

Rancho Santiago Community College District Security Recommendations

Public Safety Task Force

In September 2013 the Chancellor created a Public Safety Task Force (PSTF) to assess the current state of preparation by RSCCD for extreme threats to public safety, such as the intrusion of a shooter at one of their facilities. The purpose of the Task Force is to make recommendations as to how the district and colleges can improve on current practices and increase the level of preparation for extreme events. This Task Safety Task Force was comprised of representatives from the college community, including administrators, classified staff, and faculty

This report is a summary of the research and recommendations made to the PSTF; more information is available upon request.

Introduction

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Introduction

Facilities

Rancho Santiago Community College District (RSCCD) serves a population of more than 700,000 residents in the communities of Anaheim Hills, Garden Grove, Irvine, Orange, Santa Ana, Tustin and Villa Park. In the fall of 2013 the total number of credit and noncredit students was over 40,000.

RSCCD operates on eight different facilities incorporating 1.2 million square feet of floor space. Santa Ana College (SAC) on 63 acres and Santiago Canyon College (SCC) on 82 acres are one of the oldest and one of the newest campuses respectively among the state's 112 two-year public colleges. In addition to SAC and SCC, these facilities include the Centennial and Orange Continuing Education Centers, the Digital Media Center, the Orange County Regional Fire Training Center, the Orange County Sheriff's Regional Training Academy and the district operations center.

Safety Officers

District safety officers are unarmed non-sworn personnel and do not possess peace officer status or police authority. Currently including managers there are 18 full time employees, consisting of 3 supervisors, 2 dispatcher/clerks and 13 full time officers. There are also 17 part time officers and 5 reserve officers contributing for a total of 40 staff for all campuses and centers. The officers at SAC operate on a twenty four hour, seven days a week basis, providing coverage to the whole District on the graveyard shift. SCC operates from 7 am to 11 pm providing coverage seven days a week for 16 hours a day. District safety officers may make private citizen's arrests pursuant to section 837 of the penal code. District safety officers are authorized to enforce traffic and parking regulations on district campuses. They may issue citations for parking violations at Santa Ana College, CEC, OEC and Santiago Canyon College and other sites. The district safety department maintains a close working relationship with local police departments and other state and federal law enforcement agencies. The officers may detain offenders for local law enforcement officers. Local law enforcement agencies have primary responsibility for exercising police authority on district facilities.

Statewide in California, there are fifty-seven (51.35 percent) community college campus that are staffed with a sworn police department, fifteen(13.5 percent) that have a contract with the County Sheriff for sworn officers and one that is staffed with local police department sworn staff on contract. Thirty-eight (34.2 percent) of the colleges have public safety officers. (Detailed list is attached.)

National Center for Campus Public Safety

After nearly a decade of preparation, the U.S. Department of Justice in September 2013 announced a \$2.3 million dollar grant to establish the National Center. The center located at the University of Vermont is intended to foster collaboration among campus public safety directors. Experts will be able to share information, research and training to improve safety on college campuses nationwide.

Campus safety has become a pressing law enforcement issue in the wake of tragedies such as the mass shooting at Virginia Tech in 2007 and Sandy Hook Elementary School, Newtown, Connecticut in 2012. The national center will be a “one stop shop” for campus public safety and will connect various agencies with each other and federal resources. There will be training and technical assistance online and at the center. Although this is great news for colleges, it will take some time before this is fully operational and available as a resource.

Research and Recommendations

Challenges for Campus Public Safety

By their very nature, community college campuses are designed to be open and accessible to all. Although this fosters an ability to learn, it also presents security challenges that must be addressed. The safety of more than 40,000 RSCCD students is entrusted to District Safety and Security!

Texas State University School of Criminal Justice, Key Research Findings 2000-2010 by J. Peter Blair, PhD and M. Hunter Martindale

- 84 Active Shooter Events (ASEs) occurred between 2000 and 2010. (*Since 2010, there have been 40 additional ASEs*)
- The frequency of ASEs appears to be increasing.

- Business locations were the most frequently attacked (37%), followed by schools (34%), and public (outdoor) venues (17%).
- The median number of people killed during ASEs is 2. The median number shot is 4.
- The most commonly used weapon was a pistol (60%), followed by rifles (27%), and shotguns (10%).
- Attackers carried multiple weapons in 41% of the attacks.
- Body armor was worn in 4% of cases.
- Some shooters attempted to deny police access to the attack site through the use of barricades.
- EMS entry to the attack site is often delayed because the police must conduct a thorough search of the scene in order to declare it secure.

Active Shooter Events from 2000-2012 by J. Peter Blair, PH.D., M. Hunter Martaindale, M.S., and Terry Nichols, M.S.

- According to a recent FBI study “Between 2000 and 2008, approximately one event occurred every other month (five per year), but that rate increased to one per month between 2009 and 2012 (nearly 16 per year). The authors say the high rate continued in 2013 -- there were 15 incidents last year.”
- The median response time for law enforcement was 3 minutes, and the median response time for solo officers was 2 minutes. The median number of people shot per event was five, not including the shooter.
- Single shooters conducted all attacks between 2000 to 2012 that the authors identified. Shooters did not fit a specific profile. While most (94 percent) of the shooters were male, some were female.
- Of the 51% of incidents that were still going when law enforcement arrived, 40% of the attackers either died by suicide or surrendered to police. In the other cases (60%), police officers used force to stop the attackers, most often with firearms.
- source:http://leb.fbi.gov/2014/january/active-shooter-events-from-2000-to-2012?utm_campaign=email-Immediate&utm_content=286210

While it is true that many active shooters will kill themselves either before the police arrive or when the attacker becomes aware that the police are on scene, the shooter aggressively fights the responding police officers in many cases. Officers must be trained in tactics that will allow them to defeat the shooter should it become necessary. It is not enough to simply hope that the attacker has or will commit suicide. It was generally agreed during the research that maintaining the status quo was not an option, considering recent school shootings; there is a need to be better prepared.

Most states have created a training course for police officers responding to an active shooting event. The training, which focuses on rapid response techniques, include life-like scenarios where officers enter scenes with mass casualties and have to neutralize the shooter as fast as possible.

In past events, such as the 1999 shootings at Columbine High School, police would remain outside a building until a trained SWAT (Special Weapons and Tactics) team arrived on the scene. Today, police are taught not to wait. Even the single officer on the scene needs to intervene in an attack, knowing that body counts can rise in an active shooting event with every passing second.

Today the shooter knows that he's on the clock, he knows police are coming for him, they're going to stop him, and he has only a short window to do as much damage as he can.

This was exactly what happened in the 2013 Arapahoe High School shooting. The suspect was heavily armed, with ammunition, a knife and three explosives. Arapahoe County Sheriff Grayson Robinson credited the quick police response time for the fact that student Karl Pierson, the gunman, stopped firing on others and turned his weapon on himself. Pierson killed himself less than 1 minute, 20 seconds after entering the school. This was only possible because the armed police officers are assigned permanently to the campus on a full time basis.

Experience has shown that the time from the beginning of the shooting incident until resolution by a police officer is one of the most important aspects to minimize the deadly impact an active shooter can have on the student and staff safety of the college campuses.

Personnel

Research: Structure of Safety & Security

A number of options were considered in regard to what was the best type of officer to meet the needs in the events of an extreme emergency. These included a fully sworn police department, contracting with either local police or sheriff's department for service, or an armed non sworn department.

A long range plan to transition the RSCCD Security officers from non-sworn to fully sworn armed officers was researched. The viability of this option was considered, and was discounted for a number of reasons. The main consideration for discounting this possibility was two reasons; first the cost of setting up a fully sworn department would be excessive and secondly the effects it would have on the current personnel employed in Safety & Security.

Another option is to contract with the local sheriff or police departments for sworn officers to be assigned full time or part time on campus to supplement the existing public safety staff. However, these contract costs can be tremendously high compared to the existing budgeted expenses. A full time regular police officer could cost anywhere from \$140,000 - \$170,000 per year, this is excluding police vehicles, equipment and supervision. The OC Sheriff does have special deputies at a lower rate that are armed but have limited police officer powers. Another option is to have the local police work on campus on a contractual hourly basis to demonstrate to the administration, students and faculty that there is a strong working relationship and the police officers are regularly on campus as part of the safety team. This contract service is routinely done by the sheriff and local agencies for special events and needs to insure public safety. The regular costs for 7-24 coverage under contract would be between \$700,000 to \$850,000 per year for each officer on duty (for example, two officers on duty at any given time would between \$1,400,000 and \$1,700,000). Since the primary needs are during an 18 hour period, the costs would be approximately 25% percent lower with a total per officer cost of between \$525,000 and \$637,500. A very new alternative would be to hire a private firm to provide armed guard security services and a contract for services for our campuses. I have attached a copy of the agreement and other materials on the actions that Beverly Hills High School recently took to hire Evidence-Based, Inc to provide armed security services. This type of plan would probably result

in releasing all of the current employees which is prohibited in current agreements with CSEA and would mean that the current employees would have to be given alternative employment within RSCCD.

The third and final consideration was given to the creation of a hybrid department where officers who were selected and suitably qualified would be given specialized training and firearms. These armed officers would work alongside unarmed officers in the Safety and Security department. Any hybrid department would be supplemented with Memorandums of Understanding (MOU) with local police departments. The MOUs would outline policies, procedures, and other pertinent working relationships.

Without armed officers 24-7 on campus, the college must rely on the local police departments of Santa Ana and Orange to respond and deal with an Active Shooter. The response time to a call for service of this type, even though it is a priority one emergency, could be anywhere from 5 minutes to 10 minutes. The delays in response may be due to availability of the officers, their proximity to the college for driving time and the queuing it takes for the 911 call once it is made and the officers dispatched. Local police departments have had to cut their number of police officers and resources drastically to meet the current budget challenges.

Recommendation 1: Transition from current unarmed public safety to a hybrid armed non sworn department.

Research: Joint Training and Exercises

Joint training plays a significant part in preparing for the possibility of an emergency situation on campus. Joint training offers local and campus law enforcement an opportunity to build personal relationships as well as strengthen skills together. Sitting in the same classroom as equals learning the same subject matter will reinforce the policy of cooperation and respect between local law enforcement and campus security. Attending training courses on campuses in cooperation with campus officers will send a signal to campus public safety that both agencies are partners in safety efforts. Local law enforcement agencies should be encouraged to use the vast resources of the campuses such as classrooms and space for drills.

Campus public safety should make sure to offer local law enforcement OPD and SAPD the opportunity to take tours of the campus whenever new officers are assigned to the district or simply to reacquaint city officers with landmarks. During these tours campus officers can point out specific threats or places of concerns such as areas on campus with higher rates of crimes.

I recommend that as soon as possible, the District consider hiring a recently retired police officer who has been supervisors with a comprehensive background and a high level amount of training in all aspects of police work to guide and assist the Director to prepare the department for an Active Shooter Event and other training needs. This person can also help with the transition of the department. A retired highly experienced police supervisor can be a very cost effective way to transition to a force that will be much better prepared for any type of emergency incident on campus. If possible the best choices for this position would be retired supervisors from the SAPD, OPD or the Orange County Sheriff.

Recommendation 2: Establish close working relationships with local police departments in Santa Ana and Orange by training together whenever possible.

Research: Additional Officers and Supervisory Coverage

Currently, including managers the RSCCD Safety and Security Department have 18 full time employees, consisting of 3 supervisors, 2 dispatcher/clerks and 13 full time officers. There are also 17 part time officers and 5 reserve officers contributing for a total of 40 staff for all campuses and centers. These officers patrol the campuses, Continuing Education sites and provide administrative support for the department. The officers at SAC operate on a twenty four hour seven days a week basis, providing coverage to the whole District on the graveyard shift. SCC operates from 7 am to 11 pm providing coverage seven days a week for 16 hours a day. As SCC has expanded, with new buildings, many sporting events, and increases in the number of students there is need for twenty four hour seven days a week coverage at SCC. Recently there have been some incidents which reinforce this need. At this time both campuses, SAC and SCC, have Safety Lieutenants who are on call twenty four hours seven days a week to respond to all emergency incidents. They are supported on the day shift by a 'Sergeant' officer; this officer is still a classified position and not a full supervisory position. In order to provide support to the Lieutenants there is a need to have the 'Sergeant' role made a substantial manager position. In

addition to the administrative support for the Lieutenants, this will provide 16 hour a day supervisory coverage.

Recommendation 3: Recruit additional officers to provide graveyard coverage at SCC and create supervisory positions to support Lieutenants in their roles and recruit accordingly.

Research: Environmental Safety and Emergency Services position

One of the key aspects in preparing for an extreme emergency is training and drills. Due to budget cuts the Environmental Safety and Emergency Services responsibilities were combined with Safety & Security department. The Environmental Safety and Emergency Services position was responsible for preparing Emergency Plans, facilitating training and drills for the District. As a result of this, associated emergency preparation and training for all the personnel in the District does not get the attention it deserves. There is a need to recruit again Environmental Safety and Emergency Services position on a part time basis.

Recommendation 4: Recruit a part-time Environmental Safety and Emergency Services position

Non Personnel

Research: Community Policing

Policing a community college campus community is a unique challenge; the community is constantly changing and evolving. Every two or three years a majority of the community leaves having completed their studies. There are a massive range of people, culturally, socially and economically. How Safety & Security officers interact with this campus community is vital to achieving the trust and support of the staff and students. With this in mind Safety and Security need to be accessible and visible, making sure they interact with the campus community in a pro active way not just reactive. The best way to accomplish this is to use a community policing style which aims at working closely with the staff and students seeking to address their concerns and problems.

Recommendation 5: Formalize training in Community Policing for Safety and Security Department.

Research: Written Policies and Formal Agreements

Few local and campus law enforcement agencies have written department policies or formal Memoranda of Understanding (MOUs) or Mutual Aid Agreements. Many departments attribute this to the complicated process required to develop MOUs and policies. However, the departments that do have policies and MOUs believe these documents assist in improving both the formal and informal relationships among officers in both departments. The jurisdictions that have MOUs with campus public safety cover issues such as incident response, command control, and shared radio and communications systems. Every jurisdiction will have different MOUs based on the needs of the agency as well as local laws.

Written policies and formal agreements are needed to eliminate confusion between local and campus security agencies. Written policies and formal agreements enhance cooperation and define procedures for a consistent response when incidents occur. Regardless of the size of the campus public safety department, local law enforcement should have written policies and formal agreements. These guidelines provide suggestions to local and campus law enforcement when deciding what policies or agreements will benefit the agencies and the citizens they serve.

Coordination between local and campus law enforcement agencies is challenging but essential for preventing and responding to incidents on campus. There should be a single point of contact for the campus safety and security to contact as liaison officers. Liaison Officers should have an oversight role in developing MOUs. He or she can make suggestions on topics based on experiences in other parts of the city, assist in writing if necessary, and ensure the MOU progresses through city and campus legal channels.

Coordination must occur through regular meetings, joint trainings, and exercises. Participating in these activities prepares personnel for critical incidents and builds lasting relationships. Strong relationships lead to better communication and effective response to critical incidents.

Recommendation 6: Memorandum of Understanding (MOU) and Mutual Aid to be developed with both local police agencies (SAPD and OPD) for planning, training and responding to a need for local law enforcement services on RSCCD property. I have attached a sample MOU for RSCCD to develop with OPD and SAPD. Local law enforcement should designate a Campus

Liaison Officer to act as the primary point of contact between the campus public safety department and local law enforcement.

Research: Interoperability

During a critical incident such as a school shooting direct communications between police agencies and the college staff becomes extremely vital to the overall success of the response. Interoperability is defined as public safety agencies being able to talk across disciplines and jurisdictions via radio communications systems, exchanging voice and data with one another on demand, in real-time, when needed and as authorized. Addressing governance issues through well-developed relationships will help to overcome technological communications problems. Achieving interoperability with multiple agencies requires the coordination of procedure, technology, training, and governance. Orange County Law Enforcement is one of the leading counties with interoperability capabilities in the United States.

Recommendation 7: The Director of RSCCD Security should work with local Police Chiefs to gain access to their existing 800 MHz radios systems in the event of a shooting on campus or an emergency. The current system is accessible but it requires the recommendation of approval of the local agency and the County of Orange Communications Division.

Research: Media and Public Relations

In the aftermath of campus shootings, the police response is under more intense scrutiny by the media and the public than ever before. Coordinated media relations among all law enforcement agencies (local and federal) and RSCCD Public Safety, District Media Relations and Campus Public Information Officers (PIOs) provide a level of assurance that the situation is being handled and is under control. A critical incident that occurs on campus must be viewed as a managed crisis.

Planning and working with the local media before an incident is important to gain trust and ensure that accurate information is being released. If the media knows well in advance to an incident that local and campus law enforcement are working together, it will help to influence

their view of the situation and could result in more positive media reports. Unprepared colleges can be easily overwhelmed by intense media attention. It is important that local and campus law enforcement work together and utilize the skills of PIOs. Trained PIOs have established media relationships that can prove beneficial at the time of a critical incident.

Despite the traditional view that college students and law enforcement do not always get along, it is extremely important that law enforcement work to gain the cooperation of students. Students must listen and learn from law enforcement about how to be prepared and respond to a critical incident. Both local and campus law enforcement must work to improve the relationship with students in order to provide a safe community on campus and in off-campus areas of the city.

Recommendation 8: Establish a close working relationship with the PIO's of both SAPD and OPD. Develop a marketing plan for the administrators, faculty and students to be aware of what to do in case of an emergency such as an Active Shooter. The PIO will have access to major media and the ability to produce quality materials that can be distributed on campus using social media and through the RSCCD administration.

Research: Mass Communication

In the event of a campus shooting or any other major emergency it is vital that the campus community can be warned and advised of what action to take. It is also a requirement of the Clery Act to be able to make timely warnings to our community. Apart from our legal obligation we have a duty of care to be able to look after the community we serve. Currently there are 3 majors systems used on campus. AlertU is a system we use to contact our community on their cell phones by text messages. BerBee is our internal telephone system were we can make announcements through our internal telephones and finally the campus fire alarm panels which have a public address system which can be used to make announcements to any or all of the buildings on campus. These 3 systems are stand alone and can be used either together or independently. There are severe limitations with each of the systems because of the fact that they are separate and accessing them in an emergency takes more time than is advisable.

Another concern is that the AlertU system is a 'opt-in' system, that means that people have to sign up for the services. In spite of numerous sign up campaigns there is a very low subscription rate for our campuses. Technology has advanced significantly in the area of mass communication and there are numerous single sign on platforms which with one click can send messages to cell phones, email, social media, leave voice mails, and also update all our web sites. There are also products which would automatically link in with our current phone systems and fire alarm panels.

Recommendation 9: Purchase a single sign on mass communication platform to use in the event of an extreme emergency. Also make it an 'opt out' system so that all the campus community is automatically signed up when registration takes place.

Research: Coordination Plans

Regardless of who is responsible for providing day-to-day security on campus, coordination and common operating procedures are vitally important among all responding law enforcement agencies. The need for coordination is evident every time multiple agencies respond to a critical incident. In order to manage the participation of law enforcement successfully, strong relationships must be built with the Santa Ana Police Department (SAPD) and the Orange Police Department (OPD) and maintained and planning must occur well in advance.

Protecting colleges and universities is different than traditional businesses or residences, because there is a public safety department located on campus. Because of this, coordination, training, and established working policies are more important than ever.

Personal contact must be made with the local departments of OPD and SAPD to determine who will be designated as the Campus Liaison Officer from each agency to serve as the primary point of contact with campus public safety. These persons will be a key to many of the recommendations being accepted and supported by the local police departments' administration.

There must be regularly scheduled meetings, joint training, exercises, and patrols on campus must take place to promote cooperation and prepare for critical incident response. Joint patrols of local police with the campus officers will go a long way in building relationships. It will also

assist in increases the knowledge of the local police by having them become familiar with the staff, faculty, students and facilities.

Potential Risks and Threats: Local and campus law enforcement should work together to improve information-sharing and threat assessments in their jurisdiction. It would be ideal for building diagrams to be available electronically to the SAPD and OPD Communications and dispatch centers. However if that is not possible, paper diagrams of buildings must be available to both campus and city officers. These diagrams must be stored somewhere accessible so when they are needed they are not locked in an office, but can be quickly brought to the police department mobile command center. Both OPD and SAPD have state of the art command centers.

Local and campus law enforcement should collaborate to address potential threats on and off campus. Law enforcement must be allowed to share records with other departments in order to fully evaluate potential threats. Campus public safety should be included in area fusion center and Joint Terrorism Task Force (JTTF) as a means to share intelligence and information. The OC Fusion Center is a joint operation of the O C Sheriff and other local agencies. The OC JTTF is also jointly staffed by federal and local agencies and managed by the FBI. A secret clearance has to be obtained through the FBI to be involved in the meetings and to have access to law enforcement sensitive information.

Local law enforcement and campus public safety should coordinate in developing, reviewing, and implementing emergency response and business continuity plans. Both SAPD and OPD are very well versed in this area and it should become a normal annual practice with RSCCD.

Recommendation 10: RSCCD campus Safety & Security and local police from Santa Ana and Orange must coordinate with each other in order to be prepared to respond to critical incidents such as an Active Shooter.

Research: Orange County Police Chiefs and Sheriff's Association

OC Chiefs and Sheriffs Association meet monthly on the first Wednesday of every month in the Santa Ana Police Department Community Room. Their membership includes representatives from all of OC law enforcement, including the OCDA, the Chief of Probation, along with all the federal agencies, including DEA, FBI, ICE and US Attorney. This is tremendous forum to establish relations, be kept abreast of the issues in Orange County facing law enforcement and to become involved in training opportunities and various task forces and committees that address crime, terrorism risks and latest public safety trends in Orange County. Campus public safety should be included in the OC area fusion center and Joint Terrorism Task Forces as a means to share intelligence and information and being an associate member of OC Chiefs Association will may this easier to accomplish.

Recommendation 11: It is strongly recommended that the Director of Security for RSCCD become an associate member of the OC Chiefs and Sheriffs Association.