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THE EVERGREEN STATE COLLEGE
Auxiliary Services
April 23, 1985

TO: Security/Police DTF

FROM: Ken Jacob

SUBJECT: Background Information of the
Security/Parking Department

*D.T.F.
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In writing this report, I will be attempting to condense approximately 100 pages of written documentation as a means to provide you with the following information:

1. Brief History of the Security Operation
2. Historical Problems of Security
3. Current Evaluation of Operation to Include Successes and Failures/Shortcomings
4. Definition and Clarification of "Security" and "Police" classifications
5. Role of Security at Evergreen
6. Staffing and Budgetary Levels and Problems Related to Both

In a separate memo (to be written in about three weeks) I will summarize one of my major concerns which has to do with the various kinds of potential liabilities that exist for the College, the officers, and community members as it relates to safety, security and firearms. That report will focus primarily on court briefs based on findings as a result of actions on college and university campuses.

I am also attaching the following reports for your information:

1. Comparative On-Campus Crime and Incident Reports for 1983-84.
2. A sample "On-Duty" Schedule to illustrate staff utilization.
3. An April 25, 1984 memo from Gary Russell concerning firearms.

4. A May 30, 1984 memo I wrote concerning the formation of a "Police Department" and requirements for recruiting, selection, and training of police officers.

BRIEF HISTORY OF THE SECURITY OPERATION

The Security Department was formed shortly after the start of the College and was originally staffed with a director, two full time guards and several students. They functioned primarily as eyes and ears, and called for assistance from the Sheriff's Office if intervention was needed, as they were not commissioned officers. In addition, Security performed parking enforcement duties, as is the case now (we are the only four-year institution in the State in which Security is also responsible for parking enforcement). The staff operated with low visibility, did not wear uniforms and did not have marked cars. Their office was in Building 201, near the Steam Plant.

As staff were added over the years, it was apparent that there was a lack of training and professionalism, as only one of them, Gary Russell, had ever been to a police academy. In 1974, the Director of Security became involved in a cash shortage of campus funds and subsequently resigned, at which time Mack Smith became Chief of Security. Mack was a retired army motor pool warrant officer and had no campus law enforcement training, nor experience. There soon developed a rather strong disagreement on Security philosophies and performances between Mack and Gary, as Gary argued for increased training, professionalism, and a higher standard of expectations for officers' performance. Mack preferred to keep things as they were.

During these early years, Security was shuffled around from organization to organization in terms of reporting lines having reported to Facilities, the Business Office, the Dean of Students, at one time to the four vice presidents, back to Facilities, and eventually to Auxiliary Services which continues to be the case. The Director of Auxiliary Services reports to the Vice President for Business and also works very closely with the Dean of Student and Enrollment Services.

When Dan Evans became President, citizens of the Olympia community were reluctant to come to the campus because of a lack of feeling safe and secure on campus. As a result, Dan wanted a better Security operation. It was at this time the student staff were replaced with full time staff, officers began wearing uniforms (blue blazers) and their patrol cars were marked. In 1981, the last "Security Guard" position was phased out and all staff were classified as officers, except, of course, the dispatchers.

HISTORICAL PROBLEMS OF SECURITY

When Dave Wallbom became Director of Facilities, one of two major assignments he was given by Vice President Clabaugh was to "shape up the Security operation." Dave had 13 years experience in law enforcement and applied his experience to improve Security to some degree. Yet, Mack's resistance to change minimized much of Dave's efforts, to the extent that Dick Schwartz wrote the following to Dan Evans in April, 1981:

"Currently, regardless of all Dave's efforts, some of the problems still remain which include the following:

1. Service requests still are handled in a sloppy way. Since I have been here, there have been complaints on poor service to Housing, failure to open doors for Conferences, and failure to respond to cash deposit escorts for the cashier's office.
2. Lack of training also exists as a problem. Recently, three very good people were added to the staff and put on duty. I found that no one told them how to use our radio system--so they were getting along without it.
3. Administrative direction is lacking with the Chief not using the Lieutenant and a procedures manual still is not written.
4. Security is not available when we need them and it is difficult to reach them via phone or find them, even during the day.
5. Constructive criticism and direction fail to produce the desired results."

It should be noted that this report was written at a time when the level of Security staffing was at its highest point of 17.08 F.T.E. compared to 10.65 F.T.E. at the present time. Mack Smith resigned in late 1982 and Gary Russell became Chief in early 1983.

CURRENT EVALUATION OF SECURITY

Since Gary became Chief all of the five shortcomings noted above have improved as evidenced by the following:

1. Security has a Standard Operating Procedure, which is the primary document outlining policies, procedures, and expectations for officers' conduct in performing their duties. Gary is in the process now of totally re-writing that document because it is

inadequate and does not meet the standards of professionalism needed on campus.

2. Although training is still inadequate, each officer does have an opportunity for at least one seminar or workshop each year. In-service training is also inadequate, especially as it relates to writing case reports, interviewing techniques, and other basic skills areas. If we are to become a police department, or even a highly competent security department, I believe our current level of training is totally inadequate; however, all officers do complete the reserve academy provided by the Thurston County Sheriff's Office.
3. Communications with other departments on campus has improved vastly. Last year, for the first time in history, there was not one major gap in communication in an emergency. This year there have been a couple of minor communication breakdowns, but still nothing as bad as noted in Schwartz's memo to Evans.
4. Although the Crime Watch Program in Housing is now defunct, it operated under Security's direction last year and was successful to the extent that student volunteers' actions led to three arrests. The program will be resurrected next Fall Quarter.
5. Service requests are now handled well and promptly, except at times when there is only one officer on duty who is responding to a higher priority incident. And this can happen often since there is only one officer on duty during most night and weekend shifts.
6. Orientation of new officers or temporary officers is much more thorough.
7. Constructive criticism and direction are much better received by Gary than the former chief. Administrative direction and supervision is also better than in the past, but I believe it needs to be even stronger.
8. Morale is cyclical, varying from very low to average, but in my opinion, it is seldom high. As noted previously, (and will be discussed in detail later), staffing levels are at the lowest point in several years. This means that if one officer is sick, another officer has to be called in off duty to fill in. The result of this is that an officer has little chance to plan his/her family or private life with any certainty. It also creates problems in communicating information from one shift to

another, which sometimes means that our actions are inconsistent or nonexistent. Since budget and staffing problems have existed over a four-year period, the staff feels that there is not administrative support nor appreciation for what the officers face alone night after night. The personal risks they deal with are exacerbated by such things as the murder on campus last year, the murder in the student union at Western Washington State University two years ago, the recent murder of an officer who was making a routine traffic stop (something our officers do daily), and the awareness that some of our students are psychotic and/or violent.

Given all of the above, internal problems that seem normal in the workings of other campus offices, became more serious in the face of the continuous stress caused by personal danger.

In summary, I believe it is fair to say that Security has improved its level of effectiveness significantly in the past two years, and we have an even greater distance to go if we are to do the job we believe the campus community expects us to do.

DEFINITION AND CLARIFICATION OF "SECURITY" AND "POLICE" CLASSIFICATIONS

The following excerpt is from a January 1979 memo to Dean Clabaugh from Arnie Doerkson. Arnie was working in Facilities at the time and had responsibility for Security.

"The term "Security Department" is a term which is used in Institutions of Higher Education as well as in industry to include both police duties and security duties. The basic difference between the two is the authority to detain and arrest suspects. Police officers have this authority, Security officers do not.

"Security" duties are related to crime prevention and crime detection. This includes patrolling and inspecting buildings and grounds for prowlers, fire, property damage; investigating crimes or accidents; issuing citations for violations; gathering evidence and locating witnesses. However, when an individual is suspected of unlawful activity a police officer must be contacted to make an arrest.

"Police" duties can include all the duties related to security but Police Officers have the added responsibility of enforcing the laws, ordinances and regulations. In order to accomplish this task they have authority to detain, arrest and book a suspect.

The HEPB specifications differentiate between "Security

Officers and Police Officers" on the basis of authority and responsibility.

Several key duties listed in the HEPB specifications as typical work for a security guard are 1) Patrol and inspect an assigned area of buildings and grounds to maintain security from fire, theft, illegal entry, property damage, or unauthorized use of buildings, 2) Make regular rounds,.... activate security alarm system after securing buildings.

Key duties of a security officer are gathering evidence, locating witnesses, investigating accidents or crimes, issuing citations for violations. All duties must be accomplished without force. The security officer has minimal authority to detain and no authority to arrest.

Key duties for a police officer are: 1) Patrol a designated area on foot or in a patrol car to enforce institution rules and regulations, local, state, and federal statutes and ordinances, 2) Issue misdemeanor citations; investigate, misdemeanors, and felony offenses.

The key area of differentiation, therefore, between a security guard or a security officer is that of their authority. Security Guards and Security Officers have no arrest authority and only minimal authority for detaining an individual and must call for a Police Officer to make an arrest if the individual is to be detained."

As you may know from the recent CPJ article, a staff member from the HEP Board concluded that Evergreen's officers are performing "Police" work rather than "Security" duties. (More information on this topic is available upon your request.)

ROLE OF THE SECURITY/PARKING DEPARTMENT AT EVERGREEN

The purpose of the department is to provide an operating force of trained personnel to protect the College community from theft, violence, intrusion and other acts that disturb the peace, disrupt the educational process, or threaten people or property. The department is also charged with traffic and parking control and regulation as well as a myriad of other functions which protect and/or serve the community and its guests.

Commissioned officers of the department are charged with enforcing the Social Contract, other published regulations of the College, ordinances of Thurston County, and the laws of the State of Washington within the boundaries of the College.

The results of a survey distributed to 30 administrators and staff members two years ago, identifies the following expectations for Security in priority order:

1. Protect people and property
2. Enforce laws and regulations
3. Perform locks and unlocks
4. Provide services and information
5. Keep the dogs off campus.
6. Keep unauthorized cars out of the handicapped and fire zones.
7. Provide escorts to parking lots at night.
8. Maintain surveillance and patrols of all College buildings and facilities.
9. Complete investigations and follow-ups of reported incidents and insecure/unsafe facilities.

In addition to these expectations from the Administration, Security has accomplished the following tasks, many of which I suspect the community does not know about:

1. Made several arrests for shoplifting, theft, vandalism, sexual molestation, criminal trespass.
2. Stopped several fights at dances, Housing events, and other isolated incidents.
3. Apprehended several 12 to 15-year old runaways.
4. Continually challenge high school students who come to campus looking for alcoholic beverages and/or drugs.
5. Serve warrants, subpoenas, and assist local law enforcement officers in making contact with students in such a manner that there is low visibility and less embarrassment for these students.
6. Finding several lost children.
7. Unlocking doors for faculty and staff who leave their keys at home.
8. Getting people into cars in which they have locked their keys.

9. Providing jumpstarts.
10. Providing a multitude of services and information during nights and weekends to parents, prospective students and employees, and other guests.
11. Pulling cars out of the ditch or providing a gallon of gasoline to someone who has run out of gas.
12. Providing campus tours when no one else can.
13. Letting staff members know when they have left their office unlocked or left a purse in an unattended area.
14. Providing a Lost and Found service.
15. Providing a secure storage area for students who check-in their firearms.
16. Notifying students of a parent's accident or death.
17. Delivering emergency messages to students.
18. Stopping by for a friendly visit as a follow-up to a student who attempted suicide.
19. Counseling a 14-year old alcoholic daughter of a student parent to the extent that the daughter agreed to go to Alcoholics Anonymous when the parents, counselors and Adjudicator were unsuccessful in the same attempts.
20. Answer the College switchboard on weekends and between 8:00 a.m. and 5:30 p.m. on weekdays.
21. Respond to all radio traffic concerning fire, medical, vehicle and/or personal injury accidents; operate radio/telephone 24 hours a day, 365 days a year.
22. Provide basic CPR to victims.
23. Issuing all parking permits and citations.
24. Respond to people who get stuck in elevators.
25. Maintain and implement the Emergency Communications Roster in which persons such as the Dean of Student and Enrollment Services, Vice President or President are notified of emergencies.

26. Maintain a key cabinet to sign out keys to authorized faculty and students.
27. Maintain a case report file, as well as a cross-reference index card files.
28. Provide transportation in non-life threatening situations for students needing to go to the hospital or psychiatric ward.
29. Provide security for social functions, Super Saturday, Graduation, and visits by the Governor and other dignitaries.
30. Intervene in situations of domestic violence.

Although the preceding lists are long, this is not inclusive; however, it will certainly illustrate the range of duties for which the staff is called upon to perform. Yet, there are also more risky situations they face: sitting in with a faculty member, administrator, or student who is meeting with someone who has threatened physical harm; responding to hold up alarms in the cashier's cage, bookstore or bank; responding to bomb threats; responding to intrusion alarms alone, at night, in supposedly locked buildings; intervening with suspects known to be armed; patrolling alone at night with no back up officers other than Thurston County Sheriff Officers who may be as much as 45 minutes away, or who may be responding to another emergency; and obviously, Gary's taking Pimental into custody a year ago after the murder in the diningroom.

Security is expected to do all of this and more, and with a minimal staff to do it. This fact leads to the next section.

STAFFING AND BUDGET LEVELS

Security has not been funded at "Current Level" since the operation was separated from Facilities. In other words, the current level of staffing is only possible by subsidizing the operation with funds from Parking, Housing, and in some past cases, Reserves, which no longer exists.

It takes 5 F.T.E. staff to perform a function 24 hours a day, 365 days a year. It takes 4.2 F.T.E. just to cover the 24-hour duty and the rest is accounted for because of vacation, training, sick leave, holidays, etc. In Security, we have two separate and primary job classifications, each of which require 24-hour coverage: Security Officer and Emergency Communications Operator. Assuming that we want only single coverage for each job, the F.T.E. for Security would need to be 10.00 and it is currently 10.65 FTE. Although the

President's Cabinet has been supportive to the concept of having two officers on each shift, especially on swing and graveyard shifts, we only have enough staffing to schedule double shifting on portions of three nights, and many times we only have one even on nights of double shifts. This is because of illnesses, vacations and training. (See attached on-duty schedule for details.)

This poses a very serious problem which we have experienced four times in one week last month. On a Saturday morning I was called to campus because of a student's emotional crisis. We had only one officer on duty and only one vehicle, as the other one was in the shop. I made arrangements to commit the student to a psychiatric hospital in Seattle, but had no extra officer or vehicle. As a result, I asked the graveyard officer to work overtime, his third extra shift in a row, to drive the student to Seattle. I asked a Housing employee to ride with the officer in case the student became violent. I called Jodi Woodall in from home to give us a motor pool vehicle.

Two nights later, we had a similar incident. One officer was on duty and we transported another student to the psychiatric ward. Although I attempted to get another officer to come in, no one was available and so I stayed on campus to cover. But I'm not trained as an officer, nor did we have a vehicle. What if there had been another crisis?

And of equal concern is the fact that Gil transported the student to the hospital alone. The student had previously been diagnosed as paranoid, had stated people were trying to kill him, and had stated several times he wanted a gun. What would Gil have done if the student had become violent, as in another situation when Gary and I made a transport to the hospital in which it took five people to restrain the suspect?

While Gil was gone, Sodie (one of the Emergency Communications Operators) and I were chatting about the changes that have occurred in Security since 1982 when she first became a dispatcher. She said there were three officers on each shift in 1982 and that she and the officers all felt much more safe and secure in responding to a crisis. She said she is in the office alone almost all the time through the night because with only one officer on duty, he/she often doesn't get back into the office at all except to pick up keys. Knowing how long it takes for the Sheriff to get here in emergencies, she said it's not very reassuring to think what might happen to that lone officer.

As a result of that talk with Sodie, I pulled the file of on-duty rosters and found a 1981 memo from Mack to Gary, asking Gary to re-assign one of the four swingshift officers to graveyard shift so swing would also have three officers! I

am aware that previously Mack had scheduled five officers for dayshift during that same time frame. Officers employed at that time were Smith, Russell, Brown, Cordova, Hauff, Heller, Jones, Keating, Potter, Renshaw, and Wussler (Anderson was full time temporary). In addition, we had Keyt, Wagner, and Zimmerman as full time dispatchers, plus McClane Fire Stations employees who covered the 48 hours on weekends.

In other words, in 1981 we had an equivalent dispatcher F.T.E. of 4.2 and an officer F.T.E. of 11. We had an additional 1.5 F.T.E. in funds for student dispatchers and an additional .38 F.T.E. for non-student temporary officers.

At the present time, we have only one full time dispatcher and 11 part time student dispatchers, which is comparable to 1.01 FTE. We have 8.65 F.T.E. for other staff, one of whom is not an officer and works only in Parking.

	<u>1981</u>	<u>1985</u>
Officers	11.38	8.75
Dispatchers	<u>5.70</u>	<u>2.01</u>
Total	17.08	10.76

If the reduction in dispatchers noted above had occurred with no reduction in officers, the impact would not have been so bad because officers could have picked up some of the slack. However, with 11 student dispatchers who do not really like to work all night long or on weekends, we have an extremely high turnover rate and high absenteeism. Training is a never ending process and even in the best of conditions, it is less than satisfactory. Thus, we receive many complaints about their lack of knowledge, consistency and skills. In times of crisis, the dispatcher is one of the most critical decision-making positions in deciding what should be done and who should be called for assistance. We have had some truly professional, competent student dispatchers. Nevertheless, we cannot ask student dispatchers to do the work of officers or permanent emergency communications officers, because students cannot have access to confidential records from which they could do statistical reports and create summaries of case reports on index cards.

Last year we operated with the Chief and seven officers on rotation. It didn't work because we didn't have enough staff, time and effort devoted to investigations and follow-ups for all offices of the Network, especially for Housing and for Richard Jones as Adjudicator. Gary and I made a decision late last spring to correct this problem and we assigned Larry Savage to investigations, as Network liaison to do follow-ups. Larry's efforts have led to several arrests (primarily non-students), and to a much more effective adjudication process as both Richard Jones and I

can confirm. Yet, there are still problems and one of the worst is that in taking Larry off the rotating on-duty schedule we have fewer patrols. But, given scarce resources, I'm totally convinced this was, and is, the correct decision, but it does increase morale problems. And since it takes 5 F.T.E. for single coverage, six officers is just barely enough to create single coverage. We are short two officers and we desperately need at least one more.

Last year I wrote over 50 pages in nine memos in which I addressed the need for more staff, a police department, re-classification, and the changes over the past few years which illustrate we have a less safe campus community. I also reviewed several court cases in which victims were awarded settlements because colleges and universities did not take corrective action when there was evidence of eminent harm. In summary, what these courts were saying is:

1. A college has a duty to exercise due care in protecting its community members from "foreseeable harm."
2. The college's negligence in not adding staff, increasing patrols, and taking other corrective measures was the "proximate cause" of injuries which were a foreseeable result of that negligence.

In a memo to the Cabinet last April, I identified 22 factors which clearly illustrate "foreseeable harm" and which, in my opinion, the College was potentially negligent. I'll only list a few of those here:

1. After only six weeks of Fall Quarter, 1984, Kathleen O'Shaunessy had diagnosed 13 psychotic students, several of whom were violent.
2. We knew of five drug dealers working the campus, and we know that cocaine dealers usually carry weapons.
3. We knew vandalism and theft were increasing dramatically and had over \$9,000 theft and damage in one incident.
4. We knew that domestic violence was increasing on campus and at ASH.
5. We knew that officer have intervened in situations in which the suspect was armed with a knife or gun.
6. In past years an officer was forced out of the patrol car at knifepoint.

This list of 6 incidents from last year's list of 22 are only partial descriptions of the total picture. In view of the fact that the potential for violence is increasing during the same period of time that there are decreases in professional staffing for both dispatchers and officers, we are in an extremely vulnerable position of negligence, especially for officers who are on duty alone a majority of swing and graveyard shifts. We are knowingly placing officers in a very risky situation and a full, updated report will be distributed to the D.T.F. in about three weeks concerning this topic.

At the present time, we have the following coverage of officers on the three shifts:

	<u>Mon</u>	<u>Tues</u>	<u>Wed</u>	<u>Thurs</u>	<u>Fri</u>	<u>Sat</u>	<u>Sun</u>
Day Shift (8:00 AM - 4:00 PM)	2	2	2	2	2	1	1
Swing Shift (4:00 PM - Midnight)	1.5*	2	1.5	1	2	2	1
Graveyard (Midnight - 8:00 AM)	1.5	2	1	1	2	2	1

*.5 officer means that the officer is crossing over two shifts for half of each shift. The Chief is not included in these numbers.

If we added one full time officer, the schedule could be as follows:

	<u>Mon</u>	<u>Tues</u>	<u>Wed</u>	<u>Thurs</u>	<u>Fri</u>	<u>Sat</u>	<u>Sun</u>
Day Shift (8:00 AM - 4:00 PM)	2	2	3	3	3	1	1
Swing Shift (4:00 PM - Midnight)	2	2.5	1.5	1.5	2.5	2	1.5
Graveyard (Midnight - 8:00 AM)	2	2.5	1.5	2.5	2.5	2	1.5

There are many possible variations to the above schedules, but given historical patterns which indicate when incidents are most likely to occur, and given the number of staff members, we believe this is the optimum utilization. In looking to the future, increases in budget and staffing are unlikely for 1985-87, unless there is increased community and administrative support to place Security higher on the priority list for funding. In consideration of funding limitations, we have reviewed the following alternatives:

1. Eliminate "service" functions in order to have more time for security work.
2. Utilize custodians or student employees to lock and unlock the buildings.
3. Eliminate Security and contract the function out to the Thurston County Sheriff's Office or a private security service.

We have concluded that there are a combination of factors which cause us to continue the operation as it is now.

The basic thrust of what we want to accomplish can be summarized in the following assumptions:

1. A few (preferably two more staff than we have now) highly trained, competent officers with good common sense can fulfill the varied expectations of the campus community.
2. Quality training is the means to this end, and can only be received at no cost to the College if the College establishes its own Police Department. To obtain this training as a Security operation would cost approximately \$7,000 per officer as well as additional salary costs for temporary officers who would fill in for the others attending the academy. As a Police Department, the cost of training and temporary officers are funded by the State. The College's only cost is for travel.
3. We believe it is better for the operation to be under the control of the College, rather than the Sheriff. Although we are extremely fortunate for the consistent support and cooperation from Sheriff Montgomery, we did not enjoy this privilege prior to his term. We have no guarantee what might happen with his successor.
4. Creating a Police Department is theoretically a separate issue from arming officers. However, you should be aware that whether the College has a Security Department or a Police Department, the officers do see a need to be armed.

KJ:AP

Enclosures: 1) Statistics on Campus Incidents and Crime; 2) Ken Jacob's May 30, 1984 memo; 3) Gary Russell's April 25, 1984 memo on firearms; and 4) Sample On-Duty Schedule

cc: Gary Russell
Dick Schwartz