RESULTS OF THE NATIONAL
CAMPUS SAFETY AND SECURITY
PROJECT SURVEY

CSSP

CAMPUS
SAFETY & SECURITY
PROJECT

NATIONAL CAMPUS SAFETY AND SECURITY PROJECT MEMBERS

National Association of College and University Business Officers (lead)

APPA: Leadership in Educational Facilities

American College Personnel Association

Association of Governing Boards of Universities and Colleges

Campus Safety, Health, and Environmental Management Association

EDUCAUSE: Transforming Education Through Information Technologies

International Association of Campus Law Enforcement Administrators

National Association of College and University Attorneys

University Risk Management and Insurance Association

ACKNOWLEDGMENTS

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Since the passage of the Clery Act in 1990, colleges and universities have been required to provide annual statistics on campus crimes that occur in residence halls, in non-campus buildings and facilities owned independently (but used primarily by campus faculty, staff, and students or for other institutional purposes), and in nearby public property. These data must be reported to the U.S. Department of Education, which hosts a dedicated Web site on which users can review crime statistics for individual higher education institutions and user-defined groups of institutions, as well as download a database of crime statistics for research purposes.[1] According to a recent article in the *Chronicle of Higher Education* (Lipka, 2009), there is wide variability in how colleges report data, and contradictory interpretations by prospective and current students, administrators, and the media on what the data mean. These findings suggest that the intended result of the Clery Act's reporting requirements—namely, consumer protection—is not being fully achieved.

The aftermath of the April 16, 2007, shootings at Virginia Tech focused renewed attention on how colleges and universities deal with campus safety and security issues. Beyond traditional measures to protect students, employees, and property, safety and security efforts undertaken by higher education institutions now must also address the possibility of terrorist actions, such as bomb threats and threats of physical violence against campus research facilities, individual faculty, and administrators. Furthermore, the threat of natural disasters (such as hurricanes, fires, and tornadoes), cyber incidents, and pandemic influenza suggests that the scope of campus safety and security has become more complex and all encompassing.

In the past two years, no fewer than 10 states have conducted comprehensive reviews of campus safety and security. In addition, many colleges and university systems have launched task forces on campus safety

and security that have produced public reports. (Selected state and college or system reports are listed at the end of this report.) A recent study by the Midwest Higher Education Compact (MHEC)—one of four statutorily created interstate compacts aimed at advancing higher education through collaboration and resource sharing—indicates how quickly colleges and universities responded to the Virginia Tech shootings by reviewing policies on campus safety and security. According to a 2007 nationwide survey of student life officers and campus safety directors by MHEC, 87 percent of 331 institutional respondents said their campus had conducted a campus safety and security audit. Almost 9 of 10 respondents reported that the audit led to changes in campus policies. For example, two-thirds of respondents said that discussions had taken place about acquiring a system that could lock down classroom buildings from a remote location.

Several national organizations dedicated to public safety have also conducted analyses of campus safety and security. In April 2008, the International Association of Campus Law Enforcement Administrators (IACLEA) synthesized several reports produced in the aftermath of the Virginia Tech tragedy. They concluded that "unmanaged mental health issues; easy access to firearms; a lack of communication among campus direct service providers; and erroneous interpretation of federal laws with respect to FERPA [Family Educational Rights and Privacy Act] and HIPAA [Health Insurance Portability and Accountability Act]" all contributed to the Virginia Tech tragedy.

A 2007 report from the Society for College and University Planning found that campus presidential leadership in developing a disaster plan, and the president's acting as the chief public relations official for the campus and surrounding community during and after a disaster, are critical aspects of emergency preparedness. According to a 2007 report from the International Association of Emergency Managers,

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[1] http://ope.ed.gov/security.

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emergency management plans should follow eight principles. Such plans should be:

- comprehensive, covering all potential hazards;
- progressive, anticipating future disasters and building a disaster-resistant and disaster-resilient community;
- risk driven, using sound risk management principles to assign priorities and resources;
- integrated, ensuring unity of effort among campus, governmental, and community officials;
- collaborative, sustaining broad levels of trust, engagement, and communication among all stakeholders;
- coordinated, aligning the efforts of all stakeholders;
- flexible, using innovative and creative approaches to address disaster-related challenges; and,
- professional, using a science- and-knowledge-based approach to planning and sustaining emergency management protocols.

In 2007 the National Fire Protection Agency updated its standards for disaster management and business continuity plans. The 2007 edition defines the standard of emergency preparedness to include elements to address prevention, mitigation, preparedness, response, and recovery.

In 2007 the Campus Safety, Health, and Environmental Management Association (CSHEMA) administered four surveys via e-mail or listserv to learn about emergency management practices among higher education institutions. These surveys suggest that prior to 2007, data characterizing college and university emergency management programs were not generally available. Moreover, CSHEMA concluded that basic information regarding the existence of emergency management programs, including their size, organizational reporting lines, activities, and best practices, was not centrally available. In addition, these surveys suggested that a gap was growing between colleges and universities with

emergency operation plans and those without them, and between institutions with plans that are National Incident Management System (NIMS) compliant and those with plans that are not. The Department of Homeland Security established NIMS to enable responders from different jurisdictions and disciplines to work together better when responding to natural disasters and emergencies, including acts of terrorism. NIMS's benefits include a unified approach to incident management; standardized command and management structures; and an emphasis on preparedness, mutual aid, and resource management.

However, despite the plethora of recent reports and official statistics described above, very little is known about the specific plans and procedures colleges have implemented to address today's all-hazards state of campus safety and security. Moreover, what is known suggests that emergency preparedness processes need to be more closely integrated with the underlying management principles of higher education institutions.

To address this knowledge gap, the National Association of College and University Business Officers (NACUBO) and a consortium of leading professional organizations committed to campus safety and security launched the National Campus Safety and Security Project in 2008. This project is a joint endeavor of the following organizations:

- National Association of College and University Business Officers (lead)
- APPA: Leadership in Educational Facilities
- American College Personnel Association
- Association of Governing Boards of Universities and Colleges
- Campus Safety, Health, and Environmental Management Association
- EDUCAUSE: Transforming Education Through Information Technologies
- International Association of Campus Law Enforcement Administrators

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- National Association of College and University Attorneys

- University Risk Management and Insurance Association

The goal of the National Campus Safety and Security Project is to document the current state of college and university emergency preparedness as a means to inform the higher education community about the scope of campus safety and security today. Through a collaborative effort of the above associations representing many of the key administrative departments within colleges and universities that need to work effectively together to safeguard the community, this project is intended to set a baseline picture of the state of campus safety and security. The expectation is that by documenting and communicating this information, colleges and universities will continue to improve their emergency preparedness plans to deal with the all-hazards environment of today.

SURVEY OVERVIEW

This report summarizes the results from a survey of NACUBO members about key aspects of the all-hazards campus safety and security environment. In late August 2008, the survey was sent electronically to primary representatives at the 2,203 colleges and universities that were members of NACUBO at that time. The NACUBO primary representative—typically the chief business or administrative officer on each campus—was asked to distribute the various components of the survey to the relevant campus departments, including public safety; student affairs; information technology; risk management; facilities management; emergency management; and general counsel. By the end of September 2008, 342 colleges and universities had responded to the survey—a response rate of 16 percent.

Among responding colleges, 35 percent were public four-year institutions, 18 percent were public two-year institutions, and 46 percent were private nonprofit (independent) four-year institutions. Figure 1 shows the distribution of responding postsecondary institutions compared with the population of institutions sent the survey. Public four-year colleges and universities responded to the survey at a higher rate than their percentage of the survey population, while public two-year institutions responded at rates slightly lower than their percentage of the survey population; and independent institutions responded at rates roughly comparable to their percentage of the population.
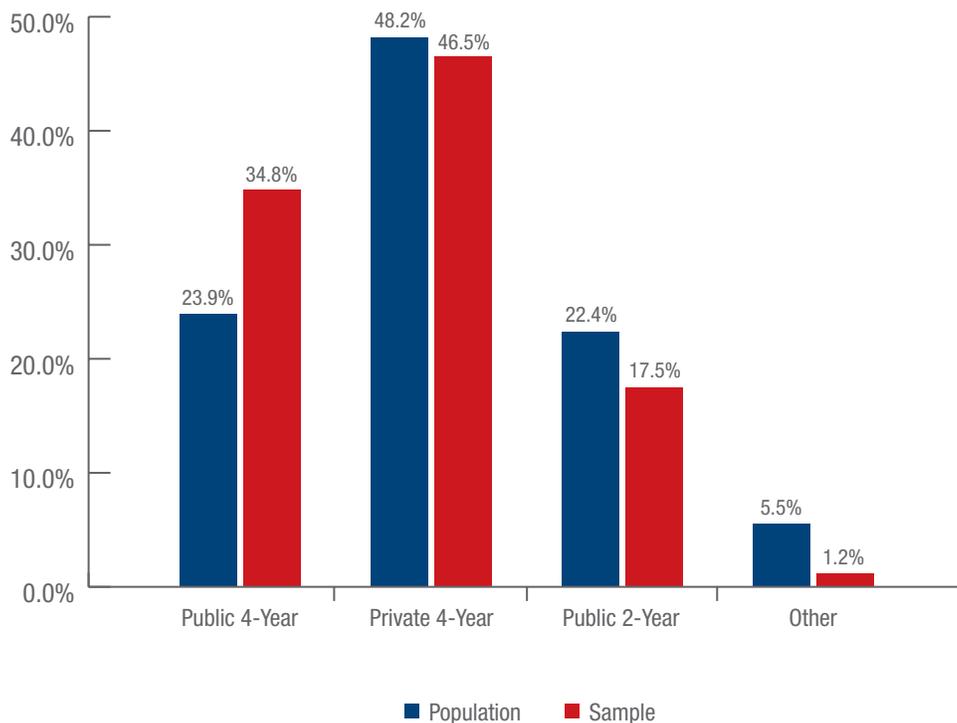
Figure 1 — Comparison of Responding Institutions and Survey Population, by Sector

SURVEY OVERVIEW

Survey respondents covered the spectrum of colleges and universities across the nation. For example, about 22 percent were research or doctoral institutions; 52 percent were master's and baccalaureate institutions; 23 percent were associate's, specialized, or other institutions; and 3 percent were university system offices. Research and doctoral institutions were overrepresented among respondents, relative to their proportions of the survey population, while associate's and specialized institutions were underrepresented. In terms of enrollment size, Figure 2 suggests that the smallest colleges and universities

(fewer than 4,000 students) were least likely to respond to the survey, and the largest institutions (more than 8,000 students) were most likely to respond. Geographically, responding colleges and universities were located throughout the country. About 33 percent of the respondents came from institutions located in the South, 26 percent came from the Midwest, 23 percent came from the East, and 17 percent came from the West.
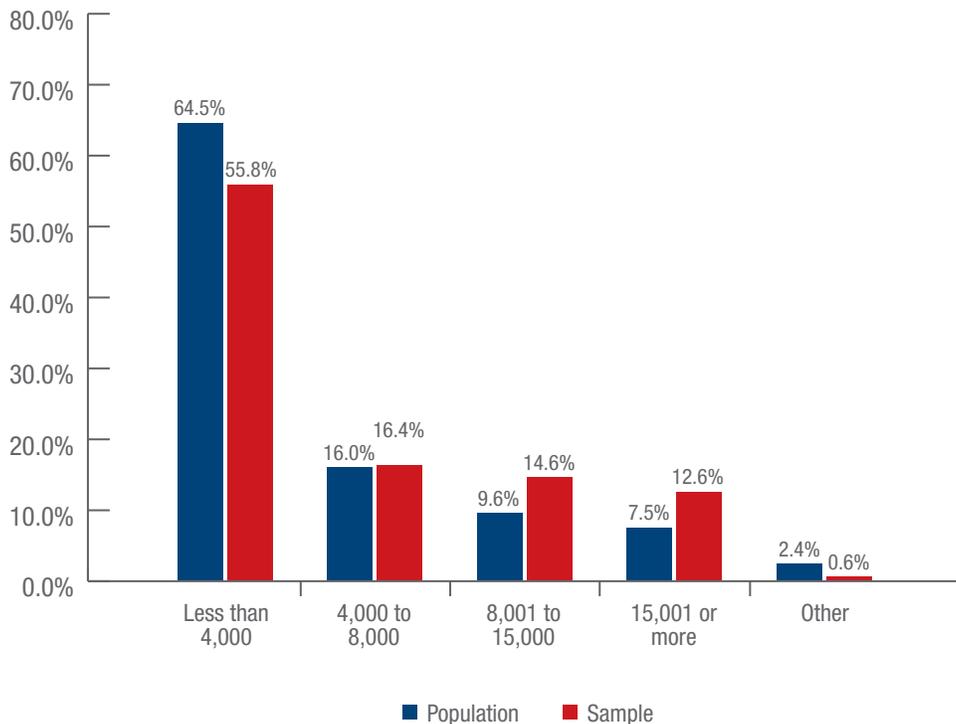
Figure 2 — Comparison of Responding Institutions and Survey Population by Enrollment Size

SURVEY RESULTS

The survey instrument was developed by the lead project investigator with input from the project steering committee (see Appendix A). It was designed to be comprehensive and thus capture more detailed information than previously available from other surveys and reports. Consequently, it covers the following nine areas:

- Emergency Preparedness
- Ability to Respond to all Threats
- Preventive Measures
- Physical Infrastructure
- Communication and Systems Infrastructure
- Strategies for Behavioral/Mental Health Issues
- Business Continuity Issues
- Funding or Budget Issues
- Emergency Management

The following sections discuss the survey results for each of these areas.

EMERGENCY PREPAREDNESS

The National Fire Protection Association (NFPA) has set standards for an emergency preparedness plan (see the NFPA's publication no. 1600, Standard on Disaster/Emergency Management and Business Continuity Programs). An emergency preparedness plan should address prevention, mitigation, preparation, response, and recovery from an incident that threatens life, property, operations, or the environment. Of the 342 colleges and universities responding to the survey, 85 percent had an emergency preparedness plan (81 percent of private four-year institutions, 88 percent of public two-year institutions, and 90 percent of public four-year institutions). Of the 15 percent of responding higher education institutions without an emergency preparedness plan, more than 40 percent were at least three-quarters done completing such a plan and another 36 percent were at least halfway done. Fewer than one-fourth of respondents without emergency preparedness plans reported that their campus was less than halfway done with completing one.

Virtually all of the responding colleges and universities that said they have an emergency preparedness plan indicated that their plan was campus-wide. Moreover, respondents said their plan covered all hazards. As Figure 3 shows, virtually all plans covered acts of violence and
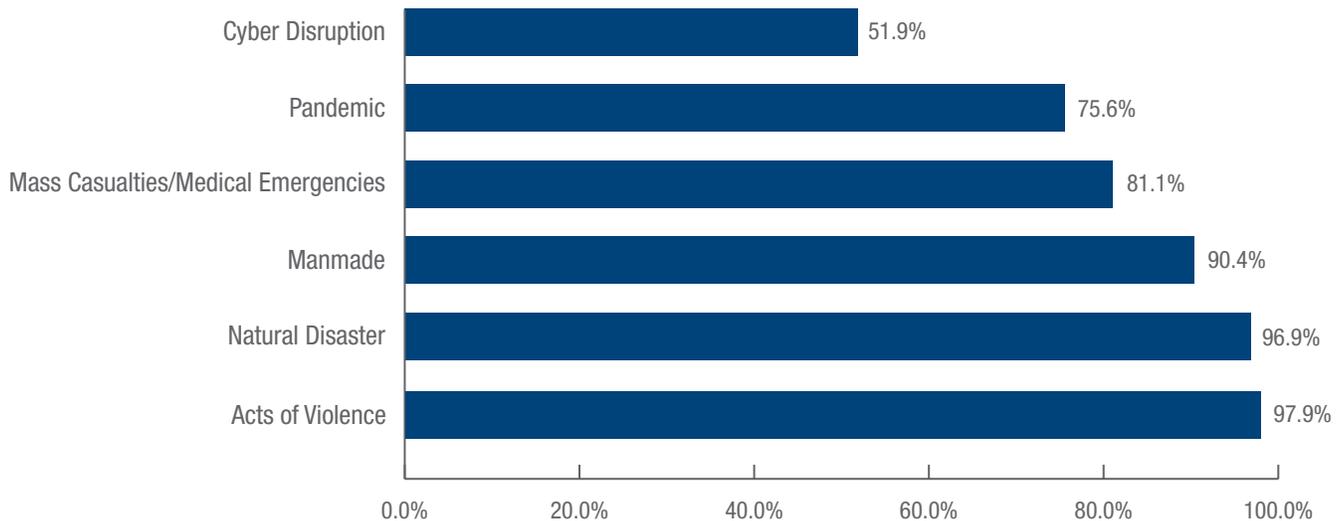
Figure 3 — Types of Hazards Covered in Emergency Preparedness Plans

natural disasters, 90 percent covered manmade disasters, 81 percent covered mass casualties or medical emergencies, and three-fourths covered pandemics. However, only about half of the respondents' emergency preparedness plans covered cyber attacks.

Comparisons by institutional sector suggest that public four-year colleges and universities were most likely to include mass casualties/medical emergencies and pandemic hazards in their emergency preparedness plans, while public two-year colleges were least likely to include those situations in theirs. Even so, 70 percent of public two-year institutions covered mass casualties/ medical emergencies in their plans, and 62 percent covered pandemic hazards.

According to 89 percent of survey respondents, emergency preparedness plans are continually updated as needed or updated annually, while 7 percent of respondents said their plans were updated every two to three years. Most colleges and universities disseminated their emergency preparedness plans by paper (87 percent), followed by the campus Web site (49 percent) and the college's Intranet (33 percent). (Responses were not mutually exclusive—respondents could select more than one way or method of disseminating their plan.) As Figure 4 shows, dissemination of emergency preparedness plans varied by institutional sector. Public four-year colleges and universities were more likely to use the campus Web site and less likely to use the Intranet to disseminate emergency preparedness plans. In
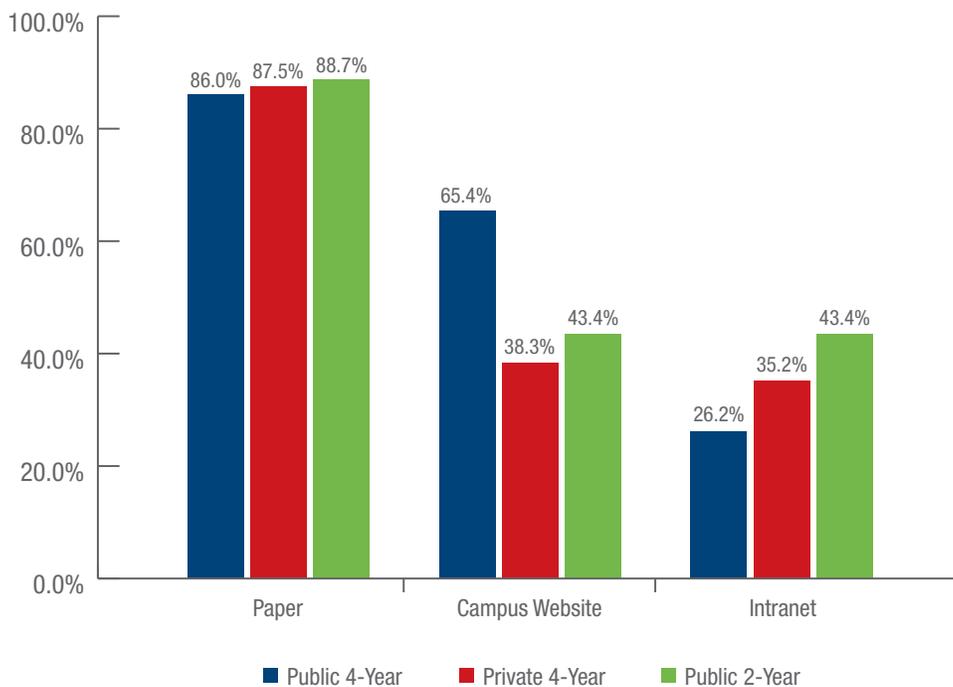
Figure 4 — Dissemination of Emergency Preparedness Plans by Sector

contrast, public two-year colleges were less likely to use the campus Web site and more likely to use the Intranet to disseminate their plans, and independent colleges were also less likely to use the campus Web site.

Responsibility for and administration of institutions' emergency preparedness plans generally fell to a campus-wide policy committee. About 77 percent of respondents said they had an emergency preparedness policy committee. According to the Emergency Management Accreditation Program, an emergency preparedness policy committee should be campus-wide and charged by the president with reviewing the emergency preparedness plan and providing coordinated input by program stakeholders into preparation, implementation, evaluation, and revision of the emergency preparedness program. Survey results suggest that no single position on campus was commonly designated to chair such a committee. There was considerable overlap between representation on

the emergency preparedness policy committee and the emergency operations center (EOC). The EOC is the physical location at which the coordination of information and resources to support incident management activities normally takes place. Figure 5 shows the types of leadership positions on campus generally represented on the emergency preparedness policy committee. The most common positions represented on the committee are vice president or dean of student affairs, director of public safety, chief business officer, and provost or vice president of academic affairs.

An emergency manager or director of emergency preparedness is the person who has the day-to-day responsibility for emergency management programs and activities. This person has responsibility for coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities. A large majority of respondents indicated that their campus had a designated emergency manager; however, larger

General Counsel — 27.9%
President/CEO — 34.0%
Chief Administrative Officer — 44.5%
Provost/VP Academic Affairs — 53.6%
Chief Business Officer — 59.2%
Director of Public Safety — 66.4%
VP/Dean Student Affairs — 73.2%

(n=265)
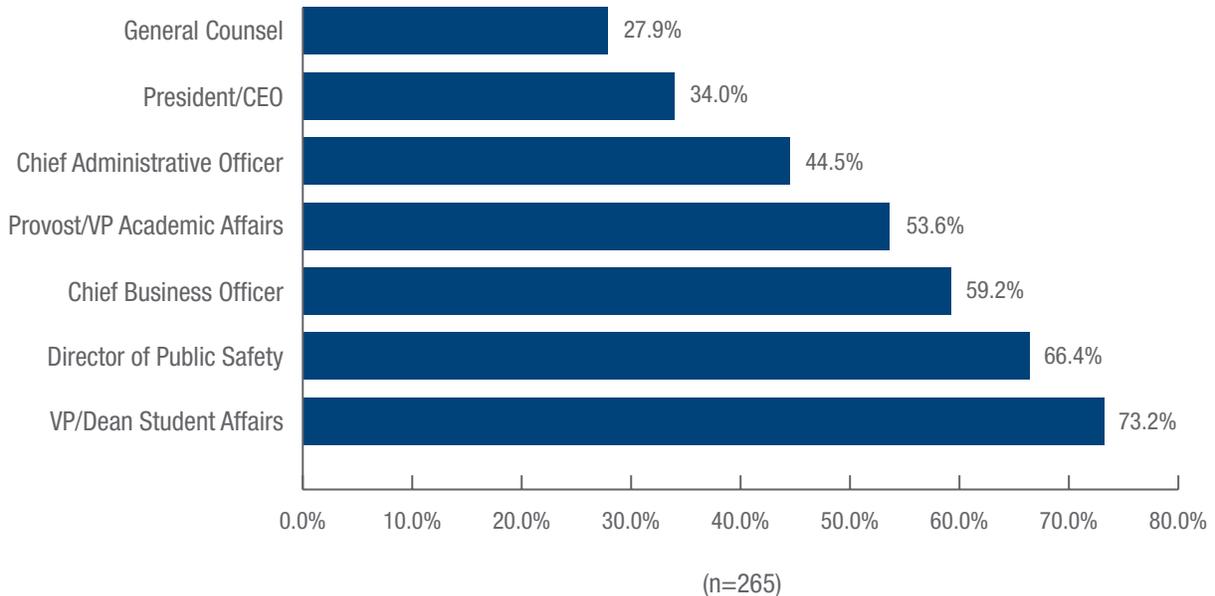
Figure 5 — Emergency Preparedness Policy Committee Representation by Leadership Position
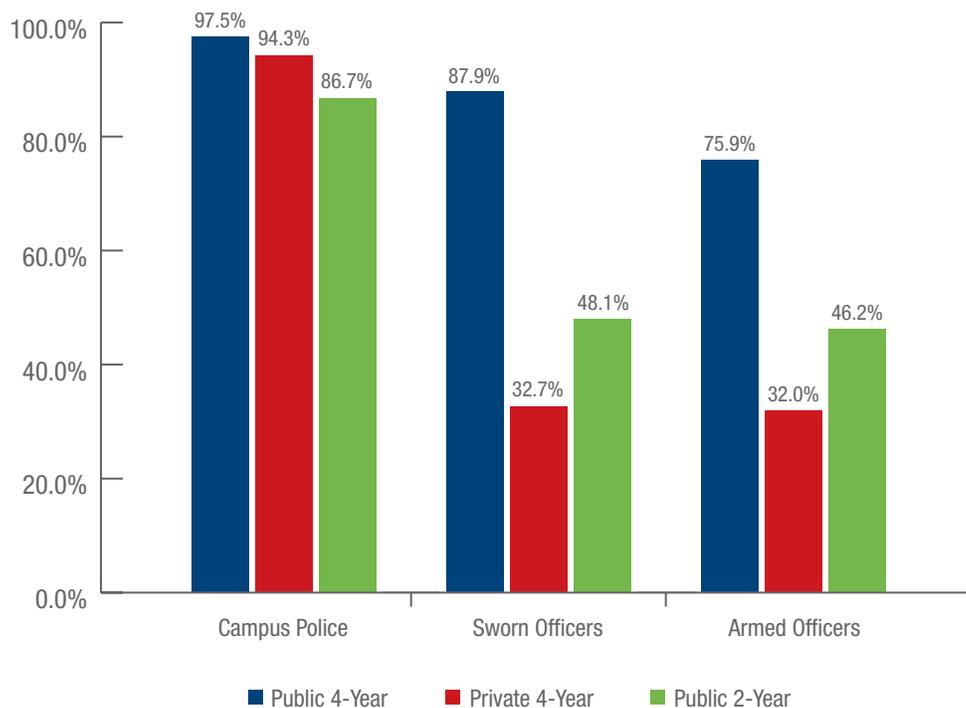
Figure 6 — Presence and Characteristics of Campus Police by Sector

institutions were more likely to have the people in this position solely dedicated to emergency management. About 70 percent of respondents from colleges and universities with 15,001 or more students said their emergency manager's sole responsibility was emergency planning and preparation, compared with 49 percent of respondents from institutions with fewer than 4,000 students. The position of director of emergency preparedness was included as a member of the emergency preparedness committee by only 39 percent of respondents. A minority (14 percent) of respondents said they did not have nor did they intend to have a designated emergency manager.

The presence of a campus police or security department is widespread, ranging from 87 percent of public two-year institutions to 94 percent of private four-year institutions and 97 percent of public four-year institutions. The police force typically consists of sworn and armed officers

at public four-year colleges and universities; in contrast, only about one-third of independent institutions have sworn and armed officers, as do fewer than half of public two-year colleges (see Figure 6).

ABILITY TO RESPOND TO THREATS

A mutual aid agreement is a prearranged accord between two or more entities to share resources in response to an incident. Mutual aid agreements with other police and emergency response agencies were reported by three-fourths of survey respondents; however, as Figure 7 illustrates, the percentage of campuses with mutual aid agreements varies by sector. Virtually all respondents (95 percent) from public four-year colleges and universities acknowledged mutual aid agreements, compared with about two-thirds of independent institutions and public two-year colleges.

SURVEY RESULTS

Among colleges and universities with mutual aid agreements, the most common agencies identified as part of such agreements were public safety, followed by state agencies, emergency medical services, other colleges and universities, and other nonprofit agencies (see Figure 8).

Survey respondents generally use an incident command system as required by the National Incident Management System. About 78 percent use this type of system, and a similar percentage of respondents have staff who have received NIMS training. Campus police were the most frequently mentioned staff who received NIMS training.
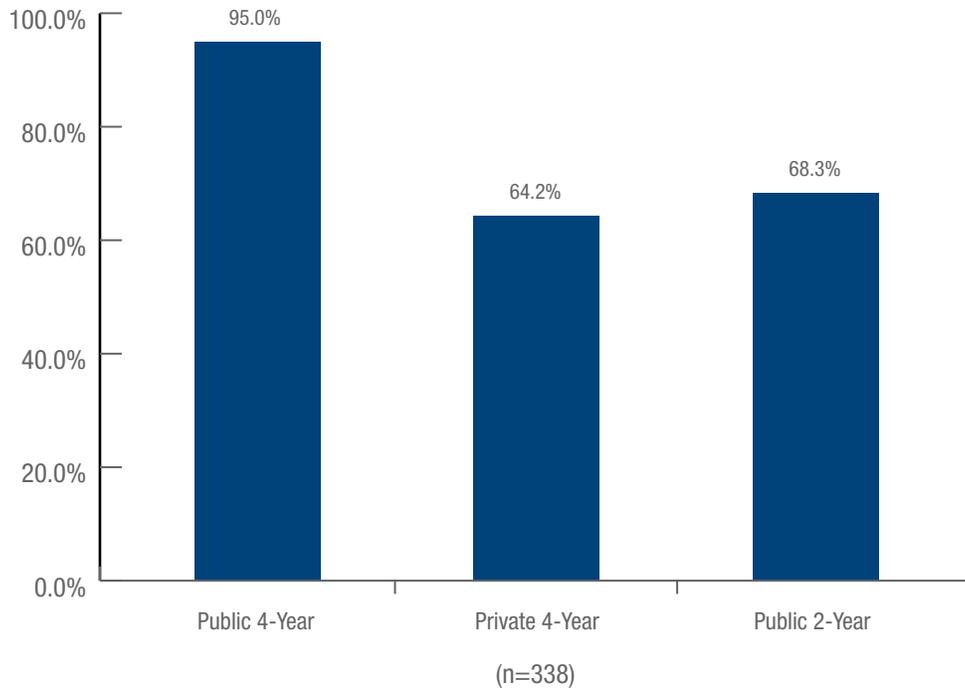
Figure 7 — Mutual Aid Agreements by Sector

(n=338)
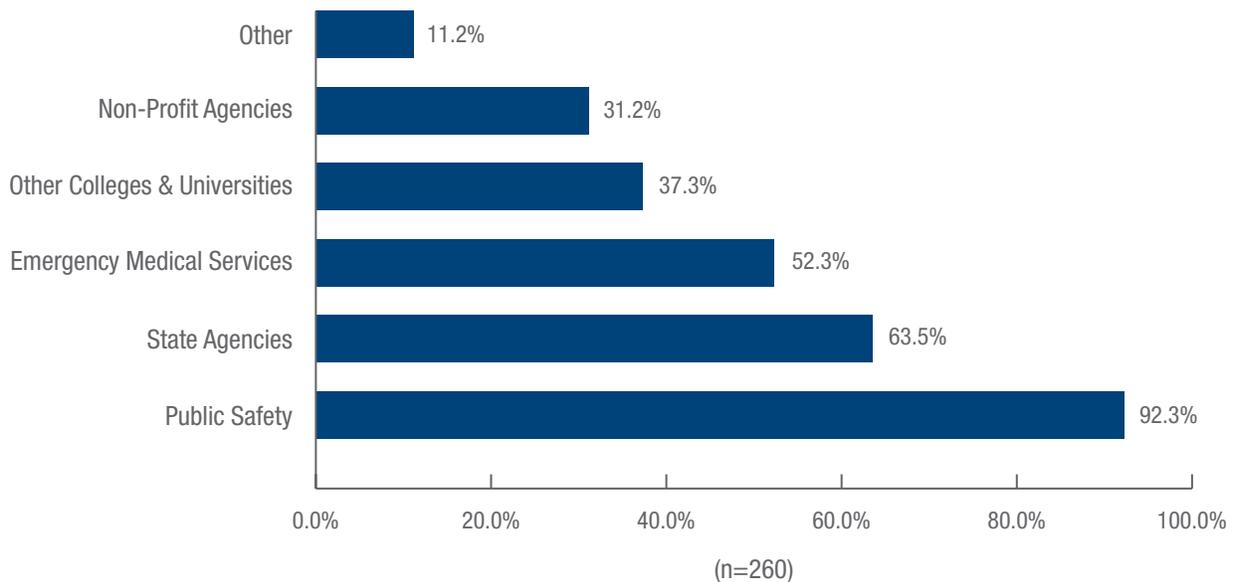
Figure 8 — Agencies Included in Mutual Aid Agreements

(n=260)

SURVEY RESULTS

A tabletop exercise is a planned activity in which school officials, key staff, and emergency response organizations are presented with simulated emergency situations, without time constraints. It is typically conducted as an informal meeting, in a conference room environment, and is designed to elicit constructive discussion from the participants. Command post and field exercises are active training exercises in which emergency response personnel and volunteer victims participate in a medium- to large-scale simulated disaster or terrorist event. Conducting active exercises (e.g., drills and practices that mimic real hazards) was not widespread on campuses, according to survey respondents. About 40 percent of all respondents report conducting tabletop exercises at least annually, 30 percent report conducting command post exercises, and 31 percent report conducting field exercises.

Figure 9 shows the kinds of hazards simulated during active exercises among colleges and universities that conducted such training at least once annually. The most common hazards simulated were acts of violence and natural disasters, followed by manmade, mass casualties/medical emergencies, pandemic, and cyber disruptions or other. Although a minority of respondents said they conducted active exercises at least annually, 88 percent reported conducting drills that simulated one or more types of hazards.

Campus public safety officers and staff were the most common groups reported to participate in drills. About 91 percent of survey respondents said public safety officers participated in drills, followed by 88 percent who reported that staff participated, 70 percent who reported that campus executive leadership participated, and 67 percent who reported that local public safety and emergency response personnel participated. Slightly more than half of respondents (54 percent) said that students and faculty participated in drills, and 58 percent reported that campus IT professionals participated.
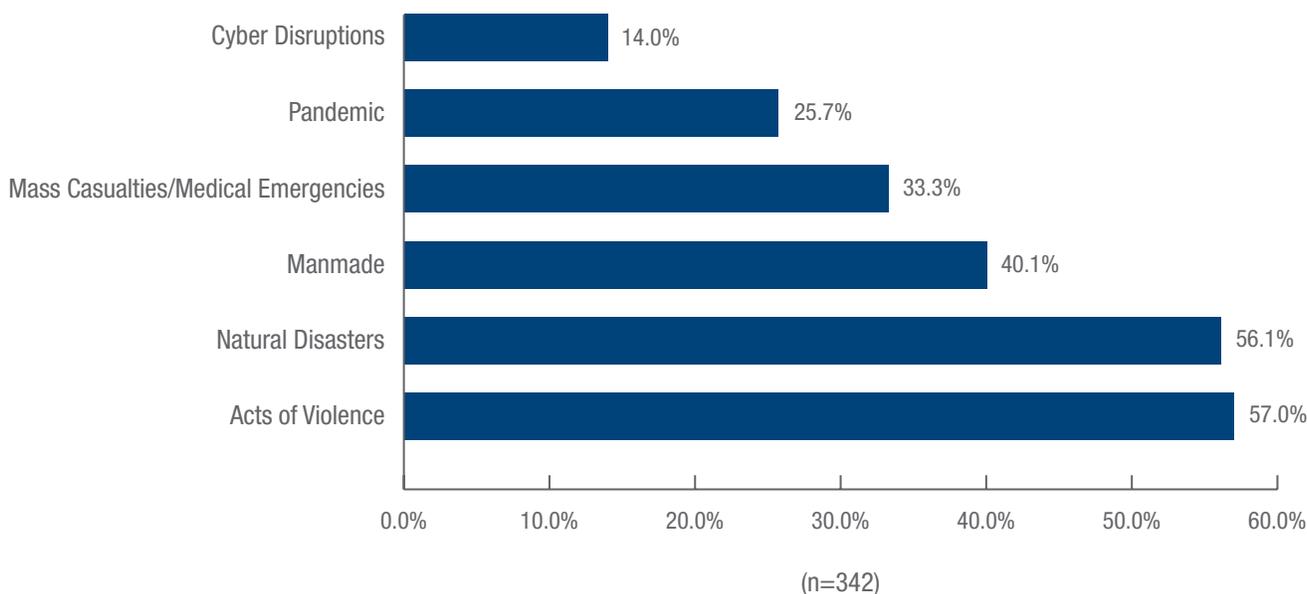
Figure 9 — Types of Emergencies Simulated by Colleges and Universities

SURVEY RESULTS

PREVENTATIVE MEASURES

The survey results show that institutions use various communications media to address emergency preparedness, campus safety and security, and cyber security. Figures 10 through 12 show that orientation for students and faculty/ staff, the campus Web site, and residential hall meetings are common vehicles for communicating information about preventing campus hazards. The survey results show that colleges and universities seem to put great emphasis on communicating with their communities about safety and security.

Faculty and Staff Handbook — 41.2%
To Parents — 41.2%
Student Handbook — 52.3%
Residence Hall Meetings — 62.0%
Faculty and Staff Orientation — 63.7%
New Student Orientation — 67.3%
To Campus Community — 67.5%
Institution/Campus Website — 73.4%

0.0% 10.0% 20.0% 30.0% 40.0% 50.0% 60.0% 70.0% 80.0% 90.0% 100.0%

(n=342)
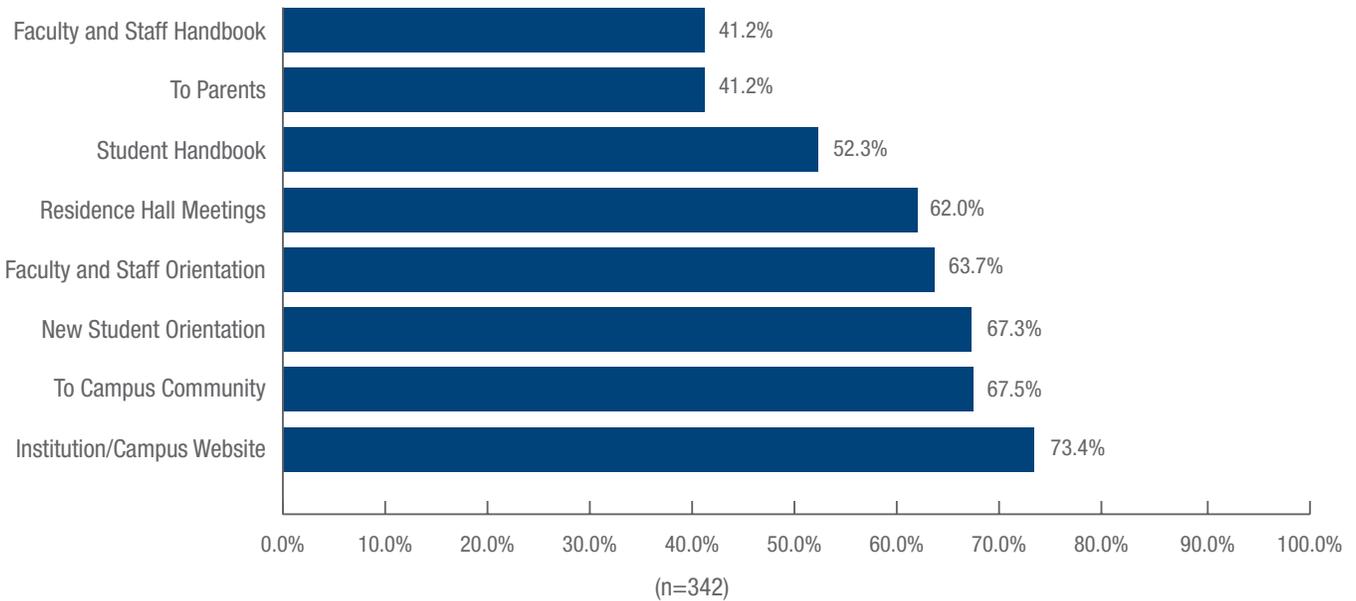
Figure 10 — Communication of Emergency Preparedness by Colleges and Universities

Faculty and Staff Handbook — 63.7%
To Parents — 64.0%
Residence Hall Meetings — 73.1%
Faculty and Staff Orientation — 77.8%
To Campus Community — 77.8%
Student Handbook — 83.9%
Institution/Campus Website — 84.8%
New Student Orientation — 90.9%

0.0% 20.0% 40.0% 60.0% 80.0% 100.0%

(n=342)
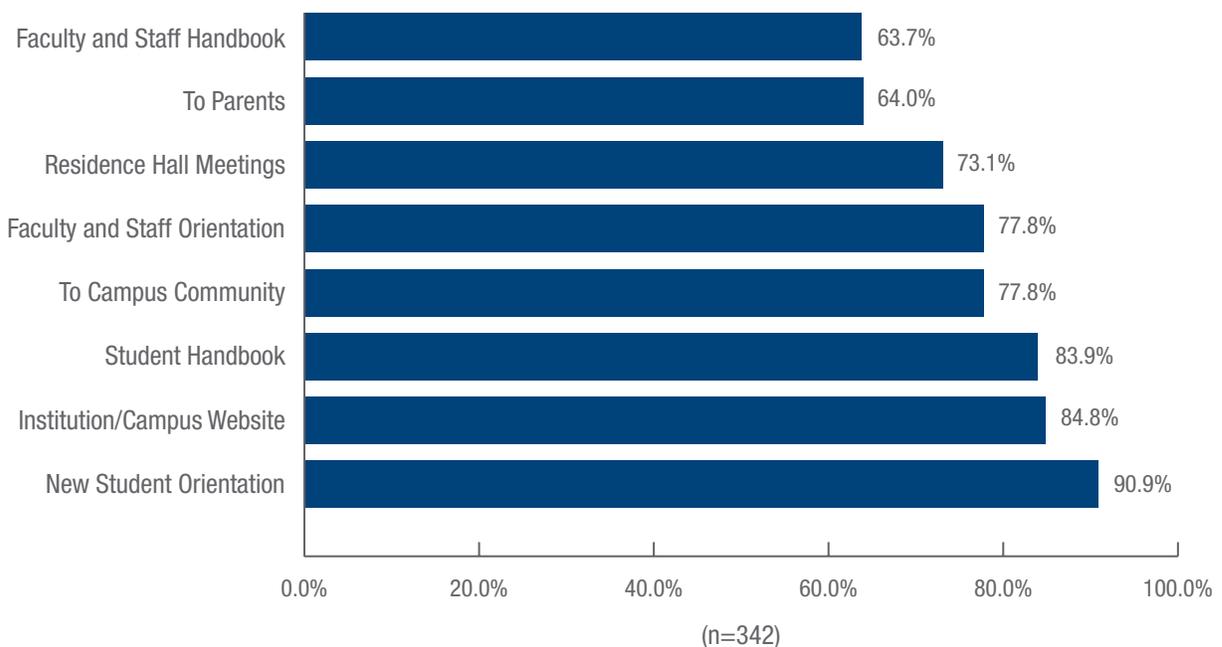
Figure 11 — Communication of Campus Safety and Security by Colleges and Universities

SURVEY RESULTS

Category	Percentage
To Parents	16.7%
Residence Hall Meetings	28.9%
Faculty and Staff Handbook	31.6%
Faculty and Staff Orientation	37.4%
To Campus Community	38.9%
Student Handbook	41.2%
New Student Orientation	46.5%
Institution/Campus Website	48.8%

(n=342)

Figure 12 — Types of Communication of Cyber Security by Colleges and Universities

The survey results suggest that enrollment size may be a factor in the types of communication strategies used by higher education institutions. For example, about 93 percent of the largest colleges and universities (those with enrollment of more than 15,000 students) posted information about campus safety and security on their Web sites, compared with 81 percent of the smallest institutions (those with enrollments of fewer than 4,000). The largest institutions reported using most strategies more often than smaller ones, with the exception of student handbooks. Roughly 87 percent of the smallest institutions, on the other hand, published campus safety and security information in their student handbooks, compared with 84 percent of the largest schools. In other words, all colleges and universities used many of these avenues to communicate information about campus safety and security, but the extent to which colleges used these multiple venues to share information with faculty, staff, students, and students' families varied by enrollment size.

Instructions on what to do in case of emergency are posted in many locations where students, faculty, and staff gather, including residence halls, dining halls, student unions, classrooms, administrative buildings,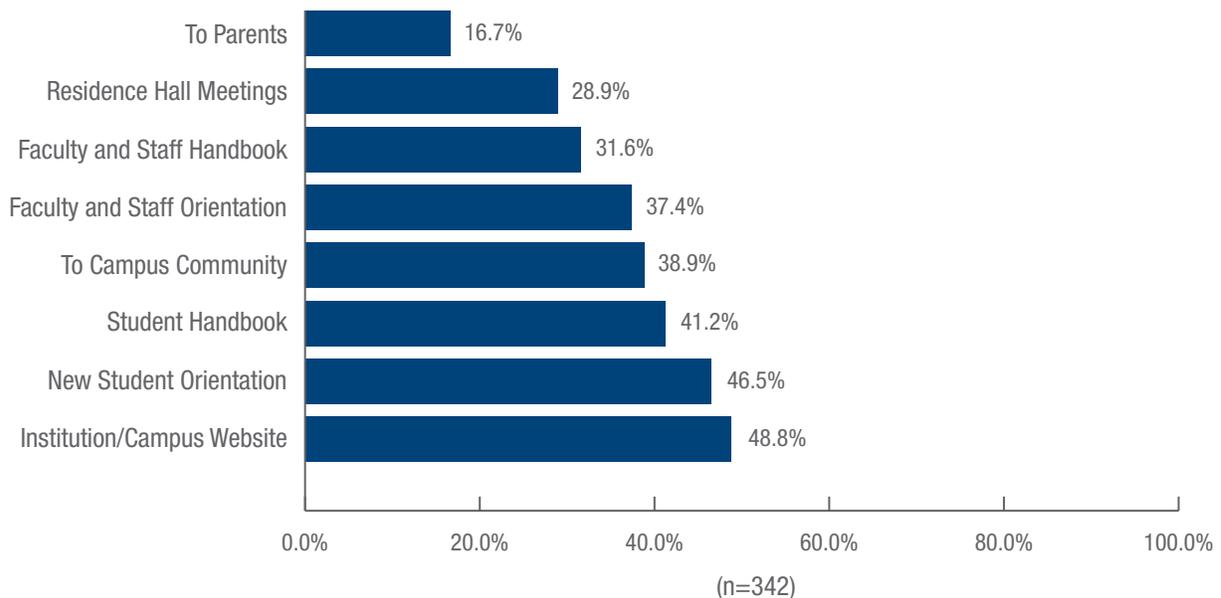 laboratories, and stadium venues; however, the extent to which all of these locations have instructions posted is somewhat limited. As Figure 13 shows, 57 percent of respondents said that all residence halls had instructions posted and 55 percent said that all laboratories had instructions posted. Fewer than half of respondents said that instructions were posted in all other locations listed. In fact, 20 to 25 percent of respondents said such instructions were not posted in any of these locations. On the other hand, the majority of institutions did have instructions on what to do in case of an emergency posted on the campus Web site.

SURVEY RESULTS
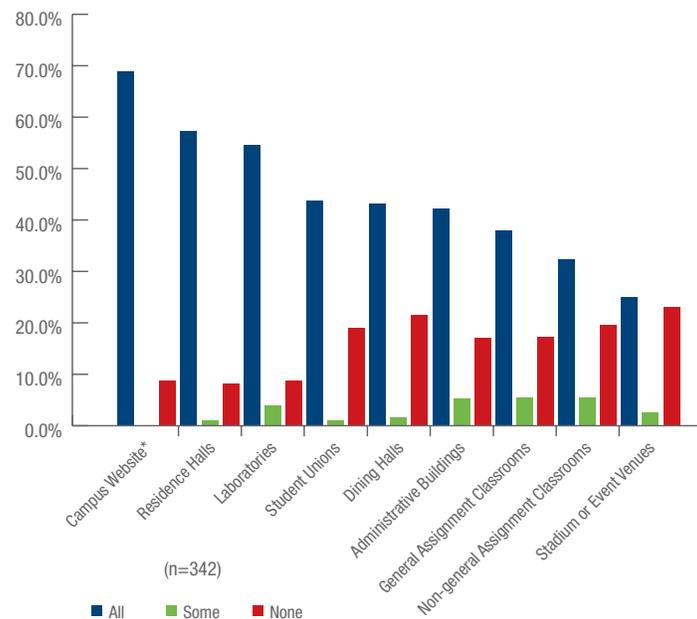
Figure 13 — The Extent to Which Instructions on What to Do in Case of an Emergency Are Posted by Campus Location
* Answers are "Yes" and "No" instead of "All" and "None."

PHYSICAL INFRASTRUCTURE

A common device used to secure buildings on campus is the perimeter (exterior) access card, which permits or denies the use of a particular resource by a particular individual through use of an electronic card reader and preprogrammed card; yet the use of perimeter access cards to secure buildings on campus was not widespread. As Figure 14 shows, significant percentages of colleges and universities across all sectors do not use perimeter cards for any building on campus; the use of interior access cards is even less frequent. Independent institutions, public two-year colleges, and institutions with smaller enrollments (less than 8,000) were more likely to report that none of their campus facilities used perimeter or interior access cards. The one exception was for residence halls: 49 percent of respondents reported that perimeter access cards were used for all their residence halls. It is important to note that public two-year colleges typically do not have residence halls. Roughly two-thirds of all other respondents reported that all or most (at least 75 percent) of their residence halls had perimeter access cards to secure the facility.

In contrast to perimeter and interior access card usage, centrally monitored fire alarms are widely used by survey respondents. A large majority of respondents across all institutional sectors reported that all or most (at least 75 percent) of their campus facilities have centrally monitored fire alarms. Among public and private four-year colleges and universities, 85 percent and 78 percent, respectively, report that all their residence halls have centrally monitored fire alarms. Among all institutional sectors, two-thirds of respondents report that all or most of their research facilities have centrally monitored fire alarms, and at least 80 percent report that centrally monitored fire alarms are available in all or most of their dining halls, academic buildings, student unions, libraries, and administrative buildings. Stadiums and other public venues are less likely to have centrally monitored fire alarms: only about 60 percent reported that all or most of such venues have a centrally monitored fire alarm system.

SURVEY RESULTS

■ Perimeter-All   ■ Perimeter-None   ■ Interior-All   ■ Interior-None
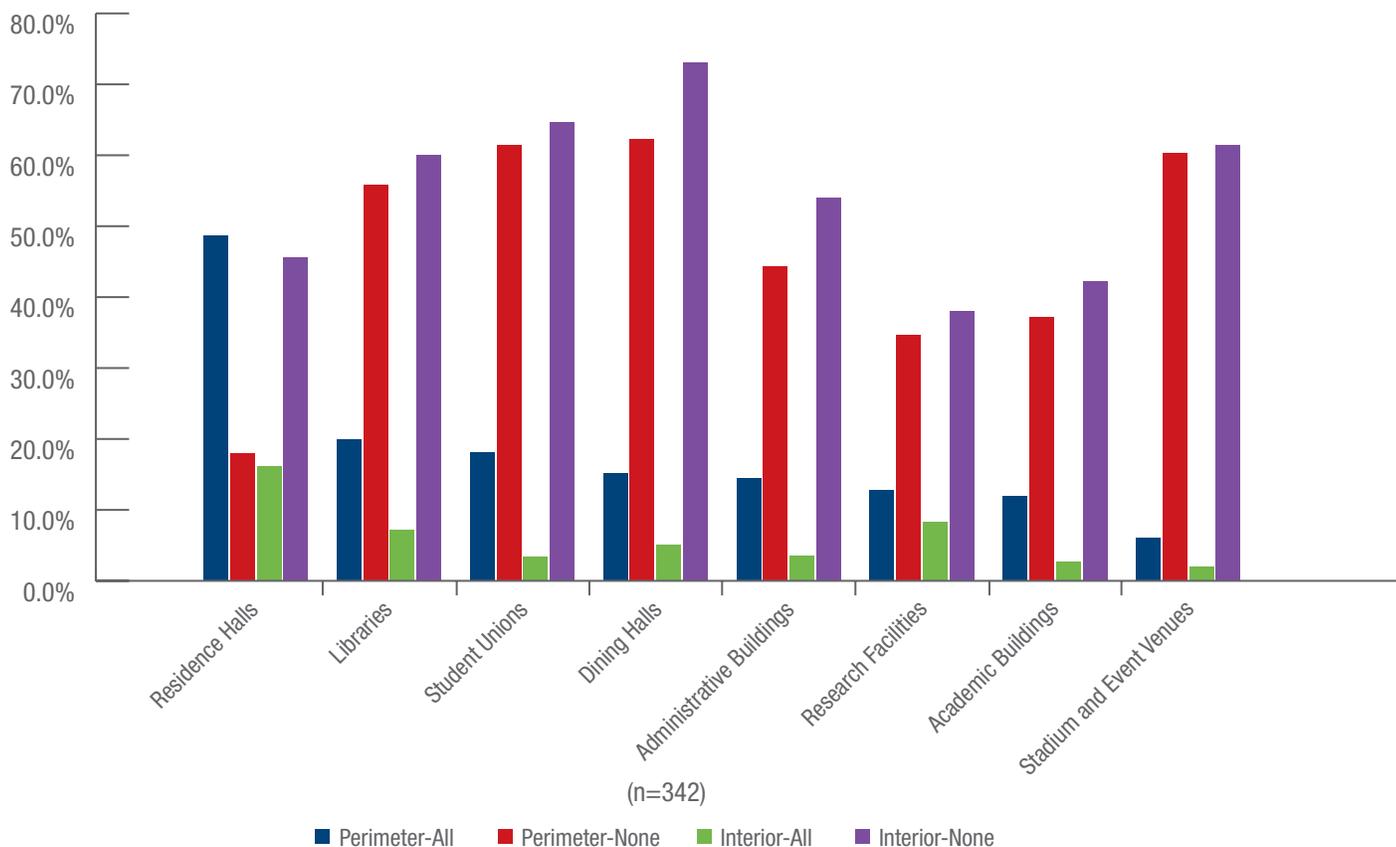
Figure 14 — Use of Perimeter and Interior Access Cards by Type of Facility

The ability to broadcast audible instructions or directions within campus facilities is less widespread. As Figure 15 shows, only 25 percent of respondents report that an audible broadcast can be communicated in all their residence halls. The percentages are not much higher for dining halls (31 percent), student unions (35 percent), or libraries (37 percent). Similarly, about one-fourth of respondents said that audible broadcasts can be communicated in all their academic and administrative buildings, and only 15 percent report that such broadcasts can be communicated in all their research facilities; roughly one-third of respondents (36 percent) report that audible broadcasts can be communicated in all their stadiums and public venues.

Security cameras appear to be present on many campuses, primarily for monitoring and/or recording exterior activities. About 93 percent of public four-year institutions have security cameras, compared with 85 percent of public two-year colleges and 81 percent of independent institutions (see Figure 16). However, the extent to which respondents reported that all or most (75 percent) of campus facilities had exterior security cameras was minimal—ranging from about one-fifth of respondents who said all or most of their residence halls, dining halls, academic, and administrative buildings had exterior security cameras to about one-fourth who said that all or most of their student unions and libraries had exterior security cameras. In contrast, about one-third of respondents report

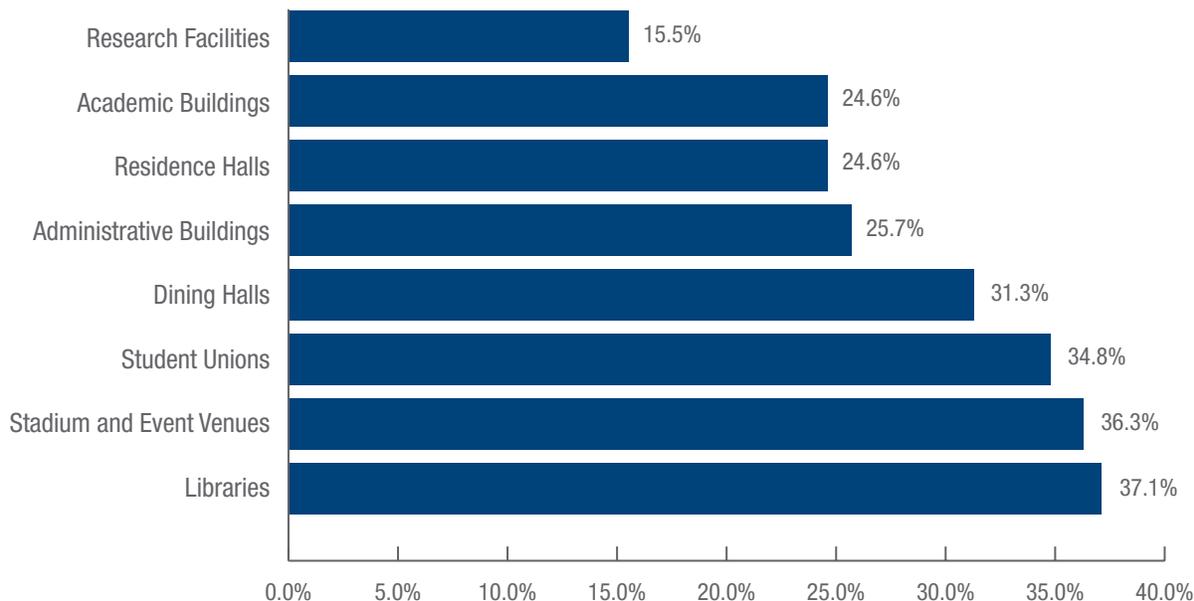| Facility	Percentage
Research Facilities	15.5%
Academic Buildings	24.6%
Residence Halls	24.6%
Administrative Buildings	25.7%
Dining Halls	31.3%
Student Unions	34.8%
Stadium and Event Venues	36.3%
Libraries	37.1%

Figure 15 — Audible Broadcasting Capacity by Type of Facility

that none of their residence halls, academic buildings, and research facilities have exterior security cameras, and more than 40 percent report that none of their student unions, libraries, dining halls, administrative buildings, and stadiums and other public venues have exterior security cameras.

Internal security cameras are even less widespread, with only about half (45 to 48 percent) of respondents reporting that fewer than 25 percent of their residence halls, research facilities, libraries, and student unions have interior security cameras (35 percent report that none of their residence halls have interior cameras); and more than half report that fewer than 25 percent of their academic buildings, administrative buildings, dining halls, and stadiums have interior security cameras.

Although 88 percent of respondents reported that all or most (at least 75 percent) of their internal security cameras are recorded, almost 40 percent said that none of their security cameras were monitored continuously (24 hours per day, seven days per week), and fewer than 30 percent said that all or most of their security cameras were monitored at all times. Respondents from public two-year colleges were more likely to report that all of their security cameras were recorded (90 percent), but they were also more likely to report that none of their security cameras were monitored continuously (57 percent).
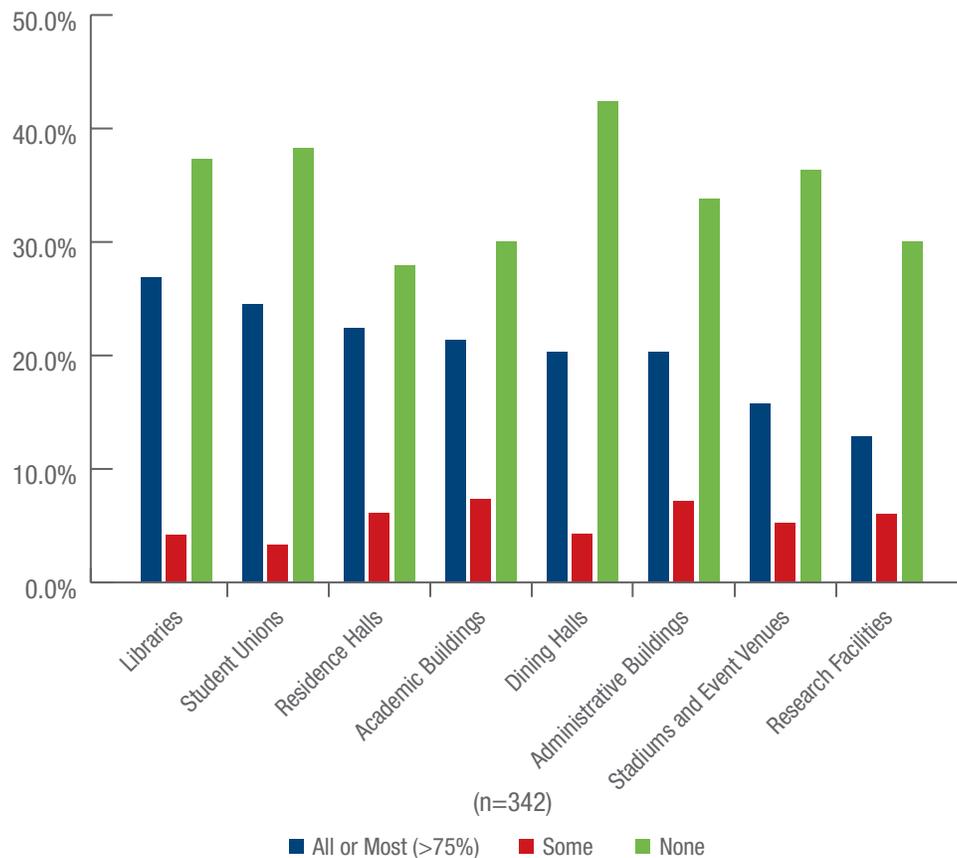
Figure 16 — Exterior Security Cameras by Type of Facility

COMMUNICATION AND SYSTEMS INFRASTRUCTURE

Slightly more than half of respondents (58 percent) indicated that templates exist to facilitate the preparation of emergency messages for communication throughout the campus; another 28 percent reported that such templates were under development. Figure 17 shows the kinds of emergency notification methods campuses could use to communicate messages throughout the campus. The most common emergency notification systems respondents identified were e-mail (95 percent), Web page (87 percent), text messaging/instant messaging (77 percent), LAN line messaging or voice mail (71 percent), and telephone trees (61 percent). More than 80 percent of respondents said a policy was in place to identify who could

send emergency messages through the text/instant messaging network. Public two-year institutions have been the slowest to adopt these policies, with 55 percent having done so, but an additional 30 percent report that they are in the process of doing so. In contrast, 84 percent of public four-year institutions have such policies in place, and another 9 percent are developing them.

When asked about participation policies for text or instant messaging, about 70 percent of respondents reported that staff, faculty, and students had to "opt-in" for participation; fewer than one-fifth of respondents said that all or most (at least 75 percent) of the target population for text/instant messaging had signed up for the emergency notification system.
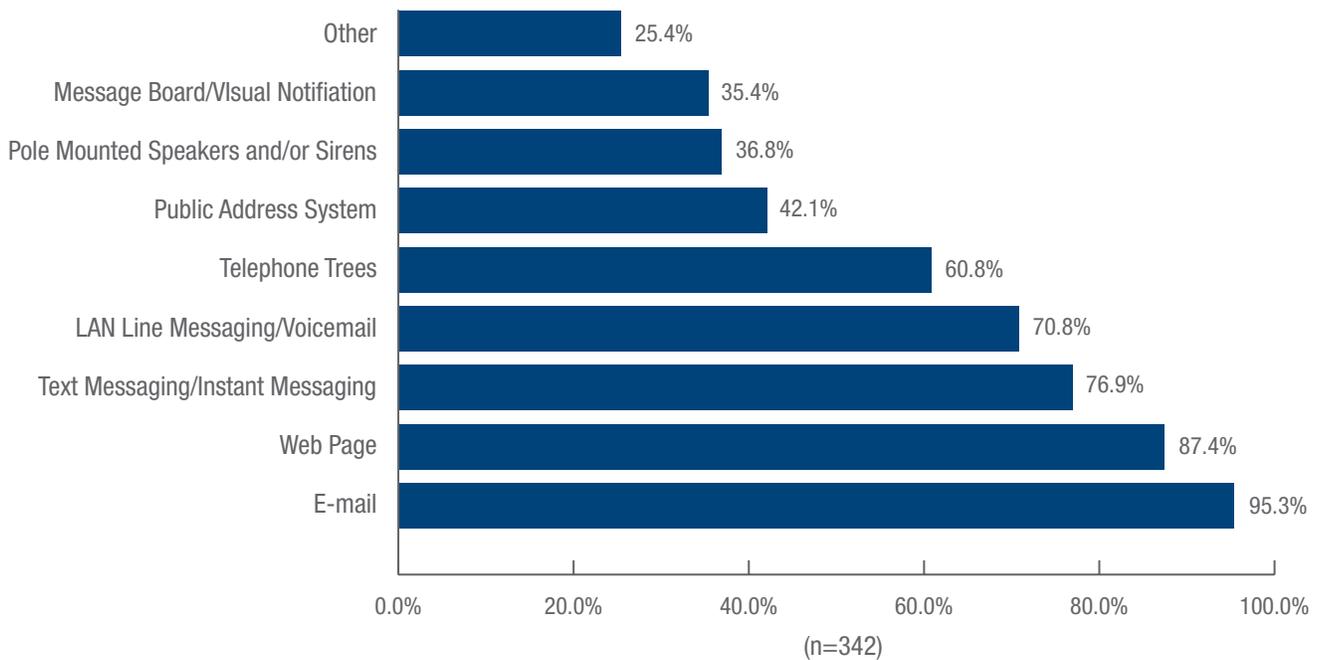
SURVEY RESULTS

Category	Percentage
Other	25.4%
Message Board/Visual Notifiation	35.4%
Pole Mounted Speakers and/or Sirens	36.8%
Public Address System	42.1%
Telephone Trees	60.8%
LAN Line Messaging/Voicemail	70.8%
Text Messaging/Instant Messaging	76.9%
Web Page	87.4%
E-mail	95.3%

(n=342)

Figure 17 — Emergency Notification System Infrastructure

STRATEGIES FOR BEHAVIORAL/MENTAL HEALTH ISSUES

A behavioral assessment team (BAT) deals with matters of crisis, disturbing behavior, and medical and psychiatric situations of individual students, faculty, and/or staff in order to determine needs and appropriate responses. About two-thirds of respondents said that a BAT exists on their campus—ranging from 42 percent of public two-year colleges to 65 percent of independent institutions and 76 percent of public four-year colleges and universities. An additional 13 percent of respondents (25 percent of public two-year colleges) reported their campus was developing such a team. According to respondents, the BAT is primarily focused on students (93 percent), but slightly more than half also identified faculty and staff as potential groups for the BAT to address (see Figure 18). Public four-year colleges and universities were more likely to indicate that their BAT focused on staff and faculty as well as students. The most common divisions represented on the BAT were academic affairs (93 percent),

counseling center (92 percent), student affairs (88 percent), campus police (78 percent), and the health center (59 percent). A majority of respondents from public four-year colleges and universities also identified human resources and general counsel as represented on the BAT.

A threat assessment team (TAT) assists in assessing threatening situations and developing risk abatement plans that minimize the potential risk for violence. Fewer than half of the respondents reported that their campus has a TAT—ranging from 37 percent of public two-year colleges to 60 percent of public four-year institutions. An additional 19 percent of respondents said a TAT was under development. Representatives most likely to serve on the TAT included campus police (94 percent), academic affairs (87 percent), counseling center (81 percent), student affairs (78 percent), and human resources (52 percent). About half of respondents from public and private four-year colleges and universities also identified the health center as part of the TAT.
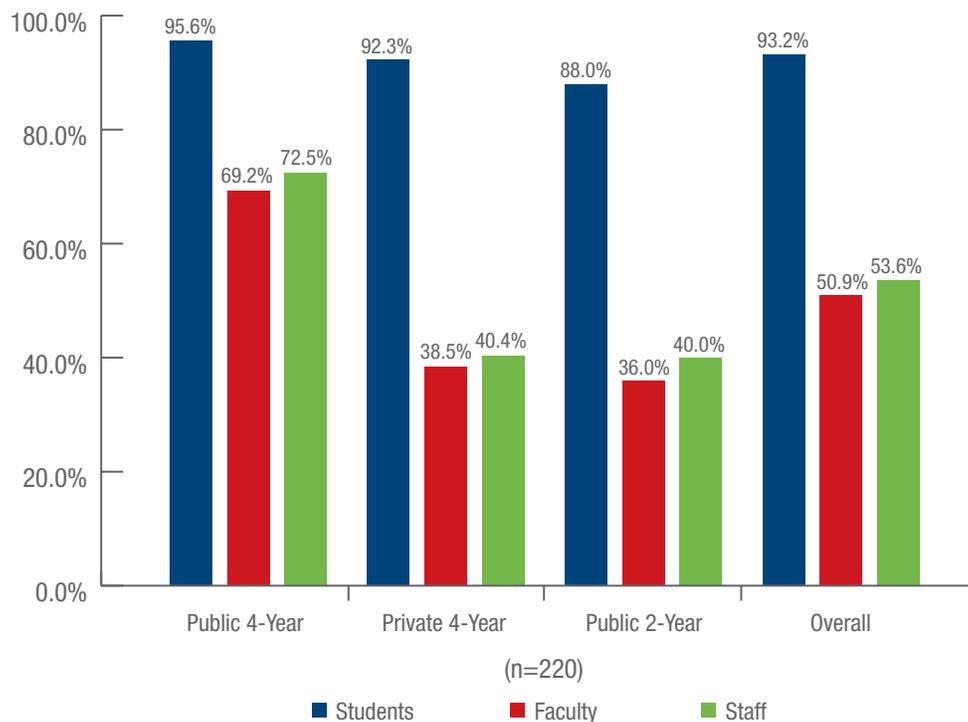
Figure 18 — Targeted Groups for Behavioral Assessment Team by Sector

Mental health services are available across all institutional sectors: virtually all public (98 percent) and private (94 percent) four-year colleges and universities provide mental health services though the health center or a separate counseling center compared with slightly more than half of public two-year colleges. About half of public and private four-year institutions report that student health insurance policies cover mental health issues; by comparison, 40 percent of public two-year colleges report that mental health coverage is not included in student health insurance plans.

The availability of a campus hotline to assist staff, faculty, and students with behavioral and mental health issues also varies across institutional sectors. More than 60 percent of public four-year institutions reported the availability of a campus hotline, compared with 45 percent of independent institutions and only 28 percent of public two-year colleges. About two-thirds of respondents said a protocol exists to address the needs of troubled faculty and staff, and 87 percent said a protocol exists to address the needs of troubled students. As Figure 19 shows, the existence of protocols varies by sector.

BUSINESS CONTINUITY ISSUES

Figure 20 shows that fewer than 30 percent of respondents report that a business continuity plan to ensure recovery from an emergency exists and covers the entire campus. An additional 23 percent said a business continuity plan is in place for some parts of the campus, and 28 percent report that a business continuity plan is being developed.
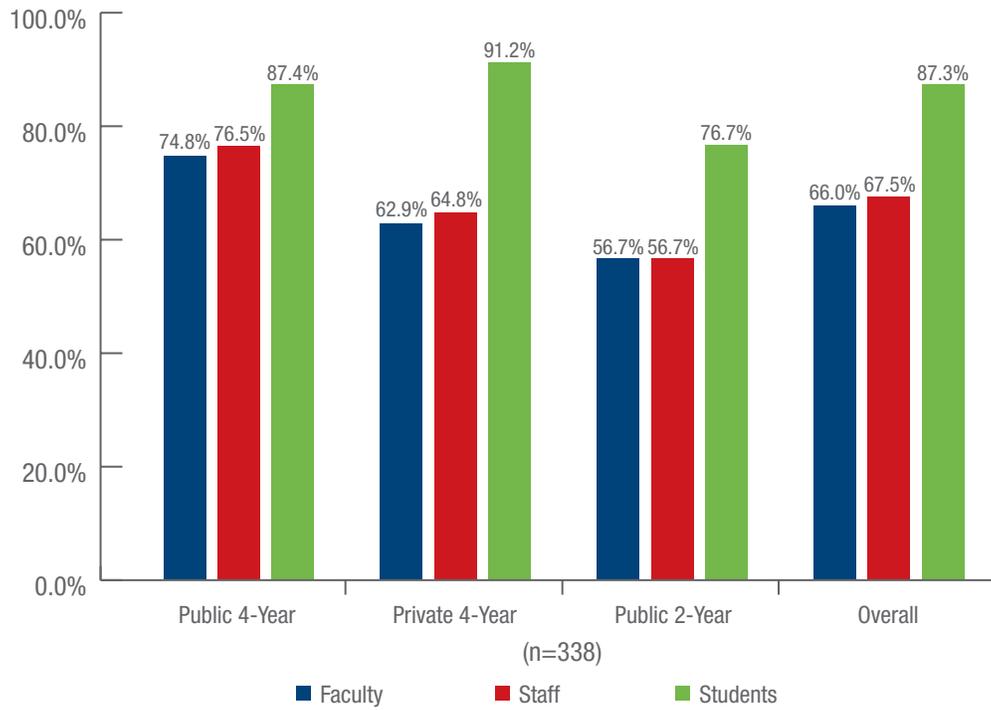
Figure 19 — Protocols to Address the Needs of Troubled Faculty, Staff, and Students by Sector
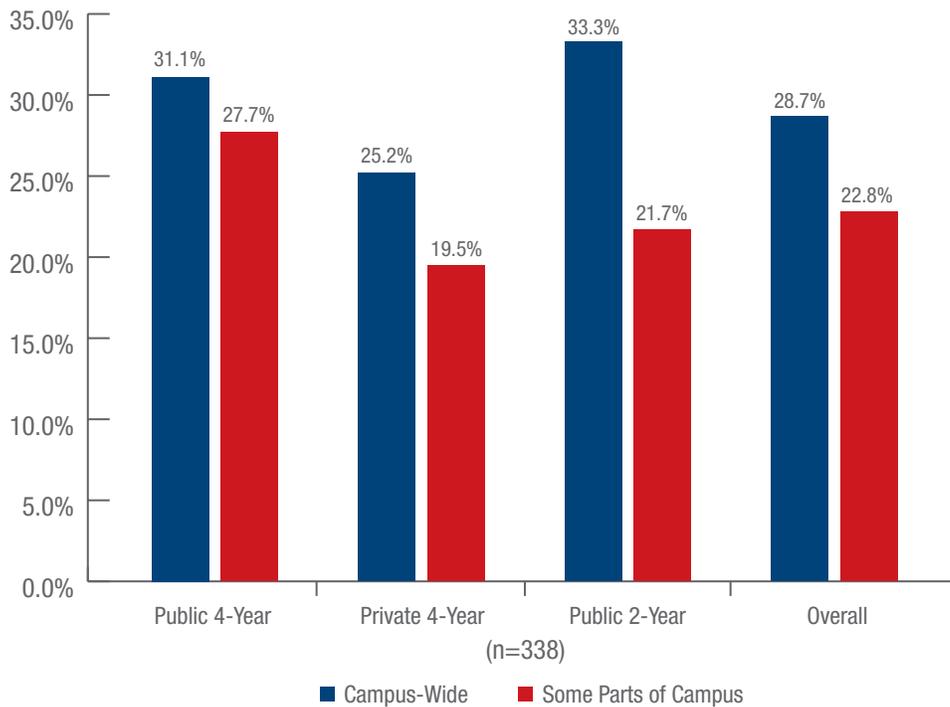

Figure 20 — Business Continuity Plan Coverage by Sector

SURVEY RESULTS

About half of respondents report that human assets, physical assets, and cyber assets are identified as critical for business continuity but no costs had been assigned for such assets. In the immediate aftermath of an emergency, campus police (89 percent), physical plant (82 percent), and computing/telecommunication (81 percent) were reported as needing to be operational. Only 40 percent of respondents identified student health centers or fire protection services as a priority in the immediate aftermath of an emergency, and 32 percent identified emergency medical services.

Respondents were also asked whether ongoing operations of other campus services had been addressed on their campus. About two-thirds (68 percent) of respondents said that finance and business services had been addressed, followed by food services (65 percent), residence halls (61 percent), student services (61 percent), and instructional activities (54 percent). Finally, about half of respondents across all institutional sectors report that one or fewer of custodial, residential,

or security services are outsourced to third-party providers, and 40 percent report that between two and five services are outsourced. Outsourcing services appears more common among independent colleges and universities.

BUDGET AND FUNDING ISSUES

Two-thirds of responding colleges and universities report that budgets for campus safety and security have increased over the past three years, but only a small minority (3 percent) have campus fees dedicated to campus safety and security. Emergency preparedness is not typically a single-line item in campus safety and security budgets but is more often combined with other operational functions. Figure 22 shows the most common budget divisions that include costs for emergency preparedness. Approximately 71 percent of respondents report that emergency preparedness is part of the public safety budget, and 54 percent report it as part of the physical plant budget.
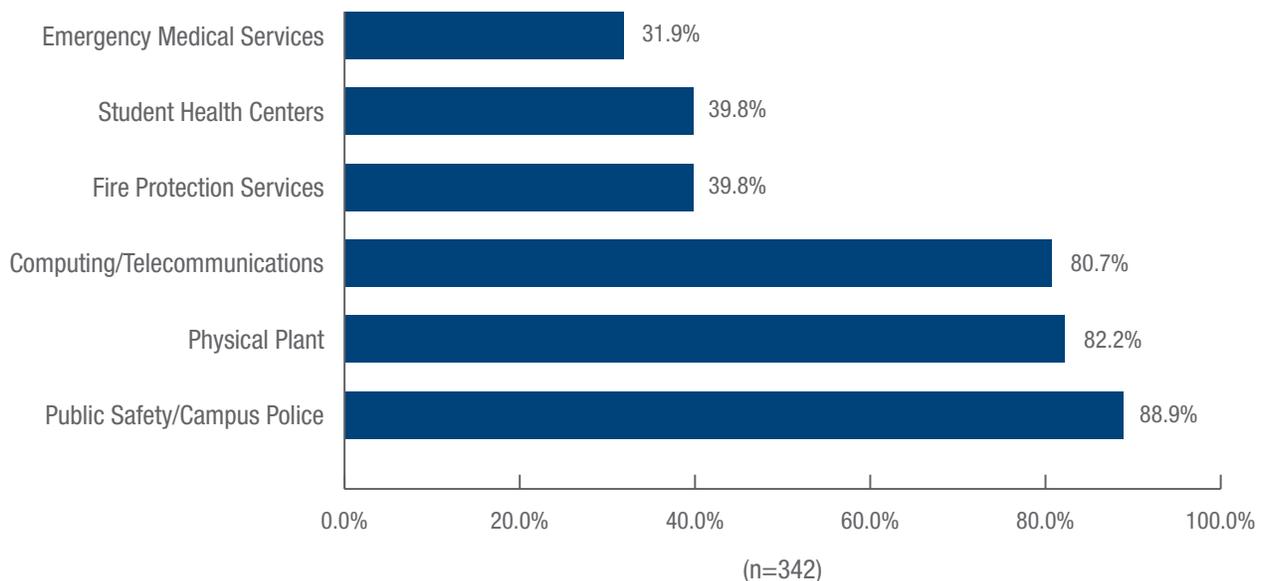

Figure 21 — Priority Services That Need to Be Operational in the Immediate Aftermath of an Emergency
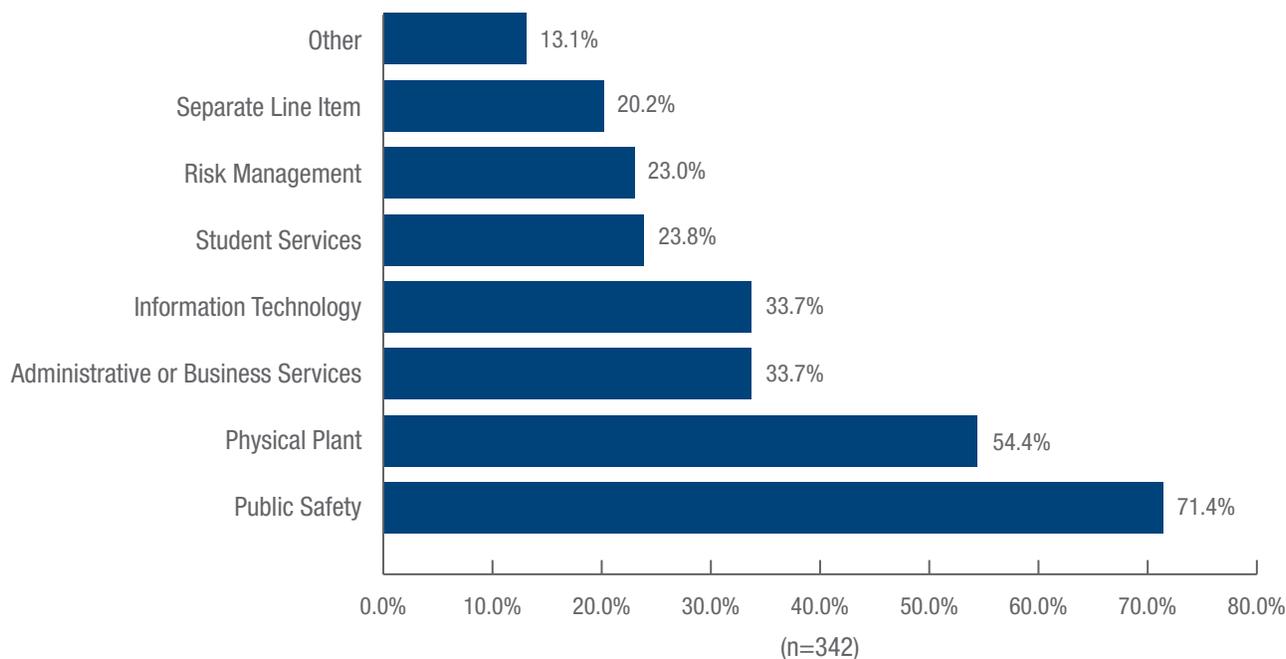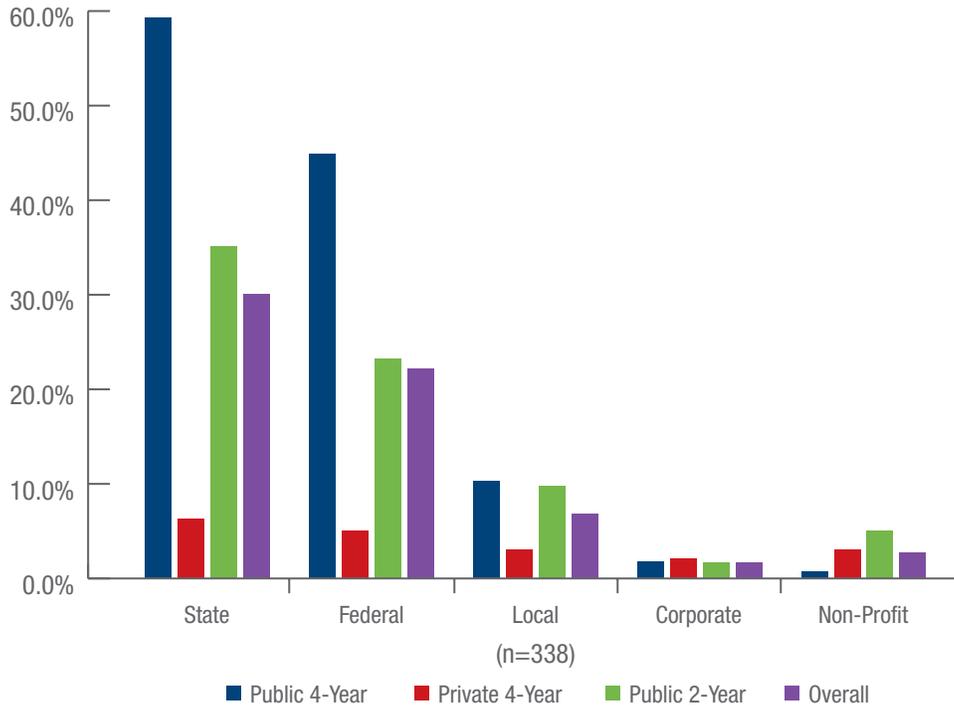
SURVEY RESULTS

Figure 22 — Location of Emergency Preparedness Budget by Campus Divisions

Overall, colleges and universities do not typically receive funds for campus safety and security from outside sources, but the receipt of outside funds varies considerably by institutional sector (see Figure 23). Among public four-year institutions, 59 percent report funds from state resources and 45 percent report funds from federal resources. By comparison, 35 percent of public two-year colleges report funds from state resources and 23 percent report funds from federal resources. Almost all independent colleges and universities report that they do not receive any state (94 percent) or federal (95 percent) resources for campus safety and security. According to respondents across all institutional sectors, resources from nonprofit agencies, corporations, and local governments are not typically available to support campus safety and security needs.

EMERGENCY MANAGEMENT

About two-thirds of respondents from public and independent four-year colleges and universities reported that a formal plan to communicate with parents, spouses, and other family members of faculty, staff, and students is in place for use during and after an emergency. Another 16 to 23 percent of respondents report that a formal plan for communicating is under development. In contrast, only 40 percent of public two-year respondents report that they have a formal plan and 35 percent report that no such plan exists. Figure 24 shows that the campus Web page is the most frequently reported means of communicating during and after an emergency, followed by e-mail, text messaging, and written correspondence.

Figure 23 — Noninstitutional Sources of Support for Campus Safety and Security by Sector
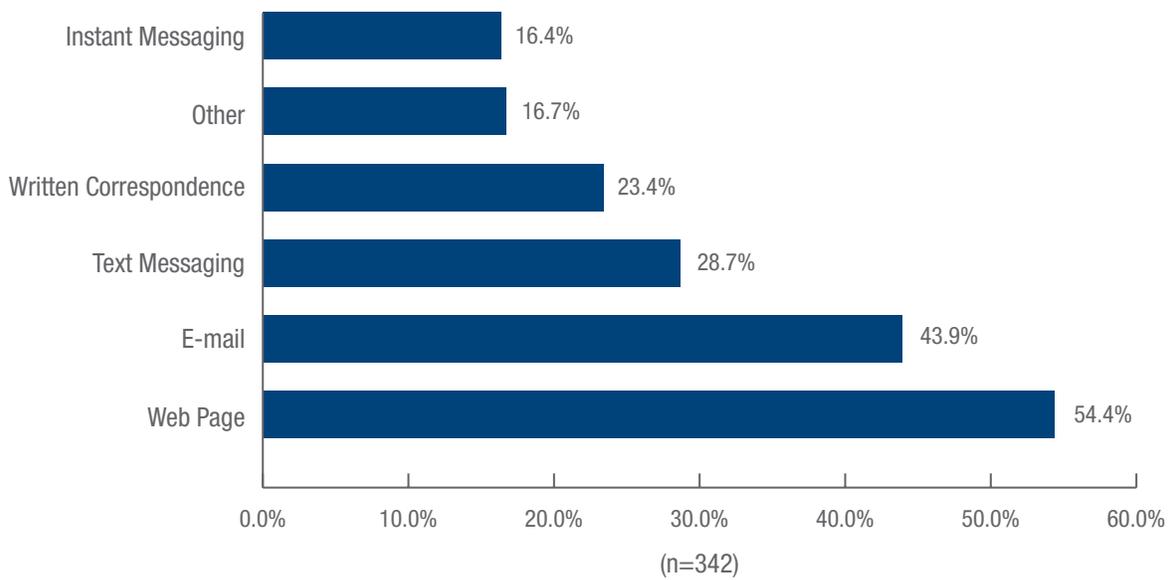
Figure 24 — Means of Communication With Parents, Spouses, and Other Family Members of Faculty, Staff, and Students During and After an Emergency

SURVEY RESULTS

Only about one-fifth of respondents said that faculty, staff, and students have a way to self-report their location during an emergency; another 18 percent said such a system was being developed. However, 55 percent of colleges and universities reported they did not at the time this survey was conducted have a means for faculty, staff, and students to self-report their location during an emergency. Finally, about 60 percent of public and independent four-year respondents reported they have a protocol to provide the counseling and support needs of faculty, staff, and students after an emergency, compared with only 27 percent of public two-year respondents.

DISCUSSION

The Campus Safety and Security Project Survey responses suggest that emergency preparedness is a priority for colleges and universities across all institutional sectors. A large majority of colleges and universities have campuswide emergency preparedness plans, and those plans represent an all-hazards approach that covers a wide spectrum of possible emergencies: acts of violence, natural disasters, manmade, mass casualties/medical emergencies, pandemics, and cyber disruptions.

Leadership on emergency preparedness appears to be widely shared across many campus divisions. Several emergency preparedness committees, including policy committees, behavioral assessment teams, and threat assessment teams, are operational on college campuses; these teams have representatives from academic affairs, student affairs, public safety, and business services. This broad engagement in emergency preparedness may partially explain the presence of an emergency manager at 80 percent of responding institutions. While only one-third of respondents report that the college president or chief executive officer is represented on the emergency preparedness policy committee, the existence of several cross-functional teams addressing issues of emergency preparedness is a positive development for colleges and universities that may operate in divisional silos; however, the lack of dedicated emergency managers and limited direct involvement of college and university presidents at some smaller-sized institutions also suggests that emergency preparedness leadership is still evolving.

Although campus police and security departments are ubiquitous on college campuses, independent four-year colleges and universities and public two-year colleges typically do not have police forces with sworn and armed officers. Public four-year institutions, in contrast, generally do. This variation across institutional sectors highlights the importance of mutual aid agreements with

local agencies to help respond to emergencies. Reponses to this survey, however, indicate that the types of institutions without a sworn and armed police force (independent four-year and public two-year) are less likely to have mutual aid agreements. Even so, local public safety was identified as the most common agency with which mutual aid agreements are in place. Congress also apparently believes that such agreements are important. Under recent changes to the Higher Education Opportunity Act, colleges and universities will now include information on their mutual aid agreements in their annual campus safety reports.

The use of perimeter access cards for campus facilities is not widespread, according to survey respondents. Residence halls are the most likely facility to have perimeter access cards. However, other campus facilities, such as academic buildings, administrative buildings, and research facilities, also generally appear to have these access cards. Furthermore, fewer than one-fifth of respondents said that at least 75 percent of their campuses' residence halls had exterior security cameras. And roughly one-third or more of respondents said that none of the academic buildings, administrative buildings, or research facilities on their campus had exterior security cameras. Campus facilities are even less likely to have interior access cards: about 40 percent or more of survey respondents said that none of their campus facilities have these cards.

Providing mental health coverage through student insurance plans is common for about half of public and independent four-year colleges and universities, but not for public two-year colleges. Mental health services are available through the health center or a separate counseling center at virtually all public and independent four-year colleges and universities, but only at about half of public two-year colleges. Finally, a campus hotline for troubled faculty, staff, and students is available

DISCUSSION

at more than half of public four-year institutions, at slightly fewer than half of private four-year colleges and universities, and at about one-fourth of public two-year colleges. In short, there is considerable variation in handling mental health issues of faculty, staff, and students across institutional sectors. One possible reason for these discrepancies is that public two-year institutions are generally nonresidential and tend to enroll older students who may have access to health insurance through other means.

Survey results suggest that colleges and universities use multiple means to communicate to students, faculty, and staff about emergency preparedness—before, during, and after an emergency. Almost all survey respondents said that e-mail and the campus Web site were used to communicate with the campus community. A significant majority of respondents also said that text or instant messaging and voice mail were used to communicate with the campus community, and more than half mentioned that telephone trees were used to communicate.

At the same time, survey results point toward several areas where colleges and universities may be able to strengthen their emergency communication media. First, emergency instructions are not universally posted in all campus facilities. About half of survey respondents reported that all residence halls and laboratories had posted emergency instructions. For other campus facilities, the percentages were much lower. In fact, as many as one-fourth of survey respondents said that emergency instructions were not posted in any campus facilities. The most common location for posting emergency instructions was virtual—a campus Web page—but that means of communication may not be available during or after an emergency.

The capacity for audible broadcasts within campus facilities is another area in which communication can be strengthened, as only about 25 percent of respondents reported that audible broadcasts

can be communicated in all residence halls; the percentage is not much higher for dining halls, student unions, libraries, and other locations where faculty, staff, students, and guests congregate (e.g., academic buildings, administrative buildings, stadiums, event venues). Furthermore, only about half the respondents indicated that templates have been developed to facilitate the preparation of clear and timely emergency messages to the campus community.

Third, the widespread use of text and instant messaging means of communication is typically based on "opt-in for participation" policies for faculty, staff, and students. As a result, fewer than a fifth of respondents report that at least 75 percent of such groups had signed up to participate in their text messaging emergency notification system. Moreover, only one-fifth of respondents report that faculty, staff, and students have a way to self-report their location during an emergency. The focus on emergency notification is likely to continue as recent Higher Education Opportunity Act changes require institutions to develop and publicize policies to notify students and staff immediately in the case of an emergency that poses a threat to their health and safety.

Finally, a plan for communication after an emergency is in place at roughly two-thirds of public and independent four-year colleges and universities, but at only 40 percent of public two-year colleges. According to survey respondents, the most common means of post-emergency communication are the campus Web page, e-mail, and text messaging, followed by written correspondence. Other nonelectronic means of communication may need to be developed to account for the possible loss of electric power after an emergency. Finally, about 60 percent of respondents from public and independent four-year institutions said a protocol is in place to provide counseling and support for faculty, staff, and students after an emergency, compared with fewer than 30 percent of public two-year respondents.

CONCLUSIONS AND RECOMMENDATIONS

The results from this survey for the National Campus Safety and Security Project provide an important baseline assessment of emergency preparedness for colleges and universities. However, the low response rate (16 percent) means that caution is required when making overarching conclusions based on the survey results; that is, because the survey respondents may not represent the underlying population of NACUBO member institutions, the survey results should be considered more exploratory than definitive. Even so, analysis of the survey results sheds some light on areas colleges and universities may want to review and improve with regard to emergency preparedness.

A large majority of respondents report the existence of emergency preparedness plans and that cross-functional leadership teams are operational. Although there is some variation across institutional sectors, the survey results do strongly suggest that many higher education institutions are making progress in developing and strengthening emergency preparation plans. However, based on these survey results, the following four areas of emergency preparedness may need more attention from colleges and universities:

- Leadership
- Communication
- Building security
- Mutual aid

First, dedicated emergency preparedness leadership does not appear to be widespread—most colleges and universities combine emergency preparedness management responsibilities with other positions. In addition, the highest level of campus leadership, the college president, is not typically represented on the emergency preparedness policy committee. In addition, a majority of respondents at smaller-sized colleges and universities indicated that their campus has a designated emergency manager who had other responsibilities besides emergency preparation and planning. Given the number of responsibilities

these emergency managers have, more smaller-sized higher education institutions may want to consider whether a dedicated manager with day-to-day responsibility for emergency management programs and activities could further enhance campus safety and security.

Second, although survey respondents reported multiple means of communication, including e-mail, Web pages, voice mail, telephone trees, and text or instant messaging, the means of communication before, during, and after an emergency may lack complete campus coverage. For example, campuses may need to improve communication by posting emergency instructions in all campus buildings and by providing faculty, staff, and students a clear means of self-reporting their location during and after an emergency. Furthermore, colleges and universities may want to consider whether participation in a text messaging emergency network should be required of all faculty, staff, and students.

Third, survey results suggest that colleges and universities may need to review their use of perimeter access cards and exterior cameras to secure campus buildings. For example, should all residence halls and research facilities have perimeter and/or interior access cards for security? In addition, should the use of cameras on the exterior of buildings that record and time-stamp entry and exit be expanded?

Fourth, mutual aid agreements with local agencies are a critical source of security, especially given the strained resources and budgets of many colleges and universities. According to respondents, mutual aid agreements are virtually universal at public four-year institutions, but less prevalent at independent four-year colleges and universities and public two-year colleges. These two sectors are also less likely to have a sworn and armed police force, which increases the importance of mutual aid agreements. Among the 75 percent of survey respondents who said their campus has a mutual

CONCLUSIONS AND RECOMMENDATIONS

aid agreement, the most common agency identified was the local police force. Expanding mutual aid agreements to include emergency medical services may be a prudent and important step.

Overall, colleges and universities take emergency preparedness and campus safety and security seriously. The results from the National Campus Safety and Security Project survey suggest that campuses are both proactive and systematic in addressing the four phases of emergency management: prevention/mitigation, preparedness, response, and recovery. College plans are practiced and updated regularly at many campuses, and coordinated with appropriate local and state partners. In addition, most plans incorporate measures to address counseling and support needs of students, faculty, and staff. Although the survey results point to several areas that need further exploration and attention, emergency preparedness plans and strategies tend to recognize the need to balance campus safety and security concerns within an environment of openness and freedom of expression that is an essential characteristic of the higher education community.

APPENDIX A

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