown and west of the city. The task force discussed how this alteration of the original campus to other areas changes not only the nature of interactions among students, faculty, staff, and the general community, but also requires additional staffing resources for the university police. The campus has already made a commitment to increasing the number of full-time and part-time personnel to address the changing campus community, yet a question remains as to whether or not current hires meet the demands facing the university police.

The task force received information regarding the ranking of the UWM police relative to a comparison group of the Urban 13 group on the dimension of police staffing per student enrolled. UWM has one of the highest student to officer ratios within the Urban 13 group, and even with the hiring of four additional full-time officers and four part-time officers, a question remains as to whether or not these additional resources are enough to address the increased crime and interactions the university police are experiencing due to the additional properties that define the campus. Moreover, the campus student population

has grown significantly over the past few years without a proportional increase in the number of police officers on campus.

The task force is sensitive to the costs associated with properly staffing a modern campus police department. The task force deliberated on how staffing could be increased, and in addition, discussed how partnering with the Milwaukee Police department and various community groups could enhance a police presence both on the main campus and at new areas, as well as the community in general. Given limited resources, the task force determined that more creative staffing strategies needed to be developed and used to supplement existing staffing arrangements. Moreover, if the work of the police produces more arrests, as we suspect it will, then the question of what type of staff will be needed for the university police to properly function becomes critical. Other support will be needed as well, e.g., equipment, cars, computers and a suitable headquarters. It would be prudent to examine if the department will require investigative staff, such as detectives, to address an increase in crime. This question, and others related to staffing, will have to be examined and addressed by university police officials in their discussions with the university's administration.

## Information Collection, Sharing and Protection

### Recommendation 4. Incident Assessment Team

The university should enhance the incident assessment team concept by improving the communication of information regarding potentially dangerous individuals across differing university departments employing a threat assessment methodology. A campus culture should be created so that critical information is shared across departments and appropriate interventions implemented to prevent or minimize the possibility of a dangerous incident occurring.

Discussion: No other topic has received the attention of the public more than the response of universities to dangerous incidents on their campuses. The task force agrees with the original Safe Campus Committee report that effective incident assessment and planning are critical to any response to a volatile situation on the campus. In addition, the task force believes that much can be gleaned by reviewing the material found on incident assessment in the UW system report offered by President Reilly's commission on campus safety. The original report recommends that a "review team" be created, chaired by the Dean of Students and the University Police Chief, with additional representation by Academic Affairs, University Housing, Legal Affairs, the Norris Student Health Service, and Human Resources.

The task force believes that a more proactive approach to incident assessment be created to respond to behaviors that may pose a threat to the campus. Much of the task force discussion focused on identifying and communicating information on individuals whose behaviors seemed unusual or not within the acceptable range of behaviors for persons on a college campus. The task force is very sensitive to the rights and protections afforded

individuals under law (e.g., HIPAA—Health Insurance Portability and Accountability Act of 1996—and FERPA—Family Educational Rights and Privacy Act—requirements) who are part of the university community or visitors to the campus, yet our discussions focused on what can be done to increase the knowledge, communications, and utilization of information that could be used to proactively address a potentially violent individual or circumstance. The task force strongly supports a “threat assessment” methodology be employed by the campus, something that both the UW system report on campus safety and the Governor’s Task Force on Campus Safety both recommend.

The task force also believes that the recommendations provided by the Safe Campus Committee Report are appropriate when addressing classroom and workplace violence on campus. We suggest that the campus invest in the resources and efforts to develop policies, procedures and practices that are consistent with items discussed in the preceding paragraphs. As recommended earlier, the task force believes in a behaviorally based threat assessment system that would enable the documentation of violent or unusual behavior to occur and an appropriate response to such behavior in a coordinated and timely manner.

Current status: The Threat Assessment Team was put in place in early 2008.

## Recommendation 5. Information Sharing

The university should work with city of Milwaukee officials to review the law regarding open records requests, and every effort should be taken to improve the communication between the Milwaukee Police Department and campus police.

Discussion: Much of the discussion by the task force reinforced the idea that information regarding aberrant behaviors by a member of the campus community is seldom transmitted to persons or entities who can do something to intervene before a tragedy occurs. More often than not, university faculty and staff erroneously believe that due to privacy rights and legal constraints they are precluded from sharing information about a troubled student, faculty member, or staff person. The task force understands that campus safety is important and when it comes to promoting campus safety critical information that is behaviorally based can and must be relayed to various entities on campus. Programs exist on other campuses that may work at UWM to increase awareness of students, staff, and faculty.

The task force identified a number of examples in the public sector where information is coordinated and shared among multiple agencies, such as the Southeastern Wisconsin Terrorism Alert Center (STAC). While STAC involves the collaboration of many public and private organizations, the idea of information sharing and coordinating is the principle upon which it functions. There is no reason to believe that the university could not apply such a principle to the various departments on campus. The task force agrees that information “silos” cannot be allowed to exist if we are going to make the campus safe.

The task force also discussed the issue of open records requests and how to enhance the cooperation and communication of information between the Milwaukee Police Department and the UWM police. We believe that a free flow of information in an expeditious manner is what is needed to respond to volatile and dangerous situations. Although there appears to be a good flow of information between individual officers, the task force identified several administrative and bureaucratic hurdles that exist at higher levels. The campus should do everything it can to remove hurdles which prevent the Milwaukee Police Department from communicating more quickly with campus police. If hurdles do exist, they need to be identified and removed.

## Recommendation 6. Communication with UWM Employees

The university should create and disseminate information on the web and brochures to students, faculty, staff and campus visitors regarding their safety on campus.

Discussion: There should be well identified locations where information on personal safety and how to respond to an emergency can be received. The Human Resources department should work with university police to offer regular workshops and programs that address safety and security.

Current status: Prior to the Fall 2007 semester, UWM unveiled the Campus Safety website, <http://campussafety.uwm.edu>. It contains sections on how people can protect themselves and their property, campus emergency procedures, how to sign up for S.A.F.E. Alert (the emergency campus text messaging system) and more. The Campus Safety homepage can be reached by clicking on the words "Campus Safety" that are found in red near the bottom of many main campus web pages.

## Recommendation 7. Information Technology Risks

An interdepartmental team needs to be created to develop security standards, policies and procedures needed to function across departmental units. In particular, an individual with appropriate authority be appointed and held accountable for information technology and the creation of standards, policies, and procedures. This position will have to work diligently to remove the "silo" mentality that currently exists on the campus. Moreover, an emphasis should be on the improvement of coordination of information regarding information technology security, and efforts should be directed toward providing training and awareness on information technology-related matters to faculty, staff, and students. The task force understands that much has been achieved in this area with the forwarding of UWM Information Security Policy S59 to university administration.

Discussion: The Safe Campus Committee Report offers specific recommendations that the task force believes should be implemented immediately to enhance information technology security and minimize the risks to the campus. The campus has made some

great strides in improving the security of computers, the transmission of data, and the implementation of various controls over physical security to keep equipment, computers, and paper records safe. Yet, the task force believes that information technology security is a continuous process and an on-going process of evaluation and adjustment. Additionally, the committee believes that greater awareness of information technology security and risks needs to be part of a comprehensive plan to improve security and safety on campus.

The task force spent much time discussing how departments on campus do not communicate well with one another. The “silo” problem is not unique to UWM. This is a problem in every organization; however, effective organizations change this culture by establishing clear lines of authority and provide sufficient resources to promote information technology security. In addition, effective organizations identify lines of authority and accountability and performance standards that individuals and units are held responsible for attaining. This is not a discrete process, but one that involves a continuous effort to create and maintain a secure information technology system.

The task force noted that the UW system currently requires that a person on every campus be the Identification, Authorization, and Authentication Information representative. This is a good start to make sure that only those people with proper authority make critical decisions regarding information technology security. Yet, the task force sees this position as only the beginning of a process that includes information technology security as a top campus priority.

The task force strongly encourages the campus to view information technology risks in a more comprehensive manner and to invest the necessary authority and resources within a position and department to provide the most secure information technology environment possible consistent with UWM Information Security Policy S59.

## Recommendation 8. Emergency Response Planning Group

The campus work with individuals and departments to make sure that the Emergency Operations Plan (EOP) approved in August 2007 be implemented as soon as possible. The task force believes that continuous examination and improvement of the EOP plan should be a top priority of the campus. Working through the necessary details and logistics, including table top exercises and functional exercises, will make the plan a reality and sufficient for when an emergency situation arises.

Discussion: Much attention has been generated over the past two years regarding training/preparedness for an emergency situation on the campus. The UWM Emergency Response Planning group was first established in 1999 in response to potential Y2K problems and other concerns, such as a terrorist attack or active shooter. The campus does have an Emergency Operations Plan which is compatible with the National Incident Management System (NIMS) and the state of Wisconsin’s Continuity of Operations (COOP) requirements.

The task force was pleased to see that the campus has made some positive strides to enhance its emergency response in the event of a terrorist act or active shooter situation, e.g., holding active shooter simulations with other police departments. Yet, we believe more can be done to improve the coordination and control over an emergency situation if it were to occur on campus. There still needs to be a host of logistics examined, and in particular, the implementation of the COOP plan requires further examination by the campus.

#### Recommendation 9. Continuity of Operations Working Group

The campus should appoint a full-time person to coordinate and manage the COOP/COG program. This position must have sufficient authority across the campus and adequate resources to fulfill the mandates of the COOP/COG initiative. Additionally, the position should actively seek out community residents and groups to assist the campus in its response to an emergency. Community residents and volunteers can be a positive source of support in the event of an emergency and during the post-emergency time period.

Discussion: After the initial emergency response to a dangerous event, the campus will need to recover and continue to function. The Safe Campus Committee Report notes that the continuity of operations will be essential to the campus. The task force agrees that every effort be made to enhance the campus's ability to continue activities and functions, yet we are not convinced that currently enough authority and resources are present to guarantee the continuity of campus operations after an emergency. Moreover, the Safe Campus Committee Report does not address the role of volunteers and community members in assisting the campus to continue operations after an emergency.

Current status: UWM is currently engaged in a Continuation of Operations Planning Process that involves campus units responsible for critical, time-sensitive operations such as police, facilities, housing, financial aid, media relations, business services and live animal care.

#### Recommendation 10. Relationships with Neighboring Police Departments

Current relationships with the Milwaukee Police Department and the Shorewood Police Department should be enhanced to arrive at the best strategy of communication and participation by these agencies in the event of an emergency situation, but in addition, the university should require a more comprehensive system of notification to other parties (faculty, staff, students, and community members) both on and off campus. Specifically, the university needs to identify a position that has the authority to communicate critical information to governmental bodies and other concerned individuals and organizations.

Discussion: The Safe Campus Committee Report highlights the importance of having an on-going relationship with the Milwaukee Police Department (MPD) and the Shorewood Police Department (SPD). In addition, the report recommends that table top exercises and functional exercises be put in place to test the University's Emergency Operations Plan. The task force concurs with these recommendations, but would also like to see more clear lines of communication established with both the city and county of Milwaukee. We believe it is imperative that the university have a "point person" who is in charge and has the authority to contact appropriate governmental agencies in the community.

Moreover, we believe greater attention and discussion must be given to the dissemination of information to faculty, staff, students, visitors, and the neighboring community. The task force discussed how our current operations focus heavily on communicating information to appropriate governmental bodies. This process is essential. What is needed, in addition, is an effective mechanism to communicate with significant others, both on and off campus. The campus does provide a "Campus Safety Link" on the university webpage, but it is located at the bottom of the webpage and is difficult to find. There needs to be a more prominent location on the webpage identified to place this important informational link. The task force noted that in the Northern Illinois University shooting incident effective communications were sent to faculty, staff, students, and community residents in a timely manner. The task force believes that we should strive for the same goal in our planned reaction to an emergency situation.

## Campus and Building Security

### Recommendation 11. Building Chair Structure

The university should appoint a lead person to work with every building on campus to guarantee the presence of a building chair and to ensure that the role and responsibility of the building chairs are consistent across campus. While this has evolved as a volunteer activity on campus, we do not believe this practice is sufficient. In addition, this building chair should be appropriately trained and exercises should be regularly conducted to see that procedures and practices are adequately performed in advance of an emergency situation.

Discussion: As noted by the Safe Campus Committee Report, the issue of Building Security is designated to "Building Chairs." These building chairs are usually volunteers who agree to serve in the role. As the report further notes, in some buildings there are no designated building chairs. The task force finds this unacceptable. In the event of an emergency, the campus needs to have in place persons in every building who can respond to an emergency, coordinate activities, and provide information to faculty, staff, and students. We also recognize that it may not be possible to have building chairs in every building on campus.

## Recommendation 12. Building Access Control

The access control system of the university should be centralized and university police should have total control over the server and the software required to manage the system. The task force understands there are administrative and fiscal issues, such as 24-hour information technology support, that must be addressed before such a system can properly function, yet we believe such a system and approach are in the best interests of promoting campus safety and security.

Discussion: The task force believes that the recommendation for a centralized approach to building security by the Safe Campus Committee Report is an appropriate and justified position. In much of our discussions, we discussed the myriad and plethora of systems of access control that are in use on the campus. We did not delve into the merits and disadvantages of some access systems over others, but there was universal agreement that a centralized access system that limits building access to only those approved to have access to that building be implemented. It is also essential that regardless of what access system is employed, that system and the server and the software to run it are managed by the university police. A system in which the police have limited access or control will do nothing to promote campus safety and security, and may even diminish the security and safety of the campus.

## Recommendation 13. Security Cameras

The university administration should work with university police to purchase and install a security camera system consistent with the specifications noted in the Safe Campus Committee Report. More importantly, this security camera system must be managed and operated by university police. Additionally, efforts should be directed to remove and phase out other security cameras from the campus that either are not functional or do not allow access by university police.

Discussion: The issue of security cameras is a critical one when discussing campus safety and security. In our deliberations, the task force learned that the central problem with security cameras is not location or type of camera needed to adequately perform a security function, but most importantly, the presence of differing cameras being monitored by differing entities on campus.

Many of these “mom and pop” security cameras have been installed by faculty, staff, and students out of a genuine desire to enhance the security of offices and laboratories. This practice, however, must stop and can no longer be condoned in any way by the campus. Cameras without police access pose a serious risk to the overall safety and security of the campus and hinder police from appropriately responding to a situation where they are needed quickly. What is required is a vertically integrated system of camera security monitored by campus police and approved by the governance structure of the university. The task force is aware of the issue of privacy and the potential misuse of security cameras for other purposes (e.g., unwarranted intrusion), yet we firmly believe that a

properly integrated system of camera security with the ability to actively be monitored by UWM police is absolutely essential to the safety and security of the campus. This system must be managed and operated by university police. We can no longer afford a situation whereby university police are left out of the surveillance of any part of the campus.

#### Recommendation 14. Lighting

University housing should evaluate its plans for lighting on or near the RiverView Residence Hall. Because it is situated in an area that is not, at least in part, well lit an assessment of what would be appropriate lighting from a security perspective should be undertaken. The assessment should take into account the physical layout of the residence hall and its proximity to the river and nearby bridge.

Discussion: The task force agrees with the Safe Campus Committee Report recommendations regarding the lighting of the campus. We do note, in addition, that the issue of lighting will require further attention by the campus in the new residence hall RiverView. With the finishing touches be placed on the RiverView residence hall, the task force is concerned about proper lighting on the river and the walking paths going along the river.

#### Recommendation 15. Scrolling Message Boards

The university should purchase scrolling message boards for every building on campus. These boards can show the date and time on a daily basis, but will be reserved as an emergency notification system in campus buildings.

Discussion: The task force explored and discussed scrolling message boards and their importance in notification in the event of an emergency. We are aware that scrolling message boards are currently in use on campus for advertising purposes. We do believe that these boards can be very useful in the event of an emergency, but we do not believe they should be used for advertisements as this could diminish their effectiveness during an emergency. The messages would provide information to faculty, staff, students, and visitors that an emergency is occurring on campus and to take appropriate steps to increase personal safety.

#### Recommendation 16. Broadcast Systems

The university should designate an appropriate person or department to investigate the numerous technologies available to broadcast emergency information on campus. Considerations of costs must be balanced with the need to share critical information in an accurate and timely manner during an emergency situation.

Discussion: The Safe Campus Committee report discusses the various technologies that can be used to notify faculty, staff, and students of an emergency. As they suggest, more

needs to be done in this area, moving beyond what is currently in place, i.e., e-mail notification and cell phone notification via the SAFE alert program.

The task force believes that other relevant technologies should be employed as well. Many universities have reverse 9-1-1 capability and loud speaker technologies. Appropriate university personnel will have to assess the efficacy of these approaches to enhancing the notification process in the event of an emergency.

## Extended Campus Sites

### Recommendation 17. RiverView Residence Hall

The RiverView residence hall should set aside a space large enough so that campus police and other criminal justice agencies have a visible presence in the facility. Moreover, this room should be a place where police can conduct their work and where representatives from multiple criminal justice agencies can meet and discuss matters pertinent to promoting safety and security in the building and the neighborhood.

Discussion: The task force discussed many issues of safety and security at the RiverView residence hall. One of the most pressing issues is the degree of police presence in the facility. The task force views an appropriate police presence must be understood within the context of providing maximum safety and security to students, faculty, and staff. We envision the residence hall as a place where the police can freely interact with students and other criminal justice professionals. Our discussions focused on police staffing, but in addition, stressed the importance of having the presence of the Milwaukee Police Department and the Department of Corrections (Probation and Parole) as well.

Given the proximity of the residence hall to the Milwaukee River and a past history of crime in this location, the task force believes that a police presence is essential and the involvement of other criminal justice agencies in the building could only enhance the safety and security of students, faculty, and staff. Simply put, an appropriate police presence will discourage crime in the neighborhood. Unfortunately, the space reserved for the university police is woefully inadequate and not large enough to promote any sense of a police presence. This issue must be addressed by the university administration.

The task force is sensitive to the costs associated with a police presence and the necessity of the dormitory to utilize space for student housing and thus generating revenue. Nevertheless, we believe that the safety and security of persons is of a primary concern to the university. We have already seen how the UWM Police and the Milwaukee Police have jointly discussed the placement of a stop light on the corner of Commerce Street and North Avenue. The task force believes that further discussions regarding security and safety at the dormitory require a physical presence in the facility.

Current status: University Housing is making available to the UWM Police space in the RiverView main lobby and a laptop computer with Wi-Fi service. Private space for meetings is available upon request.

## Recommendation 18. Master Plan

The university administration must include discussions of safety and security in every aspect of the master planning process. A comprehensive approach to campus safety and security, regardless of building location, must be evidenced in the master planning process. The task force holds that without a comprehensive approach to safety and security as part of the master planning process, the university will not be able to promote a safe and secure environment both on and off campus. We further recommend that the campus designate an individual as part of the master planning process whose sole purpose is to integrate the discussions of issues, costs, and concerns regarding safety and security into the master planning process. This person should have full authority to consult with others in the master planning process as it moves forward.

Discussion: The master planning process for the university is underway on campus. The task force believes that in order for this master planning process to be a success, there must be a recognition and acceptance that safety and security on the main campus and all extended campus sites must be the first priority of the university's administration. It is imprudent to view master planning outside the discussion of safety and security. We concur wholeheartedly with the Safe Campus Committee Report that the master planning process "should include a comprehensive review of the safety and security issues associated with satellite campus facilities." And we believe this discussion to include the main campus as well. We will bring the saliency of this point in the conclusion section of this report.

Current status: While safety is addressed incidentally and where naturally appropriate in the master planning process, it is not a primary charge of the master planning team. (Christy Brown, Finance and Administrative Affairs) The UWM Police Department is involved in the master planning process through Chief Pam Hodermann's membership on the Campus Planning Coordinating Committee. According to the process created to coordinate master planning – [www4.uwm.edu/master\\_plan/overview/upload/Committee\\_Structure\\_Members.pdf](http://www4.uwm.edu/master_plan/overview/upload/Committee_Structure_Members.pdf) – the university's administration does not directly oversee master planning.

## Recommendation 19. Transportation

The university develops an implementation plan consistent with the Safe Campus Committee Report regarding transportation to and from the main campus. Every effort should be made to discuss transportation plans in concert with the master planning process.

Discussion: The task force agrees with the suggestions offered by the Safe Campus Committee Report regarding the transportation issue and campus safety and security.

## Recommendation 20. Kenilworth Square

Consistent with the suggestions offered in the Safe Campus Committee report, the task force reinforces the idea that continuous efforts be directed toward making the Kenilworth facility as safe and secure as possible. This means working with both the UWM police and the Milwaukee Police Department (District One) to advance the most effective and appropriate strategies for the security of the facility and the safety of faculty, staff, and students.

Discussion: The Safe Campus Committee Report recommends a continuous review of safety and security procedures at the Kenilworth facility. The task force agrees with this view.

Current status: Safety and security were key issues with the Kenilworth Square renovation project, with secure entrances and security cameras located throughout. The University Housing staff reviews safety regularly and adjusts procedures and equipment as dictated by incidents that occur in the building and its vicinity.

## Recommendation 21. Other Campus Locations

As the university's master planning process unfolds, attention should be given to both existing off campus sites and future off campus sites as part of a comprehensive review of safety and security concerns. The University already has many locations that are off the main campus that require an updated safety and security review. In addition, neighborhood associations should be used as a resource to increase safety and security on or around off campus locations.

Discussion: As the university potentially expands the contours of the campus, there will need to be a continuous effort to assess the safety and security of off campus buildings. The university has many sites that are already located off the main campus that represent the research and teaching interests of various schools and colleges. Consistent with recommendation number 16 above, the task force believes that an on-going and comprehensive safety and security assessment of campus sites be performed. These assessments should not only gauge the safety and security of buildings, but in addition, should examine potential alterations and changes in physical structure and/or traffic patterns of faculty, staff, and students that make safety and security difficult to achieve. Moreover, the university should involve neighborhood associations surrounding off campus locations for their involvement in making these areas more safe and secure.

The task force also examined the Safe Campus Committee Report regarding the safety and security efforts in place for the Office of Overseas Programs and Partnerships, also known as the Study Abroad Office. We concur with the committee that training be

provided to those individuals, faculty, staff, and students to promote greater awareness and security, including foreign students.

## Neighborhood and Commuter Issues

### Recommendation 22. C.O.A.S.T. Leaders Program

The university police contact the city of Milwaukee police regarding the writing of civil citations for illegal behavior conducted by students in the neighborhood. The university legal division follows up with the Milwaukee City Attorney's Office to discuss this possibility. The task force understands the guiding force of the UWS Chapter 17 and its relevance to addressing unacceptable behavior by students off campus, but we also recognize that other options are needed to address the problem as well.

Discussion: The Community Outreach and Assistance for Student Tenants (C.O.A.S.T.) program is currently underway in the neighborhoods around the campus. This program enables students living off campus to serve as a liaison between the university and student tenants in the community. The program hopes to address the negative, and in some cases, destructive behaviors of students living off campus. The task force supports this initiative as a way to create amiable relations between students and neighborhood residents. In addition, the task force discussed the applicability of Chapter 17 in the University of Wisconsin administrative code as a way to address off campus behavior and the possibility of invoking civil ordinances written by university police in the neighborhoods.

Current status: C.O.A.S.T. operations are overseen by the Office of Neighborhood Housing. The Milwaukee City Attorney's Office and UWM Police are in conversation about applying Chapter 17 in the neighborhood.

### Recommendation 23. B.O.S.S. Program

The B.O.S.S. program should be continued as recommended by the Safe Campus Committee Report. The introduction of the safe-walkers has already produced positive results, and with the expansion of hours of service, we believe there will be further beneficial outcomes. We also understand that these efforts are very costly, as suggested by the Safe Campus Committee Report. We recommend more investigation into creative strategies to fund the program.

Discussion: The Be on the Safe Side (B.O.S.S.) program has a long history on the campus. The Safe Campus Committee Report suggests that changes be made to the program to include adding additional hours under which they operate and to add walking escort services. Moreover, consideration should be given to improving the training provided B.O.S.S. drivers and other shuttle bus drivers regarding safety tips for riders and community residents. The committee's report notes the increased cost and inefficiencies

associated with these additional elements to the program. Yet, the committee also points out the importance of the program to campus safety and security.

The task force agrees that the program should be continued with the enhancements recommended by the Safe Campus Committee. Campus S.A.F.E. Walkers are already walking in the neighborhoods, and this effort has yielded some very encouraging results: it has thwarted robbery attempts and assaults both on and off campus. The Task Force views the B.O.S.S. program as important to the promotion of safety and security both on and off campus.

Current status: Enhanced training of B.O.S.S. drivers is under way.

#### Recommendation 24. Parking Facilities

The university adopt the suggestions offered by the Safe Campus Committee Report and implement the following: painting the parking garages on campus different colors on different levels, constructing a permanent structure at Lot 30 (Capitol & Humboldt) and staff it on a permanent basis, increasing the LTE U-Park staff salaries to draw more qualified and better personnel, purchasing radio repeaters for use in the Pavilion to improve communication at the lower levels of the structure, exploring ways to reduce exhaust fan noise, and installing S.A.F.E. phones at the University Services Building, the Continuing Education building downtown, and the Great Lakes Water Institute. Dialogue with the Milwaukee Police department, specifically its Maritime Patrol, and the United States Coast Guard may be useful in promoting safety awareness and security at the Great Lakes Water Institute.

Discussion: A review of crime data presented in the Safe Campus Committee Report suggests that crime, at least serious and violent crime, is minimal at both on campus and off campus locations. The task force believes that safety and security can be enhanced through some additional changes and modifications in facilities and staffing. We support the suggestions expressed by the Safe Campus Committee Report.

## Conclusions and Future Steps

For most of the university's history, it has not been necessary to be overly concerned about safety and security, much less make them top of mind issues. Unfortunately, this must change. The task force cannot emphasize strongly enough that the safety and security of the campus, the surrounding community, and our extended locations should be priority number one for the university.

The tragic events at Virginia Tech and Northern Illinois have shown that campuses are places where random violence is possible. Although such tragic events are still rare on college campuses, it is imperative that we begin to focus university resources in a coordinated way to prevent something similar from happening at UWM. And, in the unlikely event of such an occurrence on the UWM campus, we must also know before the fact exactly how we will respond.

To that end, the recommendations contained within this report reflect the best thinking by the private citizens, faculty, staff, students, criminal justice professionals, and security experts who are members of this task force. We firmly believe that our recommendation, if acted upon, will make the campus, the surrounding community, and our extended locations safe and secure for faculty, staff, students, and citizens. In addition, we also offer some important observations on how these recommendations can be implemented and what will be required to move forward in providing a safe and secure campus, neighborhoods, and off-campus facilities.

First, we believe that a new university culture must evolve to make safety and security a top priority. This means we need new ways to think about safety and security that encompasses new attitudes, policies, procedures, and practice. We fully understand that this is easier said than done; however, it is critical for the safety and security of the campus and ultimately, the long-term viability of the university.

The university culture is one that appropriately values open expression and free exchange of ideas and academic independence. We know and respect these ideals. To have a safe and secure campus environment, however, we believe the university must engender a culture on campus that insists on greater cooperation and coordination of activities and accountability on the part of individuals. This cultural change begins with university officials who have the responsibility to implement new practices, allocate appropriate resources, and provide sufficient authority to positions and people such that a new culture can be created and supported.

Second, a prioritization and allocation of resources directed toward safety and security efforts on the campus, in the neighborhood, and at our other locations must occur. We are encouraged by the hiring of new staff and the creation of other programs and further support of existing security efforts, but we feel more has to be done to empower people and positions to augment current safety and security measures.

Throughout the report, we discussed the importance of having greater authority and resources in new or existing positions to enhance safety and security on the campus, in the neighborhood, and at our extended locations. Every effort should be made to assess where we have safety and security deficiencies and to correct them. This can only be done if we devote adequate resources to empower persons and positions to promote a safe and secure campus environment.

Third, with the growth of the campus and the beginning of a master planning process, the university must consider the new challenges we face in the area of safety and security. Not only have traffic patterns of students, faculty, and staff changed on campus and in the surrounding neighborhoods in the past two to three years, we have also seen the construction of new buildings and more students. These changes will continue as the master plan is unveiled and new buildings, both on and off campus, are constructed.

We have already seen increased security concerns for both Kenilworth and the RiverView Residence Hall. These concerns will grow in the next three to five years as what UWM is changes, both physically and programmatically. We would stress that as these changes are discussed, issues of safety and security must be incorporated into the thinking and decision making.

We believe there is now an opportunity, through the master planning process, to incorporate discussions of safety and security into our deliberations. If the university is serious about implementing the recommendations offered in this report, then there is no better time to deliberate on them now and in the near future as the master planning process unfolds and decisions are made about how the UWM campus will look in the next three to five years and beyond.

Fourth, in many of the recommendations, we discuss the pivotal role that the Milwaukee Police Department plays in the safety and security of the campus, the neighborhood, and at our other locations. The university police and the Milwaukee Police Department already work together on a number of initiatives and the university does pay for an additional police presence in neighborhoods surrounding the campus. We believe further discussions with the Milwaukee Police Department are required in the areas of safety and security and off campus locations and the enforcement authority of university police in the neighborhoods surrounding the main campus addressing illegal student behavior.

We believe the most effective mechanism to address these issues is the creation of a Memorandum of Understanding (MOU) between the city of Milwaukee and the university police. Such a document would formalize efforts between the departments and provide university police more legal authority in specific circumstances. We would like to see these discussions begin between the university and the city of Milwaukee as soon as possible.

**Finally**, we have stressed the importance of inclusion when discussing ways to make the campus, the neighborhood, and other locations more safe and secure. We firmly believe the campus can only become a more safe and secure place when comprehensive discussion occurs among many people: faculty, staff, students, neighborhood residents, and interested parties.

Moreover, we believe that safety and security must be addressed in a holistic way. This not only means maximizing the input from many stakeholders, but in addition, it means viewing safety and security as part of a larger discussion of what the campus is and what it will become in the future. All discussions regarding campus mission and vision, for example, must include how safety and security concerns would be addressed.

The future of UWM and how faculty, staff, students, community residents, and visitors view the institution are intertwined with issues of safety and security. We believe that the recommendations provided in this report will enable campus communities to be safe and secure, and for the campus to realize its mission and vision of being a premiere urban university.

## Appendix A. Task Force Members

Chancellor Santiago appointed Dean Stan Stojkovic of the Helen Bader School of Social Welfare to chair the task force and put together a team of criminal justice professionals and lay persons who represent the diversity of the campus and local community to examine the Safe Campus Committee Report.

Others on the task force were:

- Professor Steven Brandl, Chair of the Criminal Justice Department,
- Chief Pam Hodermann, UWM Police Department,
- Chief Sue Riseling, UW-Madison Police Department,
- Director Larry Rickard, Public Safety, Marquette University,
- Georgia Cameron, Cameron Management and Consulting,
- Professor Simone Conceicao, School of Education and community resident,
- Assistant District Attorney, Jacob Corr, Milwaukee County District Attorney's Office,
- Captain Tony Smith, Milwaukee Police Department,
- Oscar Perez, Neighborhood and Local Government Relations Liaison for University Relations and Communications,
- Rick White, Corporate Communications, We Energies,
- President Rob Grover, UWM Student Association,
- Attorney Adam Stephens, Milwaukee City Attorney's Office
- Attorney Kurt Behling, Milwaukee City Attorney's Office.