

**REPORT OF THE VIRGINIA  
DEPARTMENT OF CRIMINAL JUSTICE SERVICES**

**Final Report on Potential  
Minimum Core Operational  
Functions for Campus Police  
and Security Departments**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**HOUSE DOCUMENT NO. 18**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
2015**





# COMMONWEALTH of VIRGINIA

*Department of Criminal Justice Services*

Francine C. Ecker  
Director

1100 Bank Street  
Richmond, Virginia 23219  
(804) 786-4000  
TDD (804) 786-8732

December 9, 2015

The Honorable Terry McAuliffe  
Governor of Virginia  
Patrick Henry Building, 3<sup>rd</sup> Floor  
1111 East Broad Street  
Richmond, VA 23219

Members of the General Assembly  
General Assembly Building  
Richmond, VA 23219

Dear Governor McAuliffe and Members of the General Assembly:

House Bill 587, introduced by Delegate Joseph R. Yost and agreed to by the 2014 General Assembly, directed the Department of Criminal Justice Services to provide a report on "Potential Minimum Core Operational Functions for Campus Police and Security Departments" to the Governor and the General Assembly.

In keeping with the requirements of House Bill 587, the Department of Criminal Justice Services submitted an interim report in November 2014. This final report is submitted for your review and consideration.

Please contact me with any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Francine C. Ecker".

Francine C. Ecker  
Director

Criminal Justice Services Board • Committee on Training • Advisory Committee on Juvenile Justice and Prevention  
Advisory Committee to the Court Appointed Special Advocate and Children's Justice Act Programs  
Advisory Committee on Sexual and Domestic Violence • Private Security Services Advisory Board

[www.dcjs.virginia.gov](http://www.dcjs.virginia.gov)

## Preface

In 2014, the General Assembly passed House Bill 587 which directed the Department of Criminal Justice Services (DCJS) to study and provide a report on “Potential Minimum Core Operational Functions for Campus Police and Security Departments” to the Governor and the General Assembly. Specifically, House Bill 587 directed the Department of Criminal Justice Services to:

*“... identify potential minimum core operational functions for campus police departments established pursuant to § 23-232 or 23-232.1 of the Code of Virginia and other campus security departments as may be established by public or private institutions of higher education pursuant to § 23-238 of the Code of Virginia. In conducting this study, the Department shall determine the existing capacity of campus police departments and other campus security departments, the costs of bringing existing departments into compliance with such minimum core operational functions, and legislative amendments needed in order to require compliance by such departments. In identifying such functions, the Department shall work with other public and private stakeholders as deemed appropriate. The Department shall report its findings to the Governor and the General Assembly by November 1, 2014.”*

Due to the complexity of the topic, and pending 2015 legislation which could affect the nature of campus law enforcement duties, DCJS requested and received permission to provide an interim report in November 2014, with a final report to the Governor and the General Assembly in November 2015. This is the final report.

## Table of Contents

Executive Summary.....	iv
Study Authority and Background.....	1
Study Process.....	2
Institutions of Higher Learning Examined in Study.....	3
Campus Police and Security Departments Examined in Study.....	5
Professional Organizational Standards for Campus Police and Security Departments.....	6
Survey of Virginia Campus Police and Security Departments .....	8
Survey Findings: Types of Campus Police and Security Departments Responding to Survey.....	9
Survey Findings: All Institutions Combined.....	11
Survey Findings for Different Categories of Institutions.....	13
Public Institutions with a Sworn Campus Police Department.....	14
Community Colleges with a Sworn Campus Police Department .....	23
Private Institutions with a Sworn Campus Police Department .....	31
Institutions with Nonsworn Security Departments .....	39
Costs to Bring Current Departments into Compliance.....	48
Legislative Amendments to Require Compliance.....	50
Other Considerations.....	51
Conclusions and Recommendations.....	52
Appendix 1: House Bill 587.....	56
Appendix 2: Study Advisory Committee Members.....	57
Appendix 3: Campus Police and Security Department Survey Questions.....	58
Appendix 4: Information Sources.....	63

# Executive Summary

---

The 2014 General Assembly directed the Department of Criminal Justice Services (DCJS) to study potential minimum core operational functions for campus police and security departments, to include determining the existing capacity of these departments, the costs of bringing existing departments into compliance with such functions, and legislative amendments needed to require compliance by such departments. DCJS provided the Governor and the General Assembly with an Interim Report in November, 2014. This is the final report.

DCJS conducted the study by doing the following:

- Established a Study Advisory Committee of members from the Virginia Association of Campus Law Enforcement Administrators (VACLEA) and other state and local officials;
- Identified preliminary core operational functions using professional organizational standards from the International Association of Campus Law Enforcement Administrators (IACLEA), the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), and the Council for the Advancement of Standards in Higher Education (CAS);
- Surveyed 67 Virginia institutions of higher education to identify operational functions now being conducted by college and university campus police departments (hereafter called “sworn” departments) and security departments (hereafter called “nonsworn” departments), assess how effectively these functions are being conducted, identify obstacles to conducting these functions, and solicit other comments on potential core functions;
- Developed a list of recommended *potential* minimum core operational functions for sworn and nonsworn campus departments, identified issues to examine concerning the appropriateness of these functions; and
- Examined information on potential costs of complying with such potential minimum core operational functions, and on legislative amendments needed to require compliance with such functions.

## Study Findings and Recommendations

### Potential Minimum Core Operational Functions and Existing Capacity

The major finding of this study is that there is great variation in the size, responsibilities, activities, and resources of college and university sworn police and nonsworn security departments throughout Virginia. The findings indicate that a “one-size fits all” approach to determining minimum core operational functions for these departments will not work. Such an approach would simplify defining such minimum core operational functions, but the complexity of actually implementing these functions across the range of Virginia’s campuses will require an approach that addresses the different sizes, types, needs and resources of these many different departments.

Virginia’s largest public universities (such as Virginia Tech or Virginia Commonwealth University) are virtually small cities. They can serve 30,000 students, and contain extensive residential housing, dining, civic, athletic, research and other facilities. They can have fully functional 24/7 sworn police departments employing several hundred personnel. On the other hand, many of Virginia’s smaller community colleges and private colleges may consist of only a few administrative and classroom buildings and employ nonsworn security staff consisting of, as one institution stated, “one man with a radio.” Most of Virginia’s many colleges and universities fall somewhere between these two extremes.

While recognizing that a “one-size-fits-all” approach for all campuses is unsuitable, DCJS and the Study Advisory Group also recognized that – given the basic mission of campus police and security departments - there are certain minimum core operational functions that virtually all of these departments should be capable of accomplishing. To address both of these requirements, this report presents a list of recommended potential minimum core operational functions for all (with limited exceptions) such departments, with the important caveat that each department should be given the latitude to accomplish these functions in a manner suitable for the size, type, needs and resources of the department and of the campus it serves.

**Recommendation 1:**

Based on a review of current national campus professional organizational standards, the findings of the survey of current Virginia campus police and security department capacities and activities, and the Study Advisory Group’s input, the following are recommended as potential minimum core operational functions for sworn police and nonsworn security departments at Virginia institutions of higher education:

Recommended Potential Minimum Core Operational Functions For Sworn Police and Nonsworn Security Departments At Virginia Institutions of Higher Education
The Prevention and Detection of Crime
Patrol operations
Crime prevention and community involvement
Criminal investigative services
Public information/outreach
Traffic management/enforcement
Special event and crowd management
The Apprehension of Criminals
Arrest adults/juveniles
Temporary detention and processing adults/juveniles
Detainee transportation adults/juveniles
The Safeguard of Life and Property
Physical security/access control/surveillance systems
Critical incidents, special operations, homeland security management
Motorist assistance and student safety escorts
Victim/witness assistance
The Administration of Police and Security
Organization and administration (mission, structure, general orders, etc.)
Roles and authority
Personnel administration (classification, compensation, evaluations, etc.)
Jurisdiction and mutual aid agreements
Emergency communications/dispatch/call taking
Records management and report distribution
Clery and Title IX compliance
Training DCJS standards
Internal affairs/disciplinary procedures
Recruitment and hiring
Evidence collection, storage and control
Fiscal management
Equipment/weapons/vehicle management/storage/control

As noted above, such core minimum operational functions should apply to virtually all sworn and nonsworn departments, whether they serve a large university campus or a small community college. However, these different types of departments should have the latitude to conduct these functions based on the type of campus they serve and the mission and resources they are assigned. For example, all campus police and security departments should have the capacity to respond to a situation in which an individual is threatening a student with immediate bodily harm. A campus with a police department might dispatch a sworn police officer who would apprehend the threatening individual, place him under arrest, charge and book him, and detain him for further processing. In the same situation, a campus with a security department might dispatch a non-sworn security officer and contact the local police to simultaneously respond and address the situation. The non-sworn officer would attempt to de-escalate the situation until law enforcement staff arrives. The local sworn law enforcement agency would then formally arrest, charge and further process the individual. Both departments have performed the operational function of preserving the safety of persons on the campus, but they have performed it in different ways. The proposed potential core minimum operational functions would define *what* functions a campus police or security department should be able to accomplish, but they would not specifically define *how* they should perform the functions.

*This study has produced a list of potential core minimum operational functions. Translating this list of potential operational functions into recommended actual operational functions should be done with due consideration of the different ways such functions might be conducted at different types of campus departments. This should be done with further extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, the DCJS Virginia Center for School and Campus Safety, and college and university administrators representing a cross-section of Virginia institutions of higher learning (see Recommendation 3).*

### **Costs of Bringing Existing Departments into Compliance**

DCJS' review of research on the costs of operating a police/security department found that there are no fixed guidelines for determining these costs, whether for a campus or a public municipality police department. Furthermore, there are no fixed guidelines for determining costs for such departments to perform specific common police functions and activities such as criminal investigative services or transporting adult/juvenile detainees.

DCJS developed a range of potential cost estimates for campus police departments based on two sources. First, using U.S. Bureau of Justice Statistics estimates of annual operating costs for municipal (not campus) police departments, the annual operational cost for a police department serving a campus with 30,000 students could be about \$7.4 million. Using the same Bureau of Justice Statistics estimates, annual operational costs for a department serving a campus of 2,500 students could be about \$600,300, and for a campus serving 700 students about \$166,000.

Second, one large public university in Virginia with a student population of about 30,000 reported an annual police department operating budget of about \$8 million, with about 73% of this for personnel costs. This institution has a fully accredited police department providing 24/7 services. Two Virginia community colleges with fully accredited police departments and student populations of about 10,000 reported annual operating budgets of \$1 million to \$1.7 million, with about 70% to 90% of this for personnel costs.

The cost estimates above are presented as potential cost ranges. Actual costs would depend upon what minimum core operational functions were adopted, and would vary considerably based on the characteristics of the institution being served.



**Recommendation 2:**

This report provides broad estimates of the *potential* costs associated with operating police departments serving campuses of different sizes. There are no firm guidelines for determining such costs, for either campus or municipal police department, nor are there firm guidelines for determining costs to perform specific police operational functions. The cost estimates provided in this report are intended only to help guide more detailed identification of such costs.

The identification of actual costs to comply with campus sworn police and nonsworn security department minimum core operational functions should be developed with extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, and college and university administrators representing a cross-section of Virginia institutions of higher education. The impact of these costs should be considered with regard to the different sizes, types, needs and resources of these departments and of the campuses they serve.

*The identification of actual costs to comply with campus sworn police and nonsworn security department minimum core operational functions should be developed with extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, and college and university administrators representing a cross-section of Virginia institutions of higher education. The impact of these costs should be considered with regard to the different sizes, types, needs and resources of these departments and of the campuses they serve.*

**Legislative amendments needed to require compliance by such departments**

**Recommendation 3:**

Any legislative amendments needed for campus sworn police and nonsworn security departments to achieve compliance with minimum core operation functions should be developed only after the Virginia Association of Campus Law Enforcement Administrators, the DCJS Virginia Center for School and Campus Safety, and college and university administrators have had the opportunity to identify the appropriate core minimum operational functions and their associated costs.

*Therefore, it is recommended that the General Assembly defer proposing any legislative action to mandate minimum core operational functions for these departments until the 2017 session. The Study Advisory Group believes that during CY 2016 the Virginia Association of Campus Law Enforcement Administrators and other stakeholders will be able to develop thoughtful recommendations for the 2017 General Assembly to consider.*

**Recommendation 4:**

If the General Assembly proposes legislation to establish core minimum operational functions for campus sworn police departments, it may also wish to consider addressing the following associated issues: 1) whether establishing such functions will have implications for other types of Virginia sworn police departments serving cities, counties or towns, and 2) whether current *Code* sections concerning sworn police departments, which currently are scattered among different *Code* chapters and sections, should be consolidated into a single *Code* section.



# Study Authority and Background

---

## Study Authority

Chapter 278 of the 2014 Virginia Acts of Assembly directed the Department of Criminal Justice Services to conduct a study to *identify potential minimum core operational functions for campus police departments established pursuant to § 23-232 or 23-232.1 of the Code of Virginia and other campus security departments as may be established by public or private institutions of higher education pursuant to § 23-238 of the Code of Virginia. In conducting this study, the Department shall determine the existing capacity of campus police departments and other campus security departments, the costs of bringing existing departments into compliance with such minimum core operational functions, and legislative amendments needed in order to require compliance by such departments. In identifying such functions, the Department shall work with other public and private stakeholders as deemed appropriate. The Department shall report its findings to the Governor and the General Assembly by November 1, 2014*

## Background

In the aftermath of the Sandy Hook Elementary School shootings tragedy in December of 2012, then Governor McDonnell established the Governor's School & Campus Safety Taskforce to review and recommend improvements in safety at Virginia schools and campuses. The Taskforce's final report, issued in October 2013, made numerous recommendations for improving safety at Virginia's colleges, universities and other institutions of higher education. Among these was the following recommendation addressing campus safety departments.

Recommendation Number PS-26

Minimum Training Standards: Recommends that all campus police departments have the following minimum training standards:

- All campus police departments should be required to meet a set of minimal operational standards set by the Department of Criminal Justice Services, in order to be certified as Virginia police departments. These minimal standards will guarantee uniformity of operations in campus police departments that will reduce risk liability and increase professional performance.
- All campus security or public safety departments without law enforcement authority should be required to meet a set of minimal operational standards, set by the Department of Criminal Justice Services, in order to be certified as Virginia campus security or public safety agencies. These minimal standards will guarantee uniformity of operations in security and campus safety that will reduce risk liability and increase professional performance.

As a step toward accomplishing this recommendation, the 2014 General Assembly directed DCJS to study *potential minimum core operational functions* for campus police and security departments, along with potential costs and legislation associated with establishing these functions. The DCJS Center for School and Campus Safety and the DCJS Criminal Justice Research Center were assigned this task. DCJS provided an interim report to the 2015 General Assembly.

# Study Process

---

## **Advisory Committee Established**

Due to the complex issues involved in this study, DCJS consulted with the Virginia Association of Campus Law Enforcement Administrators (VACLEA) and established an Advisory Committee to guide the study. The Advisory Committee was comprised of representatives from higher education officials, officials from various types of campus police and security departments, municipal and county officials, and the Office of the Attorney General.

The Advisory Committee provided assistance with study issues including:

- Defining overall issues the study must address
- Input from all stakeholders involved
- Institutions of higher education to examine in the study
- Development of a survey of these institutions for data collection
- Interpretation of the survey findings
- Issues related to costs associated with meeting potential minimum core operational functions
- Issue related to legislative amendments needed for compliance with minimum core operational functions

A list of the Advisory Committee members is provided in Appendix 1.

## **VACLEA 2014 Annual Conference Presentation**

In June 2014 DCJS staff attended the statewide VACLEA Summer Conference and made a presentation to inform VACLEA members of the study and solicit input on the study. This provided an opportunity for police and security department officials from many different campus settings to provide input on the study.

Based on information provided by members of the Advisory Committee, VACLEA and DCJS staff at the Virginia Center for School and Campus Safety, major study issues and stakeholder concerns were identified and discussed. Based on these discussions, DCJS developed the survey and sent it to Virginia institutions of higher learning in September 2014. During the fall DCJS conducted a preliminary analysis of the survey data and prepared an interim report for the 2015 General Assembly.

## **VACLEA 2015 Winter Conference Presentation**

In January 2015 DCJS staff attended the VACLEA Winter Conference and made a presentation on the findings contained in the November 2014 Interim Report. This provided VACLEA members an opportunity to comment on the interim report findings, offer advice on interpretation of the findings, and allow for a discussion of the additional research required for completing the final report for November 2015.

## Institutions of Higher Learning Examined in Study

---

Three sections of the *Code of Virginia* authorize institutions of higher learning to establish some form of campus police or security service:

- 1) § 23-232 authorizes 26 named “public institutions of higher learning” to establish a “campus police department.”
- 2) § 23-232.1 authorizes “private institution of higher education” to establish a “campus police department” if the officers it employs comply with the requirements for law-enforcement officers established by DCJS.
- 3) § 23-238 authorizes other institutions to establish “security departments” whose officers and employees do not have police powers, or to rely on municipal, county or state police, or employ private security services.

Throughout this report, the various types of post-high-school educational institutions – large and small, public and private, colleges and universities – are often generically referred to as “institutions.”

Based on these three *Code* authorizations, DCJS identified 67 Virginia institutions relevant to the study. These campuses, listed in Table 1, ranged from Virginia’s largest public universities to small public and private institutions.

<b>Table 1</b>	
<b>Institutions Involved in Study</b>	
<b>Public Institutions Authorized to Establish Police Departments by § 23-14</b>	
Christopher Newport University	The College of William and Mary
Eastern Virginia Medical School	University of Mary Washington
George Mason University	University of Virginia
James Madison University	University of Virginia's College at Wise
Longwood University	Virginia Commonwealth University
Norfolk State University	Virginia Military Institute
Old Dominion University	Virginia Polytechnic Institute & State University
Radford University	Virginia State University
Richard Bland College	
<b>Community Colleges with Police Departments Established Under § 23-14</b>	
Blue Ridge Community College	Northern Virginia Community College
Central Virginia Community College	Southwest Virginia Community College
Eastern Shore Community College	Thomas Nelson Community College
Germanna Community College	Virginia Highlands Community College
J. Sargeant Reynolds Community College	Virginia Western Community College
Lord Fairfax Community College	Wytheville Community College
Mountain Empire Community College	
<b>Private Institutions with Police Departments Authorized per § 23-232.1</b>	
Bridgewater College	Liberty University
Emory and Henry College	Regent University
Ferrum College	University of Richmond
Hampden-Sydney College	Virginia Union University
Hampton University	
<b>Institutions with Security Departments or Other Security Services per § 23-238</b>	
Appalachian School of Law	Patrick Henry Community College*
Averett University – Danville	Piedmont Virginia Community College*
Bluefield College	Randolph College
Christendom College	Randolph-Macon College
Danville Community College	Rappahannock Community College
Eastern Mennonite University	Roanoke College
Hollins University	Shenandoah University
Institute for the Psychological Sciences	Southern Virginia University
Jefferson College of Health Sciences	Southside Virginia Community College
John Tyler Community College	Sweet Briar College
Lynchburg College	Tidewater Community College
Mary Baldwin College	Virginia Intermont College
Marymount University	Virginia Wesleyan College
New River Community College	Washington & Lee University

Note: Piedmont Virginia Community College and Patrick Henry Community College have established a sworn campus police department since this survey was conducted in September 2014.

# Campus Police and Security Departments Examined in Study

---

Of the four types of institutions of higher learning shown in Table 1, the first three types of institutions are authorized to establish police departments by the *Code of Virginia*. The fourth type of institution is authorized by *Code* to establish security departments or other security services.

Any effort to develop minimum core operational functions for campus police and security departments must recognize that there are important differences - specified in *Code* - between a campus police department and a campus security department.

*Campus Police departments:* §23-234 states that campus police officers “may exercise the powers and duties conferred by law upon police officers of cities, towns, or counties.” Additionally, the department must require that each officer complies with training and other requirements for law enforcement officers established by DCJS per Chapter 1 (§9.1-100 et seq.) of Title 9.1. Furthermore, § 23-232.1 authorizes “private institution of higher education” to establish a “campus police department” if the officers it employs comply with the requirements for law-enforcement officers established by DCJS.

Throughout this report, police departments – those employing officers authorized by law to exercise police powers such as arrest - are often referred to as “sworn” departments.

*Campus Security departments:* §23-238 states that institutions may “establish security departments, whose officers and employees shall not have the powers and duties set forth in §23-234, in place of or supplemental to campus police departments or to rely upon municipal, county or state police forces or to contract for security services from private parties.”

Throughout this report, security departments – those employing officers not authorized to exercise police powers such as arrest - are often referred to as “nonsworn” departments.

A police department, although employing sworn police officers, may also employ nonsworn officers in various functions that do not require the exercise of the powers conferred on sworn officers.

# Professional Organizational Standards for Campus Police and Security Departments

---

Because there are now no formal minimal core operational functions specified for Virginia sworn and nonsworn campus departments, DCJS identified and examined standards, procedures and guidelines that have been developed nationally. Three major published documents were identified:

1. *International Association of Campus Law Enforcement Administrators (IACLEA) Accreditation Standards Manual*, First Edition; Revision 1. Published by IACLEA in November 2013.

According to ICLEA, these standards, part of the ICLEA accreditation program, are viewed as “best practices and appropriate criteria for the effective and efficient operations of a campus public safety agency.”

2. *Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) Campus Security Standards Manual*, Version 1.7. Published by CALEA in August 2014.

According to CALEA, “these standards are intended for all levels of campus education, not just the college and university setting.... and will result in safer campus communities and more effective law enforcement service.” The CALEA Campus Security Accreditation Program is designed for educational campus security agencies or departments that primarily employ non-sworn security officers and identify themselves as a “campus security force.”

3. *Council for the Advancement of Standards in Higher Education CAS Self-Assessment Guide for Campus Police and Security Programs*. Published by CAS in August 2012.

According to CAS, the purpose of its standards is to “guide campus and police and security programs to best practices in their new roles.” VACLEA members advised DCJS that the CAS document is the guide often used by campus deans and presidents when assessing campus security issues. CALEA also offers accreditation programs for sworn and non-sworn departments in Public Safety Communications, Public Safety Training Academies and others.

Based on examination of the standards in the three documents above, and in conjunction with the Study Advisory Committee, DCJS developed a *preliminary* list of potential minimum core operational functions for campus sworn and nonsworn departments. This list, consisting of five major function categories and 38 activities within these functions, was created to serve as a starting point for work to develop a recommended list of potential minimum core operational functions. For this starting point, the following functions and activities were identified:

## 1. *The Prevention and Detection of Crime*

- Patrol operations
- Investigative services
- Special investigative services
- Traffic collision investigation
- Crime prevention
- Community involvement
- Community relations
- Public information/education



## 2. *The Apprehension of Criminals*

- Transporting detainees
- Processing detainees
- Juvenile detention

## 3. *The Safeguard of Life and Property*

- Physical security/access control
- Critical incident management planning
- Campus escort services
- Assist motorists on campus roadways
- Emergency phones/alarms/surveillance systems
- Victims services

## 4. *The Preservation of Peace*

- Preserve a safe, orderly campus/enforce law and university policy
- Traffic/parking services
- Traffic engineering
- Traffic direction/control
- Traffic safety education
- Athletic/special event/crowd management

## 5. *Administration of Police and Security*

- Evidence collection, storage and control
- Facilities/property management
- Vehicle management
- Communications/dispatch/crime reporting
- Establish mutual aid agreement with local LE
- Emergency communications
- Personnel administration
- Weapons management/storage/control
- Records management
- Records/reports distribution
- Publish reports/statistics
- Title IX compliance
- Internal affairs
- Fiscal management
- In-service training and education for officers

Once this preliminary list of potential core minimum operational functions was created, the next step was to compare this *preliminary* list of potential functions to the list of *actual* functions that sworn and nonsworn departments reported they are now doing in their responses to the DCJS survey.

It is important to note that the IACLEA and CALEA standards referenced above are *accreditation* standards for a law enforcement agency. IACLEA and CALEA accreditation denotes a high level of professional operation, and may exceed what would typically be considered minimum core operational functions, especially for small nonsworn campus security departments. These standards were referenced only as a starting point for developing a list of potential core minimum operational functions for these departments.

# Survey of Campus Police and Security Departments

---

To gather information on the characteristics and current functions of sworn and nonsworn campus departments at Virginia institutions, DCJS conducted a survey of the 67 institutions. The survey questions were developed in conjunction with Study Advisory Group, and were designed to gather information on the following topics:

- Name and type of organization that provides security for the institution;
- Whether the organization providing security is a sworn police or a nonsworn security department;
- If the organization is a sworn department, whether or not the department is accredited, and by what accrediting organization;
- What types of security functions and activities are now conducted by the organization;
- How effectively each security activity is being conducted;
- Obstacles to providing effective security functions; and
- Suggestions for additional functions that should be provided by these departments.

A complete copy of the survey questions is provided in Appendix 2.

In September 2014 an email containing a link to the DCJS on-line survey was sent to the chief/director of the police and security departments of the 67 Virginia institutions identified for the study. The email contained a letter from Chief Craig Branch, President of the Virginia Association of Campus Law Enforcement Administrators, and a letter from DCJS Director Francine Ecker, explaining the purpose of the survey and requesting participation. The survey invitation emphasized that all survey results published in the report would not identify any institution or department by name. The president, dean or chief executive of each institution surveyed received a separate email to make them aware that the institution's police or safety department was being contacted to participate in the survey.

The survey presented each department with the list of 38 potential basic campus security functions and activities derived from the *CALEA Standards for Campus Security Agencies*, the *IACLEA Accreditation Standards Manual*, and the *CAS Self-Assessment Guide for Campus Police and Security Program*. Each department was asked to review the list of functions and activities, and to indicate which of the functions/activities it currently performs. The survey instructions noted that some source documents for the listed functions are intended to provide accreditation standards (higher standards than minimal core functions) and that not every function listed on the survey was viewed or implied to be considered a necessary function.

Of the 67 institutions invited to participate in the survey, 50 institutions responded, for an initial response rate of 75%. Three of these 50 reported that they did not have a police or security department, so their responses were deleted from the analysis, producing an effective response rate of 70%. Therefore, the analysis that follows is based on a total of 47 institutions. As noted earlier, the institutions surveyed were assured that this report would not identify any institutions by name, so the findings in this report are presented as they pertain to different categories of institutions, but not to individual institutions.

# Survey Findings: Types of Campus Police and Security Departments Responding to Survey

Table 2 below shows the numbers of survey responses received from each of the four categories of institutions (excluding the three reporting not having either a police or a security department).

Category of Institution	Number Surveyed	Number Responding	Response Rate
Public institutions with sworn police department (authorized to establish police departments by § 23-14)	17	16	94%
Community colleges with sworn police department (established under § 23-14)	13	11	85%
Private institutions with sworn police department (authorized per § 23-232.1)	9	7	78%
Institutions with nonsworn security department	28	13	46%
Total	67	47	70%

Based on these definitions, each institution receiving the survey was asked to identify whether it has a police department or a security department (with security department including any type of security service mentioned in §23-238). Some Virginia institutions have a combination of police and security operations. These institutions were asked to indicate the type of department that has the *primary* responsibility for safety and security on its campus. Among the 47 institutions responding to the survey, 34 (72%) reported having a police department, and 13 (28%) reported having a security department.

To better understand how the institutions themselves characterize their police or security departments, each institution was asked to provide the full name of its department. Table 3 lists the department titles reported.

<i>Title Includes "Police Department"</i>	<i>Title Does Not Include "Police Department"</i>
<ul style="list-style-type: none"> <li>• Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Office of Campus Safety</li> </ul>
<ul style="list-style-type: none"> <li>• Campus Police</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Safety and Security</li> </ul>
<ul style="list-style-type: none"> <li>• Campus Police Department</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Campus Safety</li> </ul>
<ul style="list-style-type: none"> <li>• Department of Security and Police</li> </ul>	<ul style="list-style-type: none"> <li>• Security Department, Office or Services</li> </ul>
<ul style="list-style-type: none"> <li>• Department of Police and Public Safety</li> </ul>	<ul style="list-style-type: none"> <li>• Department of Public Safety</li> </ul>

## Police Department Accreditation

Accreditation is the process through which law enforcement agencies can voluntarily demonstrate to accreditation organizations that they comply with standards which indicate professional excellence. The applicability of standards may differ based on the nature of the department's authority and the scope of its services. Several organizations provide accreditation to Virginia campus law enforcement agencies:

- Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) – The national-accrediting agency for law enforcement agencies.
- International Association of Campus Law Enforcement Administrators, Inc. (IACLEA) – The international-accrediting agency for law enforcement agencies, which represents over 1,200 institutions of higher education
- Virginia Law Enforcement Professional Standards Commission (VLEPSC) – The state-accrediting agency for law enforcement agencies in Virginia, which establish professional standards and administer the accreditation process by which Virginia agencies can be systematically measured, evaluated, and updated.

The number of sworn campus police departments reporting and not reporting accreditation, and by which accrediting organization(s), are shown in Table 4 below.

Table 4 Sworn Department Accreditation

	CALEA accredited		IACLEA accredited		VLEPSC accredited	
	Num	%	Num	%	Num	%
Yes	5	15%	3	9%	4	12%
No	29	85%	31	91%	30	88%

Although only about 10% to 15% of Virginia campus departments reported being accredited, it is important to recognize that accreditation by one or more of these organizations is not a requirement for establishing or operating a sworn police department in Virginia. Accreditation is recognition that a department has achieved a very high level of professional excellence.

# Survey Findings: All Institutions Combined

---

## Functions and Activities Performed by Departments at All Institution Types Combined

This section of the report summarizes the survey findings for all of the 47 institutions combined, regardless of whether they are public or private, two-year or four-year, or have a sworn police or nonsworn security department.

Table 5 presents the number and percent of institutions performing or not performing each of the 38 specific potential police/security functions. The most frequently reported functions (reported by 90% or more of institutions) are highlighted in green, and the least frequently performed functions (reported by 50% or fewer of the institutions) are highlighted in red. These summary findings are intended only to provide a “big picture” of the functions and activities these departments are now performing, and to provide insight into how much variation there is in the way these institutions currently provide police and security services on their campuses.

There are many commonalities among the functions and activities conducted by both sworn police and nonsworn security departments at all types of institutions. For example, all 47 institutions across the four categories have police or security departments that perform *patrol operations* and that provide *physical security/access control*, and 95% or more of all 47 institutions have police or security departments that perform activities to *preserve a safe and orderly campus/enforce laws and university policy, manage emergency phones/alarms/surveillance systems, and publish/report statistics and information*. There are also some differences between the functions and activities reported by sworn and nonsworn departments performed at different types of institutions. For example, among the institutions with a sworn police department, 100% of these departments exercise *control and management of weapons*, whereas fewer than 25% of the nonsworn security departments at institutions do so. These differences are discussed in more detail in the section of the report which presents the findings separately for each of the four different categories of institutions.

**Table 5: Functions Performed by All Sworn and Nonsworn Campus Departments Combined (N=47)**

Does your Police or Security Department Perform this Function?	Number Yes	Percent Yes	Number No	Percent No
<b>The Prevention and Detection of Crime</b>				
Patrol operations	47	100%	0	0%
Crime prevention	43	91%	4	9%
Investigative services	41	87%	6	13%
Community involvement	37	79%	10	21%
Community relations	37	79%	10	21%
Public information/education	37	79%	10	21%
Traffic collision investigation	32	68%	15	32%
Special investigative operations	18	38%	29	62%
<b>The Apprehension of Criminals</b>				
Transporting detainees	31	66%	16	34%
Processing detainees	20	43%	27	57%
Juvenile detention	11	23%	36	77%
<b>The Safeguard of Life and Property</b>				
Physical security/access control	47	100%	0	0%
Emergency phones/alarms/surveillance system management	45	96%	2	4%
Critical incident management planning	44	94%	3	6%
Campus escort services	44	94%	3	6%
Assist motorists on campus roadways	43	91%	4	9%
Victims services	37	79%	10	21%
<b>The Preservation of Peace</b>				
Preserve safe and orderly campus/enforce law and university policy	45	96%	2	4%
Athletic and special events/crowd management	43	91%	4	9%
Traffic direction/control	43	91%	4	9%
Traffic/parking services	40	85%	7	15%
Traffic safety education	29	62%	18	38%
Traffic engineering	14	30%	33	70%
<b>Administration of Police and Security</b>				
Publish/report statistics & information	45	96%	2	4%
Personnel administration	44	94%	3	6%
Emergency communications	43	91%	4	9%
Fiscal management	42	89%	5	11%
In-service training and education for officers	42	89%	5	11%
Records management	42	89%	5	11%
Records/report distribution	40	85%	7	15%
Establish mutual aid agreements with local police dept	37	79%	10	21%
Title IX compliance	37	79%	10	21%
Vehicle management	37	79%	10	21%
Communications/dispatch/crime reporting system/tip line	36	77%	11	23%
Evidence collection, storage and control	36	77%	11	23%
Internal affairs	36	77%	11	23%
Weapons management/storage/control	36	77%	11	23%
Facilities/property management	26	55%	21	45%

Functions and activities above are from the IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual.

## Survey Findings for Different Categories of Institutions

---

This section of the report presents the survey findings separately for each of the four categories of institutions:

- public institutions with a sworn police department,
- community colleges with a sworn police department,
- private institutions with a sworn police department, and
- institutions with nonsworn security department

This section of the report graphically illustrates, for each one of the four categories of institutions above, which major functions are performed (Prevention and Detection of Crime, Apprehension of Criminals, Safeguard of Life and Property, Preservation of Peace, and Administration of Police and Security), and which specific activities are conducted to perform for each of these functions. Specific activities are shown as the percentage of each category of institution that reported performing the activity.

Institutions that reported not performing certain activities in the survey were asked to provide the reasons why they did not perform the activities. However, few institutions provided this information, so the information is expressed only in descriptive, rather than numerical terms.

Each department that reported performing various activities was asked to rate how effectively it is able to perform each activity using the scale: 1 - Extremely Effective, 2- Very Effective, 3 - Moderately Effective, 4 - Slightly Effective, or 5 - Not Very Effective. These findings, where appropriate, are also presented as the percentage of each category of institution reporting performance effectiveness.

Institutions that reported being only “slightly effective” or “not very effective” in performing activities in the survey were asked to provide the reasons why they rated their performance as relatively ineffective. However, few institutions provided this information, so the information is expressed only in descriptive, rather than numeric terms.

The range of activities performed by the four different categories of institutions illustrates the difficulty that would be faced in trying to develop a set of “one-size-fits-all” recommendations for the core minimum operational standards for all of these institutions.

## **Functions and Activities Performed - Public Institutions with a Sworn Police Department**

Public institutions with a sworn campus police department are among the largest types of higher education institutions in Virginia. Sixteen of the 17 public institutions surveyed in this group responded to the survey (response rate of 94%). These institutions also have the most diverse types of campuses. The largest institutions are virtually small cities, containing residential housing for thousands of students, dining, civic and athletic facilities, specialized research laboratories, and extensive physical plant infrastructure.

Institutions in this group fall into two distinct student population ranges. The first group is the half-dozen very large state Four-year institutions having more than 20,000 students, with several exceeding 30,000 students. The second group, with much smaller student populations, ranges from about 1,000 to 10,000 students. None of these institutions had student populations between 10,000 to 20,000 students. The median student population size for the 16 institutions that responded to the survey was about 7,200 students. It should be noted that some student population sizes may include both students residing on the campus and students traveling to the campus for classes, but residing off campus.

The number of personnel employed by the sworn departments in these institutions also varied considerably. Several of the smaller institutions had from 10 to 20 personnel, some mid-sized institutions had from 50 to 76 personnel, and several of the largest institutions had 200 to 300 personnel. The median personnel size for institutions responding to the survey was 43. It should be noted that it was not possible to distinguish between department personnel who were sworn and those who were employed as nonsworn personnel, or between full-time and part-time personnel.

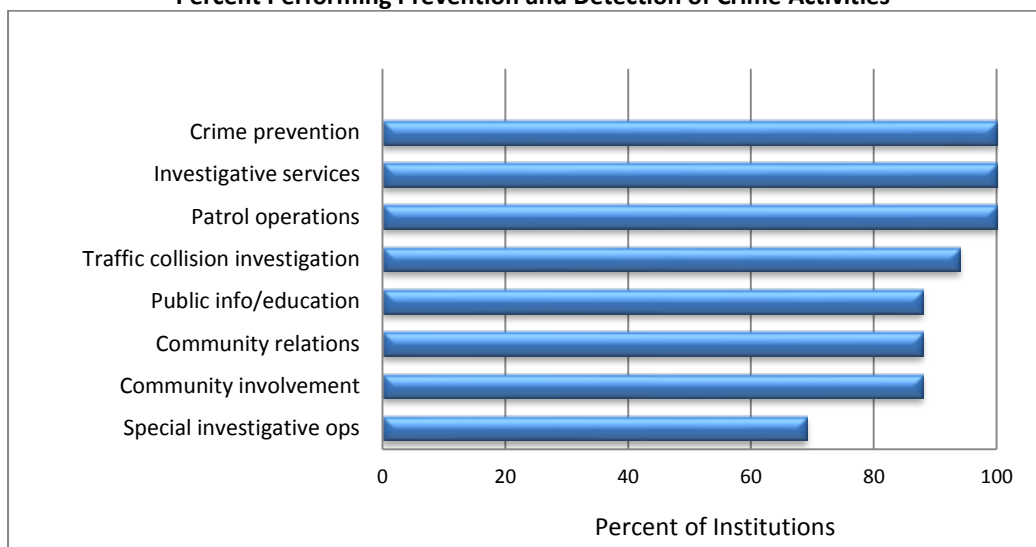


## Public Institutions Performing the Function “Prevention and Detection of Crime”

### Activities Performed

All 16 public institutions with a sworn police department (100%) reported that they perform the function Prevention and Detection of Crime. Each of these departments was then asked which specific Prevention and Detection of Crime activities it now performs. Results are shown in Figure 1.

**Figure 1**  
**Public Institutions with Sworn Police Department**  
**Percent Performing Prevention and Detection of Crime Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 16 (100%) departments reported performing the activities *crime prevention*, *investigative services*, and *patrol operations*. More than 80% of the departments also reported performing *traffic collision investigation*, *policy information/education*, and *community relations* and *involvement* activities.

The activity reported as the least frequently performed was *special investigative operations*, which about 70% of the departments reported doing. Only one of the departments indicated why it does not perform this activity; it stated that these types of investigations are handled by the local law enforcement agency.

### Performance Effectiveness

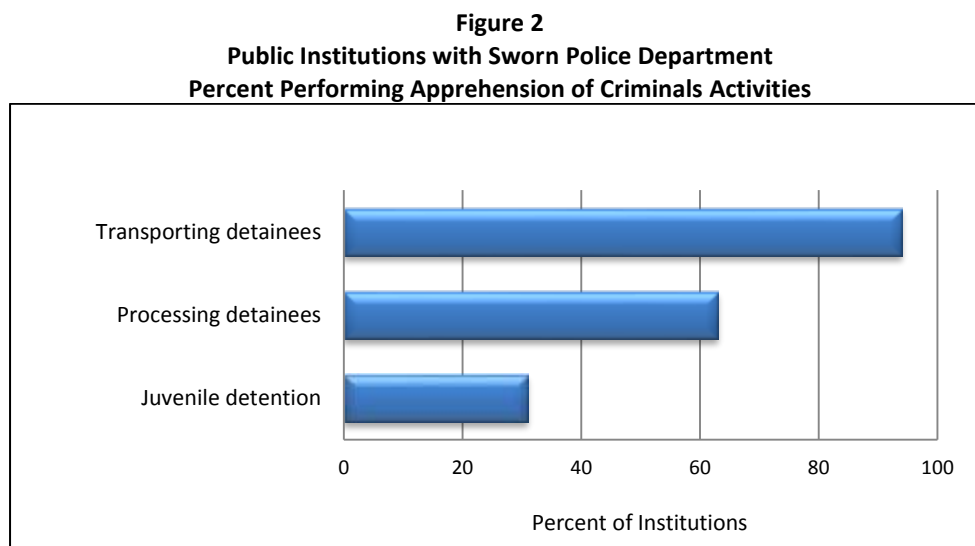
Seventy-five percent or more of the departments reported “extremely/very effective” performance on seven of the eight Prevention and Detection of Crime activities. The only activity rated lower, *traffic collision investigation*, was rated “extremely/very effective” by only 53% of departments performing the activity (one department reported its lower effectiveness on this activity was because it “happens so rarely, officers don’t get chance to practice skills.”)

Few departments reported being only “slightly/not very effective” in performing any of the activities. Only 9% of the departments (one department) reported performing any single activity ineffectively. When the few departments reporting being relatively ineffective in performing certain activities were asked why this was the case, the most frequently reported reasons were financial limitations, personnel limitations, and lack of support from campus administration.

## Public Institutions Performing the Function “Apprehension of Criminals”

### Activities Performed

All 16 public institutions with a sworn police department (100%) reported that they perform the function Apprehension of Criminals. Each of these departments was then asked which specific Apprehension of Criminals activities it now performs. Results are shown in Figure 2.



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

For the three Apprehension of Criminals activities, the most frequently performed activities reported were *transporting detainees* (94%) and *processing detainees* (63%). Less than one-third (31%) of departments reported performing *juvenile detention* activities.

Reasons cited by these departments for not performing juvenile detention activities included “handled by local police/sheriff/jail” and “few interactions with juveniles on campus.” Departments which reported not performing the activity *processing detainees* stated that the activity is conducted by the local police or sheriff.

### Performance Effectiveness

Seventy percent or more of the departments reported their performance on the three Apprehension of Criminals activities as “extremely/very effective.” Twenty percent of the departments rated their performance on all three activities as “moderately effective.”

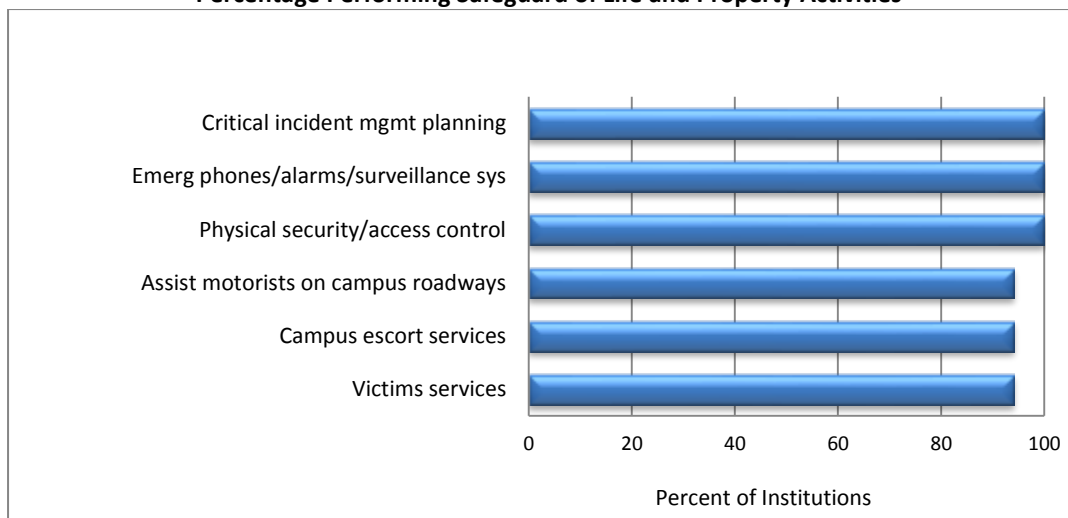
Only seven percent of the departments (i.e., one department) reporting *transporting detainees* rated its performance as merely “slightly/not very effective.” When this one department was asked to identify obstacles it encountered in transporting detainees, it cited “no proper equipment, shielded vehicles.”

## Public Institutions Performing the Function “Safeguard of Life and Property”

### Activities Performed

All 16 public institutions with a sworn police department (100%) reported that they perform the function Safeguard of Life and Property. Each of these departments was then asked which specific Safeguard of Life and Property activities it now performs. Results are shown in Figure 3.

**Figure 3**  
**Public Institutions with Sworn Campus Police Department**  
**Percentage Performing Safeguard of Life and Property Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 16 (100%) of the departments reported performing the three activities *critical incident management planning*, *emergency phones/alarms/surveillance system management*, and *physical security/access control*. More than 94% of the departments reported performing the additional three activities *providing assistance to motorists on campus roadways*, *providing escort services*, and *providing victims services*.

Among departments reporting that they did not provide *assist motorists on campus roadways* or provide *victims services*, reasons cited were that the activities were “unnecessary” or were being “conducted by other departments.”

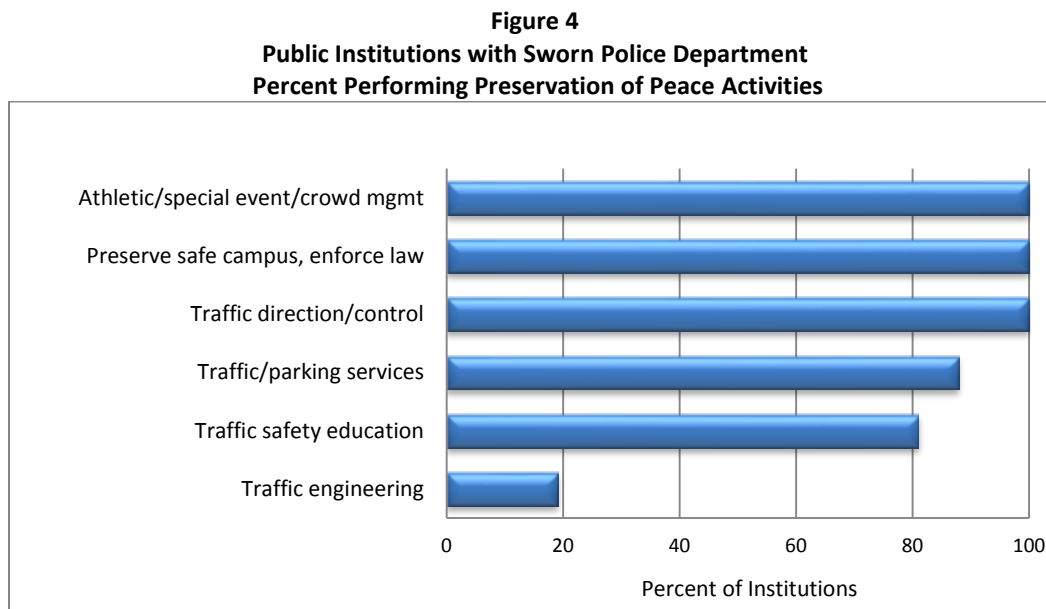
### Performance Effectiveness

Eighty percent or more of the departments reported their performance as “extremely/very effective” for five of the six Performing Safeguard of Life and Property activities listed in Figure 3. However, one-third of the departments rated their performance on providing *victims services* as merely “moderately effective.” None of the departments performing any of the activities above rated their performance as only “slightly/not very effective.”

## Public Institutions Performing the Function “Preservation of Peace”

### Activities Performed

All 16 public institutions with a sworn police department (100%) reported that they perform the function Preservation of Peace. Each of these departments was then asked which specific Preservation of Peace activities it now performs. Results are shown in Figure 4.



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 16 (100%) of the departments reported performing the three activities *athletic/special event/crowd management*, *preserve safe campus/enforce law and university policy*, and *traffic direction/control*. More than 80% of the departments also reported performing the activities *providing traffic/parking services* and *traffic safety education*. Fewer than 20% of the departments reported performing traffic engineering activities. The most often cited reason for not performing *traffic engineering* activities was that these activities were “handled by another campus division/department.”

### Performance Effectiveness

Seventy percent or more of the departments rated their performance of *preserve safe, orderly campus/enforce law and university policy*, *traffic direction/control*, and *athletic/special event/crowd management* as “extremely/very effective.” About two-thirds of the departments rated their performance on providing *traffic/parking services* as “moderately effective.” Of the three departments that reported performing *traffic engineering*, only one department reported its performance as “extremely/very effective.”

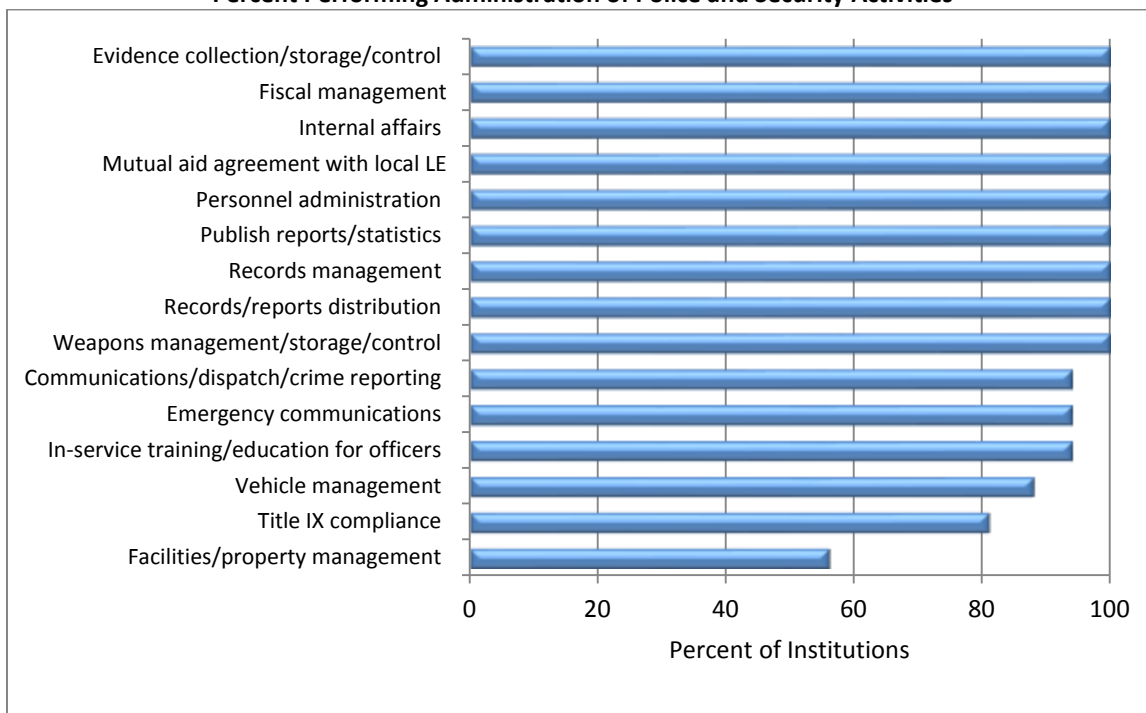
Only one (7%) of the 14 departments that perform *traffic/parking services* reported its performance of this activity as only “slightly/not very effective.” This department cited three reasons for its relative ineffectiveness at this activity: lack of finances, lack of personnel, and lack of support from campus administration.

## Public Institutions Performing the Function “Administration of Police and Security”

### Activities Performed

All 16 public institutions with a sworn police department (100%) reported that they perform the function Administration of Police and Security. Each of these departments was then asked which specific Administration of Police and Security activities it now performs. Results are shown in Figure 5.

**Figure 5**  
**Public Institutions with Sworn Police Department**  
**Percent Performing Administration of Police and Security Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA S Campus Security Standards Manual

All 16 departments (100%) reported that they perform at least nine of the 15 specific Administration of Police and Security activities listed above, including:

- Evidence collection, storage and control (100%)
- Fiscal management (100%)
- Internal affairs (100%)
- Establish mutual aid agreement with local LE (100%)
- Personnel administration (100%)
- Publish reports/statistics (100%)
- Records management (100%)
- Records/reports distribution (100%)
- Weapons management/storage/control (100%)

Additionally, more than 80% of the departments reported that they also perform the activities *communications/dispatch/crime reporting*, *emergency communications*, *in-service training and education for officers*, *vehicle management*, and *Title IX compliance*. The least-reported activity performed was *facilities/property management*, which was reported by only about 55% of departments. Departments not performing this activity most often cited “handled by another campus division/department” as the reason it is not performed.

### Performance Effectiveness

Ninety percent or more of the departments reported their performance of *publish reports/statistics*, *establish mutual aid agreement with local law enforcement*, and *weapons management/storage/control* as “extremely/very effective.”

Additionally, two-thirds of departments also rated their performance “extremely/very effective” for the following activities:

- *In-service training and education for officers* (86%)
- *Personnel administration* (81%)
- *Fiscal management* (81%)
- *Facilities/property management* (78%)
- *Title IX compliance* (77%)
- *Internal affairs* (75%)
- *Evidence collection, storage and control* (75%)
- *Emergency communications* (73%)
- *Records/reports distribution* (69%)
- *Records management* (69%)
- *Communications/dispatch/crime reporting* (66%)

*Vehicle management* was the activity most often rated as merely “moderately effective,” with one-half (seven out of 14) of the departments rating it as such. About one-third of the departments reported being merely moderately effective at *records/reports distribution*, *records management*, or *communications/dispatch/crime reporting*.

Only a few departments (6% to 7%) reported being only “slightly/not very effective” in their performance of *in-service training and education for officers*, *personnel administration*, *fiscal management*, and *internal affairs*. Obstacles to more effective performance on these activities cited by the departments included lack of financial support, lack of personnel and lack of training.

**Summary: Activities Performed by Public Institutions with a Sworn Police Department**

Table 6 summarizes activities reported being performed by public institutions with a sworn police department.

Table 6 Activities Currently Being Performed by Public Institutions with a Sworn Police Department (16 Institutions)	
All (100%) institutions perform these activities:	<ul style="list-style-type: none"> <li>• Crime prevention</li> <li>• Investigative services</li> <li>• Patrol operations</li> <li>• Critical incident management planning</li> <li>• Emergency phones/alarms/surveillance systems</li> <li>• Physical security/access control</li> <li>• Athletic/special event/crowd management</li> <li>• Preserve a safe, orderly campus/enforce law and university policy</li> <li>• Traffic direction/control</li> <li>• Evidence collection/storage/control</li> <li>• Fiscal management</li> <li>• Internal affairs</li> <li>• Mutual aid agreements with local law enforcement</li> <li>• Personnel administration</li> <li>• Publish reports/statistics</li> <li>• Records management</li> <li>• Records/reports distribution</li> <li>• Weapons management/storage/control</li> </ul>
75% - 99% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Traffic collision investigation</li> <li>• Public information/education</li> <li>• Community relations</li> <li>• Community involvement</li> <li>• Transporting detainees</li> <li>• Assist motorists on campus roadways</li> <li>• Campus escort services</li> <li>• Victims services</li> <li>• Traffic/parking services</li> <li>• Traffic safety education</li> <li>• Communications/dispatch/crime reporting</li> <li>• Emergency communications</li> <li>• In-service training/education for officers</li> <li>• Vehicle management</li> <li>• Title IX compliance</li> </ul>
50% - 74% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Special investigative operations</li> <li>• Processing detainees</li> <li>• Facilities/property management</li> </ul>
25% - 49% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Juvenile detention</li> </ul>
Fewer than 25% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Traffic engineering</li> </ul>

Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Because all 16 of these institutions have a sworn police department, all 16 reported performing basic police services such as *preserving a safe campus/enforcing the law and university policy, patrol operations, crime prevention, investigative services* and *physical security/access control*. Similarly, all 16 departments reported performing basic internal police operations such as *personnel administration, internal affairs, evidence collection/management, weapons storage and control, and records management*.

The activities reported as least performed by these sworn departments were not performed for two major reasons. The activities were either handled by the local law enforcement agency (*special investigative operations, processing detainees, juvenile detention*) or were handled by another campus department/division (*facilities/property management, traffic engineering*).



## **Community Colleges with a Sworn Police Department**

Community colleges are typically commuter schools without the large campuses containing residential housing and extensive infrastructure found at large, four-year public institutions. They may have multiple campuses. Eleven of the 13 community colleges surveyed in this group responded to the survey (response rate of 85%).

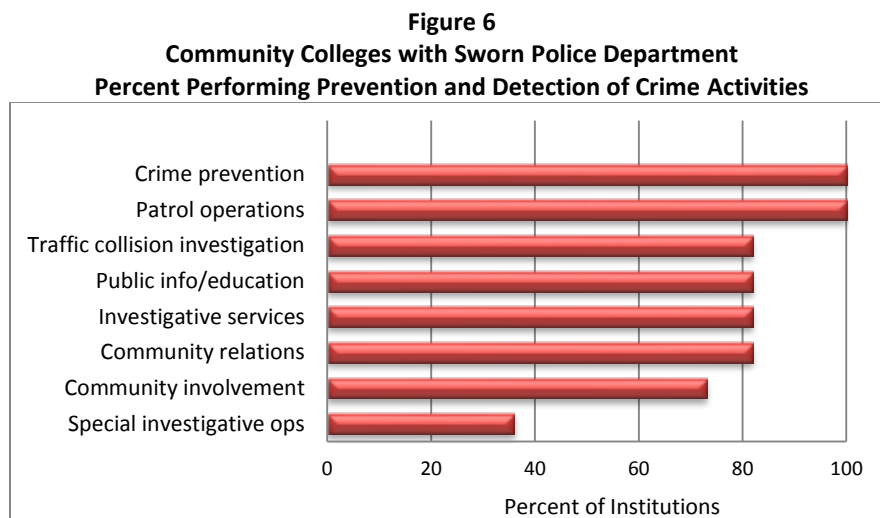
Most of the institutions in this group have student populations ranging from about 6,000 to 8,000 students. However, several community colleges located in large urban areas (and often with multiple campuses) have student populations well over 10,000 students. The median student population for these institutions responding to the survey was 4,519 students.

The number of employees reported in the sworn police departments of these institutions ranged from two or three persons to as high as 60 persons, with a median number of 10 persons. As was noted for the larger four-year institutions, it was not always possible to determine how many of these employees were sworn officers, civilian employees, or contract employees.

## Community Colleges Performing the Function “Prevention and Detection of Crime”

### Activities Performed

All 11 community colleges with a sworn police department reported that they perform the function Prevention and Detection of Crime. Each of these departments was then asked which specific Prevention and Detection of Crime activities it now performs. Results are shown in Figure 6.



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 11 (100%) of these departments reported performing the Prevention and Detection of Crime activities *crime prevention* and *patrol operations*. Additionally, 75% or more departments also reported performing the activities *traffic collision investigation*, *public information/education*, *investigative services*, *community relations* and *community involvement*. The least reported performed activity was *special investigative operations*, which was reported by only 36% of the departments.

### Performance Effectiveness

Two-thirds or more of the community college sworn departments reported being “extremely/very effective” at performing the following Prevention and Detection of Crime activities:

- *Community involvement* (87%)
- *Community relations* (78%)
- *Public information/education* (78%)
- *Patrol operations* (72%)
- *Traffic collision investigation* (67%)

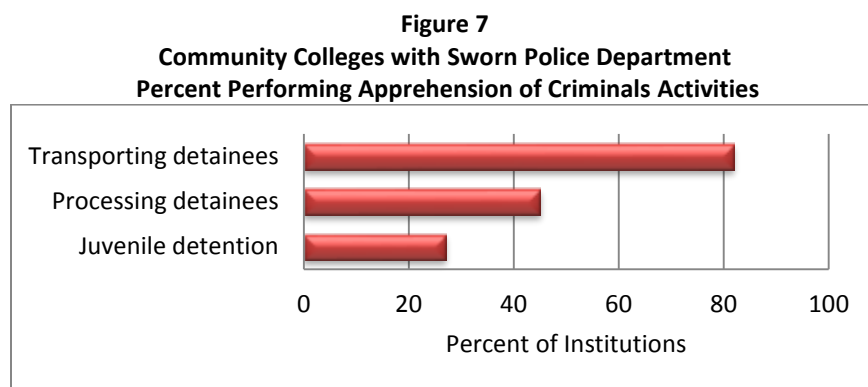
Performance on three other activities was rated as less effective: *investigative services* was rated as “extremely/very effective” by only 55% of departments, and about one-third rated their performance as “moderately effective.” About one-half of the departments rated their performance on special investigative operations (performed by only four departments) and *crime prevention* as “moderately effective.” About 10% of the departments rated their performance on *public information/education*, *investigative services*, and *crime prevention* as only “slightly/not very effective.”

Departments that reported only “slightly/not very effective” performance on activities most frequently cited as obstacles lack of personnel, lack of financial resources, and lack of support by the campus administration.

## Community Colleges Performing the Function “Apprehension of Criminals”

### Activities Performed

All 11 community colleges with a sworn police department (100%) reported that they perform the function Apprehension of Criminals. Each of these departments was then asked which specific Apprehension of Criminals activities it now performs. Results are shown in Figure 7.



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Eighty-two percent (82%) of the 11 community college with sworn departments reported performing the activity *transporting detainees*, while less than one-half (45%) reported *processing detainees*, and only about one-quarter (27%) reported performing *juvenile detention*.

Among the departments that reported that they did not perform the detainee-related activities listed above, the most frequent reason cited by the departments was that the activity was unnecessary since these activities are performed by the local jail or police department. The second most frequently cited reason for not performing this activity was lack of personnel. Several departments also noted that they do not have the facilities required for detaining juveniles.

### Performance Effectiveness

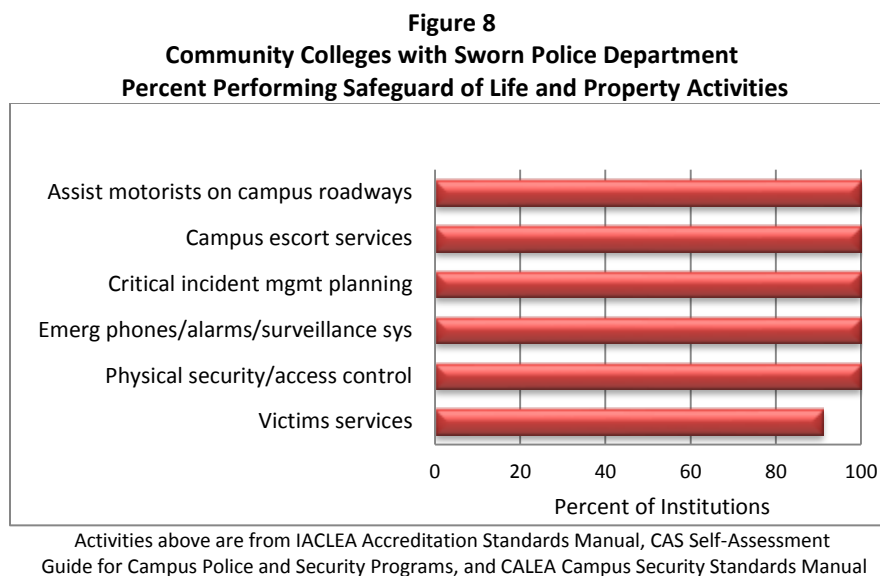
Two of the three community college police departments that reported performing *juvenile detention* rated their performance as “extremely/very effective.” Performance on *transporting detainees* was rated as “extremely/very effective” by 44% of the departments and “moderately effective” by 44% of the departments.

*Processing detainees* was rated as the least effective activity, with an “extremely/very effective” rating by 40% of the departments and a “moderately effective” rating by 44% of the departments. Twenty percent of the departments rated their performance on *processing detainees* as only “slightly/not very effective.” Among departments that reported processing or transporting detainees, but doing so only slightly or not very effectively, the most often cited reason was lack of personnel.

## Community Colleges Performing the Function “Safeguard of Life and Property”

### Activities Performed

All 11 community colleges with sworn police departments reported that they perform the function Safeguard of Life and Property. Each of these departments was then asked which specific Safeguard of Life and Property activities it now performs. Results are shown in Figure 8.



All eleven (100%) of the community college departments reported performing five of the six Safeguard of Life and Property activities:

- *Assist motorists on campus roadways* (100%)
- *Campus escort services* (100%)
- *Emergency phones/alarms/surveillance system management* (100%)
- *Critical incident management services* (100%)
- *Physical security/access control* (100%)

About 90% of the departments reported performing *victims services* activities. The few departments that reported that they did not perform *victims services* activities indicated that it was not in the department’s policy to provide these services, or that they lacked the personnel to do so.

### Performance Effectiveness

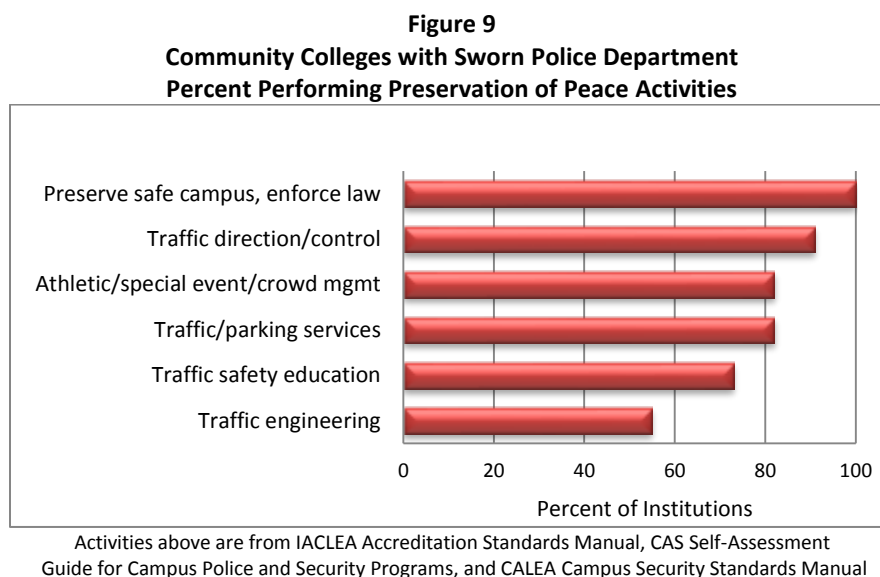
More than 90% of community college police departments reported being “extremely/very effective” in performing the activities *assist motorists on campus roadways* and in *providing campus escort services*. Additionally, about two-thirds of the departments reported being “extremely/very effective” in performing the activities *emergency phones/alarms/surveillance system management* and *physical security/access control*.

Less than one-half of the community college departments reported being “extremely/very effective” at performing *critical incident management planning* (45%) or *victims services* (30%). In fact, 40% of these departments rated their performance on providing *victims services* as only “slightly/not very effective.”

## Community Colleges Performing the Function “Preservation of Peace”

### Activities Performed

All 11 community colleges with a sworn police department (100%) reported that they perform the function Preservation of Peace. Each of these departments was then asked which specific Preservation of Peace activities it now performs. Results are shown in Figure 9.



All 11 community college departments (100%) reported performing the activity preserve safe campus/enforce law and university policy. Additionally, more than 70% of the departments also reported performing the activities *traffic direction/control* (91%), *athletic/special event/crowd management* (82%), *traffic/parking services* (82%), and *traffic safety education* (73%).

*Traffic engineering* was the activity reported least, with only about 55% of the departments reporting this activity. Departments reporting that they did not perform *traffic engineering* activities most frequently cited it as an unnecessary activity, as well as it being an activity for which they lacked personnel or financial resources.

### Performance Effectiveness

All 11 (100%) of the community college police departments reported being “extremely/very effective” in *preserving a safe campus/enforcing law and university policy*. Additionally, 70% or more of the departments reported being extremely/very effective” in performing *traffic/parking services* (89%), *traffic safety education* (87%), *athletics and special events crowd management* (78%), and *traffic direction/control* (70%).

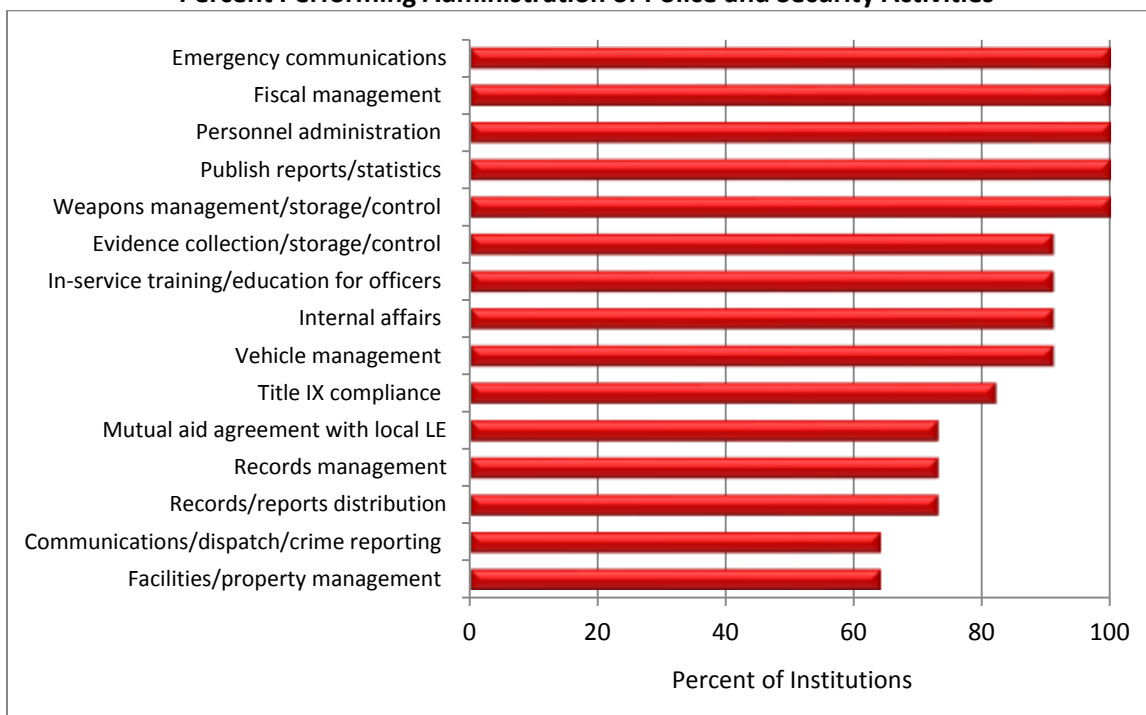
Among departments that reported performing *traffic engineering*, slightly more than two-thirds (67%) of the departments reported being “extremely/very effective” in performing this activity.

## Community Colleges Performing the Function Administration of Police and Security

### Activities Performed

All 11 community colleges with a sworn police department (100%) reported that they perform the function Administration of Police and Security. Each of these departments was then asked which specific Administration of Police and Security activities it performs. Results are shown in Figure 10.

**Figure 10**  
**Community Colleges with Sworn Police Department**  
**Percent Performing Administration of Police and Security Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

More than 80% of the community college departments reported performing the following Administration of Police and Security activities:

- *Emergency communications* (100%)
- *Fiscal management* (100%)
- *Personnel administration* (100%)
- *Publish reports/statistics* (100%)
- *Weapons management/storage/control* (100%)
- *Evidence collection, storage and control* (91%)
- *In-service training and education for officers* (91%)
- *Internal affairs* (91%)
- *Vehicle management* (91%)
- *Title IX compliance* (82%)

In addition to the activities listed above, more than 60% of the departments also reported performing the activities *establish mutual aid agreement with local law enforcement* (73%), *records management* (73%), *records/reports distribution* (73%), *communications/dispatch/crime reporting* (64%), and *facilities/property management* (64%). Some departments reporting that they do not maintain a records management system or a communication/dispatch/reporting system noted that their small staff did not warrant these activities.

### *Performance Effectiveness*

Seventy-five percent (75%) or more of the community college police departments reported that they are “extremely/very effective” at performing the following activities:

- *Publish reports/statistics* (91%)
- *In-service training and education for officers* (90%)
- *Title IX compliance* (89%)
- *Communications/dispatch/crime reporting* (86%)
- *Personnel administration* (82%)
- *Weapons management/storage/control* (82%)
- *Records management* (75%)

Additionally, 50% or more of the departments also reported that they are “extremely/very effective” at performing the following activities:

- *Fiscal management* (73%)
- *Emergency communications* (73%)
- *Records/report distribution* (62%)
- *Internal affairs* (60%)
- *Evidence collection/storage/control* (60%)
- *Facilities/property management* (57%)
- *Vehicle management* (50%)

However, a substantial number of the departments reported that their performance on some of these activities was only “moderately effective.” One-half of the eleven departments reported that they are “moderately effective” at *establishing mutual aid agreements with local law enforcement* and at *vehicle management*. About 40% of departments reported being only “moderately effective” at *records/report distribution*, *internal affairs*, *evidence collection/storage/control*, and *facilities/property management*.

One department reported that its performance of the activity *emergency communications* was only “slightly/not very effective” and cited a lack of personnel and financial resources as a factor.

## Summary: Activities Performed by Community Colleges with a Sworn Police Department

Table 7 summarizes how often the various activities were reported as being performed by community colleges with a sworn police department.

All (100%) institutions perform these activities:	<ul style="list-style-type: none"> <li>• Crime prevention</li> <li>• Patrol operations</li> <li>• Assist motorists on campus roadways</li> <li>• Campus escort services</li> <li>• Critical incident management planning</li> <li>• Emergency phones/alarms/surveillance systems</li> <li>• Physical security/access control</li> </ul>	<ul style="list-style-type: none"> <li>• Preserve a safe, orderly campus/enforce law and university policy</li> <li>• Emergency communications</li> <li>• Fiscal management</li> <li>• Personnel administration</li> <li>• Publish reports/statistics</li> <li>• Weapons management/storage/control</li> </ul>
75% - 99% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Investigative services</li> <li>• Traffic collision investigation</li> <li>• Public information/education</li> <li>• Community relations</li> <li>• Transporting detainees</li> <li>• Victims services</li> <li>• Traffic direction/control</li> <li>• Athletic/special event/crowd management</li> <li>• Traffic/parking services</li> </ul>	<ul style="list-style-type: none"> <li>• In-service training/education for officers</li> <li>• Internal affairs</li> <li>• Vehicle management</li> <li>• Title IX compliance</li> <li>• Evidence collection/storage/control</li> </ul>
50% - 74% of the institutions perform these activities:	<ul style="list-style-type: none"> <li>• Traffic engineering</li> <li>• Community involvement</li> <li>• Communications/dispatch/crime reporting</li> <li>• Facilities/property management</li> <li>• Records/reports distribution</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic safety education</li> <li>• Mutual aid agreements with local law enforcement</li> <li>• Records management</li> </ul>
25% - 49% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• Juvenile detention</li> <li>• Processing detainees</li> <li>• Special investigative operations</li> </ul>	
Fewer than 25% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• None</li> </ul>	

Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Like departments at larger four-year institutions, most of the community college departments reported performing basic police services such as *preserving a safe campus/enforcing the law and university policy*, *crime prevention* and *physical security/access control*. They also reported performing basic internal functions such as *personnel administration*, *fiscal* and *records management*, and *internal affairs*. Community college departments were less likely than departments at larger institutions to report performing *evidence collection/storage/control*, *special investigative operations*, and *processing detainees*.



### **Private Institutions with a Sworn Police Department**

Seven of the nine private institutions with a sworn police department responded to the survey (response rate of 78%). Many of these institutions have on-campus residence halls and other facilities, although generally not as large as those found on the larger four-year public institutions. Most of these private institutions have student populations ranging from about 1,000 to 5,000 students, although one exceptionally large private institution reported a student population of 81,000 students. The median student population size for the institutions responding to the survey (excluding the one institution with 81,000) is 2,950 students.

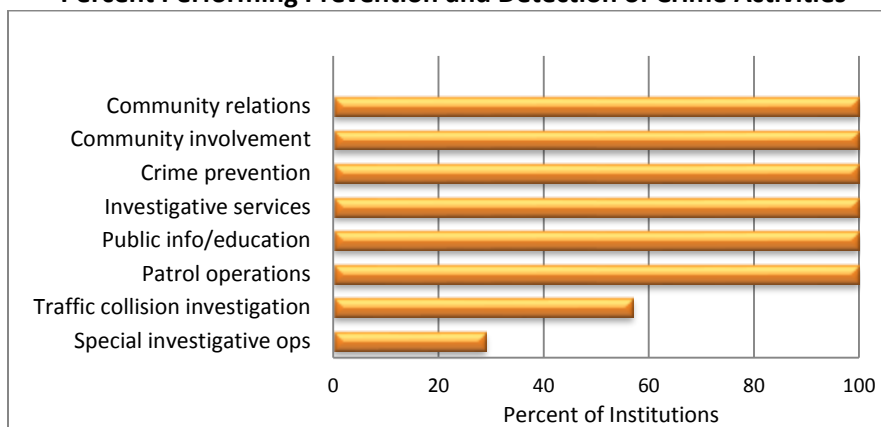
The number of personnel reported in the police departments for these institutions ranged from ten to forty, with a median size of 18 personnel.

## Private Institutions Performing the Function “Prevention and Detection of Crime”

### Activities Performed

All seven private institutions with a sworn police department (100%) reported that they perform the function Prevention and Detection of Crime. Each of these departments was then asked which specific Prevention and Detection of Crime activities it performs. Results are shown in Figure 11.

**Figure 11**  
**Private Institutions with Sworn Police Department**  
**Percent Performing Prevention and Detection of Crime Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Six of the eight Prevention and Detection of Crime activities were performed by all seven of the private institution sworn police departments. *Traffic collision investigation* was performed by over one-half (57%) of the departments. Only two (29%) of the seven departments reported performing *special investigative operations*.

None of the departments that reported not performing *traffic collision investigation* or *special investigative operations* indicated the reasons why they did not perform these functions.

### Performance Effectiveness

Seventy-five percent (75%) or more of the private institution police departments reported being “extremely/very effective” in performing the activities *special investigative operations* (100%), *public information/education* (100%), *community relations* (86%), and *traffic collision investigation* (75%). Additionally, more than one-half of the departments reported being “extremely/very effective” in performing the activities *community involvement* (71%), *investigative services* (71%) and *crime prevention* (57%). Fifty-seven percent (57%) of departments reported being merely “moderately effective” in performing *patrol operations*, and 43% reported being “moderately effective” in performing *crime prevention*.

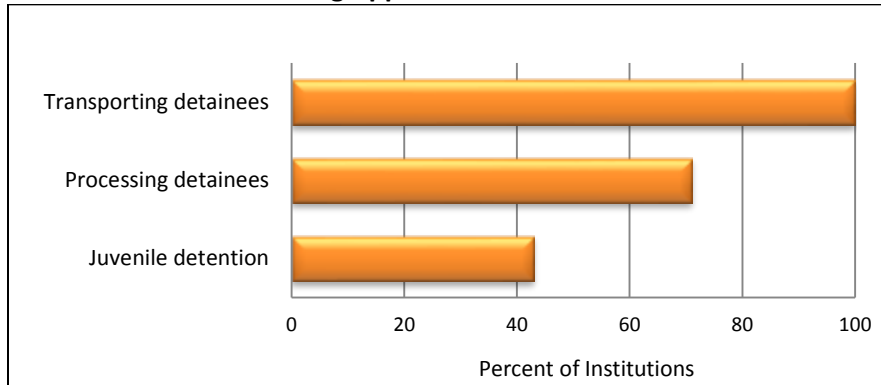
Each of the departments that reported performing a Prevention and Detection of Crime activity as “slightly/not very effective” was asked to identify any obstacles they encountered in performing the activity. Among the reasons cited for were lack of financial and personnel resources.

## Private Institutions Performing the Function “The Apprehension of Criminals”

### Activities Performed

All seven of the private institutions with a police department (100%) reported that they perform the function Apprehension of Criminals. Each of these departments was then asked which specific Apprehension of Criminals activities it now performs. Results are shown in Figure 12.

**Figure 12**  
**Private Institutions with Sworn Police Department**  
**Percent Performing Apprehension of Criminals Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All seven (100%) of the private institution departments reported *transporting detainees*. About 70% of the departments reported *processing detainees* (71%), and 43% reported performing *juvenile detention*.

Departments reporting that they do not perform some of the activities listed above most frequently cited “unnecessary” as the reason for not performing the activity.

### Performance Effectiveness

All seven (100%) of the private institution police departments reported that they were “extremely/very effective” at *transporting detainees*, and 80% reported being “extremely/very effective” at *processing detainees*.

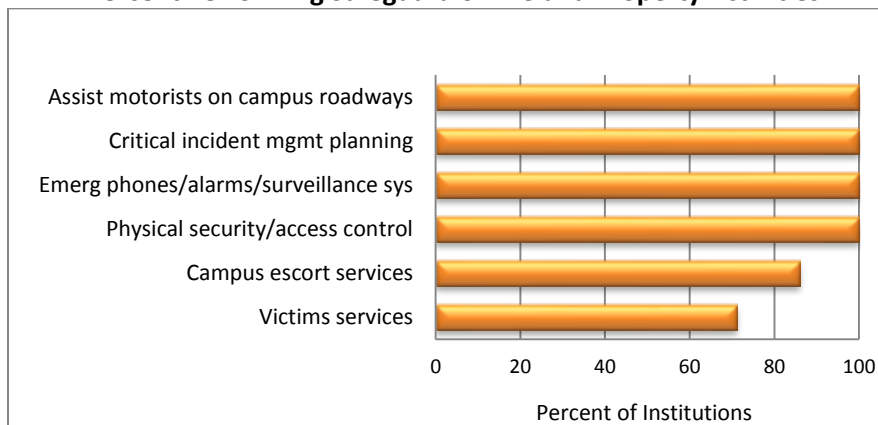
Of the three departments that reported performing *juvenile detention*, two reported being “extremely/very effective” and one reported being only “slightly/not very effective” at this activity. This one department cited a lack of financial resources as a reason for this relative lack of effectiveness.

## Private Institutions Performing the Function “Safeguard of Life and Property”

### Activities Performed

All seven private institutions with a police department (100%) reported that they perform the function Safeguard of Life and Property. Each of these departments was then asked which specific Safeguard of Life and Property activities it now performs. Results are shown in Figure 13.

**Figure 13**  
**Private Institutions with Sworn Police Department**  
**Percent Performing Safeguard of Life and Property Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

One hundred percent (100%) of the private institution police departments reported performing the activities *assist motorists on campus roadways*, *critical incident management planning*, *emergency phones/alarms/surveillance systems*, and *physical security/access control*. About 85% of the departments reported providing *campus escort services*, and about 70% reported providing *victims services*.

One department that did not provide *victims services* indicated that these services are provided by the Commonwealth’s Attorney’s office.

### Performance Effectiveness

All seven of the private institution police departments (100%) reported that they are “extremely/very effective” in *assisting motorists on campus roadways*, and two-thirds or more reported being “extremely/very effective” in providing *victims services* (80%), *emergency phones/alarms/surveillance systems management* (72%), *physical security/access control* (72%) and *campus escort services* (67%). *Critical incident management planning* was reported as “extremely/very effective” by only 57% of the departments, with 43% reporting being “moderately effective” at this task.

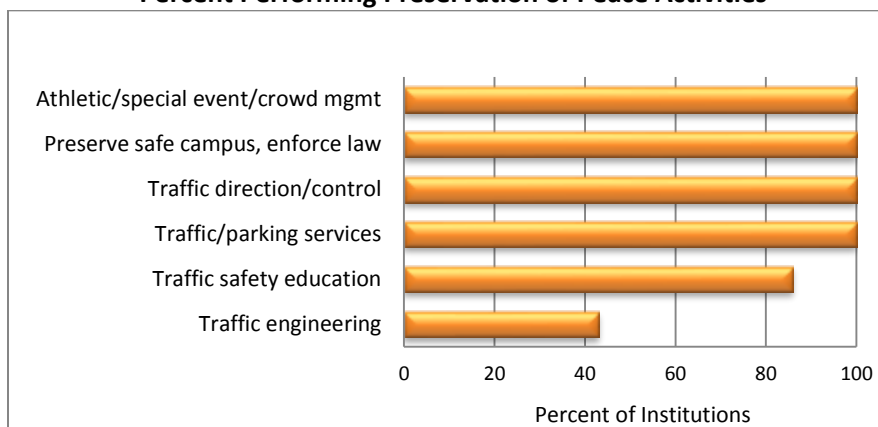
None of these departments provided information on reasons for their “moderately effective” ratings on activities, or on obstacles to more effective performance.

## Private Institutions Performing the Function “Preservation of Peace”

### Activities Performed

All seven private institutions with a sworn police department (100%) reported that they perform the function Preservation of Peace. Each of these departments was then asked which specific Preservation of Peace activities it now performs. Results are shown in Figure 14.

**Figure 14**  
**Private Institutions with Sworn Police Department**  
**Percent Performing Preservation of Peace Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All seven (100%) of the departments reported performing the activities *athletic/special event/crowd management*, *preserve safe campus/enforce law and university policy*, *traffic direction/control*, and *traffic/parking services*. *Traffic safety education* was provided by about 85% of the departments, and *traffic engineering* was provided by only about 40% of departments.

Each of the departments that reported that it does not perform certain of the Preservation of Peace activities was asked to identify why it did not perform it. One department that does not perform *traffic engineering* indicated that this activity is handled by the campus building and grounds personnel.

### Performance Effectiveness

Two-thirds or more of the private institution police departments reported being “extremely/very effective” in performing the activities *traffic direction/control* (100%), *athletic/special event/crowd management* (100%), *traffic/parking services* (86%), *preserve safe campus/enforce law and university policy* (86%), and *traffic engineering* (66%). *Traffic safety education* was reported being “extremely/very effective” by 50% of the departments, with the other 50% of departments reporting their performance as merely “moderately effective.”

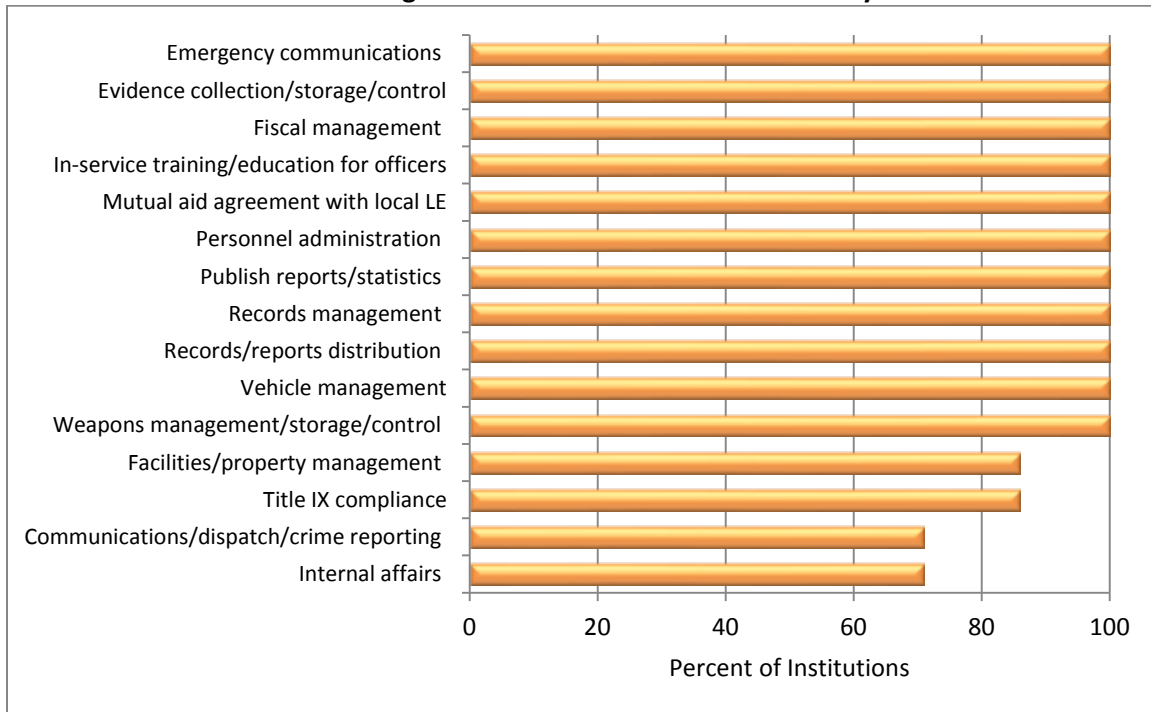
One department that rated its performance of *traffic/parking services* as only “slightly/not very effective” indicated that reasons for its relative ineffectiveness included the lack of financial and personnel resources, lack of training, and lack of support by the campus administration.

## Private Institutions Performing the Function “Administration of Police and Security”

### Activities Performed

All seven private institutions with a sworn police department (100%) reported that they perform the function Administration of Police and Security. Each of these departments was then asked which specific Administration of Police and Security activities it now performs. Results are shown in Figure 15.

**Figure 15**  
**Private Institutions with Sworn Police Department**  
**Percent Performing Administration of Police and Security Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All seven (100%) of the private institution departments reported performing the following Administration of Police and Security activities:

- *Emergency communications* (100%)
- *Evidence collection/storage/control* (100%)
- *Fiscal management* (100%)
- *In-service training and education for officers* (100%)
- *Establish mutual aid agreement with local law enforcement* (100%)
- *Personnel administration* (100%)
- *Publish reports/statistics* (100%)
- *Records management* (100%)
- *Records/report distribution* (100%)
- *Vehicle management* (100%)
- *Weapons management/storage/control* (100%)

Seventy percent (70%) or more of the departments also reported performing the activities *facilities/property management* (87%), *Title IX compliance* (87%), *communications/dispatch/crime reporting* (70%), and *internal affairs* (70%).

One department that reported not performing *Title IX compliance* said that this was handled by another department at the university, and one department that reported not performing *facilities/property management* indicated that it was performed by campus buildings and grounds personnel.

### *Performance Effectiveness*

All seven (100%) private institution police departments reported being “extremely/very effective” in performing *in-service training and education for officers, establishing a mutual aid agreement with local law enforcement, and weapons management/storage/control*.

Two-thirds or more of the departments also reported being “extremely/very effective” in performing the following activities:

- *Personnel administration* (86%)
- *Publish reports/statistics* (86%)
- *Facilities/property management* (84%)
- *Internal affairs* (80%)
- *Vehicle management* (72%)
- *Fiscal management* (72%)
- *Records/report distribution* (71%)
- *Evidence collection/storage/control* (71%)
- *Records/report distribution* (71%)
- *Records management* (71%)
- *Emergency communications* (71%)
- *Title IX compliance* (67%)

Only 60% of departments reported being “extremely/very efficient” in performing the activity *communications/dispatch/crime reporting systems*. Additionally, 20% of departments reported being “moderately effective” and 20% reported being only “slightly/not very effective” at this task.

Each of the departments that reported performing an Administration of Police and Security activity as “slightly/not very effective” was asked to identify any obstacles they encountered in performing the activity.

All of the departments that reported being only “slightly/not very effective” at *emergency communications, records management, records/report distribution, and communications/dispatch/crime report/tip line* reported the four reasons for this as lack of financial and personnel resources, lack of training, and lack of support from campus administration. Additionally, departments only slightly or not very effective at *fiscal management, evidence collection, storage and control, and facilities management* cited a lack of fiscal and personnel resources as reasons.

**Summary: Activities Performed by Private Institutions with a Sworn Police Department**

Table 8 summarizes how often the various functions and activities were reported as being performed by private institutions with a police department.

<p style="text-align: center;">Table 8                      Functions Currently Being Performed by                      Private Institutions with a Sworn Police Department (7 Institutions)</p>	
<p>All (100%) institutions perform these activities:</p>	<ul style="list-style-type: none"> <li>• Public information/education</li> <li>• Transporting detainees</li> <li>• Assist motorists on campus roadways</li> <li>• Critical incident management planning</li> <li>• Emergency phones/alarms/surveillance systems</li> <li>• Physical security/access control</li> <li>• Athletic/special event/crowd management</li> <li>• Preserve a safe campus, enforce the law and university policy</li> <li>• Traffic direction/control</li> <li>• Traffic/parking services</li> <li>• Evidence collection/storage/control</li> <li>• Fiscal management</li> <li>• In-service training/education for officers</li> <li>• Mutual aid agreements with local law enforcement</li> <li>• Personnel administration</li> <li>• Publish reports/statistics</li> <li>• Records management</li> <li>• Records/reports distribution</li> <li>• Vehicle management</li> <li>• Weapons management/storage/control</li> <li>• Crime prevention</li> <li>• Patrol operations</li> <li>• Emergency communications</li> <li>• Investigative services</li> <li>• Community relations</li> </ul>
<p>75% - 99% of institutions perform these activities:</p>	<ul style="list-style-type: none"> <li>• Campus escort services</li> <li>• Victims services</li> <li>• Traffic safety education</li> <li>• Title IX compliance</li> <li>• Facilities/property management</li> </ul>
<p>50% - 74% of institutions perform these activities:</p>	<ul style="list-style-type: none"> <li>• Communications/dispatch/crime reporting</li> <li>• Internal affairs</li> <li>• Processing detainees</li> <li>• Traffic collision investigation</li> </ul>
<p>25% - 49% of institutions perform these activities:</p>	<ul style="list-style-type: none"> <li>• Special investigative operations</li> <li>• Juvenile detention</li> <li>• Traffic engineering</li> </ul>
<p>Fewer than 25% of institutions perform these activities:</p>	<ul style="list-style-type: none"> <li>• None</li> </ul>

Activities are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual



### **Institutions with Nonsworn Security Departments**

Institutions with nonsworn security departments include institutions that have some type of security personnel, but which do not have a police department employing sworn officers who meet the training and other requirements for sworn officers established by DCJS. These institutions often have an in-house security force with a title such as “security department”, “office of campus safety”, “security services” or a similar title. Additionally, some of these institutions may not have their own security department, but employ contract private security personnel. Thirteen of the 28 institutions with nonsworn security departments responded to the survey, for a response rate of 46%.

The 13 responding institutions in this group had student populations ranging from 700 to almost 10,000 students, with a median student population of 2,265 (one exceptionally large urban community college in this group reported a student population of almost 28,000; its population is not included in the preceding figures to avoid distorting them).

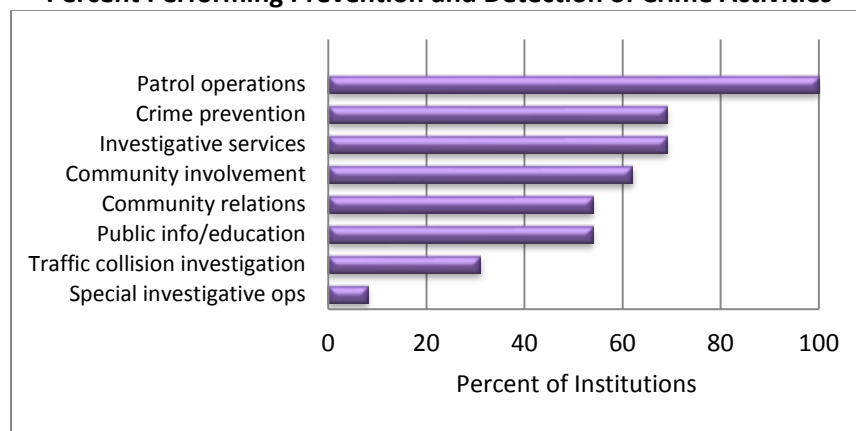
The size of the security departments reported by these institutions ranged from about 10 to 25 personnel, with a median of 14 personnel.

## Institutions with Nonsworn Security Departments Performing the Function “Prevention and Detection of Crime”

### Activities Performed

All 13 of the institutions with nonsworn security departments (100%) reported that they perform the function Prevention and Detection of Crime. Each of these institutions was then asked which specific Prevention and Detection of Crime activities are performed by its security departments. Results are shown in Figure 16.

**Figure 16**  
**Institutions with Nonsworn Security Departments**  
**Percent Performing Prevention and Detection of Crime Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 13 (100%) of these institutions’ security departments reported performing *patrol operations*; this was the only activity performed by all of these institutions. Almost 70% of the institutions also reported performing *crime prevention* (69%) and *investigative services* (69%). About 60% of the institutions also reported performing *community involvement* (62%), and slightly more than one-half reported performing *community relations* (54%) and *public information/education* (54%). Less than 10% reported performing *special investigative operations*.

When institutions’ security departments were asked why they did not perform some activities, the most common reason given was that the institution had a security department, not a police department, and that the activities were not appropriate for a security department: “We are not a police agency and would call on our local police agency for these services.”

### Performance Effectiveness

One department conducted *special investigative operations*; it rated its performance on this activity as “extremely/very effective”. About 60% to 70% of these departments reported “extremely/very effective” performance on *patrol operations* (69%), *investigative services* (66%), and *community relations* (58%). Fewer than 40% rated their performance as “extremely/very effective” on *community involvement* (38%), *public information/education* (28%), *traffic collision investigation* (25%) and *crime prevention* (22%).

Between 50% and 75% of these departments rated their performance as only “moderately effective” on *community involvement* (50%), *public information/education* (71%), *traffic collision investigation* (75%), and *crime prevention* (56%). Departments that reported performing an activity as only “slightly/not very effective” most frequently cited as reasons a lack of financial and personnel resources. Others stated that *patrol operations*, *crime prevention* and *investigative services* were not performed as a matter of institutional policy.

## Institutions with Nonsworn Security Departments Performing the Function “Apprehension of Criminals”

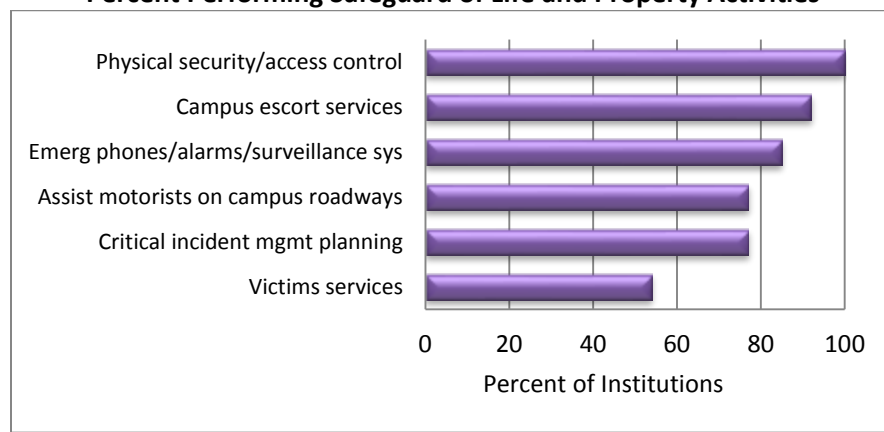
None of the 13 institutions’ security departments reported performing the function Apprehension of Criminals. The reason most often cited was that they were not a police department and therefore did not make arrests. When apprehension or arrest was required, it was referred to a local law enforcement agency.

## Institutions with Nonsworn Security Departments Performing the Function “Safeguard of Life and Property”

### Activities Performed

All 13 of the institutions’ nonsworn security departments (100%) reported that they perform the function Safeguard of Life and Property. Each of these was then asked which specific Safeguard of Life and Property activities they performed. Results are shown in Figure 17.

**Figure 17**  
**Institutions with Nonsworn Security Departments**  
**Percent Performing Safeguard of Life and Property Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

All 13 (100%) of these institutions’ security departments reported performing *physical security/access control*, and more than 75% reported performing *campus escort service* (92%), *emergency phones/alarms/surveillance systems* (85%), *assisting motorist on campus roadways* (77%), and *critical incident management planning* (77%).

The activity reported as the least performed by these institutions was providing *victims services*, which was performed by only about 50% of the institutions. When asked why they do not perform this activity, the most frequent reasons cited were that this was “not appropriate for a security operation” and that these services were provided by others such as a “Student Life Office” or “Student Services.”

### Performance Effectiveness

More than two-thirds of the security departments that perform *campus escort services* (75%), *assist motorists on campus roadways* (70%) and *physical security/access control* (69%) activities reported that that they are “extremely/very effective” in these activities. Slightly more than one-half (54%) of the

institutions reported being “extremely/very effective” in providing *emergency phones/alarms/surveillance system management*.

However, only 40% of institutions reported being “extremely/very effective” in *critical incident management planning*, and 50% rated their performance as merely “moderately effective.” Fourteen percent (14%) reported that they are only “slightly/not very effective” at this activity. When these institutions were asked what obstacles contributed to their lack of effectiveness, the most frequently cited obstacles were lack of financial and personnel resources and lack of support from campus administration.

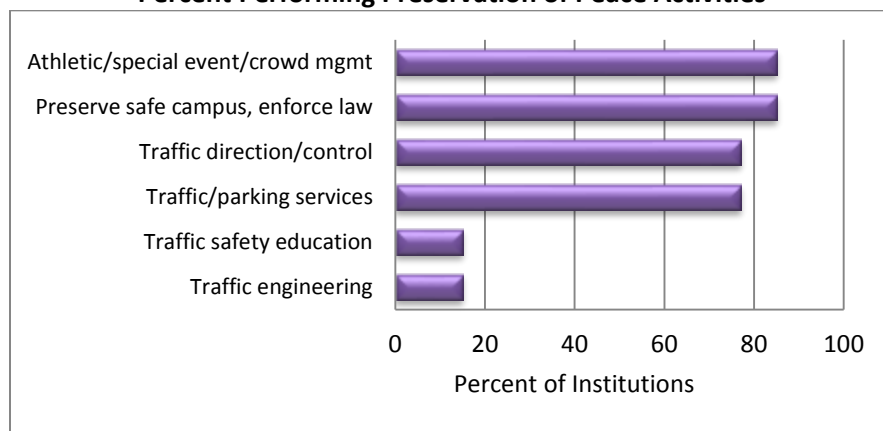
Among the few other institutions with security departments that reported providing *victims services*, more than one-half (57%) rated their performance as merely “moderately effective” and 14% rated their performance as only “slightly/not very effective.” Reasons cited for this included lack of financial and personnel resources.

## Institutions with Nonsworn Security Departments Performing the Function “Preservation of Peace”

### Activities Performed

All 13 of the institutions’ security departments (100%) reported that they perform the function Preservation of Peace. Each of these security departments was then asked which specific Preservation of Peace activities it performed. Results are shown in Figure 18.

**Figure 18**  
**Institutions with Nonsworn Security Departments**  
**Percent Performing Preservation of Peace Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Seventy-five percent (75%) or more of the institutions’ security departments reported that they perform *athletic/special event/crowd management* (85%), *preserve safe campus/enforce law and university policy* (85%), *traffic directions/control* (77%) and *traffic/parking services* (77%) activities. On the other hand, few of these institutions reported performing *traffic safety education* (15%) or *traffic engineering* (15%) activities. The most frequently cited reasons these institutions cited for not performing *traffic safety education* or *traffic engineering* activities were that they were handled by a campus facilities department or some other campus department or office.

### Performance Effectiveness

60% of the institutions with nonsworn security departments reported being “extremely/very effective” at *preserving a safe campus and enforcing the law*, while about 45% to 55% reported being “extremely/very effective” at providing *traffic safety education* (54%), *traffic/parking services* (50%), and *traffic engineering* (45%).

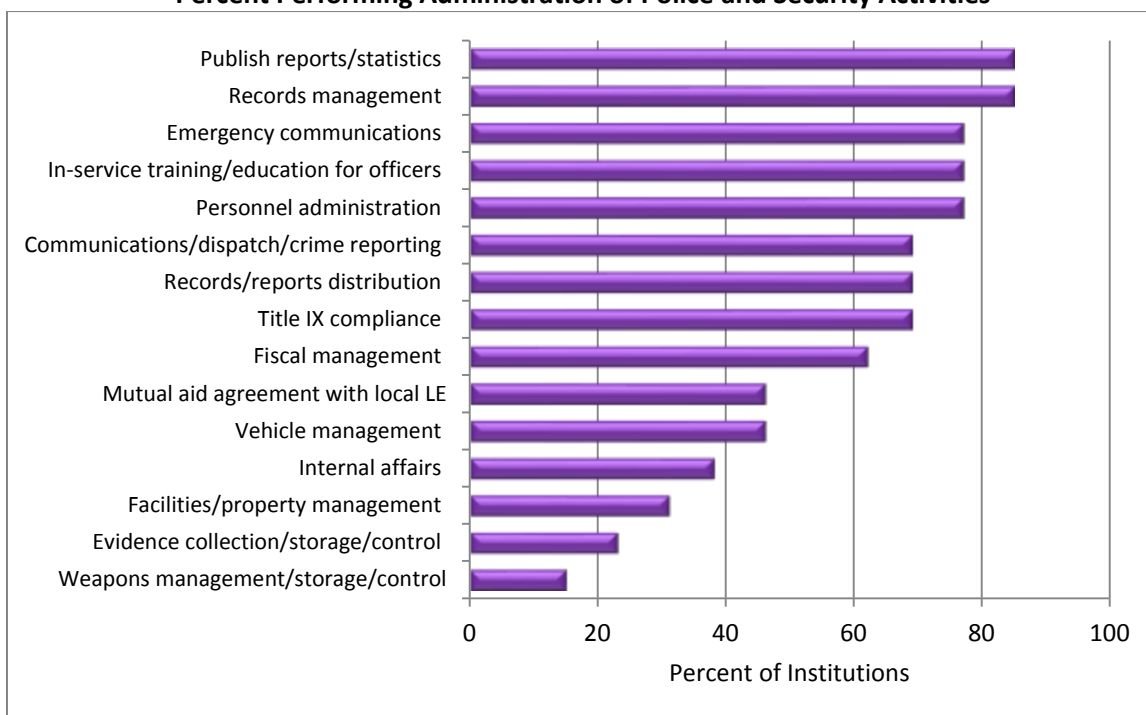
However, the effectiveness of these and other Preservation of Peace activities was rated less as effective by many of these institutions. *Traffic direction/control* was rated as only “slightly/not very effective” by one-half of the departments. The most common reason cited was lack of financial resources.

## Institutions with Nonsworn Security Departments Performing the Function “Administration of Police and Security”

### Activities Performed

All 13 of the institutions with nonsworn security departments (100%) reported that they perform the function Administration of Police and Security. Each of these security departments was then asked which specific Administration of Police and Security activities they performed. Results are shown in Figure 19.

**Figure 19**  
**Institutions with Nonsworn Security Departments**  
**Percent Performing Administration of Police and Security Activities**



Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Almost seventy percent (70%) or more of the institutions with nonsworn security departments reported performing the following Administration of Police and Security activities:

- *Publish reports/statistics* (85%)
- *Records management* (85%)
- *Emergency communications* (77%)
- *In-service training and education for officers* (77%)
- *Personnel administration* (77%)
- *Communications/dispatch/crime reporting* (69%)
- *Records/report distribution* (69%)
- *Title IX compliance* (69%)

Additionally, about 40% to 60% of these institutions’ security departments also reported performing *fiscal management* (63%), *establish mutual aid agreements with local law enforcement* (47%), and *vehicle management* (43%). About one-third of the institutions reported performing *internal affairs* (38%), *facilities/property management* (32%) and *evidence collection/storage/control* (23%). Fewer than 20% of these institutions reported performing *weapons management/storage/control* activities (17%).

When security departments were asked why they did not perform some of the activities above, various reasons were given. Security departments reporting that they did not deal with weapons or evidence stated that these were not appropriate for a security department and were handled by a local law enforcement agency. Security departments reporting that they did not deal with *publishing reports/statistics, records/reports distribution, communications, or vehicle/facilities management/fiscal management* reported that these activities were handled by other campus departments or offices.

### *Performance Effectiveness*

More than 75% of the institutions with security departments reported being “extremely/very effective” at *establishing mutual aid agreements with local law enforcement* (83%), *publish reports/statistics* (82%), and *Title IX compliance* (78%). One-half or more of the institutions reported being “extremely/very effective” at *fiscal management* (63%), *in-service training and education for officers* (60%), *facilities/property management* (50%), *weapons management/storage/control* (50%), and *emergency communications* (50%).

Many of these institutions reported that their effectiveness in some of the activities listed in Figure 19 were only “moderately” or “slightly/not very” effective. For example, only moderate effectiveness was reported for *internal affairs* (80%), *records/report distribution* (56%), *records management* (55%) and *facilities/property management, personnel administration, and vehicle management* (each 50%). Only “slightly/not very effective” performance was reported for *weapons management/storage control* (50%), *evidence collection, storage and control* (33%), and *vehicle management* (33%). The most frequent reasons cited for only “slightly/not very effective” performance on certain activities were lack of financial and personnel resources.



Table 9 summarizes the activities currently being performed by institutions with nonsworn security departments.

Table 9 Activities Currently Being Performed by Institutions with Nonsworn Security Departments (13 Institutions)		
All (100%) institutions perform these activities:	<ul style="list-style-type: none"> <li>• Patrol operations</li> <li>• Physical security/access control</li> </ul>	
75% - 99% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• Campus escort services</li> <li>• Emergency phones/alarms/surveillance systems</li> <li>• Publish reports/statistics</li> <li>• Records management</li> <li>• Emergency communications</li> <li>• Assist motorists on campus roadways</li> <li>• Critical incident management planning</li> <li>• In-service training/education for officers</li> </ul>	<ul style="list-style-type: none"> <li>• Personnel administration</li> <li>• Athletic/special event/crowd management</li> <li>• Preserve a safe campus, enforce the law and university policy</li> <li>• Traffic direction/control</li> <li>• Traffic/parking services</li> </ul>
50% - 74% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• Victims services</li> <li>• Crime prevention</li> <li>• Investigative services</li> <li>• Community involvement</li> <li>• Community relations</li> <li>• Fiscal management</li> </ul>	<ul style="list-style-type: none"> <li>• Communications/dispatch/crime reporting</li> <li>• Records/reports distribution</li> <li>• Title IX compliance</li> <li>• Public information/education</li> </ul>
25% - 49% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• Mutual aid agreements with local law enforcement</li> <li>• Vehicle management</li> <li>• Internal affairs</li> <li>• Facilities/property management</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic collision investigation</li> </ul>
Fewer than 25% of institutions perform these activities:	<ul style="list-style-type: none"> <li>• Special investigative operations</li> <li>• Transporting detainees</li> <li>• Processing detainees</li> <li>• Juvenile detention</li> <li>• Evidence collection/storage/control</li> <li>• Weapons management/storage/control</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic engineering</li> <li>• Traffic safety education</li> </ul>

Activities above are from IACLEA Accreditation Standards Manual, CAS Self-Assessment Guide for Campus Police and Security Programs, and CALEA Campus Security Standards Manual

Not surprisingly, institutions that rely on nonsworn security departments rather than a sworn police department report performing the fewest number of the potential core minimum operational functions presented in the survey. Of the 38 activities presented, only four (*patrol operations, physical security/access control, assist motorists on campus roadways, and critical incident management planning*) were reported as performed by all 13 of the institutions. Thirteen of the 38 activities presented were performed by fewer than 25% of the institutions with nonsworn security departments.

## Costs to Bring Current Departments into Compliance

The General Assembly directed DCJS to assess “the costs of bringing existing departments into compliance with such minimum core operational functions.”

A review of available information on the costs of operating a sworn police department, whether for a campus or a public municipality, revealed that there are no fixed guidelines for these costs. Furthermore, there are no guidelines for estimating the costs to perform specific commonly identified police functions and activities such as *patrol operations*, *physical security/access control*, or *critical incident management planning*.

The primary driver of police department costs is personnel – specifically, the number and types of personnel employed by the department. However, there is no standard formula for determining the number of personnel for a campus police department, which, in Virginia, may range from an institution with more than 30,000 students to one with only several hundred students.

The report *Establishing Appropriate Staffing Levels for Campus Public Safety Departments*, produced by the U.S. Department of Justice and the International Association of Campus Law Enforcement Administrators states:

Adequate police protection, like beauty, lies in the eyes of the beholder. The optimal or appropriate ratio of troopers (or officers) to population, or traffic volume, reported crimes or accidents, etc., is not a matter of mathematics or statistics. It is a matter of human judgment and community resources.

This report identifies multiple factors that can affect campus police/security department staffing, which are listed in Table 11 below:

Age and gender profile of student body	Access to federal funding
Number of students resident on campus	Need for some CPSDs to rely on student employees
Number and security requirements of buildings on and off campus	CPSD responsibilities, including those not specifically related to their role
Composition of department—i.e., sworn or non-sworn, armed, non-armed	Policing style/range of community policing activities undertaken
Teaching hours	Efficiency of work schedules
Patrol boundaries and responsibilities	Institution expectations
Use of separate security companies	Budget restrictions
Recruitment and retention issues	Lack of a universally accepted methodology for assessing appropriate staffing levels
Size of the campus	

The Bureau of Justice Statistics' (BJS) 2007 report *Local Police Departments* reported the following (Table 12) annual operating costs based on a sample of about 3,000 local municipal/county police agencies:

Table 12 Annual Operating Costs for Municipal Police Departments				
<i>Population served</i>	<i>Per department</i>	<i>Per sworn officer</i>	<i>Per employee</i>	<i>Per resident</i>
10,000-24,999	\$3,260,000	\$103,100	\$78,700	\$212
2,500-9,999	\$1,127,000	\$87,200	\$69,400	\$211
Under 2,500	\$263,000	\$56,400	\$49,400	\$209

There are no similar cost estimates specifically for campus police departments. However, extrapolating from the "per resident" figures calculated by BJS (and adjusting for inflation), police departments at the largest institutions in Virginia (with slightly more than 30,000 "residents" (i.e., students) could have an annual operating cost of about \$7.4 million. Similarly, departments at Virginia's many institutions with fewer than 2,500 "residents" (i.e., students) could have annual operating budgets ranging from \$600,314 for an institution with 2,499 students to as little as \$166,500 for an institution with as few as 693 students (the smallest student population among the institutions responding to the survey). However, it must be stressed that these cost ranges are very rough estimates based on a national sample of municipal (not campus) police departments.

DCJS also was able to obtain a limited sample of annual operational cost data from several types of Virginia campus police and security departments. These samples are not representative, but do provide some data on current annual costs for campus police/security departments.

A large public university with a student population of about 30,000 reported an annual police department operating budget of about \$8 million, with about 73% of this for personnel costs. The institution has a fully accredited police department providing 24/7 services, and employed more than 200 people.

Two public community colleges with student populations of about 10,000 reported annual operating budgets of \$1 million to \$1.7 million, with about 70% to 90% of this for personnel costs. These institutions also had fully accredited police departments providing 24/7 services, and employed from 30 to 35 people.

This report provides broad estimates of the *potential* costs associated with operating police departments serving campuses of different sizes. There are no firm guidelines for determining such costs, for either campus or municipal police department, nor are there firm guidelines for determining costs to perform specific police operational functions such as patrol operations or apprehending offenders. The cost estimates provided in this report are intended only to help guide more detailed identification of such costs.

The identification of actual costs to comply with campus police/security minimum core operational functions should be developed with extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, and college and university administrators representing a cross-section of Virginia institutions of higher education. The impact of these costs should be considered with regard to the different sizes, types, needs and resources of these institutions.

## Legislative Amendments to Require Compliance

---

Any legislative amendments needed for campus sworn police or nonsworn security departments to achieve compliance with minimum core operational functions should be developed only after the Virginia Association of Campus Law Enforcement Administrators, the DCJS Virginia Center for School and Campus Safety, and institution administrators have had the opportunity to identify the appropriate core minimum operational functions and their associated costs.

The science and practice of providing police and security at institutions of higher learning is constantly evolving and improving. At the same time, campus police and security departments must be able to respond to unforeseen and sometimes high-profile campus security threats. Any proposed legislation regarding core operational functions should allow institutions maximum flexibility so they are able to implement these operational functions in a way that best matches the institutions' unique situation, needs and resources.

The budget implications of mandating minimum core operational functions for campus police and security departments are complex. Such mandated functions may affect police and security department staffing, facilities, training and equipment needs, especially at campuses with relatively small police and security departments. Any proposed legislative amendments should address these budget implications.

The General Assembly may wish defer proposing any such legislative amendments until the 2017 session, to allow time for the Virginia Association of Campus Law Enforcement Administrators and other stakeholders to identify these functions, costs, and other associated issues.

## Other Considerations

---

Early in the study, it was determined that identifying potential core minimum operational functions for campus police and security departments – which could eventually result in mandated functions for these departments – involves several complex and interrelated issues. These issues include:

1. Currently there is no statutory or formal definition of “core operational functions” for Virginia police departments of any type, whether they serve institutions of higher learning, cities, counties or towns. Therefore, defining what may become mandatory minimum core operational functions for police departments serving these institutions raises the question of whether such mandatory minimum core functions should also apply to all police departments in Virginia.

Discussions with law enforcement officials indicated that issues related to establishing core minimum operational functions may need to be reviewed by representatives of the broader law enforcement community, not just those from campus law enforcement (for example, the Virginia Association of Chiefs of Police). There may be statutory or administrative obstacles to establishing state-mandated operational functions which apply to only a single group of police departments in Virginia. This would require a much broader amount of review and input than if the review were limited to only campus law enforcement officials.

2. Current *Code* language concerning the responsibilities and requirements for Virginia police departments is scattered, making it difficult to clearly identify what is required to operate a police department.

Discussions with law enforcement officials indicated that compliance with core minimal operational functions would require police departments to clearly understand all aspects of the *Code of Virginia* and the *Virginia Administrative Code* which govern these departments. Established police departments should be familiar with these requirements, but agencies which may be required to become compliant may have a difficult time locating and understanding the many relevant *Code* sections.

It may be desirable to consider consolidating and clarifying the relevant *Code* sections to make it easier for newer or smaller agencies to understand all relevant laws and regulations.

# Conclusions and Recommendations

---

## Potential Minimum Core Operational Functions and Existing Capacity

The major finding of this study is that there is great variation in the size, responsibilities, activities, and resources of college and university sworn police and nonsworn security departments throughout Virginia. The findings indicate that a “one-size fits all” approach to determining minimum core operational functions for these departments will not work. Such an approach would simplify defining such minimum core operational functions, but the complexity of actually implementing these functions across the range of Virginia’s campuses will require an approach that addresses the different sizes, types, needs and resources of these many different departments.

Virginia’s largest public universities (such as Virginia Tech or Virginia Commonwealth University) are virtually small cities. They can serve 30,000 students, and contain extensive residential housing, dining, civic, athletic, research and other facilities. They can have fully functional 24/7 sworn police departments employing several hundred personnel. On the other hand, many of Virginia’s smaller community colleges and private colleges may consist of only a few administrative and classroom buildings and employ nonsworn security staff consisting of, as one institution stated, “one man with a radio.” Most of Virginia’s many colleges and universities fall somewhere between these two extremes.

While recognizing that a “one-size-fits-all” approach for all campuses is unsuitable, DCJS and the Study Advisory Group also recognized that – given the basic mission of campus police and security departments - there are certain minimum core operational functions that virtually all of these departments should be capable of accomplishing. To address both of these requirements, this report presents a list of recommended potential minimum core operational functions for all (with limited exceptions) such departments, with the important caveat that each department should be given the latitude to accomplish these functions in a manner suitable for the size, type, needs and resources of the department and of the campus it serves.

### **Recommendation 1:**

Based on a review of current national campus professional organizational standards, the findings of the survey of current Virginia campus police and security department capacities and activities, and the Study Advisory Group’s input, the following are recommended as potential minimum core operational functions for sworn police and nonsworn security departments at Virginia institutions of higher education:

Recommended Potential Minimum Core Operational Functions For Sworn Police and Nonsworn Security Departments At Virginia Institutions of Higher Education
The Prevention and Detection of Crime
Patrol operations
Crime prevention and community involvement
Criminal investigative services
Public information/outreach
Traffic management/enforcement
Special event and crowd management
The Apprehension of Criminals
Arrest adults/juveniles

Temporary detention and processing adults/juveniles
Detainee transportation adults/juveniles
The Safeguard of Life and Property
Physical security/access control/surveillance systems
Critical incidents, special operations, homeland security management
Motorist assistance and student safety escorts
Victim/witness assistance
The Administration of Police and Security
Organization and administration (mission, structure, general orders, etc.)
Roles and authority
Personnel administration (classification, compensation, evaluations, etc.)
Jurisdiction and mutual aid agreements
Emergency communications/dispatch/call taking
Records management and report distribution
Clery and Title IX compliance
Training DCJS standards
Internal affairs/disciplinary procedures
Recruitment and hiring
Evidence collection, storage and control
Fiscal management
Equipment/weapons/vehicle management/storage/control

The list of recommended functions and activities above is very similar to the list created from the CALEA, IACLEA and CAS standards and presented to Virginia campus police and security departments in the DCJS survey. The Study Advisory Committee’s recommended list of functions and activities does have several differences from the original CALEA, IACLEA and CAS standards-based list:

- The function “The Preservation of Peace” was eliminated, and the activities that were listed under this function have been subsumed under the functions “The Prevention and Detection of Crime” and “The Administration of Police and Security.”
- Some separate activities have been combined. For example, the two activities *Assist motorists on campus roadways* and *Campus escort services* are combined as *Motorist assistance/student safety escorts*. Similarly, the two activities *Records management* and *Records/reports distribution* have been combined as *Records management and report distribution*.
- The activity *Traffic/parking services* was deleted. The Study Advisory committee believes *traffic/parking services* is not a core law enforcement/security activity, although it recognizes that some campus administrators may assign this duty to a campus police or security services department.

As noted above, such core minimum operational functions should apply to virtually all sworn and nonsworn departments, whether they serve a large university campus or a small community college. However, these different types of departments should have the latitude to conduct these functions based on the type of campus they serve and the mission and resources they are assigned.

For example, all campus police and security departments should have the capacity to respond to a situation in which an individual is threatening a student with immediate bodily harm. A campus with a police department might dispatch a sworn police officer who would apprehend the threatening

individual, place him under arrest, charge and book him, and detain him for further processing. In the same situation, a campus with a security department might dispatch a non-sworn security officer and contact the local police to simultaneously respond and address the situation. The non-sworn officer would attempt to de-escalate the situation until law enforcement staff arrives. The local sworn law enforcement agency would then formally arrest, charge and further process the individual.

As another example, all 67 of the campus departments, from the largest to the smallest, reported that they now perform the activity *patrol operations*. However, the practice of performing *patrol operations* varies greatly from one institution to another. On a large campus with multiple residential halls, classroom buildings, and facilities for research, athletics, administration and maintenance, these operations may be conducted 24/7 by many officers using vehicles. On a small campus with only a few administrative and classroom buildings, these operations may be conducted only during business hours by a few security personnel on foot.

In the examples above, both types of departments have performed the same operational activities, but they have performed them in different ways. The proposed potential core minimum operational functions would define *what* functions a campus police or security department should be able to accomplish, but they would not specifically define *how* they should perform the functions.

*This study has produced a list of potential core minimum operational functions. Translating this list of potential operational functions into recommended actual operational functions should be done with due consideration of the different ways such functions might be conducted at different types of campus departments. This should be done with further extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, the DCJS Virginia Center for School and Campus Safety, and college and university administrators representing a cross-section of Virginia institutions of higher learning (see Recommendation 3).*

### **Costs of Bringing Existing Departments into Compliance**

DCJS' review of research on the costs of operating a police/security department found that there are no fixed guidelines for determining these costs, whether for a campus or a public municipality police department. Furthermore, there are no fixed guidelines for determining costs for such departments to perform specific common police functions and activities such as patrol operations, criminal investigative services, or transporting adult/juvenile detainees.

DCJS developed a range of potential cost estimates for campus police departments based on two sources. First, using U.S. Bureau of Justice Statistics estimates of annual operating costs for municipal (not campus) police departments, the annual operational cost for a police department serving a campus with 30,000 students could be about \$7.4 million. Using the same Bureau of Justice Statistics estimates, annual operational costs for a department serving a campus of 2,500 students could be about \$600,300, and for a campus serving 700 students about \$166,000.

Second, one large public university in Virginia with a student population of about 30,000 reported an annual police department operating budget of about \$8 million, with about 73% of this for personnel costs. This institution has a fully accredited police department providing 24/7 services. Two Virginia community colleges with fully accredited police departments and student populations of about 10,000 reported annual operating budgets of \$1 million to \$1.7 million, with about 70% to 90% of this for personnel costs.



The cost estimates above are presented as potential cost ranges. Actual costs would depend upon what minimum core operational functions were adopted, and would vary considerably based on the characteristics of the institution being served.

**Recommendation 2:**

This report provides broad estimates of the *potential* costs associated with operating police departments serving campuses of different sizes. There are no firm guidelines for determining such costs, for either campus or municipal police departments, nor are there firm guidelines for determining costs to perform specific police operational functions. The cost estimates provided in this report are intended only to help guide a more detailed identification of such costs.

When campus police and security departments indicated that their performance of certain activities was only “slightly/not very effective,” the most often cited reason for this lack of effectiveness was a lack of resources and/or lack of personnel. Similarly, the Study Advisory Group noted that “lack of support from campus administration” was indicated as a reason for less-than-effective performance of some activities. This indicated that further discussions about such resource issues need to be conducted jointly by campus police and security department officials and campus administrators.

*The identification of actual costs to comply with campus sworn police and nonsworn security department minimum core operational functions should be developed with extensive and thoughtful input from the Virginia Association of Campus Law Enforcement Administrators, and college and university administrators representing a cross-section of Virginia institutions of higher education. The impact of these costs should be considered with regard to the different sizes, types, needs and resources of these departments and of the campuses they serve.*

**Legislative amendments needed to require compliance by such departments**

**Recommendation 3:**

Any legislative amendments needed to achieve compliance with minimum core operation functions should be developed only after the Virginia Association of Campus Law Enforcement Administrators, the DCJS Virginia Center for School and Campus Safety, and college and university administrators have had ample opportunity to further consider which of the *potential* core minimum operational functions identified in this report should be recommended for legislative consideration. Furthermore, these groups also should have ample opportunity to further evaluate how the costs of implementing these core minimum operational functions will affect campuses with varying levels of requirements and resources.

*Therefore, it is recommended that the General Assembly defer proposing any legislative action to mandate minimum core operational functions for these departments until the 2017 session. The Study Advisory Group believes that during CY 2016 the Virginia Association of Campus Law Enforcement Administrators and other stakeholders will be able to develop thoughtful recommendations for the 2017 General Assembly to consider.*

**Recommendation 4:**

*If the General Assembly proposes legislation to establish core minimum operational functions for campus sworn police departments, it may also wish to consider addressing the following associated issues: 1) whether establishing such functions will have implications for other types of Virginia sworn police departments serving cities, counties or towns, and 2) whether current Code sections concerning sworn police departments, which currently are scattered among different Code chapters and sections, should be consolidated into a single Code section.*

# Appendix 1

## House Bill 587

---

### CHAPTER 278

*An Act to require the Department of Criminal Justice Services to identify minimum core operational functions for college campus police and security departments.*

[H 587]

Approved March 24, 2014

Be it enacted by the General Assembly of Virginia:

**1. § 1.** *That the Department of Criminal Justice Services shall conduct a study to identify potential minimum core operational functions for campus police departments established pursuant to § [23-232](#) or [23-232.1](#) of the Code of Virginia and other campus security departments as may be established by public or private institutions of higher education pursuant to § [23-238](#) of the Code of Virginia. In conducting this study, the Department shall determine the existing capacity of campus police departments and other campus security departments, the costs of bringing existing departments into compliance with such minimum core operational functions, and legislative amendments needed in order to require compliance by such departments. In identifying such functions, the Department shall work with other public and private stakeholders as deemed appropriate. The Department shall report its findings to the Governor and the General Assembly by November 1, 2014*

## Appendix 2

# Study Advisory Committee Members

---

### **Craig L. Branch**

*Chief of Police,  
Germanna Community College Police Department  
President,  
Virginia Association of Campus Law Enforcement  
Administrators*

### **Jeffrey S. Brown**

*Director of Campus Safety & Chief of Police,  
Richard Bland College of William & Mary*

### **Linda L. Bryant**

*Deputy Attorney General,  
Criminal Justice & Public Safety  
Office of Attorney General*

### **Thomas C. Bullock III**

*Law Enforcement Specialist  
Virginia Municipal League*

### **Carlton G. Edwards**

*Chief of Police,  
Virginia Union University Police Department*

### **Craig S. Harris**

*Chief of Campus Police,  
Virginia Western Community College*

### **Rhonda L. Harris**

*Assistant Vice President of Public Safety & Chief of  
Police,  
Old Dominion University*

### **Eric Hols**

*Director of Campus Safety & Emergency Management,  
Office of Campus Safety  
Marymount University*

### **Kelvin O. Maxwell**

*Chief of Police,  
Thomas Nelson Community College*

### **David M. McCoy**

*Associate Vice President of Public Safety & Chief of  
Police,  
University of Richmond*

### **Kirsten A. Nelson**

*Director of Communications & Government Relations,  
State Council of Higher Education for Virginia*

### **George J. Okaty**

*Director of Safety & Security,  
Department of Safety & Security  
Tidewater Community College*

### **Eddie L. Perry Jr.**

*Chief of Police,  
Department of Police & Public Safety  
Virginia State University*

### **Nicholas P. Picerno**

*Chief of Police,  
Bridgewater College Police Department*

### **Mary T. Savage**

*Emergency Preparedness and Safety Manager,  
Virginia Community College System*

### **Dana G. Schrad**

*Executive Director,  
Virginia Association of Chiefs of Police  
Virginia Police Chiefs Foundation  
Virginia Association of Campus Law Enforcement  
Administrators*

### **Nancy Sullivan, Esquire**

*Virginia Association of Counties*

### **John A. Venuti**

*Assistant Vice President of Public Safety,  
Virginia Commonwealth University*

# Appendix 3

## Survey of Sworn/Nonsworn Campus Safety Departments

---

### Potential Campus Police and Security Functions Survey

This survey presents you with a list of *potential* minimum core operational functions. Depending on the type of department you have, and the size and characteristics of your department and the campus it serves, not all of the potential functions listed may apply to your department.

*The information provided by your department will be confidential. No information will be reported about how any individual campus/university or any individual police or security department responded to the questions.*

#### Identification

The following identification questions ask you to provide your campus and contact information. They are being asked only in case we need to contact you for more details about your survey responses. None of the identifying information will be contained in the report of the survey findings.

1. What is the name of the college/university that you serve?
2. What is your name?
3. What is your title?
4. What is your telephone number?
5. What is your email address?

#### Type of Department

Many campus organizations providing security are considered either a "Police Department" or a "Security Department." Please review the statutory definitions for each provided below and indicate whether your organization is best described as a Police Department or a Security Department.

**Police Department** means that the department must require that each officer complies with training and other requirements for law enforcement officers established by DCJS per Chapter 1 (§9.1-100 et seq.) of Title 9.1. <http://law.lis.virginia.gov/vacode/title9.1/chapter1/>

**Security Department** means that the department's officers and employees shall not have the powers and duties set forth in §23-234. <http://law.lis.virginia.gov/vacode/title23/chapter17/section23-234/>

6. Based on the definitions provided above, please select the type of department that has primary responsibility for safety and security on your campus (or if your campus has neither, select the last listed option).
  - Police Department
  - Security Department

- Our campus has neither a Police Department nor a Security Department based on the above definitions and the linked statutory definitions

***If the respondent selects “Our campus has neither a Police Department nor a Security Department based on the above definitions and the linked statutory definitions,” in response to Q6, the survey will end.***

If 6 = Police

6a. What is the *full name* of your police department?

6b. By which of the following organizations is your police department accredited?

- Virginia Law Enforcement Professional Standards Commission (VLEPSC) Y/N
- Commission on Accreditation for Law Enforcement Agencies (CALEA) Y/N
- International Association of Campus Law Enforcement Administrators (IACLEA) Y/N

If 6 = Security

6a. What is the *full name* of your security department?

6b. Which of the following *best* describes the organization that provides security on your campus? (*check one*)

- Office of campus safety, campus security, public safety
- Security provided by other campus employees (ex: physical plant, building and grounds staff, etc)
- Security provided by contract/private security company
- Security provided by local public law enforcement agency (ex: county/municipal police or sheriff)
- Other (briefly describe)

**List of Potential Minimum Core Operational Functions**

Please review the following categories of *potential minimum core operational functions* and indicate which of the functions are *now being conducted* by your (PD/SD). Keep in mind that campus and department size can range from very small to very large, so not all of the potential functions listed may be applicable to your department.

7. For each listed potential minimum core operational function, check yes if your department currently conducts the function or check no if your department does *not* currently conduct the function.

<b>Potential Minimum Core Operational Functions</b>	
<b>The prevention and detection of crime</b>	
Patrol Operations [source: IACLEA (sec 9.1); CALEA (sec 21)]	Yes <input type="radio"/> No <input type="radio"/>
Investigative Services [source: IACLEA (sec 13); CALEA (sec 22)]	Yes <input type="radio"/> No <input type="radio"/>
Special Investigative Operations [source: IACLEA (sec 13.2)]	Yes <input type="radio"/> No <input type="radio"/>
Traffic Collision Investigation [source: IACLEA (sec 10.2); CALEA sec 29)]	Yes <input type="radio"/> No <input type="radio"/>

Crime Prevention [source: IACLEA (sec 12.1); CALEA (sec 23.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Community Involvement [source: IACLEA (sec 12.3); CALEA (sec 23.2); CAS (sec 8.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Community Relations [source: IACLEA (sec 12.3); CAS (sec 8.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Public Information/Education [source: IACLEA (sec 12.3.4); CALEA (sec 27); CAS (sec 1.4, 2.1)]	Yes <input type="radio"/>	No <input type="radio"/>
<b>The apprehension of criminals</b>		
Transporting Detainees [source: IACLEA (sec 8.3); CALEA (sec 1.2.5)]	Yes <input type="radio"/>	No <input type="radio"/>
Processing Detainees [source: IACLEA (sec 8.1); CALEA (sec 1.2.5)]	Yes <input type="radio"/>	No <input type="radio"/>
Juvenile Detention [source: ACLEA (sec 8.4.1); CALEA (sec 21.2.6)]	Yes <input type="radio"/>	No <input type="radio"/>
<b>The safeguard of life and property</b>		
Physical Security / Access Control [source: IACLEA (sec 12.2)]	Yes <input type="radio"/>	No <input type="radio"/>
Critical Incident Management Planning [source: IACLEA (sec 17); CALEA (sec 24)]	Yes <input type="radio"/>	No <input type="radio"/>
Campus Escort Services [source: CALEA (sec 21.1.5)]	Yes <input type="radio"/>	No <input type="radio"/>
Assist Motorists on Campus Roadways [source: IACLEA (sec 10.3.4); CALEA (sec 29.2.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Emergency Phones/Alarms/Surveillance System Management [source: CALEA (sec 21.6)]	Yes <input type="radio"/>	No <input type="radio"/>
Victims Services [source: IACLEA (sec 13.3); CALEA (sec 28)]	Yes <input type="radio"/>	No <input type="radio"/>
<b>The preservation of peace</b>		
Preserve safe and orderly campus/enforce law [source: CAS (sec 1.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Traffic/Parking Services [source: IACLEA (sec 10); CALEA (sec 29)]	Yes <input type="radio"/>	No <input type="radio"/>
Traffic Engineering [source: IACLEA (sec 10.3.2); CALEA (sec 29.1.3)]	Yes <input type="radio"/>	No <input type="radio"/>
Traffic Direction/Control [source: IACLEA (sec 10.3.1); CALEA (sec 29.1.4)]	Yes <input type="radio"/>	No <input type="radio"/>
Traffic Safety Education [source: IACLEA (sec 10.3.6); CALEA (sec 29.2.4)]	Yes <input type="radio"/>	No <input type="radio"/>
Athletic and Special Events/Crowd Management [source: CALEA (sec 24.2.2)]	Yes <input type="radio"/>	No <input type="radio"/>
<b>Administration of police and security</b>		
Evidence Collection, Storage and Control [source: IACLEA (sec 14, 15); CALEA (sec 33-34)]	Yes <input type="radio"/>	No <input type="radio"/>
CAS (sec 11.1 - 11.5)	Yes <input type="radio"/>	No <input type="radio"/>
Vehicle management [source: CALEA (sec 21.3)]	Yes <input type="radio"/>	No <input type="radio"/>
Communications / Dispatch / Crime Reporting System / Tip line [source: IACLEA (sec 11.1, 11.2); CALEA (sec 31)]	Yes <input type="radio"/>	No <input type="radio"/>
Establish Mutual Aid Agreements with Local Police Department [source: CALEA (sec 5.1)]	Yes <input type="radio"/>	No <input type="radio"/>
Emergency Communications [source: IACLEA (sec 11.2); CALEA (sec 8.5, 31)]	Yes <input type="radio"/>	No <input type="radio"/>
Records Management [source: IACLEA (sec 16); CALEA (sec 32); CAS (sec 6.7)]	Yes <input type="radio"/>	No <input type="radio"/>
Records/Report Distribution [source: IACLEA (sec 16.2); CALEA (sec 32)]	Yes <input type="radio"/>	No <input type="radio"/>
Publish/Report Statistics and Information, including Clery Act Reporting [source: IACLEA (sec 16.3); CALEA (sec 9, s2.1.4); CAS (sec 8.4)]	Yes <input type="radio"/>	No <input type="radio"/>
Title IX Compliance [source: IACLEA (sec 18)]	Yes <input type="radio"/>	No <input type="radio"/>
Internal Affairs [source: IACLEA (sec 4.2); CALEA (sec 25)]	Yes <input type="radio"/>	No <input type="radio"/>
Fiscal Management [source: IACLEA (sec 1.2.1); CALEA (sec 8.1); CAS (sec 9.1 - 9.3)]	Yes <input type="radio"/>	No <input type="radio"/>
Personnel Administration [source: IACLEA (sec 3, 5); CALEA (sec 11-17); CAS (sec 4.1 - 4.11)]	Yes <input type="radio"/>	No <input type="radio"/>
In-Service Training and Education for Officers [source: IACLEA (sec 6); CALEA (sec 18)CAS (sec 4.8, 4.9)]	Yes <input type="radio"/>	No <input type="radio"/>
Weapons Management / Storage / Control [source: IACLEA (sec 7.2); CALEA (sec 2.1.9)]	Yes <input type="radio"/>	No <input type="radio"/>

**Each function in the above list that was checked as being conducted (if 7 = yes), will appear in a table and the respondent will be asked the following:**

7a. You indicated that the below listed functions are currently being conducted by your PD/SD. For each listed function, please rate the effectiveness of your department's current ability to provide this function. (select one for each function)

Extremely effective  
Very effective  
Moderately effective  
Slightly effective  
Not very effective

**Each function in the above list (7a) that was rated as "Slightly effective" or "Not very effective" will appear in a table and the respondent will be asked the following:**

7b. You indicated that the current ability of your PD/SD to provide the below listed functions are only "slightly effective" or "not very effective." Please indicate which of the following factors are obstacles to your department's ability to be more effective in providing each of these functions. (select all that apply for each listed function)

Financial resources not available  
Personnel resources not available  
Training not available  
Lack of support from campus administration  
Conflicts with current campus policy/practice  
Other

**For each function where "other" was checked as an obstacle (7b = other), a follow-up question will be asked:**

7b-1. In the previous question, you were asked to select which of the listed obstacles affect your department's ability to provide effective \_\_\_\_\_. You indicated that there were other obstacles which were not listed. Please briefly describe those other obstacles.

**Each function in Q7 that was checked as NOT being conducted (if 7 = no), will appear in a table and the respondent will be asked the following:**

7c. You indicated that the below listed functions were not currently conducted by your department. Please indicate why each function is not currently conducted. (select all that apply for each listed function)

Considered unnecessary for this campus  
Financial resources not available  
Personnel resources not available  
Training not available  
Lack of support from campus administration  
Conflicts with current campus policy/practice  
Other

**For each function where “other” was checked as an obstacle (7c = other), a follow-up question will be asked:**

7c-1. In the previous question, you were asked to indicate why your department is currently unable to provide \_\_\_\_\_. You indicated that there was another reason besides those that were listed. Please briefly describe the other reason(s).

**Additional Questions**

8. Are there any core functions now being conducted by your department which are not listed above, but which you feel should be considered as potential minimum core functions? If yes, please list these functions.

9. In addition to the potential minimum core functions previously listed, are there any other potential minimum core functions that you feel should be considered for your campus or for similar Virginia college/university campuses? If yes, please list these functions.

**Thank you for completing the DCJS  
Potential Campus Police and Security Functions Survey**

*Your responses will help the Virginia Center for School and Campus Safety and the Virginia Association of Campus Law Enforcement Executives identify possible core minimal functions for campus police and security departments.*

*Responses to the survey's questions will not be reported by individual institution or department name. DCJS will provide a final report on the survey's findings to the 2015 General Assembly. We will notify you when the report is made available on our website.*



## Appendix 4

### Information Sources

---

*IACLEA Accreditation Standards Manual, First Edition; Revision 1.* International Association of Campus Law Enforcement Administrators. November 2013.

*CAS Self-Assessment Guide for Campus Police and Security Programs.* Council for the Advancement of Standards in Higher Education. August 2012.

*Establishing Appropriate Staffing Levels for Campus Public Safety Departments.* Office of Community Oriented Policing Services, U.S. Department of Justice. July 2011

*Campus Security Guidelines: Recommended Operational Policies for Local and Campus Law Enforcement Agencies.* Major Cities Chiefs Association. July 2009.

*Campus Law Enforcement 2004-2005.* Bureau of Justice Statistics Special Report. U.S. Department of Justice. February 2008.

*Campus Safety Legislative Recommendations.* Virginia State Crime Commission. 2008.

*Results of the National Campus Safety and Security Project Survey.* National Association of College and University Business Officers. July 2009.

*The Impact of the Structure, Function and Resources of the Campus Security Office on Campus Safety.* Bennett, P.A. University of Nevada, Las Vegas. UNLV Thesis/Dissertations/Professional Papers/Capstones. May 2012.

*Governor's School & Campus Safety Taskforce Final Report.* Office of the Governor, Commonwealth of Virginia. October 2013.

*Local Police Departments, 2007.* Bureau of Justice Statistics, U.S. Department of Justice. December 2010.

*HJR 122 Final Report: Study on Campus Safety.* Virginia State Crime Commission. 2006.

