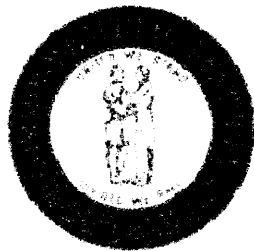


GOVERNOR'S TASK FORCE ON CAMPUS SAFETY

REPORT TO THE GOVERNOR



SEPTEMBER 7, 2007

**EXAMINATION OF SAFETY AND SECURITY AT KENTUCKY'S
PUBLIC AND PRIVATE POSTSECONDARY INSTITUTIONS**

FINDINGS AND RECOMMENDATIONS



"Thou shall not be a victim. Thou shall not be a perpetrator. Above all, thou shall not be a bystander."

- Author Unknown

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PREFACE

Campus safety and security are critical in order to provide a safe and healthy learning environment for college and university students. In an effort to address this concern, on November 20, 2006, Governor Fletcher issued Executive Order 2006-1446 forming the Governor's Task Force on Campus Safety.

Since its first meeting on January 16, 2007, the Task Force has focused its efforts on two broad areas: (1) evaluating compliance with Kentucky laws and regulations, including building and fire codes governing residential facilities and classroom buildings; and (2) studying campus policies and procedures on safety, crimes, and law enforcement. While visiting campuses across Kentucky, Task Force members found students, faculty and staff welcoming and dedicated to enhanced safety and security. They were eager to share the improvements on their campuses in these areas, and openly voiced their concerns about areas that need improvement. Over the past 8 years, more attention has been paid to campus safety. Yet with the changing culture and climate at colleges and universities across the nation, including Kentucky, there is more to be done. We are encouraged by the support and receptiveness we found for our mission throughout college and university communities. We hope their support will facilitate improved campus safety and security across Kentucky and prompt the implementation of the Task Force's recommendations.

This report summarizes the Task Force's efforts since its formation. The absolute importance of prevention, protection, and risk management cannot be emphasized too strongly. Awareness, education, and consistent enforcement of safety and security measures must remain constants on our campuses. It is our hope that this report will bring about a renewed commitment to campus safety across our Commonwealth.

HISTORY AND OVERVIEW

In 1990, Congress passed the federal Crime Awareness and Campus Security of Act (also known as the Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act). The "Clery Act" is named in memory of 19-year-old Lehigh University freshman Jeanne Ann Clery, who was raped and murdered in her residence hall room on April 5, 1986.

In 1998 at Murray State University in western Kentucky, sophomore student Michael Minger died in an arson fire in his dorm. Another student living in the dorm, Michael Priddy, suffered severe injuries in the fire that left him permanently disabled.

In 2000, the Kentucky General Assembly passed the Michael Minger Act. This legislation requires public colleges and universities, as well as private institutions licensed by the

Kentucky Council on Postsecondary Education (CPE), to report crimes against their employees, students and the public on a timely basis.

Schools are required to report their crime statistics annually to the CPE, which is responsible for developing formats for reporting crime statistics and ensuring that annual reports are received from the institutions. The Michael Minger Act established 4 areas of responsibility for educational institutions: maintaining a crime log, preparing annual crime and policy reports, reporting fires and threats of fires to the State Fire Marshal, and preparing special reports to individual campus communities of incidents posing safety or security threats. The State Fire Marshal has access to all institutions covered by the Michael Minger Act for purposes of inspecting, investigating or taking action necessary to prevent fire loss or determine the origin of any fire. School officials who violate this law may be fined up to \$1,500, be imprisoned in county jail, or both.

During the 2002 regular session of the Kentucky General Assembly, additional legislation was passed that addressed other campus safety issues. These included statutory amendments defining "immediate" in the context of the duty to provide reports to the State Fire Marshal's Office; requiring that safety and emergency personnel be notified of the location of students with special needs; and giving priority to special needs students for housing on lower floors of state dormitories.

On November 20, 2006, Governor Fletcher established by Executive Order the Governor's Task Force on Campus Safety to review all aspects of campus security policies and practices, and to recommend corrections and improvements aimed at ensuring a safer and more secure campus environment at public and private postsecondary institutions throughout the Commonwealth. A copy of the Executive Order is attached to this report as Appendix A. The Governor appointed a chairperson and 14 members to the Task Force (see Appendix B).

The mission of the Task Force was threefold: first, to develop recommendations for legislation to be presented initially at the 2008 session of the Kentucky General Assembly; second, to develop policies and initiatives for heightened security and safety for the protection of campus residents, facilities, and the campus environment; and third, to establish broad initiatives designed to enhance safety and security on campuses across the Commonwealth. The Task Force was given until September 7, 2007 to complete its work and deliver its recommendations to the Governor.

Following the April 16, 2007 tragedy at Virginia Tech, the Governor formed a separate advisory group, the Governor's Steering Committee on Campus Security (Steering Committee) to recommend policy changes in the following areas:

- Emergency management/operations
- Mass communications and emergency notifications
- Mutual aid agreements and memoranda of understanding with local and state police agencies
- Coordinated agency responses and enhanced coordination, training and exercises
- Mental health issues

- Firearms on campus
- Best practices for crisis management

The Steering Committee will provide its own short-term recommendations to the Governor, using experts to review in detail the plans for incident response protocols from each of the public and independent institutions. While reviewing safety and security on the Commonwealth's campuses, the Task Force discussed several of the issues that are also being addressed by the Steering Committee. The Steering Committee had a specific focus, while the Task Force's charges were much broader. The findings of both groups overlapped to some degree in several areas of concern.

MAJOR FINDINGS OF TASK FORCE

In reviewing the current state of safety and security on Kentucky's college campuses, the Task Force made four major findings:

- That fundamental procedures and policies are in place to provide a safe and secure environment for our postsecondary students, but that there is room to improve and enhance them and to fill in gaps where vulnerabilities exist
- That issues of inconsistent and/or inadequate compliance with current policies require attention by the Commonwealth and its colleges and universities
- That while more uniform compliance with existing and proposed policies can be achieved with more attention being given to operational and educational initiatives, additional funding may be necessary to address some challenges
- That additional funding should be requested in the 2008-2010 postsecondary education biennial budget to address those changes requiring it
- That a statewide Center for Campus Safety should be established to address the need for a consistent standard of safety and security among all institutions and promote cooperation, collaboration and information sharing

RESPONSE OF TASK FORCE TO EXECUTIVE ORDER MISSION STATEMENT

From January 16, 2007 through June 30, 2007, Task Force members met at scheduled open meetings to discuss their findings in response to the charges in Governor Fletcher's Executive Order (Appendix A). Those charges are referenced in Sections B through F of this report and have been grouped according to subject area. At Task Force meetings, various guest speakers supplied information on topics of interest to the Task Force. As used in this report, the term "public institutions" will refer to Kentucky's 8 public colleges and universities. "KCTCS" will refer to the 16 community colleges and technical colleges in the Kentucky Community and Technical College System. "Independent institutions" will refer to Kentucky's 20 nonprofit,

non-tax supported, 4-year colleges and universities accredited by the Southern Association of Colleges and Schools.

A. MINGER ACT COMPLIANCE

One of the Task Force's initial efforts was looking at ways to achieve standardized reporting components for the annual Minger Report to CPE. Task Force members reviewed all annual reports submitted for 2005 from both public and independent institutions and made several findings, including the finding that Kentucky's 8 public institutions comply with the requirements of the Minger Act, as set forth in KRS 164.9485. Each institution's annual report contained a comprehensive description of its security enforcement authority, campus safety procedures and practices, crime prevention efforts, and crime statistics, as required. The Task Force noted that both the daily crime logs and annual reports were difficult to retrieve on some of the public institutions' websites, and that they should be easier to review. Some websites lacked a dedicated security authority page.

The annual reports submitted by the independent institutions tended to be less comprehensive. Many did not list the authority of campus security personnel or identify the relationships, if any, with local or state police agencies. Also absent were descriptions of the institutions' programs for informing students and staff about campus safety and security procedures, and crime prevention and reporting.

The Task Force recommends that all institutions:

- Improve uniformity and consistency of annual Minger and Clery reports.
- Provide annual training and workshops on Minger Act reporting through CPE.
- Develop and institute online reporting.
- Standardize the "Crime Alert" format to achieve similarity and recognition for the reader. ("Crime Alert" is a widely used shorthand expression meaning a special report to the campus community).
- Provide links to the "Crime Alert" and "Annual Report" on the front page of each web site.

B. SAFETY COMPLIANCE ON CAMPUSES

Paragraphs 3(a), 3(i), and 3(j) of the Executive Order address issues pertaining to compliance by Kentucky colleges and universities in the area of safety procedures. For purposes of discussion, these three charges are addressed together in this section.

3a Conduct a comprehensive examination and evaluation of campus safety by reviewing the adequacy of safety and security standards at the public and private postsecondary education institutions throughout the state with a specific focus on compliance with existing statutes and administrative regulations; building and fire codes as they relate to residential facilities and classroom buildings; safety policies and procedures with respect to fire safety, crimes and

law enforcement investigations into serious campus crime; and existing legislation, regulation policies, and practices including enforcement and penalties for non-compliance with safety codes and the law.

Protecting the health and safety of students attending Kentucky's public and independent institutions is of paramount importance. These buildings serve as students' homes as well as places of learning. To enhance the level of protection, compliance with life safety statutes and regulations is a must. In carrying out its mission, the Task Force addressed safety compliance, focusing primarily on life safety in residential facilities. Certain areas of concern were brought to our attention.

The Task Force received reports of conditions deemed unsafe by the State Fire Marshal and, in some cases, in violation of Kentucky's building code. Some conditions were written up more than once, yet remedial action had not been taken. Because unabated violations can pose serious threats to life, the Task Force recommends that the State Fire Marshal step in once the time has expired to remedy a deficiency or violation. Action by the State Fire Marshal would include issuing a letter of notification to the institution's president and individuals responsible for maintaining the safety and integrity of campus buildings. In the letter, corrective action would be ordered within a ten-day period, after which fines and penalties would be immediately assessed. To avoid such measures, institutions are encouraged to develop their own internal guidelines for ensuring full and timely compliance with life safety codes and all applicable laws and regulations.

Recent fire-related incidents involving off-campus living facilities has prompted state and local leadership to intensify their focus on the safety of those individuals living in, or using, these facilities. The State Fire Marshal's Office, in cooperation with institutions, determined that an enhanced focus on annual fire safety inspections was an important component of a safe off-campus environment. The Office maintains a registry of fire safety inspections for off-campus facilities, and encourages all such facilities and other off-campus groups to have annual fire safety inspections of their buildings and report those inspections to the State Fire Marshal.

Many institutions are requiring inspections as a part of the organization recognition process, and failure to have a current fire safety inspection may affect the good standing of the facility with the institution. Upon completion of the off-campus facility inspection, the institution will be notified and a list of approved facilities will be registered with the dean of students.

A study of the police, fire and EMS, campus safety offices, and security officers in Kentucky's 8 public institutions, KCTCS, and the independent institutions revealed that:

- Each of the public institutions has a police department, designated police chief and sworn personnel.
- Each of the public and independent institutions has a plan outlining details, procedures and protocols. Some have Memoranda of Agreement with first responders for local, state and federal agencies. Each has an administrative structure in place, and a relationship

with local first responders. KCTCS has plans for each school and campus, including the main system office.

- All of the independent institutions have relationships with local law enforcement agencies. Most campuses have professional safety officers on staff, while some utilize outside security companies. One independent institution currently has sworn officers classified as special localized peace officers under KRS 61.360. Campus safety staffs vary in size according to the diverse range of campus populations and locations. Access to adequate training resources and the affordability of training for campus safety officers present challenges for these institutions.

The Kentucky Association of University Law Enforcement Administrators periodically meets and discusses crime and safety issues and trends, and explores options to operate more effectively. Appendix C lists the Association's members.

3i. Review and report on issues related to access and openness of the campus, biological, nuclear and chemical hazards; information policy and privacy issues.

While most campuses strive to maintain an open, inviting and attractive environment and atmosphere for recruiting students, it is important to strike a balance between openness and vigilance. This requires assessing security at campus entry points and developing well-communicated contingency plans for high-profile events, including lockdown and evacuation procedures.

The Task Force recommends each campus identify the location of hazardous materials on, near and around campus and evaluate the risks associated with those hazards. The Task Force also recommends that institutions do the following, where feasible:

- Provide lockboxes, security cables and locks for laboratories with biological toxins.
- Require that all researchers using toxins have documented training.
- Enter into agreements with other organizations in the area for supplies, buses, food, fuel, water, and information technology functions.
- Use crisis-preparedness planners, form relationships with the area's homeland security representative, emergency management coordinator and the FBI special agent in charge.
- Train campus officers in shelter management, critical incident management, evacuation and reunification planning, and crowd control.
- Make power generators available to recharge communications equipment.
- Provide satellite phones and UHF/VHF radios for use in situations where other radios and cell phones are unreliable.
- Ensure availability of Internet access for communicating with campus communities.
- Develop multi-layered ways to disseminate urgent campus-wide announcements.
- Maintain current employee contact information and in a safe location that is accessible during an emergency.
- Ensure the availability of adequate counseling on campus for victims of a catastrophe.
- Review security measures for protection and preservation of payroll, data and other vital records.

- Enter into mutual aid agreements with local medical service providers such as hospitals, public health departments, police and fire departments, and EMS, with emphasis on Incident Command Structure.
- Develop detailed written policies on hazardous, radioactive and infectious waste management, to help university personnel and students comply with existing federal, state and local regulations on handling, transporting, storing and disposing waste.

The Task Force reviewed information pertaining to campuses that were in close proximity to railroad systems. Several institutions had train tracks running along campus perimeters. This was a concern due to the potential for exposure to hazardous materials. We recommend that each institution in close proximity to train traffic assess its vulnerabilities and develop an emergency response plan.

3j Evaluate fire safety and security education.

A review of policies relating to fire protection within the state university system indicates there is no single comprehensive policy clearly delineating the responsibilities and authority of various support units charged with prevention of fire and fire safety. The Task Force recommends a model policy be developed and suggested to universities for widespread adoption. This model policy should identify and clarify department responsibilities for fire prevention and response, and should include the following:

- Memorandum of Understanding or letter of explanation between the local fire department, the University, and the State Fire Marshal's office
- Specific instructions for the storage, handling, and use of explosive, flammable, combustible, toxic, corrosive and other hazardous materials
- Rules for maintenance of exits, fire resistant construction and assemblies, fire alarm systems and fire extinguishing systems and equipment
- Recommendations on how to prevent and eliminate fire and life safety hazards
- A well-defined structure and specific staff designated to review and approve all campus construction and alteration plans and specifications, including fire protection and alarm systems, buildings, structures and utilities
- Schedules for ongoing fire and security education during student orientation and once each semester or quarter

C. CAMPUS COMMUNITY INPUT

3d Conduct open forums where students and staff can voice their concerns about security and suggest solutions to perceived problems.

3e Collect data on victimization by crime on campus and feelings of security through the use of surveys and other means.

As of March 31, 2007, approximately 229,000 students were enrolled in Kentucky colleges and universities. In an effort to gain as much first-hand input as possible on security and safety issues, in the early spring of 2007 Task Force members informally visited several

campuses across the state in order to meet and exchange ideas with students and faculty. In addition to engaging in on-campus conversations, the Task Force conducted safety forums on 6 campuses.¹ The objective of these visits and forums was to provide students, faculty and staff with an opportunity to voice their concerns. Task Force members spoke to over 200 students and staff (or between 20 and 30 on each campus visited) at different times. Due to staffing and funding restrictions, the Task Force did not conduct a scientific study.

Surveys were distributed to some students and faculty on each campus visited. (Samples of each form – one for students and one for faculty and staff – are attached as Appendix D.) The surveys were designed to solicit as much input as possible from campus community members on issues of campus safety. These responses are not the results of a scientific survey and should be read in that context. In addition to what was written on the surveys, individuals shared information directly with Task Force members. While the number of attendees at the forums was relatively small (as compared with the total student population on each campus), the input provided on survey forms, along with anecdotal testimony offered at public hearings and in interviews, and discussions at Task Force meetings collectively suggested that more attention must be focused on enforcing compliance with existing statutes and regulations and institutions' policies. The information collected also suggested that more attention should be focused on effective dissemination of information to students concerning safety and security policies and procedures.

Several consistent themes emerged from the input received through surveys that were returned to the Task Force and discussions during the forums and campus visits. Students repeatedly voiced concern about unauthorized individuals gaining access to residence halls. Although there are check-in policies and card access systems in place at some halls, people are still able to gain access to students' living quarters. Reasons for breaches to security include students following others into residences (piggy-backing), students holding doors open to be polite, doors being propped open, locked doors being pushed open due to weather-related swelling of the doors, and locking mechanisms not operating properly.

Inconsistency in the enforcement of check-in policies and having front desks manned by workers were also frequently mentioned as problems. During campus visits, we observed student workers not adequately monitoring the flow of student traffic into buildings. Student monitors were often otherwise occupied and distracted, and some schools did not have the resources to have anyone at the front desk of the residence halls. We found that most institutions have policies in place, but they are not being fully implemented or enforced.

Students and faculty who attended the forums and provided written and verbal input to Task Force members indicated they had not received adequate fire safety orientation and training for evacuation in the event of a fire. They felt that not much time at orientation was devoted to

¹ The Forums were scheduled in 6 strategic locations across the state to allow for all institutions to have the opportunity to participate in one. The campuses selected were Big Sandy Community and Technical College in Prestonsburg; Northern Kentucky University in Highland Heights; the University of Louisville; Eastern Kentucky University in Richmond; Murray State University in Murray; and Western Kentucky University in Bowling Green. Based on the signatures on the sign-in sheets, approximately 185 attendees the forums statewide.

this subject. Students suggested fire drills were generally the only type of training provided, but this was not thorough. On some campuses, a 70% evacuation rate during a fire drill was considered successful. Another area of concern with evacuation was the perceived chaos when students left the buildings. On more than one campus, there was no effective procedure in place to account for all students after they evacuated.

Along with fire safety orientation, students and staff were concerned about the number of false fire alarms. This greatly aggravated students and staff, and contributed to the lax attitude of students when responding to alarms.

The number of security personnel on campus was raised as an issue. The evening shift appeared to be the most shorthanded. If students were feeling vulnerable and needed an escort to their vehicles in parking areas, they would often have to wait anywhere from 20 to 40 minutes for assistance. Sometimes they would not be able to wait, and even if they were frightened they would run to their vehicles. More lighting was suggested on some campuses, along with strategically placed surveillance cameras. Parking areas and remote sections of campus were of greatest concern.

D. CAMPUS SAFETY

Items 3(c), 3(f) and 3(k) of the Executive Order directed the Task Force to consider alternative ways to enhance safety and security. These charges are grouped for discussion purposes in this section of the report.

3c Investigate alternative means of enhancing safety and security of campus communities throughout the state, including the campus police, and recommend changes in policies and practices that will accomplish the goal of a safer campus community environment.

Most people who live and work on campus assume they are safe and do not give much thought to danger or risk. Changing the campus culture to embrace prevention, protection and response strategies requires a collaborative effort. After visiting public institutions and talking to students, faculty and members of the administration, the Task Force concluded there were consistent themes about safety and security across the board. There were areas where consistency and clarity needed to be addressed. There is a need for sharing and pooling information in order to be more effective in the delivery of safety and security information.

One of the most important initiatives – one that the Task Force strongly recommends – is the formation of a statewide postsecondary Center for Campus Safety that would support the campus communities. The Center would support university police, safety, and security by assisting institutions with these issues. Other duties of the Center could include:

- Serving as a central clearinghouse for information on all public safety issues, including fire safety, severe weather and emergency response
- Reviewing and refining policies and procedures to achieve unified solutions to fire safety issues

- Offering assistance to CPE for training on compliance with the Minger and Clery Acts (CPE has developed valuable training tools to assist with the reporting requirements for these statutes)
- Providing consistent training opportunities for all involved with campus safety and security
- Holding forums for discussion and planning among institutions to promote model programs and develop awareness campaigns
- Serving as a liaison for institutions and agencies charged with oversight and enforcement of inspections and life safety code compliance for the residential facilities and campus buildings
- Expanding funding initiatives by providing grant-writing support, with the goal of acquiring financial support to enhance security and bring about safer campus communities
- Facilitating information sharing, policy development and research
- Fostering increased cooperation and collaboration between agencies and jurisdictions serving campus communities by reducing fragmentation and promoting an interagency approach

To promote a continued commitment to a safer campus environment, institutions should:

- Provide training specific to overall safety for all campus maintenance and safety personnel.
- Through CPE, provide annual training to all university personnel responsible for completing the Minger Report.
- Utilize professionally trained staff or local authority to monitor and inspect housing quarters on campus for common fire hazards (e.g., candles, hot plates, electrical outlet overloads, etc.).
- Maintain emergency lighting.
- Establish methods of monitoring fire alarm pull stations in areas that are seldom used in residence halls (e.g., stairwells).
- Utilize local alarm boxes for fire alarm pull stations, which have been shown to substantially reduce the incidence of false alarm pranks.
- Impose heavy penalties for the vandalism or alteration of fire protection equipment.
- Establish institution-specific compliance fines or fees for specific safety violations such as:
 - Blocked exits
 - Chained or padlocked egress doors
 - Accumulating combustibles
 - Overdue fire protection equipment inspections
 - Use of unapproved materials in corridors used for decoration
 - Unapproved construction (i.e., partitions, doors, stairs)
 - Failure to test smoke detectors
 - Missing detectors

3f Review mission statements, staffing patterns and organizational structures of both police/security and safety/risk management programs.

Safety remains a concern for all members of each campus community. It is especially important for the campus police and security force. Their commitment to provide security for the students at large and to manage the changing climate and culture is essential.

Overall, attrition (among front line personnel as well as campus safety and security agencies) creates a loss of institutional knowledge and interrupts the effectiveness of efforts to prevent, protect, and respond to campus safety and security issues. Frequent turnover among campus and security officials results in continuous recruiting, hiring and training of new personnel. Vulnerability is more likely to increase when attrition is high.

The Task Force believes that Kentucky institutions need to take a comprehensive look at the student/police officer ratio and strive to adhere to the national standard, which is 3 to 3.5 police officers per 1,000 people (students, faculty and staff). Appendix E is a chart showing the ratios of security and safety staff to students at Kentucky's 8 public postsecondary institutions. The ratio of students living on campus to those living off campus among these ranged from 10% to 42%. Total safety staff ranged from 16 to 56, including sworn as well as non-sworn employees. Total student to safety staff ratio ranged from 125 at the lowest to 732 at the highest. As a way to reduce attrition, we recommend that each campus police department develop recruitment strategies to attract potential officers from retired law enforcement and retired military.

The Task Force received information regarding risk assessment from all but one of the public institutions. This information demonstrates that each of these 7 institutions either has a formal risk management program in place (budgeted and staffed), or divides risk management functions among various existing departments. The Task Force recommends that each institution address risk management issues and update the information as needed.

The Task Force did not receive any specific data to report on "mission statements." Most mission statements are on the institutions' websites.

3k Establish broad and systematic initiatives that will enhance safety and security across campus life, giving due consideration to the following:

- (1) Restricting vehicle access around the perimeter of the campuses by erecting physical obstacles and through gate control;**
- (2) Restricting delivery access to the campus through perimeter receiving and check-point controls;**
- (3) Automating locks and monitors for key buildings and rooms, especially where hazardous biological, chemical, or radioactive materials are stored or used;**

- (4) Developing materials management and monitoring systems to track deliveries, storage, and disposition as part of an Environmental Management System;**
- (5) Improving lighting in hallways, around key buildings and along walkways;**
- (6) Adding emergency phones where strategic;**
- (7) Providing awareness training to all members of campus communities, drawing on the effectiveness of neighborhood watch programs; and integrating security training with related environmental, health and safety programs; and**
- (8) Reviewing air and water intake and distribution systems to identify various vulnerabilities.**

The Kentucky Office of Homeland Security (KOHS) reports there are currently no programs in the state that address issues 3k (3), (4) and (8) in the Governor's Executive Order (automating locks and monitors for key buildings and rooms, developing materials management and monitoring systems, and reviewing air and water intake and distribution systems). KOHS suggests these services can be provided by private contractors.²

In order to enhance safety and security across campus life, the Task Force urges all institutions to implement the following six changes:

- Improve lighting in hallways and corridors, around large and populated buildings and along walkways.
- Provide awareness training and workshops for students, faculty, and staff.
- Install door alarms and delayed (30 seconds) egress systems (to prevent door propping) on housing facilities.
- Establish 24-hour security monitoring in housing facility entrances.
- Install CCTV monitoring equipment at entrances and stairwell exits in housing facilities.
- Provide training on environmental health and safety programs.

Where feasible and practical, the Task Force recommends the following additional measures:

- Restrict vehicle access to areas where large crowds gather, such as stadiums, gymnasiums, concert halls and auditoriums, through the use of barriers and gate control.

² The Department of Criminal Justice Training (DOCJT) within the Kentucky Justice and Public Safety Cabinet has been involved in the assessment of 21 sites on 7 college campuses over the past 3 years. The Kentucky Community Preparedness Program (KCCP) was developed by DOCJT with assistance from grant funding provided by KOHS. KCCP has conducted vulnerability assessments at Asbury Theological Seminary, Eastern Kentucky University, Morehead State University, Murray State University, St. Catharine College, University of the Cumberlands, and Western Kentucky University.

- Automate locks and monitors for large and frequently accessed building sites and rooms where hazardous biological, chemical and radioactive materials are stored.
- Equip all buildings with video cameras at main entrances.
- Use proximity card access technology and/or card swipe systems at all main entrances to buildings on campus, to reduce the likelihood of unauthorized entry.
- Develop materials, management and monitoring protocols to track deliveries, storage and disposition as part of the Environmental Management System within state and federal regulations.
- Provide electronic locking systems on housing, research and administrative facilities.
- Install emergency phones where advantageous and appropriate.
- Review air and water intakes continually to identify vulnerabilities

E. CRIME AND SUBSTANCE ABUSE

3b Identify and report on campus crime and drug and alcohol abuse, with an analysis of the relationship between the police and various fire departments and the college and university campus communities, and make recommendations where necessary.

The Task Force engaged students and staff in talking about the incidences of crime and substance abuse on campus. The information they provided as well as the data included in annual reports required by the Clery Act and the Minger Act (these reports include a summary of the number of referrals and arrests for drug, alcohol and weapons violations) were considered by the Task Force. Kentucky is in line with national statistics on campus crime and drug and alcohol abuse.

In addition to receiving information and statistics regarding crime and substance abuse, the Task Force heard testimony and reviewed reports from Dorothy Edwards at the University of Kentucky; Sharon LaRue at the University of Louisville; Andrew Smith at the Alcohol Education Office at the University of Kentucky; and Lydia Noll at the Bluegrass Rape Crisis Center. Ms. Noll met with the Task Force in April to discuss her outreach program that offers counseling for sexual violence on campus. She presented statistics on stalking and sexual assault on campuses.

National statistics derived from a study of women on college campuses include the following:

- Women aged 18 – 24 on American college campuses are at greater risk of becoming victims of sexual assault, domestic violence and stalking than women in the general population or in a comparable age group.
- Over the course of an average college career (5 years), the percentage of completed or attempted rapes among college women can be projected to climb to between 20 and 25%, with most of these incidents being perpetrated by someone the victim knows.
- More than 13 percent of college women reported being victims of stalking.
- 83% of rape victims were under 25 years of age when they were assaulted.
- Women aged 16 to 24 years experience the highest rate of domestic violence victimization.

- 21% of college students report they have experienced dating violence by a current partner, where 32% report violence by a previous partner.
- Over 100,000 full-time students at 4-year colleges reported being victims of a sexual assault or date rape in the past year because of other students' drinking.
- Students who report alcohol use were 5 times as likely to perpetrate violence against their current dating partner.
- 75% of male students and 55% of female students involved in date rape had been drinking or using drugs.
- A survey of 388 female college seniors showed that 79.3% of those sampled who reported having been raped or sexually assaulted while intoxicated put some or all of the blame on themselves.

Against this backdrop of national surveys and statistics, a study conducted by one Kentucky institution concluded that the national average of sexual assaults on campus was 1 in 4, and that the Commonwealth's statistics were in line with this average.

Dorothy Edwards spoke to the Task Force about campus crime. Ms. Edwards holds a doctoral degree in counseling psychology and has worked on college campuses since 1995. She is director of the University of Kentucky Women's Place, an organization that focuses on prevention of violence against women by serving as a central point on campus for coordinating victim services, training faculty in how to offer support, and giving women a safe place to obtain information and resources about violence.

Ms. Edwards' research paper entitled "Violence against Women on Campus" discusses the 8 public institutions' responses to violence against women on campus. Two of these universities that have received federal grants to develop campus programs have hired full-time coordinators to lead efforts in this area, and most public universities have some kind of program to address violence on campus, even if on a limited basis. Highlights of Ms. Edwards' paper include recommendations for campus response borrowed from an October 2001 "Toolkit to End Violence Against Women," and emphasizing the importance of prevention and awareness-raising on the issue of sexual violence against women. Ms. Edwards also summarized efforts in Kentucky to address this problem, as advanced by the Kentucky Association of Sexual Assault Programs, the Cabinet for Health and Family Services, and the University of Kentucky, all of which are engaged in a project with the Centers for Disease Control and Prevention to develop a statewide primary prevention plan for sexual violence.

The Task Force also interviewed and obtained information from Sharon LaRue, director of the PEACC (Prevention, Education, and Advocacy on Campus and in the Community) Program at the University of Louisville. PEACC is federally funded and its focus is to eliminate violence against women at the University of Louisville. Ms. LaRue, a Certified Professional Art Therapist and alumnus of the University of Louisville, is responsible for developing and implementing policies and procedures relating to violence against women on college campuses. The PEACC Program can be used as a model for other universities to initiate programs to assist victims of violence on their own campuses.

Preventing alcohol-related problems on college campuses should be a statewide priority. College administrators and their prevention staff face numerous challenges when attempting to reduce the prevalence and severity of alcohol consumption and alcohol-related casualties. For example, drinking (particularly binge drinking) has been shown to be consistently pervasive and persistent among college students. In addition, until a few years ago, research assessing the effectiveness of various prevention approaches in the college setting was scarce, making it difficult to identify effective measures.

Given the all-too-common tragic reports of deaths and other casualties associated with mass celebrations or riots featuring alcohol consumption, the solution may seem obvious and even manageable. But these singular events do not accurately reflect the actual prevalence of death and injury associated with alcohol use among college students. Based on epidemiological data from a variety of sources cited by Ms. Edwards, the following estimates of the consequences of college student drinking are as follows:

- More than 1,400 college students die annually in alcohol-related events, primarily traffic crashes.
- More than 2 million college students (of a total of 8 million) occasionally drive under the influence of alcohol and more than 3 million students ride with a drinking driver.
- More than 500,000 students annually suffer unintentional injury under the influence of alcohol.
- More than 600,000 students annually are hit or assaulted by another student who has been drinking.
- Alcohol, of all substances used, causes the most problems on college campuses.
- Studies show that about 43% of all students report drinking in a high-risk manner at some point in the college career. Twenty percent of students report drinking in a high-risk manner often.
- Surveys at colleges and universities across the country indicate the percentage of students who used various other drugs within the past year: marijuana (32.3 percent); amphetamines (6.5 percent); hallucinogens (7.5 percent); cocaine (3.7 percent); and designer drugs such as Ecstasy (3.6 percent). Such illicit drugs have been factors in many tragedies, including date rape crimes, hospitalizations for overdoses, and deaths.
- It is not only those who engage in high-risk drinking or other drug use who are affected. Students who do not use, or who drink legally and moderately, frequently suffer secondhand effects from the behavior of other students who drink too much.

Nationally, conservative estimates of sexual assault are that 25 percent of American women have experienced sexual assault, including rape. Approximately one-half of those cases involve alcohol consumption by the perpetrator, victim, or both. Alcohol contributes to sexual assault through multiple pathways, often exacerbating existing risk factors. Beliefs about alcohol's effects on sexual and aggressive behavior, stereotypes about drinking women, and alcohol's effects on cognitive and motor skills contribute to alcohol-involved sexual assault. Despite advances in researchers' understanding of the relationships between alcohol consumption and sexual assault, many questions still need to be addressed in future studies.

Andrew Smith at the University of Kentucky shared with the Task Force his research into the interrelationship between sexual assault and substance abuse. On a national level, some colleges and universities are taking steps to address alcohol and other drug problems. Colleges and universities are implementing policies and programs to curb alcohol and other drug use and its associated negative consequences. Some colleges and universities have broad prevention approaches that combine traditional educational programs with strategies aimed at changing the whole environment on campus and in surrounding communities. These approaches recognize that student behavior is influenced at multiple levels: personal, peer, institutional, community, and public policy. However, it is not enough for a college to distribute its alcohol and other drug policies printed in the back of a handbook, host a one-day alcohol awareness program, or offer counseling programs for those who seek them, and expect the problem to go away. University presidents, faculty and staff must actively deal with this issue.

Mr. Smith also noted that some national programs and policies in the area of prevention of crimes related to alcohol and other drug use have made a difference. He provided the following examples of strategies implemented by public and independent institutions across the country that have been shown to have a positive influence on the campus culture regarding alcohol and other drug use, and the Task Force recommends that Kentucky institutions consider the following:

- Working with local communities to ensure that alcohol is not served to minors or intoxicated students.
- Scheduling classes on Fridays, which emphasizes the importance of academics and discourages the alcohol-fueled partying that may occur on Thursday nights if students do not need to attend classes on Fridays.
- Keeping the library and recreational facilities open longer hours.
- Eliminating alcohol-industry support for athletic programs (accepting such funding can be seen as sending a mixed message to students).
- Restricting alcohol promotions and advertising on campus and in campus publications, especially promotions or ads that feature low-cost drinks.
- Monitoring fraternities to ensure compliance with alcohol policies and laws.
- Providing a wide range of alcohol-free social and recreational activities.
- Disciplining (consistent with university policies) repeat offenders and those who engage in unacceptable behavior associated with substances.
- Notifying parents (if allowed under university policies) when students engage in serious or repeated violations of alcohol or other drug policies or laws.
- Launching media campaigns to inform students about the actual amount of drinking that occurs on campus, since some students overestimate the number of their classmates who drink and the amount that they drink.
- Offering mandatory continuing education to raise awareness of these issues.

Finally, although there is not a great deal of published data on the co-occurrence of mental health disorders and substance abuse on either the state or federal level, there appears to be a strong relationship between the two. Statistics reported in the 2001 National Household Survey on Drug Abuse indicate that approximately 20% of individuals diagnosed with serious mental illness were dependent on or abused alcohol or illicit drugs. Assuming this same connection

exists on college campuses as in the general adult population, it is prudent to keep in mind that students with mental illness may by habit turn to substances to assist in managing and decreasing their mental illness symptoms. Conversely, students who abuse substances may exhibit symptoms that mimic mental illness due to excessive use, thereby bringing on psychotic symptoms or unusual and violent behavior. Either way, untreated substance use disorders and mental illnesses may be linked to increased incidences of violence and criminal behavior on campuses. While using all means to protect students' privacy rights, faculty and administrators at all public and independent institutions should nonetheless be vigilant and encourage appropriate assessment, referral and treatment for all of these disorders as a preventive measure.

F. TASK FORCE RECOMMENDATIONS

In this final part of the report, we repeat recommendations that were mentioned under other subject headings, but which answer charges 3(g) and 3(h) of the Executive Order.

3g Develop a list of recommended changes (short, medium and long-range plans and goals) for legislative implementation.

3h Develop policies and initiatives for heightened security and safety for the protection of campus people, facilities, the environment and the protection against dangerous or inappropriate release of information and materials, striking a balance between the need for physical security and the openness of campus environments and cultures.

As a general observation, more attention must be given to safety issues, especially fire and evacuation protocols. This includes implementing and practicing a well-defined evacuation plan. The Task Force has grouped its recommendations in three categories: institution policies and changes; state and local agencies and the Executive Branch; and legislative initiatives.

For action by public and independent institutions:

The Task Force believes strongly there is a need for institutions to give greater attention to unaddressed fire safety concerns in campus residential facilities. The Task Force encourages institutions to redouble their efforts to correct fire safety deficiencies and correct more of the identified problems on a timely basis.

Each public and independent institution should:

- Improve communication on campuses by using text messaging to alert students, faculty and staff of any imminent danger or threat to human life.
- Improve uniformity and consistency of the annual Minger and Clery reports.
- Through CPE, provide annual training on Minger Act reporting.
- Conduct scientific surveys on safety and security concerns throughout the campus community, to supplement and corroborate information received by the Task Force.
- Change the required submission date to March 31 of each year for the Minger report.

- Review and update all emergency response and crisis management plans with an all-hazards approach with first responders.
- Conduct safety and security training sessions with all faculty and staff members on a yearly basis. Training sessions would include appropriate emergency response tactics (evacuation, lockdown, shelter-in-place etc.)
- Practice emergency preparedness drills and tabletop exercises at least once each semester or quarter, with an emphasis on the Incident Command Structure.
- Research grant and funding opportunities to finance research in identified campus safety areas of concern.
- Offer mandatory ongoing education on campus safety related topics: fire, armed intruders, severe weather, drug/alcohol abuse, sexual assaults, etc.
- Establish a mental health alert network on campus to identify students who need immediate crisis mental health attention, ensuring the network has a follow-up component.
- Establish and hold regular practice drills on fire and evacuation protocols. Create written policies with significant consequences to deal with false fire alarms, to include stepped-up enforcement of the stated consequences of this behavior.
- Schedule mandatory drug and alcohol awareness classes once each semester or quarter.
- Strictly enforce alcohol and drug violations on campus, with a focus on deterrence. Fine students for violations and order them to community service as a form of restitution.
- Equip building entrances with automated locking/card swipe systems with video cameras, and post hours of business.
- Develop materials, management, and monitoring systems to track deliveries.
- Improve lighting across campus.
- Install door alarms and delayed egress systems.
- Establish 24-hour security monitoring in housing facility entrances.
- Bolster relationships with and develop signed working agreements with local law enforcement agencies.
- Develop and include safety and security standards in their accreditation process.
- Assess vulnerabilities and conduct a critical infrastructure/physical assessment inspection using trained specialists.
- To reduce attrition, campus police departments should develop recruitment strategies to attract potential officers from the military and law enforcement retirement pools.

As part of the proposed Center for Campus Safety, the Task Force recommends that a study group be formed to develop ways to accomplish legislative changes in the arena of formal policies and best practices. Concurrently, public and independent institutions should draft their own policies and initiatives. We offer the following specific recommendations:

- Visitation and escort policies should be clearly posted in campus living quarters.
- An electronic card access system should be installed on all residence hall exterior doors.
- Only residents and university-authorized individuals should have room keys/access cards.
- Resident assistants and supervisors should receive regular instruction from campus and local police about safety and security.
- Uniformed security officers should patrol residence hall complex areas after dark.

- Exterior doors should be kept locked 24 hours a day and be armed to sound an alarm if opened.
- Interior rooms and windows should have locks.
- Fire and smoke alarms should be installed in each hall and should be inspected and tested once a month.
- Fire drills should be conducted at least once each semester or quarter.
- Students should be advised to lock their rooms and remove valuables during holiday breaks.
- Emergency telephones should be provided outside each residence hall.
- Safety inspections, including fire safety, should be conducted by certified licensed inspectors.
- Sprinklers should be inspected by certified licensed inspectors only.

With respect to safeguarding security while striving to maintain an open and inviting campus atmosphere:

- Identify the location and amount of hazardous materials on, near and around it and evaluate the risks posed by those hazards.
- Provide lockboxes, security cables and locks for laboratories with biological toxins.
- Require that all researchers using toxins have documented training.
- Enter into agreements with other organizations in the area for supplies, buses, food, fuel, water, and information technology functions.
- Using crisis-preparedness planners, form relationships with the area's homeland security representative, emergency management coordinator and the FBI special agent in charge.
- Train campus officers in shelter management, critical incident management, evacuation and reunification planning, and crowd control.
- Make power generators available to recharge communications equipment.
- Provide satellite phones and UHF/VHF radios for use in situations where other radios and cell phones are unreliable.
- Adopt formal, detailed crisis management emergency response plans with incident command structure.
- Schedule drills, tabletop exercises, and practice plans on a regular basis.
- Update and review mutual aid agreements and memoranda of agreement (to avoid confusion among municipal, county, state and federal officials, having agreements in place before an event occurs will clarify command structure and coordination).
- Establish and identify recovery/mental health services available to students.
- Adopt a communication plan and backup.
- Conduct staff, faculty and student training sessions.
- Enter into mutual aid agreements for appropriate information sharing.
- Consulting with engineers and emergency experts when selecting shelter sites on campus.
- Determine the Global Positioning System locations of campus buildings.
- Determine who has authority over campus resources and operations before a crisis occurs.

