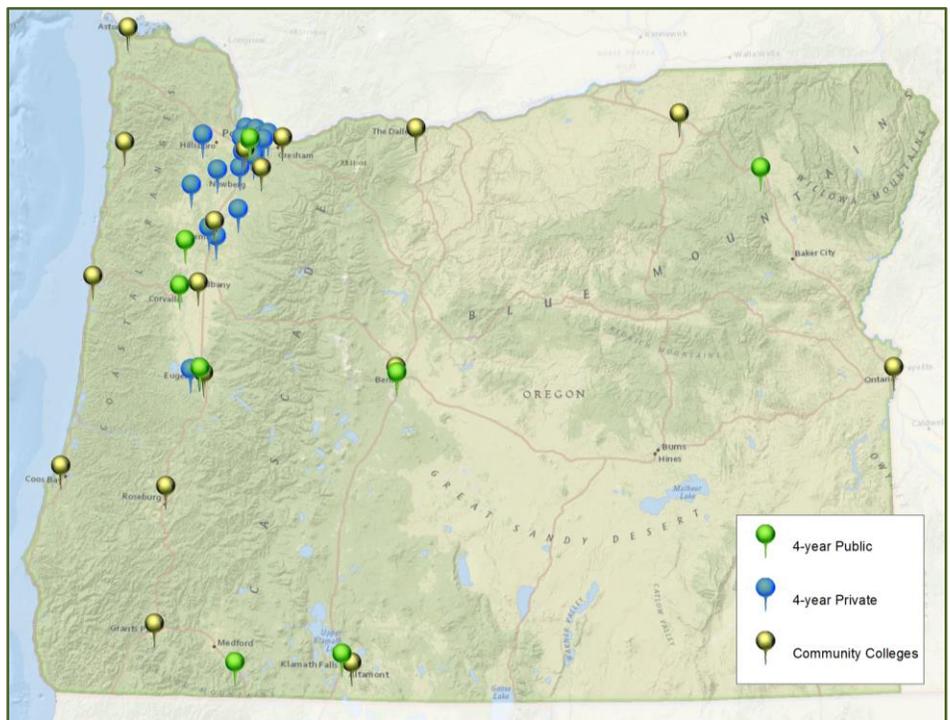




# Campus Safety at Oregon Post-Secondary Education Institutions:

A Report from the Oregon Campus Safety Work Group



October 2016

Final Report

Prepared for:  
**Oregon Campus Safety Work Group**

Prepared by:  
**Community Planning Workshop**

A Program of the  
Community Service Center





Governor Kate Brown,

In response to the tragic incident at Umpqua Community College in October 2015, you established the Oregon Campus Safety Work Group (OCSWG or the Work Group) to (1) identify resource needs and potential state policy to enable a coordinated strategy across the higher education system for public and private institutions, and (2) Analyze promising practices and protocols that can be shared across all post-secondary education institutions to maintain public safety, and prevent, prepare for, and effectively manage future response and recovery efforts for campus-wide crises or emergencies.

In considering the broad, overarching, and complex aspects of campus safety, the Work Group met with professionals from various disciplines throughout the state. In addition, the Work Group created subgroups focusing on the core topics. The work done in these groups helped formulate the Work Group's primary recommendation that a standing body be established that will connect directly to the Governor's office, the legislature, and the Higher Education Coordinating Commission. This entity would oversee, and have the authority to advance the priorities of, campus safety and resilience in higher education institutions statewide. This body, when created, would then work with Oregon's postsecondary educational institutions and their partners to implement the recommendations of the Work Group.

The Work Group focused on four categories to improve the safety and resilience of Oregon campuses:

1. Response, continuity, and recovery
2. Physical safety and law enforcement
3. Physical security and infrastructure
4. Behavioral threat assessment and prevention

Within each category, we provide specific lists of recommendations to advance campus safety and resilience statewide.

Bringing professional disciplines together across the state to talk about prevention and planning is a critical component of campus safety and resilience. We recognize that resources available to enhance campus safety vary from institution to institution. Even so, partnerships with state and campus leaders, first responders, mental health professionals, and other community resources are available to most institutions.

Oregon is home to a premier network of postsecondary educational institutions. It is our collective responsibility to strengthen campus safety and resilience. This report is not intended to be an exhaustive assessment, rather the report shall serve as a starting point for dialogue and action that will help match the superb quality of education available at Oregon institutions with a similarly robust and excellent campus safety and resilience governance structure.

We value your continued support in implementing the recommendations.

André Le Duc  
Oregon Campus Safety Work Group Chair

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## **About the Community Service Center**

The Community Service Center (CSC) is a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon. It is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The CSC links the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in Oregon, thereby serving Oregon and providing learning opportunities to the students involved.

## **About Community Planning Workshop**

Community Planning Workshop (CPW) is one of the core programs of the University of Oregon's Community Service Center (CSC) ([csc.uoregon.edu](http://csc.uoregon.edu)). Established in 1977, CPW provides students the opportunity to address planning and public policy problems for clients throughout Oregon. Students work in teams under the direction of faculty and graduate teaching fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities.

## **About the Higher Education Coordinating Commission**

The Higher Education Coordinating Commission (HECC) is a 14-member volunteer commission that advises the Oregon legislature, the Governor, and the Chief Education Office on higher education policy. The HECC is dedicated to fostering and sustaining the best, most rewarding pathways to opportunity and success for all Oregonians through an accessible, affordable, and coordinated network for educational achievement beyond high school. As the State of Oregon's single portal to all higher education sectors, the HECC focuses on investing resources to maximize student success, making postsecondary education affordable, improving pathways to and within postsecondary educational institutions, and connecting job-seekers with employment.

## **Funding for the development of this report was provided by:**

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# EXECUTIVE SUMMARY

This report is the product of the Oregon Campus Safety Work Group (OCSWG or the Work Group). The OCSWG is composed of officials from many of the state's postsecondary educational institutions (PSEI) and was formed by Governor Kate Brown after the October 2015 shooting at Umpqua Community College.

## Charge of the Work Group

Public safety is an increasingly critical issue on campuses across the country, including institutions in Oregon. High-profile examples of emergencies and threats to college campuses, such as Superstorm Sandy and the tragedy at Virginia Tech, have shifted statewide conversations over the past 15 years. Emergencies and threats to students, faculty, and staff on campuses can take numerous forms; acts of violence, natural disasters, communicable disease outbreaks, cyberattacks, and system failures are some examples. Many of these events are often highly publicized.

To prepare for and mitigate a wide range of threats to campus safety effectively, the Oregon Campus Safety Work Group uses a comprehensive all-hazards approach to evaluate safety and disaster response, as well as recovery needs. From the looming threat of a Cascadia earthquake, to devastating incidents like the Umpqua Community College shooting, it is clear that it is time to reprioritize resources and attention to ensure the safety and resilience of Oregon campuses.

The vulnerability of Oregon's campuses was tragically realized in October 2015 with the shooting at Umpqua Community College. In response to this incident and others, Oregon Governor Kate Brown established the Oregon Campus Safety Work Group. The purpose of the Work Group is to identify strategies to better support public safety and emergency management at Oregon's postsecondary educational institutions (PSEI). The charge of the Work Group is:

1. Identify resource needs and potential state policies to enable a coordinated strategy across the higher education system for public and private institutions; and
2. Analyze promising practices and protocols that can be shared across all post-secondary education institutions to maintain public safety, and prevent, prepare for, and effectively manage future response and recovery efforts for campus-wide crises or emergencies.

This is not the first time the state has explored strategies to improve safety on Oregon campuses. In 2008, the Governor's Task Force on Campus Safety in Oregon identified many of the same issues and strategies identified in this report.<sup>1</sup> Although some progress has been made since 2008, much more needs to be done to respond to the threats facing Oregon's postsecondary education institutions

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<sup>1</sup> Established by Executive Order 08-05 and amended by Executive Order 08-14;  
[https://www.oregon.gov/gov/Documents/executive\\_orders/eo0805.pdf](https://www.oregon.gov/gov/Documents/executive_orders/eo0805.pdf);  
[https://www.oregon.gov/gov/Documents/executive\\_orders/eo0814.pdf](https://www.oregon.gov/gov/Documents/executive_orders/eo0814.pdf)

(PSEI). The recommendations in this report build on recommendations in the 2008 report and identify opportunities for PSEI across the state to work together to make Oregon campuses safer.

## **Recommendations & Next Steps**

The campus safety efforts detailed in this report will only be successful through leadership, resources, and accountability. The leadership necessary to implement these recommendations effectively must happen at the state, institutional, and community levels. The recommendations also require state funding to ensure all PSEI can leverage their resources and establish training and resource-sharing networks that will help them implement best practices and protocols.

Accountability is also critical to the successful implementation of the Work Group's recommendations. A singularly focused entity will need to ensure these recommendations are implemented, otherwise the follow-through may be haphazard and inconsistent around the state, leaving Oregon's postsecondary educational institutions just as vulnerable to a variety of threats as they are today.

To implement the recommendations, the OCSWG recommends a phased approach. The OCSWG recommends the following actions in Phase I:

1. Establish a Higher Education Safety and Resilience Council.
2. Appropriate \$500,000 to support a three-year statewide training initiative to advance a number of the recommendations identified in this report.
3. Hire two FTE to manage the council and develop/implement a statewide training program.
4. Establish an online training/resource portal for Oregon PSEI to share promising practices and protocols in real time.
5. Amend ORS 238.082 SEC 5 to add PSEI to the exemption for hiring retired law-enforcement officers.
6. Develop a physical-security grant program to help PSEI pay for critical public safety infrastructure in existing buildings and campus infrastructure.

The OCSWG recommends Phase I have a three-year implementation timeframe and, following Phase 1, the newly established Council would report back to the Governor and legislature on its activities and impact during the third year. Subsequent phases will build on the Phase 1 efforts.

The matrix on the following page contains the Oregon Campus Safety Work Group's full recommendations.

## Higher Education Safety and Resilience Council

### Recommendation 1.0:

Establish a Higher Education Safety and Resilience Council composed of university and college leaders and safety, security, emergency, and risk-management experts who will provide advice and recommendations to the Governor, state agency leaders, and the Higher Education Coordinating Commission on matters related to safety, security, and overall disaster resilience of Oregon's post-secondary education institutions (PSEI). The council will work with Oregon's post-secondary education institutions to strengthen the ability of Oregon's colleges and universities to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk to the state's academic and research missions.

**NOTES:** *There is a need for statewide coordination, training standards, resource allocation, and more to improve campus safety and resilience at all post-secondary education institutions in Oregon. The first recommendation is to establish a council that advises on needs, tracks changes, and provides resource recommendations to the Governor's office, the legislature, and the Higher Education Coordinating Commission to advance campus safety and resilience initiatives statewide.*

Response, Continuity, and Recovery	Public Safety and Law Enforcement	Physical Security and Infrastructure	Behavioral Threat Assessment and Prevention
<p><b>RECOMMENDATIONS</b></p> <p><b>2.1</b> Establish a statewide, standardized, shared-services training program for PSEI for incident response, continuity, and recovery.</p> <p><b>2.2</b> Develop and support all-hazard incident management teams to serve PSEI. The teams would consist of both campus and regional teams to cover all PSEI in the state.</p> <p><b>2.3</b> Support the adoption of the National Intercollegiate Mutual-Aid Agreement by all Oregon PSEI.</p> <p><b>2.4</b> Develop statewide training and resources for higher education academic, research, and administrative continuity.</p> <p><b>2.5</b> Create training and outreach materials for preparedness and mitigation to benefit all PSEI staff, faculty, and students, as well as community partners.</p> <p><b>2.6</b> Establish online resource-sharing and collaboration center for higher education practitioners charged with maintaining campus safety and disaster resilience.</p>	<p><b>RECOMMENDATIONS</b></p> <p><b>3.1</b> Provide academy training and certification for campus public safety officers.</p> <p><b>3.2</b> Ensure all PSEI have access to sworn police officers (either on campus or in the community) who have been trained and understand the unique environments and legal requirements of providing law-enforcement services to PSEI (e.g. Clery Act, Title IX, etc.).</p> <p><b>3.3</b> Add PSEIs to the exemption for hiring retired law-enforcement officers as a percent of the force in both campus police and campus public safety (<i>ORS 238.082 Sec 5</i>).</p> <p><b>3.4</b> Ensure training with law-enforcement service provider and campus public safety in active shooter response is specific to the individual campus size and public safety staff capacity.</p>	<p><b>RECOMMENDATIONS</b></p> <p><b>4.1</b> Require all PSEI to have campus security standards that take into account the campus's size, complexity, and hours of operation; those standards must also incorporate crime prevention through environmental design principles. These standards should be integrated into campus planning efforts, capital projects, and major remodels.</p> <p><b>4.2</b> Develop a physical-security grant program to help PSEI fund critical public safety infrastructure including access control, cameras, alarms, data storage for video, mass notification, and lighting in existing buildings and campus infrastructure.</p> <p><b>4.3</b> Review existing purchasing cooperatives and/or develop new options to leverage statewide purchasing power for physical security infrastructure, including but not limited to access control systems, cameras, alarms, data storage solutions, lighting, etc.</p> <p><b>4.4</b> Identify promising practices for budgeting, maintenance, and replacement of security systems at postsecondary intuitions.</p>	<p><b>RECOMMENDATIONS</b></p> <p><b>5.1</b> Create and fund a statewide threat-assessment team mentorship program to help PSEI develop multidisciplinary institutional or community-based threat-assessment and management teams.</p> <p><b>5.2</b> Develop a self-audit tool for behavioral threat-assessment teams to help PSEIs benchmark their prevention, preparedness, and mitigation capabilities.</p> <p><b>5.3</b> Develop an active shooter training curriculum / standard / recommendations for students, faculty, and staff; it must include presentation materials (slides, videos, handouts, etc.) that campuses can customize.</p> <p><b>5.4</b> Coordinate with the K-12 Oregon Task Force on School Safety in implementing their 2015 recommendations.</p>

<p><b>NOTES:</b> Campuses regularly suffer from a lack of technical assistance and funding resources, as well as insufficient coordination among public, private, two-year, and four-year campuses. The recommendations would be developed using a shared-services model.</p> <p>Phase I: The implementation of the recommendations can be broken down into phases. Phase I would focus on training, resource development and sharing, and development of statewide incident management teams for higher education. The intent is to accomplish this over a three-year period. It would start with the development and delivery of three regional training and resource workshops, as well as one statewide Disaster Resilient Universities summit. The trainings and workshops would rotate and be hosted at different campuses throughout the state. The training would be open to other state and community partners (e.g., law enforcement, fire, EMS, emergency management, mental health professionals, etc.).</p>	<p><b>NOTES:</b> REC 3.1 NOTES: (A.) Require specific classification separate from police, separate from ORS 352.118, separate from private security. (B.) Training specific to providing public safety services on campus. (C.) Would set minimum standards and qualifications for selection and hiring (D.) Would require Department of Public Safety Standards and Training (DPSST) certification and maintenance (E.) DPSST would approve training, either directly or through train-the-trainer program (F.) Appropriate approved DPSST training would be identified and made available to campus public safety. (G.) Include campus policing training in the DPSST Basic Police curriculum, including Title IX and Clery requirements, so that police officers with a campus in their area comply with the legal requirements.</p> <p>REC 3.2 NOTES: Requirement may be met in different ways: (A) Establish comprehensive memorandum of understanding with local law enforcement specifically outlining roles, responsibilities, and expectations. Such requirement would identify mandatory and permissive topics: (B) Contract with a law enforcement provider for these services. A possible third option would be expansion of ORS 352.121 to include community colleges and larger private institutions. Given the cost of creating and maintaining a campus police department, a broader discussion around this possibility should occur among community colleges, private institutions, OSP, and HECC.</p>	<p><b>NOTES:</b> Investments in infrastructure are a key component to campus safety. From electronic surveillance systems to interior locking doors, PSEIs need additional infrastructure to make them safer.</p> <p>Oregon PSEIs should adopt Crime Prevention through Environmental Design standards, with the goal of ensuring that a campus is “security-smart” and that it is committing resources in an efficient manner. The standards should include building-specific security system designations and standardized security platforms and systems appropriate for each type of building and area of campus.</p> <p>The PSEIs Security Grant Program could be modeled off the Seismic Rehabilitation Grant Program, which is a state competitive grant program that funds seismic rehabilitation of critical public buildings, particularly public schools and emergency services facilities.</p>	<p><b>NOTES:</b> Initial training activities can align with the response, continuity, and recovery recommendation to establish a statewide, standardized, shared-services training program for PSEIs for incident response, continuity, and recovery. The recommendation calls for one-time funding for three statewide training efforts.</p> <p>In addition to the recommendations listed above, a resource-sharing center is valuable for sharing guidance, frameworks, examples, policies, best practices, models, templates, etc. that address prevention, preparedness, and mitigation for a range of hazards.</p> <p>Costs include staff time for development, i.e., compiling resources that are publicly available and seeking out others that are not and maintenance. Costs may also include hard costs such as set up and subscription to an online tool. Access to this repository should be free to Oregon PSEIs. Institutions developing threat-assessment teams will benefit from a mentorship program that provides support, resources, best practice protocols, technical support, and training.</p>
<p><b>COST ESTIMATE:</b> The estimated the costs of phase one is \$500,000 in one-time funds (\$167,000 per year for three years), plus (2.0) FTE annually on a recurring basis to serve as council coordinator and statewide education incident management team training and resource coordinator, and \$20,000-\$50,000 for an online resource center.</p> <p>In short, the funding would be used to: (1) hire two FTE staff members to support the council and develop programming, (2) develop training and resource materials for Oregon PSEI, (3) develop and implement a regional training program, and (4) establish an online portal to host training and resource materials.</p> <p>Phase I regional trainings and workshops would advance many of the recommendations highlighted in this matrix and report, including but limited to: 1.0, 2.1, 2.2, 2.3 2.4, 2.5 ,2.6 3.4, 4.1, 4.3, 4.4, 5.1 and 5.3</p>			

# CHAPTER I: INTRODUCTION

This report is the product of the Oregon Campus Safety Work Group (OCSWG or the Work Group). The OCSWG is composed of officials from many of the state’s postsecondary educational institutions (PSEI) and was formed by Governor Kate Brown after the October 2015 shooting at Umpqua Community College. This introduction outlines the purpose of the OCSWG, its goals, and its charge. It also describes the methods that OCSWG used to develop the recommendations detailed in this report, and it lists the contents of the following chapters.

## Background and Purpose

Postsecondary educational institutions are key assets in communities across the state of Oregon. Statewide, over 350,000 students attend more than 55 two- and four-year public and private institutions. Oregon has seven public universities, 17 public community colleges, 24 four-year, private institutions, and many other independent colleges and trade schools. The 14-member Higher Education Coordinating Commission (HECC) supports Oregon’s PSEI and the communities they serve. Two other organizations also support Oregon’s PSEI.

1. The **Oregon Community College Association (OCCA)** supports the state’s publicly chartered community colleges, their faculty and staff, and students they serve.<sup>2</sup>
2. The **Oregon Alliance of Independent Colleges and Universities** represents and serves regionally accredited, nonprofit, private colleges and universities in Oregon. The alliance advocates for the institutions and facilitates institutional cooperation and collaboration among the institutions, businesses, the philanthropic sector, and the government.<sup>3</sup>

PSEI not only provide education, research, and service, but are also often one of the largest employers in their communities. In turn, they have significant local, statewide, and even international economic impacts. Each PSEI has a distinct culture, often functioning as a distinct community within a larger urban or rural area. Like other types of communities, PSEI face the threat of emergencies such as natural hazards, acts of violence, intentional or accidental failure of key infrastructure, and myriad others. To protect the educational missions they serve, PSEI must plan for and manage these emergencies.

The public safety challenges that each campus faces are unique. When asked about the top challenges facing their institutions’ public safety departments, representatives from Oregon’s PSEI gave a wide range of responses. The top challenge is a lack of resources or funding, followed by insufficient training, insufficient staffing or capacity, and the need for equipment like mass notification systems or access control. Respondents also mentioned changing (and increasingly

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<sup>2</sup> <http://www.occa17.com/about-us/>

<sup>3</sup> <http://oaicu.org/about-the-alliance/>

negative) narratives about campus safety, specific threats to their campus, and the need for increased institutional commitment from the campus community and campus leadership.

These needs are all the more pressing in the face of threats that can reveal the vulnerability of PSEI, including recent and devastating events such as the shooting at Umpqua Community College and Superstorm Sandy. In response to growing awareness of these and other threats, Governor Kate Brown created the Oregon Campus Safety Work Group (OCSWG) with the following charge:

1. Identify resource needs and potential state policies that enable a coordinated strategy across the higher education system for public and private institutions; and
2. Analyze promising practices and protocols that can be shared across all post-secondary education institutions to maintain public safety, and prevent, prepare for, and effectively manage future response and recovery efforts for campus wide crises or emergencies.

The OCSWG, which began meeting in March 2016, is composed of more than 20 representatives from various PSEI throughout the state (see Acknowledgments) and various departments within those institutions. The full Work Group met eight times between March and October 2016.

Four subgroups addressed specific issues in greater detail:

- **Leadership and Policy:** This subgroup focused on the implementation and adoption of the recommendations from the other three subgroups.
- **Response, Continuity, and Recovery:** This subgroup focused on assisting institutions in the wake of an incident or emergency, from the immediate aftermath to long-term recovery.
- **Physical Security and Law Enforcement:** This subgroup focused on institutions' access to law-enforcement officers and infrastructure such as cameras, alarms, notification systems, etc.
- **Behavioral Threat Assessment and Prevention:** This subgroup focused on actions and policies for institutions before an incident or emergency happens, in an effort to lower the risk of it happening or to reduce its impact.

The subgroups met 12 times (three to five times per subgroup) between June and October 2016 to discuss key issues and develop recommendations that the entire Work Group then vetted and approved.

## Methods

The Community Service Center (CSC) at the University of Oregon provided research and organizational support to the Work Group. The Work Group and subgroups relied on case studies of strategies, policies, and institutions from other states, as well as a literature review of previous reports and papers. That previous work includes:

- Matrix of Campus Safety and Security Needs for Oregon Community Colleges (2016)
- National Campus Emergency Management Needs Assessment (2016)
- Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)
- Oregon Task Force on School Safety Report to the Oregon State Legislature (2015)
- The Governor’s Task Force on Campus Safety in Oregon Recommendations and Summary (2008)

Along with the literature review, the OCSWG and subgroups incorporated information from individuals and groups associated with campuses and public safety, including a group of journalism students from the University of Oregon and a representative of the Oregon Office of the State Fire Marshal.

Three surveys provided critical information about current practices and needs of Oregon’s PSEI.

1. **Physical Safety and Law-Enforcement Survey (PS&LE survey):** The OCSWG distributed a survey to the person responsible for public safety at all public and private PSEI throughout the state (See “Supporting Documentation” report for the complete survey results). Eighty-five percent of institutions responded to the survey (40 of the 47 institutions surveyed).
2. **National Center for Campus Public Safety Higher Education and Emergency Management Needs Assessment Survey (NCCPS survey):** Thirty-eight people from 26 Oregon PSEI responded to this 2016 nationwide survey conducted by the National Center for Campus Public Safety (NCCPS) and the Disaster Resilient Universities Network (see “Supporting Documentation” report).
3. **Oregon DRU Summit:** Eighty individuals from PSEI throughout Oregon participated in the Oregon Safety and Disaster Resilient University (DRU) Summit in May 2016. The summit explored issues related to campus emergency management programs. The University of Oregon has hosted annual DRU Summits for the past several years.
4. **Physical Security Needs Inventory:** Eighteen campuses provided information about their physical security infrastructure and supply needs to the CSC (see “Supporting Documentation” report).

Finally, the Work Group Chair, André Le Duc, gave several presentations of the project findings and recommendations to key stakeholders in the campus safety community. The intent was to allow stakeholders to vet the recommendations and give feedback. Mr. Le Duc presented to the Oregon Community College Association,

the Alliance Presidents Council, the Four-Year Public School Presidents Council, and a variety of other state agencies and partners.

## Organization of This Report

The following chapters contain the OCSWG findings, key conclusions, and implications the Work Group drew from the findings.

**Chapter II** details challenges and opportunities. It also describes best practices for PSEI to prepare for and manage future incidents and emergencies. The information in the chapter is broken into the following sections:

- Section 1. Leadership and Policy
- Section 2. Response, Continuity, and Recovery
- Section 3. Physical Safety and Law Enforcement
- Section 4. Physical Security and Infrastructure
- Section 5. Behavioral Threat Assessment and Prevention

**Chapter III** describes the next steps necessary to implement the OCSWG's recommendations.

Additional information is provided in the "Supporting Documentation" report. The report includes the following information:

- Appendix A: Overview of Oregon's PSEI
- Appendix B: Statewide physical safety and law-enforcement survey summary
- Appendix C: Summary of Oregon responses to the National Center for Campus Public Safety survey
- Appendix D: Physical security needs inventory

## CHAPTER II: CHALLENGES AND OPPORTUNITIES

Creating safe and resilient campuses is an exceedingly complex problem. It requires planning, preparation, communication, coordination, cooperation, and a focused effort from the entire campus community of students, staff, and faculty as well as community partners such as police, fire, and mental health specialists. In short, ensuring campus safety requires a “whole community” approach.<sup>4</sup> It also requires strategies for addressing threats before, during, and after they occur.

This chapter presents recommendations and supporting analysis developed by the OCSWG and subgroups to address current campus safety conditions and issues, as well as best practices and opportunities to address those issues. There are five sections: (1) leadership and policy, (2) response, continuity, and recovery; (3) physical safety and law enforcement; (4) physical security and infrastructure; and (5) behavioral threat assessment and prevention. Subgroup comments, survey analysis, literature review, and other Community Service Center research support each recommendation.

### Section I. Leadership and Policy

Commitment from an entire campus community is vital to ensuring the safety and vitality of Oregon’s campuses, and none is as important as commitment at the leadership level. Emergency management practitioners often use the phrase “institutional commitment” to mean support from institutional leadership. Most often this discussion points to senior leadership, such as boards of trustees, although faculty and staff are also included.

The importance of institutional commitment to the success of public safety and emergency management programs was a major theme in responses to the National Center for Campus Public Safety (NCCPS) survey. Sixty-five percent of respondents agreed or strongly agreed that leadership at their institution is committed to emergency management.

Developing and increasing a campus wide sense of shared responsibility for campus safety and incorporating emergency management into the strategic-planning process at the institutional level is a

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*“Institutional commitment can come in a variety of ways. Certainly there’s financial support. But that’s not the be-all end-all. Policies that reinforce the importance of emergency planning ... continuity planning ... are also important.” — Respondent to the national NCCPS survey*

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<sup>4</sup> The Federal Emergency Management Agency (FEMA) defines the Whole Community as one that “leverages all of the resources of our collective team in preparing for, protecting against, responding to, recovering from and mitigating against all hazards; and that collectively we must meet the needs of the entire community in each of these areas...Collectively, we can determine the best ways to organize and strengthen community assets, capacities, and interests. This allows us, as a nation, to expand our reach and deliver services more efficiently and cost effectively to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.” To find out more, go to: <https://www.fema.gov/whole-community>

key aspect of developing institutional commitment.<sup>5</sup> In addition to engagement, support, and “buy-in” from senior leadership, a centralized coordinating body that can follow through with implementing recommendations is also an important part of efforts to ensure campus resilience and safety.

PSEI have increased safety since 2008, however, there is still significant work to do. One of the shortcomings noted in the 2008 report issued by the Governor’s Task Force on Campus Safety in Oregon was that no one oversaw implementation of those recommendations. In addition to recommending that the 2008 recommendations are implemented, the OCSWG identified a number of opportunities where PSEI can mentor one another, conduct regional trainings, and share best practices and other research. The task of ensuring thousands of lives, infrastructure and business continuity is too great of a burden for any one institution to bear, but together we can collectively make progress on which all PSEI will benefit.

To develop a framework that facilitates the implementation of the other recommendations in this report, the **Leadership and Policy Subgroup** developed the following recommendation.

### **Recommendation I.0: Establish a Higher Education Safety and Resilience Council**

The first recommendation from the OCSWG thus is to establish a Higher Education Safety and Resilience Council to advise the Governor’s office, the legislature, and the Higher Education Coordinating Commission (HECC) on PSEI needs around campus safety. The Council would also track progress on the OCSWG’s recommendations and provide resource recommendations to the Governor and the legislature. The intent of the Council writ large would be to advance campus safety and resilience initiatives statewide. There is a need for statewide coordination, training standards, and prudent resource allocation, in order to improve campus safety and resilience at all PSEI in Oregon; empaneling a Council to help guide these efforts would meet this need.

The Higher Education Safety and Resilience Council should be composed of university and college leaders, as well as safety, security, emergency, and risk-management experts. The council would work with the state’s PSEI to strengthen their ability to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risks to the state’s academic, research, and engagement missions.

Oregon PSEI support the recommendation of having a Higher Education Safety and Resilience Council, as demonstrated by their responses to the NCCPS survey. When asked what emergency projects or programs their institutions should be working on, several respondents pointed to cooperation and coordination between departments and agencies. Further, when asked about cooperation between PSEI and professional partners in addressing emergency management needs, over 50%

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<sup>5</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

of Oregon respondents rated cooperation as fair, poor, or very poor. Respondents reported that increasing cooperation would allow institutions to share resources and eliminate duplicative efforts.

The Work Group recommends the state fund 1.0 FTE for a statewide Higher Education Safety and Resilience Council Coordinator. This position could be embedded in an existing emergency management program and operate as shared-services division on campus, similar to what has been developed for other four-year public schools around other administrative functions. This person would staff the council and statewide subcommittee work groups charged with advancing the recommendations in this report. The Council Coordinator would work closely with the second recommended new hire, a statewide Education Incident Management Team Training and Resource Coordinator as defined below. These two stewards would spearhead collaboration that would materially improve the level of safety and resilience of Oregon's PSEI.<sup>6</sup>

## Section 2. Response, Continuity, and Recovery

The **Response, Continuity, and Recovery Subgroup's** charge was to review promising practices and protocols for managing PSEIs' emergency preparedness and response, as well as continuity in academic, research, and business operations. The subgroup was also charged with identifying resource needs and recommendations to enable a coordinated strategy across the higher education system of public and private institutions for response, continuity, and recovery.

Campuses regularly suffer from a lack of technical assistance and funding, as well as insufficient coordination among public, private, two-year, and four-year campuses when it comes to response, continuity, and recovery needs. Oregon responses to the NCCPS survey confirm the need in Oregon for technical assistance around plans that address all stages of emergency management.

Comparing the NCCPS survey responses from Oregon PSEI to national responses indicates that the percentage of Oregon campuses without plans for various stages of the emergency management process is higher than the percent of campuses nationwide (figure 1). Continuity of academics, research, and business operations, as well as recovery planning emerged as the most pressing planning needs. See the NCCPS survey questions below.

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<sup>6</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

**Figure 1. Does your institution’s emergency management program have the following:**

Type of Plan	National		Oregon	
	Have Plan	In Progress	Have Plan	In Progress
Emergency Operations/Response Plan (EOP)	83%	21%	68%	26%
Hazard Identification and Risk Assessment	65%	21%	53%	37%
Crisis Communication Plan	64%	14%	63%	29%
Strategic Plan	53%	33%	41%	35%
Natural Hazard Mitigation Plan	50%	34%	47%	18%
Training and Exercising Plan	45%	16%	29%	34%
Business Continuity Plan	36%	30%	32%	32%
Continuity of Operations Plan	35%	25%	34%	32%
Recovery Plan	31%	20%	29%	42%

Source: University of Oregon, NCCPS survey, 2016

The **Response, Continuity, and Recovery Subgroup** developed six recommendations to address these needs.

**Recommendation 2.1: Establish a statewide, standardized, shared-services training program for PSEI for incident response, continuity, and recovery.**

A common theme among subgroups was the need for additional training and resources for all phases of emergency management, including preparedness, mitigation, response, continuity, and recovery. Oregon PSEIs can utilize the findings of the 2016 NCCPS survey as a baseline data set of need.

Oregon PSEI have a wide variety of needs in this area, according to the NCCPS survey. Training exercises and resources were the top responses; over 40% of respondents chose both categories. Fifty-three percent of respondents from Oregon PSEI reported having a training program for students, and 68% said they had a training program for faculty and staff.

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*“There needs to be standardized training, tools, and resources available to all campus public safety departments and officers.” — Respondent to the Oregon Physical Safety and Law Enforcement survey*

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In the statewide Physical Safety and Law-Enforcement (PS&LE) survey, the forty respondents listed “training” 25 times when asked to list the top three actions that would most improve their institution’s safety. A majority of Oregon PSEI respondents listed training for department personnel and training or drills for campus personnel as a critical need (23% and 18%, respectively) or major need (54% and 62%, respectively). One open-ended response specifically noted a high level of need for “centralized, state-established authority and training.” When asked

how they would prioritize hypothetical funding, over half of respondents said community, officer, and staff training was of critical or major importance.

Oregon PSEI can also use the NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs and Emergency Management Accreditation Program (EMAP) Standard to establish training based on actual need and national standards. Training should include a basic understanding of the Threat and Hazard Identification Risk Assessment<sup>7</sup> (THIRA) methodology and best practices to be used in all phases (mitigation, response, recovery, and preparedness) of emergency management. The THIRA vulnerability assessment serves as the starting point for any emergency-management planning process.

A model currently exists in Oregon for establishing statewide training programs. The Oregon Partnership for Disaster Resilience developed a successful mitigation-planning model for Oregon counties and cities. The subgroup suggests exploring a similar type of training program that moves around the state regionally over a multiyear timeframe to increase campus training capacities by improving training and planning.

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<sup>7</sup> FEMA Threat and Hazard Identification and Risk Assessment: <https://www.fema.gov/threat-and-hazard-identification-and-risk-assessment>

**Recommendation 2.2: Develop and support all-hazard incident management teams to serve post-secondary educational institutions (PSEI). The teams would consist of both campus and regional teams to cover all PSEI in the state.**

A common theme emerging from the Work Group was the need to establish specialized education-based incident management teams. The University of Oregon has developed a nationally recognized incident management team (UO IMT) that provides the command-and-control infrastructure required to manage the logistical, fiscal, planning, operational, safety, and campus issues related to incidents and emergencies. The UO IMT is based on the Federal Emergency Management Agency (FEMA) All-Hazard Type III position-specific training and is the first education-based IMT in the state.

In the national NCCPS survey, over half of Oregon respondents (55%) reported they did not have adequate staffing for incident management (slightly more than responses representing campuses nationwide; 47%). However, incident management team development plays an integral role in ensuring campuses have a strong recovery after an incident.

The UO IMT assisted Umpqua Community College (UCC) leadership in short-term recovery efforts following the October 1, 2015, shooting. The UO IMT deployed within 24 hours of the shooting for seven days to assist UCC's administration with communications, business continuity, and academic continuity. This response provided a critical bridge between the initial incident response (the first 24 to 72 hours) and the short-term recovery (the first two weeks).

Building upon the first recommendation, the Work Group suggests creating professional development and technical support (e.g., training programs, workshops, and hands-on assistance) to build and maintain three to five statewide Type III education incident management teams like the one at the University of Oregon. Oregon State University and Portland State University are both developing in-house teams. Adding these two campus based teams would help with coverage, but it is critical that the teams train and exercise together to ensure interoperability. Additionally, the Work Group suggests creating at least two regional teams of members from a number of PSEI to cover eastern, central, and southern Oregon PSEI. It is also important that these teams incorporate best practices from trauma-informed system approaches to emergency response and recovery training efforts.

In addition to creating these teams, the Work Group suggests the teams develop and maintain a single virtual emergency coordination center for Oregon PSEI.

**Recommendation 2.3: Support the adoption of the National Intercollegiate Mutual-Aid Agreement by all Oregon PSEI.**

The National Intercollegiate Mutual-Aid Agreement (NIMAA)<sup>8</sup> is a system in which campuses can provide and/or receive assistance to or from other campuses during

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<sup>8</sup> NIMAA Request for Information Form: [https://docs.google.com/forms/d/e/1FAIpQLSc-TvK2KASugln7sl0NEYyXCGDpR\\_4b95N7MwUi0\\_OSMBC8A/viewform](https://docs.google.com/forms/d/e/1FAIpQLSc-TvK2KASugln7sl0NEYyXCGDpR_4b95N7MwUi0_OSMBC8A/viewform)

an emergency or another situation. The NIMAA provides for mutual cooperation among participating institutions by conducting disaster-related exercises, testing, or other training activities before and resource sharing during emergencies. By adopting the NIMAA approach to mutual aid and assistance, PSEI are able to sign a single agreement covering issues such as scope of service, insurance, indemnification, liability, workers' compensation, operational control, and reimbursement.

Most universities cannot close down and must maintain core operations due to their responsibilities to residents and to protecting key research. The assistance from partnering institutions through the mutual-aid agreement is integral to maintaining necessary operations and restoring operations as quickly as possible after an emergency. Examples of situations during which campuses could require assistance include local/regional fires, floods, or major storms; disease outbreaks; and tragic incidents involving the loss of life, e.g., shootings, building collapses. The assistance could range from simple staff assistance for specific expertise, equipment, supplies, or facilities.

Extensive research, reviews, and incorporation of existing mutual-aid systems, lessons learned, and best practices have contributed to the development of the NIMAA over the past two years. It has been reviewed by FEMA, the Department of Homeland Security, and the Department of Education to ensure it complies with federal laws and regulations.

The NIMAA was developed specifically for the needs of the higher education community, is complementary to other mutual-aid agreements and programs, and works in cooperation with other plans. The development of mutual-aid agreements between schools and community agencies is also a best practice recommendation in the Massachusetts Board of Higher Education violence-prevention report.<sup>9</sup>

#### **Recommendation 2.4: Develop statewide training and resources for academic, research, and administrative continuity.**

Having continuity plans in place can assist in mitigating or reducing significant or catastrophic financial or reputational impacts following a disruption. The findings of the NCCPS survey indicate that planning for academic, research, and administrative continuity is a major need among Oregon PSEI. Many campuses do not have continuity programs or department-level plans to ensure that critical functions can continue during disruptions. Oregon responses to the NCCPS survey, for instance, show that only 32% of Oregon PSEI have a business continuity plan and a scant 34% have a continuity of operations plan. When asked what they would need in order to improve these plans, Oregon respondents most frequently said training, financial support, and awareness of best practices.

In addition to statewide training and resources to support continuity planning, campuses would benefit from best practices and tools they can adapt for their own use. A training model, similar to that outlined in recommendation 2.1, could

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<sup>9</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

disseminate continuity training across the state, and an online resource directory and repository could connect campuses on a daily basis. This repository could include case studies that highlight successful continuity efforts in postsecondary education, both in Oregon and across the country.

**Recommendation 2.5: Create training and outreach materials for preparedness and mitigation to benefit all PSEI staff, faculty, students, as well as community partners.**

Preparedness on a campus is a shared responsibility among institutional leaders, departments, and individuals. Individual preparedness is vital to the equation and can contribute to a more effective and efficient response to emergencies. Typical preparedness challenges include apathy and limited resources. There was general consensus among Oregon PSEI representatives attending the Oregon DRU Summit that institutions do not have enough staff to provide the necessary training to prepare the entire campus community to respond during an emergency event.

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*“Existing staff are overcommitted and many do not have time or resources devoted to preparedness activities.” — Oregon DRU Summit Report*

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To overcome these challenges, campuses in the state should come together to leverage limited human and financial resources in order to develop consistent training and outreach materials useable on any campus. Responses to the Oregon Public Safety and Law Enforcement (PS&LE) survey support this finding; 64% of respondents reported that their institutions consider funding community training/outreach activities of critical (6%) or major (58%) importance. Further, in the NCCPS survey, only half of Oregon PSEI representatives reported having a training program for students.

Opportunities for extended training exist with the state’s participation every fall in the Great Oregon ShakeOut Earthquake Drill.<sup>10</sup> Programs should engage students in helping develop outreach materials and peer-to-peer trainings. This could be a more effective means of sharing preparedness information.

One example of a successful peer-to-peer effort is the University of Oregon’s student-led “Unspoken” campaign. University of Oregon students surveyed 500 students, faculty, and staff about active shooter training. The majority of those surveyed reported they would not know what to do in the event of an active shooter. Seventy-eight percent of students and 72% of staff and faculty surveyed said they had not received active shooter training. Over 90% of students and over 83% of faculty and staff surveyed believed active shooter training should be required. The students created a website ([www.unspoken.io](http://www.unspoken.io)) to build awareness about active shooter incidents and to formally petition the University of Oregon administration to require active shooter training for all faculty, staff, and students. Unspoken is also described in Recommendation 5.3.

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<sup>10</sup> <http://www.shakeout.org/oregon/>

## **Recommendation 2.6: Establish online resource sharing and collaboration center for higher education practitioners charged with maintaining campus safety and disaster resilience.**

A resource sharing center is valuable for sharing guidance, frameworks, examples, policies, best practices, models, templates, and other tools that address prevention, preparedness, continuity, and mitigation for a range of hazards.

In the statewide PS&LE survey, over 75% of respondents from Oregon PSEI expressed some level of agreement with the recommendation to develop a shared-resource center. The Oregon DRU Technical Resource Center (Oregon DRU) could serve as a hub to share best practices for public safety, emergency management, continuity of operations, and recovery efforts across all PSEI throughout the state.

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*“Access to Law Enforcement Data System data would enhance the ability to conduct thorough threat assessment on a timely basis.” — Oregon Physical Safety and Law Enforcement survey respondent*

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This virtual resource and collaboration center for Oregon campuses would leverage the strengths and expertise of the national Disaster Resilient Universities Network and Oregon’s campuses.

The foundation of the DRU model is collaboration and resource-sharing across Oregon campuses to increase emergency preparedness, threat-assessment capabilities, mitigation, response effectiveness, and overall safety and organizational resilience.

Oregon DRU would build off the National Disaster Resilient Universities Network partnership and connect the skills, expertise, resources, and innovation of Oregon’s PSEIs (including public, private, four-year, and two-year institutions), state agencies, and federal partners, including but not limited to:

- Oregon Higher Education Coordinating Commission (HECC)
- Oregon Community College Association
- Oregon Alliance of Independent College and Universities
- Oregon Emergency Management
- Oregon Department of Public Safety Standards and Training
- Oregon Titan Fusion Center
- U.S. Department of Education - Readiness and Emergency Management for Schools Technical Assistance Center
- U.S. Department of Justice Bureau of Justice Assistance - National Center for Campus Public Safety (NCCPS)
- University of Hawaii - National Disaster Preparedness Training Center
- Federal Emergency Management Agency - Emergency Management Institute in Emmitsburg, Maryland
- Federal Bureau of Investigation
- Department of Homeland Security Office of Academic Engagement

The Massachusetts Board of Higher Education 2016 violence prevention report also recommended developing a centralized resource that would advance statewide campus safety and violence initiatives by improving coordination. As noted in the report, this centralized approach would help various stakeholder groups work

together to achieve the common goal of ensuring that campuses are safe, secure, and as free from violence and disruptions as possible.<sup>11</sup>

Costs include staff time for development, compiling resources that are publicly available and seeking out others that are not and maintenance. Costs may also include hard costs such as set-up and subscription to an online tool. Access to this repository should be free to Oregon PSEI.

### Section 3. Physical Safety and Law Enforcement

The OCSWG **Physical Safety and Law Enforcement Subgroup's** charge was to identify training needed to prepare security and law-enforcement resources; identify planning and design elements that can deter threats; identify promising practices for access control and video surveillance; and identify security-related outreach strategies for campus community members.

The subgroup met three times during the summer of 2016 to draft the recommendations regarding physical safety and law enforcement detailed in this section, as well as the physical security and infrastructure recommendations in the following section.

Sixty percent of respondents to the PS&LE survey reported that overall public safety increased at their institution over the past five years, and 28% reported it stayed the same. Thirty-three percent of respondents indicated that public safety budgets increased during that same time period, with 43% reporting that budgets stayed the same, and 25% reporting that budgets decreased or greatly decreased. The majority of respondents (61%) expected budgets to remain the same next year. Thus, a perception exists that overall public safety has improved, even at institutions that did not see additional budget resources.

The survey asked respondents to prioritize a variety of physical safety needs from “not a need” to “critical need.” Figure 2 shows how respondents rated their institution’s need for various elements that contribute to physical safety.

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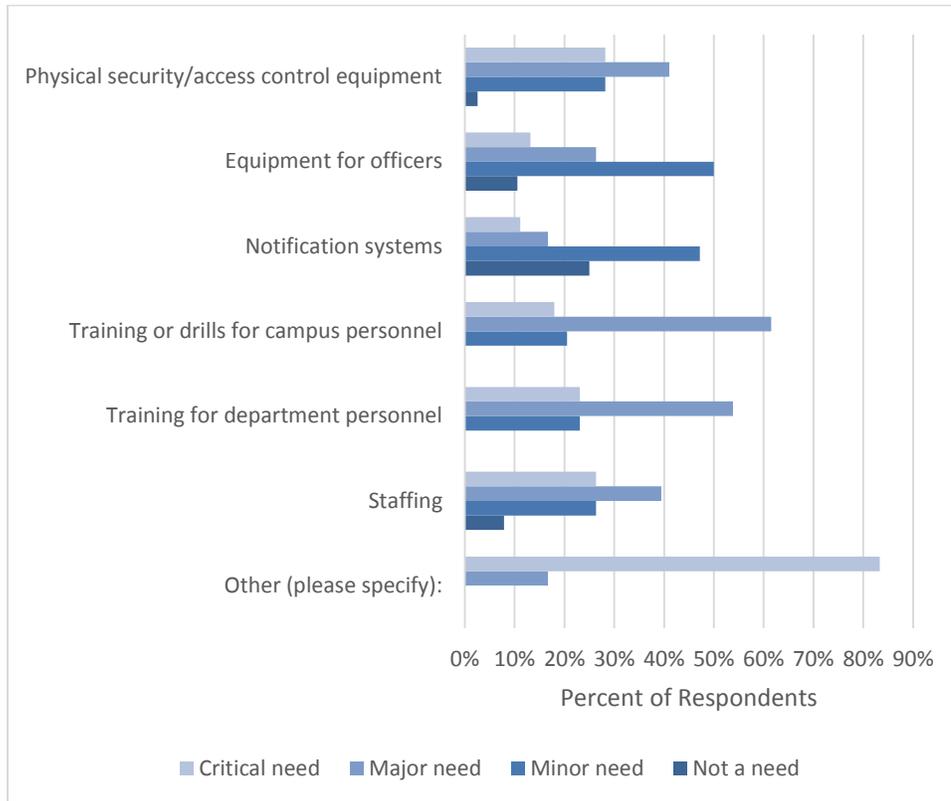
*“It’s very difficult to have a ‘buy-in’ from the administration for emergency preparedness on campus. The campus safety budget is always a very low priority. We are in need of policies, procedures, and MOUs with our local emergency agencies.” — Respondent to the Oregon Physical Safety and Law Enforcement survey*

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<sup>11</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

**Figure 2. Institutional need for physical safety, Oregon**



Source: University of Oregon, Physical Safety and Law-Enforcement Survey, 2016.

When asked to prioritize what they would spend limited dollars on, over 50% of respondents indicated that access control was of major (39%) or critical (22%) importance, followed by staffing levels (46% major and 24% critical importance). Nearly 13% of respondents reported having no full-time public safety or police officers at their institution. The survey also asked respondents to list the top three actions that would most improve their institution’s public safety. The top three actions identified included:

- Increased training (28 responses)
- Better tools or technology, ranging from surveillance systems to access-control and lockdown capability (23 responses)
- More staff and increased staff capacity (22 responses)
- Increased funding and enhanced public safety budgets (15 responses)
- Commitment and buy-in from leadership, staff, students, and other members of the campus community (six responses)
- Access to more information, including information about best practices or upcoming grants and funding, and access to data (four responses)
- Coordination among PSEI, between PSEI and outside partners, or among departments within PSEI (four responses).

Everyone on Oregon’s PSEI campuses should be covered by the same minimum safety standards. For example, students who attend a community college for a year or more and then transfer to a state or private institution shouldn’t expect safety

standards to change from school to school. Each PSEI in Oregon has a unique physical safety framework and law-enforcement structure that reflects its physical and law-enforcement needs and available resources. As a result, campuses across the state have varying levels of expertise and resources to keep students, faculty, staff, and visitors safe. The minimum safety standards on each campus vary depending on resource availability and varying safety frameworks.

To help establish a baseline standard of safety at all Oregon PSEI, the Oregon Campus Safety Work Group recommends the following actions:

### **Recommendation 3.1: Provide academy training and certification for campus public safety officers.**

A common theme among all of the subgroups—including the Physical Security and Law Enforcement Subgroup—is the need for additional training. In particular, the subgroup discussed the need for standardized training for campus safety personnel. Moreover, Oregon respondents in the NCCPS survey supported standardized certification programs for higher education emergency management staff (70%) and for institutional leadership (80%). The Department of Public Safety Standards and Training used to offer campus-specific training and no longer does. Public safety training that addresses the unique needs of the campus environment is, put simply, inadequate.

The subgroup recommends that the state provide academy training and certification for campus public safety officers that would:

- Require specific classification separate from police, separate from ORS 352.118, and separate from private security.
- Require training specific to providing public safety services on campus.
- Set minimum standards and qualifications for selection and hiring.
- Require Department of Public Safety Standards and Training (DPSST) certification and maintenance.
- Have DPSST approve training, either directly or through a Train the Trainer Program.
- Identify appropriate, approved DPSST training and make it available to campus public safety officers.
- Incorporate training specific to campus policing (including Title IX and Clery requirements) in the DPSST basic police curriculum for all police officers with a campus in their area.

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*“A training program for senior administrators, including those NOT responsible for oversight, would be beneficial to developing an understanding and an appreciation for emergency preparedness.” — Oregon respondent to the national campus emergency management survey*

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**Recommendation 3.2: Ensure all PSEI have access to sworn police officers either on campus or in the community who have been trained and understand the unique environments and legal requirements of providing law-enforcement services to PSEI e.g., Clery Act, Title IX, etc.**

In the Oregon PS&LE survey, 85% of respondents reported that none of the public safety or police officers at their institution are sworn officers; only one respondent reported that all of their officers are sworn. Ensuring that all PSEI have access to sworn police officers could be accomplished in two ways:

1. Require comprehensive Memorandums of Understanding (MOUs) with local law enforcement specifically outlining roles, responsibilities, and expectations. Such requirements would identify mandatory and permissive topics. MOUs could prove extremely beneficial; they could help deepen understanding among local law enforcement about the federal reporting requirements of Oregon PSEI (including the fines for not reporting on time), as well as clarify what is in the purview of local law enforcement and what is in the purview of campus security.
2. Contract with a local law enforcement to provide these services (similar to Oregon State University's contract with Oregon State Police).

The subgroup identified a possible third option: expanding ORS 352.121 to include community colleges and larger private institutions. Currently, Oregon statute only allows public universities to create campus police departments. On this issue, the subgroup had a series of discussions regarding the possibilities of expanding ORS 352.121 to include other PSEI. Given the cost of creating and maintaining a campus police department, the OCSWG recommends that a broader discussion around this possibility should occur and include community colleges, private institutions, OSP, and HECC.

**Recommendation 3.3: Add PSEI to the exemption for hiring retired law-enforcement officers as a percent of the force in both campus police and campus public safety (ORS 238.082 Sec 5).**

Oregon PSEI struggle at times to find qualified public safety candidates, especially PSEI in rural areas or with smaller surrounding populations. Indeed, the lack of qualified applicants has made it necessary for campuses to hire underqualified applicants and then invest significant training to prepare the new hires to perform required duties. PSEI should be exempted from hiring retired law-enforcement officers as a percent of the force in both campus police and campus public safety (ORS 238.082 Sec. 5).

The ORS 238.082 exemption for hiring retired law-enforcement officers has made hiring in rural parts of the state somewhat easier. Given the need on public campuses, this exemption would improve public safety at Oregon's PSEI.

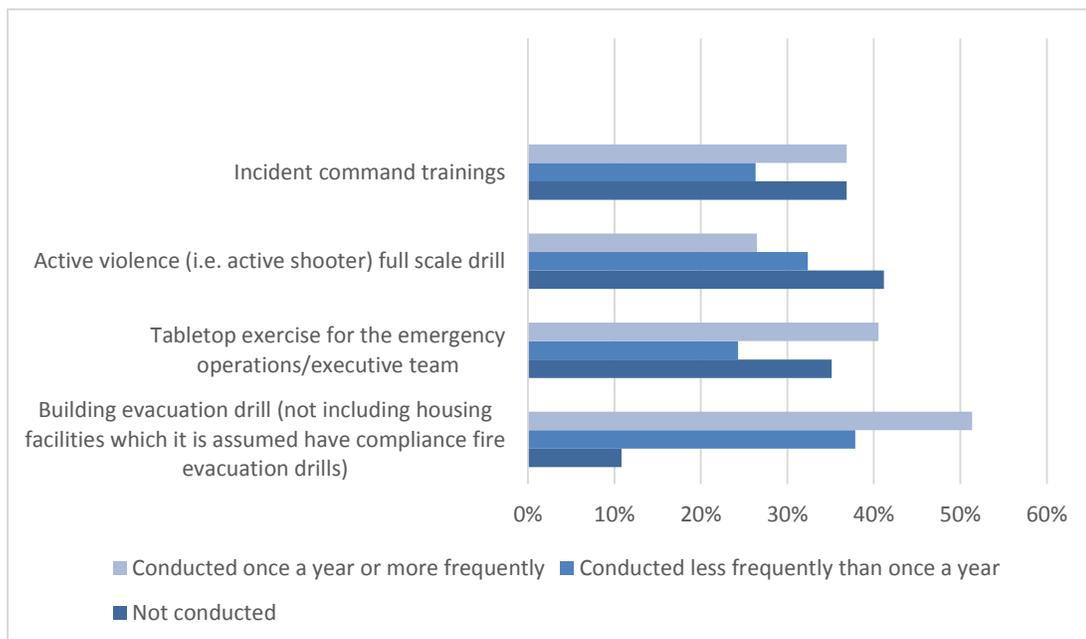
**Recommendation 3.4: Ensure training with law-enforcement service providers and campus public safety in active shooter response is specific to individual campus size and public safety staff capacity.**

The best way to prepare for an active shooter is to train for one. Given the nature of some of Oregon’s larger campuses and the fact that many PSEIs cite a lack of trained security personnel as a top challenge to campus security, active shooter response training with campus staff and local law enforcement is absolutely essential.

According to the results of the PS&LE survey, active shooter incidents are events for which PSEIs are least trained (compared to three other types of training). Over 40% of respondents reported that their campuses do not train for incidences of active violence; nearly 33% reported their campus trains for active shooter incidents less than once per year, and just over 26% reported training more than once per year (see figure 3).

To adequately address the threat posed by an active shooter incident, campus public safety and local law-enforcement service providers should participate in active shooter response trainings and ensure those trainings are specific to individual campuses and communities.

**Figure 3: How often institutions conduct drills or exercises**



Source: University of Oregon, Physical Safety and Law-Enforcement Survey, 2016.

## Section 4. Physical Security and Infrastructure

Based upon the work completed by the Oregon Community College Association in 2015, the **Physical Security and Law Enforcement Subgroup**, along with the University of Oregon, reached out to all Oregon PSEIs to create a detailed list of public safety improvements, supplies, and infrastructure that would improve public safety on campuses. The complete inventory is located in the “Supporting Documentation” report.

Investment in infrastructure that makes Oregon PSEI safer is a key component to campus safety. From electronic surveillance systems to interior locking doors, PSEIs need additional infrastructure to make campuses safer. The financial requirements to meet the physical security needs of PSEI across the state range from just over \$200,000 to over \$3 million per campus.

Public safety officials are now working with leadership on each campus to prioritize infrastructure investment. This report shows the types of safety improvements each institution needs, as well as their associated costs. Though the state would likely not fund all \$16- \$20 million of physical security and infrastructure needs identified in this report in the 2017-19 biennium, the list will increase awareness of the significant need for physical safety improvements. The recommendations in this section specifically address how these improvements can be made efficiently.

**Recommendation 4.1: Require all PSEI to have campus security standards that take into account the campus’s size, complexity, and hours of operation; those standards must also incorporate crime prevention through environmental design principles. These standards should be integrated into campus planning efforts, capital projects, and major remodels.**

Oregon’s PSEI should adopt Crime Prevention through Environmental Design (CPTED) standards with the goal of ensuring that a campus is “security-smart” and that it is committing resources in an efficient manner.<sup>12</sup> The standards should include building-specific security system designations, standardized security platforms, and systems appropriate for each type of building and area of campus.

Using CPTED was also in the Massachusetts Board of Higher Education 2016 violence-prevention report. This report also suggests incorporating CPTED principles into master-planning guidelines for all future construction work, and notes that campus police and public safety management should be involved in planning and design discussions to ensure that safety and security elements are incorporated into construction design. This approach would allow PSEI to avoid potentially expensive updates if safety deficiencies are identified after construction is complete.

A few CPTED principles that Oregon PSEI could include in the planning and design processes of new capital projects and remodels include:

- Using lighting and landscaping to allow for natural surveillance

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<sup>12</sup> <http://www.cpted.net/>

- Using physical elements such as doors or fences to provide natural access control, keeping unauthorized people from entering places they are not supposed to enter
- Using physical elements such as landscaping to set clear boundaries for territorial reinforcement
- Continue maintenance to increase the community sense of obligation to protect and respect an area.<sup>13</sup>

**Recommendation 4.2: Develop a Physical-Security Grant Program to help PSEI fund critical public safety infrastructure, including access control, cameras, alarms, data storage for video, mass notification, and lighting in existing buildings and campus infrastructure.**

Oregon PSEI in the PS&LE survey indicate that a lack of funding is a major barrier to meeting the physical security needs of campuses. When asked to list the top challenges facing their institution’s public safety department, the 40 respondents listed a lack of funding or financial resources 25 times and mentioned needing specific types of public safety infrastructure or tools 18 times. It is clear that Oregon’s PSEI simply do not have enough money to pay for the physical security infrastructure updates they need.

The Higher Education Physical Security Grant Program in Oregon could mirror the Seismic Rehabilitation Grant Program (SRGP), which is a state-level program that provides funding through competitive grants of up to \$1.5 million per project.<sup>14</sup> Funding from this program supports seismic rehabilitation of critical public buildings, including public schools and emergency services facilities (specifically first-responder buildings, such as hospitals with in-patient care, fire stations, and police stations).

Eligible participants include school districts, community colleges, and educational service districts. Funding can be used for a variety of seismic rehabilitation efforts, including structural improvements, architecture and engineering, and project management. Some types of projects are not eligible for funding, including demolition/rebuilds, new construction, rehabilitation of buildings located in a Tsunami Inundation Zone, and nonstructural projects. The most recent round of SRGP funding offered \$125 million for seismic rehabilitation of Oregon facilities.

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<sup>13</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

<sup>14</sup> <http://www.orinfrastructure.org/Infrastructure-Programs/Seismic-Rehab/>

**Recommendation 4.3: Review existing purchasing cooperatives and/or develop new options to leverage statewide purchasing power for physical security infrastructure, including but not limited to access control systems, cameras, alarms, data storage solutions, lighting, etc.**

As detailed earlier in this section, the physical security needs of Oregon’s PSEI total approximately \$16-\$20 million, but funds for these needs are scarce. In addition to providing funding through the grant program described in recommendation 4.2, strengthening existing purchasing cooperatives and developing new purchasing options for PSEI would leverage existing purchasing power and make efficient use of scarce funds.

The State of Oregon already has several purchasing cooperatives, such as the Oregon Educational Technology Consortium (OETC) and the interstate Hazardous Waste Disposal Contract between Oregon and Washington.<sup>15</sup> A new statewide purchasing cooperative for physical security infrastructure could potentially be fashioned off of existing cooperatives within Oregon or those found elsewhere.

**Recommendation 4.4: Identify promising practices for budgeting, maintenance, and replacement of security systems at postsecondary institutions.**

Campuses lack systematic plans and related budgets to maintain and replace critical security systems. The cost of many security systems is rolled into new capital-improvement projects but comes with no funds for maintenance and replacement long term. The OCSWG should explore budgeting and maintenance programs within the information technology and facilities areas of each institution to see if there are promising practices that could be applied to security systems.

Once identified, these best practices could be shared with PSEI across the state through the Campus Safety Resource Center recommended in section 2 (and as suggested in the Massachusetts Board of Higher Education violence prevention report).<sup>16</sup>

## **Section 5. Behavioral Threat Assessment and Prevention**

The **Behavioral Threat Assessment and Prevention Subgroup’s** charge was to focus on steps that can be taken before an incident to mitigate or minimize the impacts of behavioral threats (e.g., outreach, training, preparedness information, etc.). The subgroup met five times between June and September 2016.

In addition to considering the Oregon K-12 taskforce recommendations, the group examined case studies of other states’ organizations statewide threat assessment methods and best practices. The group discussed various models for threat assessment, such as community models, state organizations, and individual campuses, before developing four recommendations.

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<sup>15</sup> <https://oetc.org/>

<sup>16</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

**Recommendation 5.1: Create and fund a statewide threat-assessment team mentorship program to help PSEI develop multidisciplinary institutional or community-based threat-assessment and management teams.**

A statewide threat assessment team mentorship program would help PSEI develop and improve threat-assessment teams on campuses and determine the best form of threat assessment for each campus (e.g., community model or a campus-only management team model). Developing a multidisciplinary team to focus on campus safety, and including the community in preparedness efforts can ensure an efficient and effective approach to developing, implementing, and maintaining a comprehensive emergency operations plan.<sup>17</sup>

The statewide team would travel to each campus and mentor the campuses as they develop their own teams. The statewide team would oversee the creation of threat-assessment and management teams that are customized to each PSEI's unique needs and resources.<sup>18</sup> These initial trainings can be paired with the statewide team described in recommendation 2.2.

When asked about their institutions' willingness to participate in mentorship programs between institutions and the perceived benefits associated with this cooperation, Oregon PSEI representatives expressed strong levels of support. Ninety-four percent of respondents agreed that a mentorship program would have positive impact. Sixty-eight percent reported that the institution they represented would be willing to participate in the program.

Of the PSEI representatives that indicated in the PS&LE survey that their institutions had a behavioral-intervention or threat-assessment team, 33% reported using the Salem-Keizer model; another 45% reported using an institution-specific model. The Salem-Keizer Threat Assessment Team was mentioned often during subgroup meetings as a highly-functioning and effective model in which community members, K-12 schools, and PSEI work together.

**Recommendation 5.2: Develop a self-audit tool for behavioral threat-assessment teams to help PSEI benchmark their prevention, preparedness, and mitigation capabilities.**

A self-audit tool used as a benchmark would be based on best practices from schools in Oregon, as well as around the country. For example, the Virginia Center for School and Campus Safety developed a school safety audit program for self-evaluations.<sup>19</sup> Were PSEI across Oregon to use a self-audit tool to establish benchmarks for their level of preparedness, campuses in the state could more accurately identify safety conditions and programs unique to their campuses. This

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<sup>17</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

<sup>18</sup> Ibid.

<sup>19</sup> More information about the Virginia program can be found here: <https://www.dcs.virginia.gov/virginia-center-school-and-campus-safety/virginia-school-safety-audit-program>.

starting point would allow them to develop solutions to make their campuses safer with a better grasp on their capacity.

**Recommendation 5.3: Develop an active shooter training curriculum / standard / recommendation for institution students, faculty, staff, visitors, and contractors that includes presentation materials (slides, videos, handouts, etc.) that campuses can customize.**

As noted by President Obama in the 2016 Massachusetts Securing Our Future report, ensuring that law enforcement, first responders, school officials, and others are prepared to respond to an active shooter is “one of the best ways to minimize loss of life in a mass shooting.”<sup>20</sup> Recognizing the value of this type of training, the third recommendation from the subgroup is to develop a standardized active shooter training for students, faculty, and staff. This training should include specific materials that can be altered, customized, and provided through a variety of media (including videos, handouts, or slides). Providing training to all members of a campus community, in a variety of forms, would allow active shooter training to reach every member of a PSEI community most effectively.<sup>21</sup>

Creating consistent trainings for everyone on every campus throughout the state would also ensure that when students and employees transfer from one campus to another, the training and instructions remain the same and everyone will know the proper protocols.

As discussed above, in the Oregon PS&LE survey, 41% of respondents representing Oregon PSEI reported they do not conduct “active violence” (i.e., active shooter) full-scale drills; another 32% reported that these trainings occur less than once per year. However, nearly 90% of respondents reported that their institutions provide active shooter trainings to faculty and staff (a higher percentage than any other suggested type of training).

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*“Thanks to the Governor and all of you that are taking your valuable time to help those of us with less resources and are in need of help.” — Respondent to the Oregon Physical Security and Law Enforcement survey*

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The Oregon Campus Safety Work Group viewed a presentation by University of Oregon journalism students who created a website on the threat of active shooters (called “Unspoken,” it is described in more detail in recommendation 2.5). The group discussed effective trainings for students and faculty that were short (less than five minutes). These types of videos could be an important vehicle for expanding active shooter trainings. These videos would need to be customized for each institution.

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<sup>20</sup> Securing Our Future: Best Practice Recommendations for Campus Safety and Violence Prevention (Massachusetts, 2016)

<sup>21</sup> Ibid.

### **Recommendation 5.4: Coordinate with the K-12 Oregon Task Force on School Safety in implementing their 2015 recommendations.**

The Oregon Task Force on School Safety was established in 2014 when the Oregon legislature passed House Bill 4087 in response to recent attacks on schools throughout the state and across the nation.<sup>22</sup> The Task Force included representatives from law-enforcement, school administration, teachers, policy advisors, and legislators. After initial meetings in August 2014, the Task Force developed the goal of accomplishing the following objectives:

- Develop a request for proposal to create a database of floorplans for all schools within the state, accessible to authorized users via the internet.
- Examine models of existing education and training programs for law-enforcement officials, other first responders, and school employees in the areas of school safety and incident response.
- Examine models for existing protocols for school safety and incident response, and consider whether standardized school safety and incident response protocols would be appropriate.

The 2015 report from the Oregon School Safety Task Force addresses the safety needs of K-12 school environments. Although K-12 educational institutions have different campus environments than those of Oregon's PSEI, they have the same mission: provide a safe learning environment for students, staff, faculty, and visiting community members.

The different school environments notwithstanding, the Oregon Campus Safety Work Group fully supports the Oregon School Safety Task Force recommendations. Through future coordination with the K-12 School Safety Task Force, PSEI and K-12 schools can create consistently safe environments for students as they progress through their educational careers throughout their lives.

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<sup>22</sup> Oregon Task Force on School Safety: Report to the Oregon State Legislature (Oregon Task Force on School Safety, 2016).

## CHAPTER III: NEXT STEPS AND IMPLEMENTATION

The Governor charged the Oregon Campus Safety Work Group to:

1. Identify resource needs and potential state policies to enable a coordinated strategy across the higher education system for public and private institutions; and
2. Analyze promising practices and protocols that can be shared across all post-secondary education institutions to maintain public safety, and prevent, prepare for, and effectively manage future response and recovery efforts for campus-wide crises or emergencies.

Leadership, resource commitment, and accountability are the only things that will make the campus safety recommendations detailed in this report successful. The leadership necessary to implement these recommendations must happen at the state, institutional, and community levels. The state must also provide initial and sustained funding to ensure PSEI implement best practices and protocols to maintain public safety and prevent, prepare for, and effectively manage future crisis-response efforts. Advancing campus safety and resilience can be accomplished by leveraging limited campus resources and establishing training and resource-sharing networks.

Accountability for implementing the Work Group's recommendations is critical; a singularly focused entity will need to be accountable for ensuring that these recommendations are implemented. Without a Council to guide the needed action statewide, the follow-through could be haphazard, inconsistent and incomplete. A lack of structured accountability could leave Oregon's postsecondary educational institutions just as vulnerable to a variety of threats as they are today.

This report provides an expansive, though not exhaustive, list of recommendations to the Governor that are impossible accomplish in their entirety over the next two years. Many of these recommendations were designed to be phased in over time. Some of the most critical changes require legislative changes and funding, also requiring time. In the meantime, the members of the Oregon Campus Safety Work Group have renewed their collective partnership and commitment to sharing our collective expertise and resources in ways to best serve the people of Oregon.

To implement the recommendations, the OCSWG recommends using a phased approach.

### Phase One

The OCSWG recommends the following in Phase I:

1. Establish a statewide Higher Education Safety and Resilience Council.
2. Appropriate \$500,000 to support three-year statewide training initiative to advance a number of the recommendations identified in this report.
3. Hire two FTE to manage the council and develop/implement a regional training program.

4. Establish an online training/resource portal for Oregon PSEI to share promising practices and protocols in real time.
5. Amend ORS 238.082 SEC 5 to add PSEI to the exemption for hiring retired law-enforcement officers.
6. Develop a physical-security grant program to assist PSEI pay for critical public safety infrastructure in existing buildings and campus infrastructure.

The OCSWG recommends that Phase I have a three-year implementation timeframe and that the council report back to the Governor and legislature on its activities and impact during the third year.

As identified earlier, the very first and most critical step is to establish the Higher Education Safety and Resilience Council and ensure it is composed of university and college leaders, as well as safety, security, emergency, and risk-management experts. The Governor should appoint initial council members.

Next, the Work Group recommends the state secure funding to hire the Council Coordinator and statewide education incident management team training and Resource Coordinator. As a cost savings, the two staff positions could reside at one of the universities using a shared-services model.<sup>23</sup> Once the Council is formed, it can work with the Council Coordinator and Training and Resource Coordinator to establish timelines and priorities for the recommendations highlighted in this report.

Phase I should focus on training, resource development and sharing, and developing statewide incident management teams for higher education. It would start with developing and conducting three regional training and resource workshops, as well as one statewide disaster resilient universities summit per year. The trainings and workshops would rotate to different campuses throughout the state. The training would be open to other state and community partners, e.g., law enforcement, fire, EMS, emergency management, mental health, etc. The regional trainings and workshops would advance many of the recommendations highlighted in this report, including but not limited to:

- Response, continuity, and recovery recommendations: 2.1, 2.2, 2.3 2.4, 2.5 and 2.6
- Public safety and law enforcement recommendations: 3.4
- Physical security and infrastructure recommendations: 4.1, 4.3, and 4.4
- Behavioral threat assessment and prevention recommendations: 5.1 and 5.3

Additionally, the training and statewide workshops would also meet several secondary objectives, specifically:

1. Providing technical assistance, education, and training
2. Building local capacity

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<sup>23</sup> Shared-service examples: University of Oregon is hosting all of the shared retirement-plan services (ORP, 403(b), legacy retirement plans); Oregon State University is hosting financial reporting services, treasury management services, labor relations services, payroll services, and IT services (mainly for the TRUs).

3. Establishing a baseline for building incident management teams
4. Linking campus and communities with resources

In between the workshops, the online training/resource portal would serve as a hub of real-time, up-to-date information from a peer-to-peer network, allowing campuses to work together on projects that are mutually beneficial. The online center would also connect Oregon campuses to national networks, and serve as a spoke and hub for communications, resource-sharing, and product development.

The estimated costs of Phase I implementation are \$500,000 in one-time funds (\$167,000 per year for three years) plus (2.0) FTE annually to serve as Council Coordinator and statewide education incident management team Training and Resource Coordinator, and \$20,000-\$50,000 for an online resource center. In short, the funding would be used to (1) hire 2 FTE staff to support the Council and develop programming, (2) to develop training and resource materials for Oregon PSEI, (3) to develop and implement a regional training program, and (4) to establish an online portal to host training and resource materials.

Subsequent phases will build on the Phase I efforts. After the initial development phase, the statewide education Incident Management Teams would implement subsequent recommendations through joint trainings, response and recovery exercises, needs assessments, and resource development.

## **Conclusion**

The recommendations in this report build on past efforts from 2008 and pinpoint a number of necessary and new critical initiatives. The recommendations constitute what OCSWG members think should be a multifaceted, “all hands on deck” approach to ensuring campus safety. With this in mind, the members of OCSWG hope the recommendations in this report, when implemented without delay, will increase the level of resilience and safety of Oregon’s postsecondary educational institutions for years to come.

The OCSWG suggests reevaluating efforts in a few years in order to update the recommendations as appropriate, track their implementation, acknowledge and celebrate successes, and make adjustments based on evolving needs and any changes to baseline levels of preparedness.

We thank you for your considerations of these recommendations.