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U.S. DEPARTMENT OF JUSTICE

Establishing Appropriate Staffing Levels for Campus Public Safety Departments

Sue Woolfenden Q.P.M., Ph.D. and Bill Stevenson Ph.D.

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Letter from the Director

Dear Colleagues,

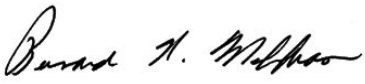
Our nation's colleges and universities are traditionally open environments fostering education, diversity, and freedom. There are more than 20,000 campus police and security officers dedicated to protecting these campuses and the students, faculty, and staff that they serve. To achieve their mission, they use a wide range of protection models, from full service police departments to contracted non-sworn personnel, that would benefit from implementing a community oriented policing approach to problem-solving, community engagement, and organizational policy development. Regardless of the size of the college or university or the number of campus public safety personnel, appropriate staffing levels are always a concern.

The authors of *Establishing Appropriate Staffing Levels for Campus Public Safety Departments* explore how campus public safety department staffing levels are actually determined, what agencies are able to achieve with the number of staff available to them, what challenges they face in this respect, and also explore whether there is any potential for developing a means of determining appropriate staffing levels for campus public safety. Most importantly to the safety of the students, staff, and faculty of our institutions, this report looks at staffing needs as related to the execution or maintenance of a community oriented policing mission—a major issue in today's tight economic times where many Chiefs and Directors are expressing concern that their resources are already being stretched to the limit.

Although there are many barriers to overcome, there is no debate that community oriented policing, when implemented properly on a college or university campus, promotes an environment of partnerships, prevention, and problem-solving. In this report the authors have sought to identify ways in which efficient resource allocation and effective work schedules can help campus public safety departments and their institutions establish appropriate staffing levels, and identify opportunities to engage in or expand community policing activities on campus.

Safety on our college and university campuses is a pressing need and implementing a community policing approach is vital to ensuring the success of this mission. I know you will find valuable information and useful ideas in this report, and encourage you to use them to positively impact your institutions.

Sincerely



Bernard K. Melekian, Director
Office of Community Oriented Policing Services

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Preface

Community Oriented Policing Benefits on College Campuses

There is little doubt that a community oriented policing focus can have significant benefits when implemented on a college or university campus. College campuses are traditionally open environments where a culture of inquiry and discourse is fostered. The definition of community oriented policing states,

> Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.[1]

Highlights of this definition include "partnerships" and "problem-solving techniques," which are valued on college campuses. A 2008 report by the U.S. Department of Justice, Bureau of Justice Statistics (BJS), supports the premise that campus public safety agencies value community oriented policing and community relations skills in the officers they hire. The report, based on a 2004–2005 survey of campus law enforcement agencies, found that about two-thirds (69 percent) of campus law enforcement agencies had incorporated community policing into their campus security policy. "Most agencies (59 percent) assigned patrol officers to specific geographic areas on campus," the report stated. "About half had upgraded technology to support community policing efforts (51 percent) and collaborated with citizen groups, using their feedback to support community policing strategies (47 percent)."[2]

Moreover, the BJS report also found that more than 80 percent of campus law enforcement agencies met regularly with faculty, staff, and student groups. "Regular meetings with various groups played an important role in campus community policing efforts," the report stated (page 7). Among the groups campus law enforcement agencies met with were other law enforcement agencies (88 percent), and on- and off-campus groups and organizations, such as student housing groups (86 percent), faculty/staff organizations (84 percent), and student organizations (83 percent).[3] The report also indicates that campus police were more likely than local police agencies to assess recruits' community-relations skills prior to hiring. "This included assessments of analytical problem-solving skills (58 percent versus 37 percent), understanding of cultural diversity (57 percent versus 16 percent), and assessment of skills related to mediation and conflict management (42 percent versus 11 percent)."[4]

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1. U.S. Department of Justice, Office of Community Oriented Policing Services website. www.cops.usdoj.gov/Default.asp?Item=36

2. Reaves, Brian A. 2008. *Campus Law Enforcement 2004-05, Special Report,* U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 219374: 3. Page 7.

3. Reaves, Brian A. 2008. *Campus Law Enforcement 2004-05, Special Report*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 219374: 3. Page 7.

4. Ibid., Page 9.

Community oriented policing, by definition, involves outreach and engagement with students on a college campus. The BJS report found that a majority of campus public safety agencies had designated personnel to address specific crime-related issues. For example, about 7 in 10 agencies had designated personnel for self-defense training programs (69 percent), "while a similar proportion offered drug (73 percent), and alcohol (67 percent) education programs. About 6 in 10 agencies had personnel to deal with victim assistance (62 percent), and stalking (60 percent). More than half had designated personnel to address cybercrime (54 percent) and hate crime (51 percent)."[5]

Engagement with students was further advanced by the finding that nearly all students at four-year institutions with 2,500 or more students had access to crime prevention programs. "Nearly 9 in 10 students were enrolled on a campus where campus law enforcement provided general crime prevention and rape prevention programs," according to the report. "Forty percent of students were enrolled on a campus with a full-time dedicated crime prevention unit."[6]

There are barriers to implementing and supporting community oriented policing on college campuses, which will be discussed in this report. However, there is no disputing that community oriented policing, when implemented properly on a college campus, fosters an environment of partnerships, prevention, and problem-solving.

5. Ibid., Page 8.

6. Reaves, Brian A. 2008. *Campus Law Enforcement 2004-05, Special Report*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 219374: 3. Page 8.

Introduction

IACLEA Mission Statement

The International Association of Campus Law Enforcement Administrators (IACLEA) advances public safety for educational institutions by providing educational resources, advocacy, and professional development for Campus Public Safety Departments (CPSDs).

Background

Although a number of studies of CPSDs have been undertaken,[7 8 9] the latest in 2004–2005, these studies focused primarily on four-year universities with 2,500 or more students. Four-year institutions represent approximately 60 percent of all degree granting institutions. The studies examined CPSD staffing in relation to a range of CPSD and institution characteristics; the use of sworn versus non-sworn officers, armed versus non-armed officers, student officer ratios, use of pre-employment screening, rates of reported crime, average campus size, etc. The most recent study found a high percentage of CPSD involvement in community policing activities.

IACLEA's experience was that community policing activities were less widely undertaken by its member institutions than was suggested by the 2004–2005 survey of four-year institutions. IACLEA had a more diverse membership, ranging from small institutions with fewer than 500 students to the largest universities and colleges with over 15,000 students, and from small CPSDs with fewer than 10 staff to those with over 200. IACLEA was aware that many CPSDs reported that they were struggling to provide the level of service they wished to and were unable, because of inadequate staffing levels, to fully engage in community policing. It was possible, therefore, that the difference in community policing involvement lay in the staffing differences between smaller institutions and four-year institutions.

IACLEA was aware of a number of issues surrounding CPSD staffing. Some institutions determined their CPSD staffing levels by different and often unclear means, and salary levels differed and affected both recruitment and retention. CPSDs also found it difficult to evidence their perceived need for a particular level of staffing.

The purpose of this report is therefore to explore how CPSD staffing levels are actually determined, what agencies are able to achieve with the number of staff available to them, what challenges they face in this respect, and to explore whether there is any potential for developing a means of determining appropriate staffing levels for CPSDs. Most importantly, this report looks at staffing needs as related to the implementation or maintenance of a community oriented policing mission.

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7. Reaves, Brian A., and Andrew L. Goldberg. 1996. *Campus Law Enforcement Agencies: The 1994-95 Survey Report*. U.S. Department of Justice, NCJ-161137. www.ojp.usdoj.gov/bjs/

8. Bromley, Max L., and Brian A. Reaves. 1998. Comparing Campus and Municipal Police: The Human Resource Dimension. *Policing: An International Journal of Police Strategies and Management* 21 (3): 534–546.

9. Reaves, Brian A. 2008. *Campus Law Enforcement 2004-05, Special Report*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 219374: 3.

Table 1. IACLEA membership by type of institution and student enrollment

Student Enrollment	Public	Private	Community	Schools	Total
<1999	84	186	14	11	295
<4999	126	137	30		293
<9999	119	38	36		193
<19999	120	29	25		174
<20000	91	12	18		121
Not Known	59		11		70
Total	**599**	**402**	**134**	**11**	**1,146**

Source: IACLEA

Survey Methodology

The literature relating to law enforcement staffing for campuses was found to be particularly sparse. Reliance, therefore, was placed on conducting a survey of CPSDs to identify relevant issues and current practices in relation to staffing.

The survey instrument was based on a total of four focus group meetings held in 2009 and hosted by the American University Department of Public Safety, Washington, D.C. A request for participants was circulated to IACLEA members. Eight participants attended, from both urban and rural institutions, representing Chiefs/Directors and administrators from public universities, private universities, and community colleges.

Chief/Director members of IACLEA were subsequently contacted by IACLEA via email and invited to complete the survey, which was administered using a web-based survey tool. As shown in Table 1, the 1,146 U.S. members of IACLEA represent a broad cross section of U.S. institutions. A summary of survey questions and responses is available from IACLEA.

The Department of Education provided IACLEA with contact details of a further 5,663 educational institutions. Of a total of 6,809 institutions approximately 4,400[10] were accredited degree-granting institutions, which were likely to have a CPSD.

A total of 456 responses were received, excluding those from institutions with no CPSD, providing a response rate of 10.4 percent of accredited degree-granting institutions. These represented a reasonable cross section of institutions; 33.8 percent of responses were from public universities, 34.8 percent from private universities, 22.1 percent from community colleges, and the remainder was comprised of proprietary schools.

Unless otherwise stated, all tables and statistics quoted in this document relate to the findings of this survey.

10. Snyder, Thomas D., and Sally A. Dillow. 2009. "Table 266." In Digest of Education Statistics, National Center for Education Statistics.

What We Know About Staffing for Campus Public Safety Departments (CPSDs)

How Institution Characteristics Affect Staffing

Type of institution. Whether the educational institution in question is a university or college, the type of community it serves and its physical features might be expected to be major determinants of its public safety requirements and, hence, the size of its CPSD. Similar institutions with similar student numbers might be expected to have similar sized CPSDs. This, however, is not the case. Staffing levels vary considerably and do not appear to be determined by any single factor. Although there are a number of suggested ways in which staffing levels can be determined, there is little in the way of empirical research that would establish what the ideal number of staff would be, given certain institution variables. Neither could we find any authoritative or generally accepted guidelines regarding staffing levels for CPSDs. So how do institutions determine the size of their CPSD?

Community Variables

Student population is a major determinant of many institutions' service requirements; the larger the student body, the greater the requirement for classrooms, faculty and staff, food services, residence halls, library facilities, etc. Faculty numbers, for example, are intrinsically linked to student numbers through the widespread use of the "Student-to-Faculty Ratio," which seeks to give an indication, albeit perhaps tenuous, of an institution's quality of teaching, based on the relative numbers of faculty to students.

There is no similar "Student-to-CPSD Staff Ratio" that is generally accepted, despite the natural presumption that the greater the student numbers, the greater the demand for policing services. The relationship between the two is similarly tenuous and perhaps even more difficult to measure. Unlike faculty, student contact with their CPSD is less structured, often occurring due to outside influences, such as being a victim of crime.

Although a number of institutions have based their CPSD staffing on a self determined student-to-officer ratio, there is no general correlation between student numbers and CPSD staffing levels, other than a general average increase in both overall CPSD staffing levels and officer numbers as student population increases.

Table 2. Average staffing levels and student enrollment

	Average number of CPSD employees			Average number of officers		
less than 500	4.0	3.8	4.0	2.0	3.0	8.0
2500 – 4999	7.5	21.4	28.0	5.9	16.3	22.1
10000 – 14999	22.2	60.5	30.4	16.6	49.0	23.6

This reflects the trend found in a Bureau of Justice Statistics Special Report,[11] which reported that average CPSD staffing numbers increase with increased student numbers for four-year universities and colleges. However, these averaged numbers can be misleading as similar institutions with similar student enrollments can have widely differing CPSD staffing profiles. Noticeable differences, as shown in Table 2, were found when the ratio of students-to-CPSD staff was examined on an institutional basis, with both public and private universities faring better than community colleges. Survey responses for institutions with 15,000 or more students showed staffing levels that varied between 4 and 120 in community colleges, between 10 and 195 in public universities, and between 2 and 290 in private universities.

The age and gender profiles of a student body are likely to influence both the volume and the nature of demands for policing services. For example, one institution in New York State with a 60 percent male student population consistently found over a number of years that approximately 80 percent of campus offenders and 90 percent of arrestees were male.[12] These figures reflect trends in the general population of the United States, where males represent the greater proportion (75.8 percent) of arrestees.[13] By comparison, an institution in Los Angeles where 97 percent of 2,480 students were women had no arrests and only a few instances that were referred for campus disciplinary action.[14]

Student experience of being a victim of crime may also differ from that of the general population. A Department of Justice study of violent crime on college campuses[15] indicated that college students were less likely to be victims of violent crime (68 violent victimizations per 1,000

11. Reaves, Brian A. 2008. *Campus Law Enforcement, 2004-05, Special Report*. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics Special Report February. NCJ219374 Table 2. Page 3.

12. Sammons, G. 2008. Do You Need More Officers? *Campus Law Enforcement Journal* 38 (2):22–25.

13. Crime in the United States, 2007: Persons Arrested. Federal Bureau of Investigations, U.S. Department of Justice. www2.fbi.gov/ucr/cius2007/arrests/index.html

14. Annual Security Report. 2008. Mount St. Mary College, Los Angeles. Page 7. www.msmc.la.edu/Include/campussafety/2008-annual-report-chalon.pdf

15. Baum, K., Klaus, P. 2005. *Violent Victimization of College Students, 1995-2002*. U.S. Department of Justice, Bureau of Justice Statistics Special Report, NCJ 206836.

students 18 to 24 years old) than were non-students of the same age (82 violent victimizations per 1,000 non-students aged 18 to 24 years old). Of the approximately 7.7 million U.S. college students aged 18 to 24, approximately 8 percent experienced violent crimes (rape, robbery, aggravated assault, and simple assault) each year. Most incidents occurred off campus; among students living in student housing, about 85 percent of violent victimizations occurred off campus, compared to 95 percent for students living off campus.

The study also found that female college students were less likely to be victims of violent crime than either male students or similarly aged women in the general population. On average there were 47 violent crimes per 1,000 female students vs. 91 violent crimes per 1,000 for male students and 78 per 1,000 for similarly aged women in the general population.

Physical Variables

Focus group discussions identified a number of variables that would impact staffing.

The location and physical security requirements of an institution can directly influence the demands on policing services. An open campus in an urban environment where the general population has ready access to the streets in and around the campus is likely to present greater security and safety challenges than, for example, a gated campus in a rural environment.

The staffing required to provide physical security for buildings will be influenced by the number and nature (e.g., laboratories, auditoriums, libraries) of buildings on campus, whether the CPSD is also responsible for the security of buildings located off campus, and whether the institution has invested in building security technology, such as automatic door locks, CCTV, etc. This technology reduces the need for security patrols and the manual locking and unlocking of buildings. CPSDs face a particular challenge in this respect; target hardening of campuses is controversial as, by their nature, campuses are open environments.

> Many faculty members, administrators, and students oppose a restricted environment and criticize security restrictions as an imposition on personal freedom.[16]

Target hardening is a term chiefly used by police officers and those working in security, which refers to the strengthening of the security of a building in order to reduce or minimize the risk of damage or burglary. It is believed that a strong, visible defense will deter or delay an attack.

16. Greenberg, Sheldon. 2005. *National Summit on Campus Public Safety: Strategies for Colleges and Universities in a Homeland Security Environment*. U.S. Department of Justice, Office of Community Oriented Policing Services (July): NCJ 210917. page 41.

Table 3. Average CPSD staffing variables to number of buildings

# of On-Campus Buildings	Average # of CPSD Staff	Average # of CPSD Officers
<10	18	13
10 – 50	21	16
51 – 75	28	22
76 – 100	32	24
>100	76	62

The number of buildings both on and off campus could be expected to influence CPSD staffing. The majority of CPSDs have the responsibility for locking and unlocking buildings, conducting nighttime building checks, and for providing the unlock service to students and staff who are locked out of their rooms, a request which survey responses indicated to be a routine occurrence. While the average number of CPSD employees increases in line with the number of buildings on campus, as shown in Table 3, there are wide variations among institutions with similar campuses.

The provision and extent of on-campus student housing will influence the need for 24/7 policing coverage and require a range of CPSD services, such as room access, that would not be required if all students lived off-campus. The majority (78 percent) of CPSDs who do not provide 24/7 coverage have no on-campus student housing. However, private student accommodation in the proximity of the campus can also influence staffing requirements. Many CPSDs provide patrols in areas of concentrated student accommodation in the vicinity of the campus, and will respond to off-campus incidents involving students when requested by a local law enforcement agency.

Specific days and times of day when classes are in session, particularly classes scheduled during the evening or weekend, will impact the CPSD workload. While over 90 percent of institutions hold evening classes during the week, 60 percent also hold classes during the day on weekends and 20 percent hold classes during the evening on weekends. The hours of operation of campus facilities, such as libraries and cafeterias, are also likely to have an impact and are liable to be reflected in the high number of CPSDs (78 percent) who provide walk-home escort services.

Campus size should be an important consideration. In general, the greater the acreage covered, the longer the response time for CPSD officers to answer calls for service. It will also take longer or require more officers to patrol larger campuses. As with the relationship between CPSD staffing and student population, the relationship between CPSD staffing and the size of the campus varies considerably. While 28 percent of campuses that exceed 1,000 acres in size will have fewer than 20 CPSD staff, 27 percent of those with less than 100 acres will have more than 20 CPSD staff.

Institution's expectations of their CPSDs performance might also have a strong influence on staffing numbers. In addition to providing a number of services, there is an expectation that officers will respond quickly to calls for service. In the case of urgent calls, the majority (70 percent) of respondent institutions have an expectation that officers will respond in less than three minutes, despite some institutions having very large campuses and small CPSDs, which makes the likelihood of them consistently achieving such a response time extremely remote.

Table 4. The correlation between total CPSD staffing numbers and other institution variables

	Correlation Co-efficient*
Total Institution staff	0.683
Number of faculty members	0.665
Total student enrollment	0.587
Number on-campus buildings responsible for	0.578
Number of off-site campus buildings responsible for	0.316
Size of campus (acreage)	0.315
Percentage undergraduates	0.28
Number of sworn officers	0.264
Percentage international undergraduates	0.24
Number of campus sites	0.222
Percentage male undergraduates	0.12
Percentage students live on campus	0.108
Number of non-sworn	0.064

* A correlation coefficient measures the degree to which two variables are linearly related. A perfect linear relationship with positive slope between the two variables would produce a correlation coefficient of 1. A correlation coefficient of 0 would mean there is no linear relationship between the two variables.

A lack of appreciation for what CPSDs are capable of achieving is also suggested by the extent to which some Chiefs/Directors are involved in decisions that impact directly on their workload. While just over 50 percent of institutions actively involve their CPSDs in decisions that may affect their staffing requirements, such as a planned increase in student population or the addition of new facilities, some CPSDs are only advised after such decisions have been made. Some (20 percent) are neither consulted nor advised of changes.

> After they decide, I bring up the realities of their decisions. We then put a band-aid on a broken arm and continue on.[17]

Which Institutional Characteristics Are Most Closely Related to CPSD Staffing?

Statistical analysis of the correlation between CPSD staffing numbers and other institution variables (as seen in Table 4) suggested that total institution staffing levels, number of faculty members, total student enrollment, and the number of on-campus buildings were more strongly correlated with CPSD staffing levels than were other variables such as campus size.

17. Survey respondent.

Table 5: Ratio of CPSD staffing to other institution employees

CPSD	Ratio	# of Faculty	# Institution Employees
Total CPSD Staff	1.00	16	47
Number of Officers	1.00	19	58
Number of Civilian Employees	1.00	107	323
Student Employees	1.00	64	193

A multiple regression was also undertaken but demonstrated negligible predictive power. The closest relationships were those relating to other institution employees. Table 5 shows the ratio of CPSD staff members to faculty and other institution employees. However, as with student and building numbers, wide variations in staffing levels were found between institutions.

How CPSD Characteristics Affect Staffing

Institutions structure their policing and security arrangements in different ways. A 2005 report, *National Summit on Campus Public Safety: Strategies for Colleges and Universities in a Homeland Security Environment*, found that police and security operations in some of the largest colleges and systems are highly fragmented:

> A large university system may have multiple, independent police and security operations, each with its own chief of police or director, staffing patterns, training, policies and procedures, and contractual services. One state university system, for example, has three campuses located within a 45-minute radius. It maintains three police departments, each reporting to a separate chief of police who, in turn, reports to a separate academic administrator.[18]

The composition of CPSDs varies considerably. Some employ all sworn officers (26 percent), some all non-sworn officers (36 percent), or a mix of sworn and non-sworn (37 percent). Approximately half of CPSDs will arm their officers.

18. Greenberg, Sheldon. 2005. *National Summit on Campus Public Safety: Strategies for Colleges and Universities in a Homeland Security Environment*. U.S. Department of Justice, Office of Community Oriented Policing Services (July): NCJ 210917. page 41.

Roles and Responsibilities of CPSDs differ widely. However, the majority of departments will provide the following services:

Building Security	Public Safety
Building lockup/unlock	Fire prevention education
Access control	Fire inspections
Room lock outs	Emergency Medical Services
Key control	Alcohol awareness education
Central alarm monitoring	Sexual assault prevention education
Surveillance camera monitoring	Theft prevention education
Communication Functions	**Special Security**
Call intake (including 911)	Special events
Dispatching calls for service	Social functions
CCTV monitoring	Stadium events
	Visiting high profile speakers
	Crowd control (parades, rallies, etc.)
Crime Investigation	
Property Crime	
Violent Crime	
Drug related issues	
Cybercrime	

A relatively small number of institutions have CPSDs with their own Detective or Crime Prevention Units and fewer still have specialized units, such as SWAT Teams.

CPSDs will, in some instances, undertake work unrelated to their primary role, such as campus telephone switchboard functions and transportation services. The use of officers in administrative roles is considerable; half of all staff taking on such duties are officers, which raises some interesting questions as to how roles and responsibilities within CPSDs are determined. One quarter of communication roles are also undertaken by officers.

In addition to deploying officers on campus patrol duties, many campus agencies have extended jurisdictions that allow them to patrol areas adjacent to their campus, working with or on behalf of a local law enforcement agency. The University of Maryland is a good example. In 2003, the University and Prince George's County established a concurrent jurisdiction providing additional police officers and improved communications between their respective police agencies to enhance safety and security in the area near the campus in College Park. The success of that collaboration led to an expansion of that jurisdiction in 2008 to cover new student housing. Some CPSDs also provide services to the non-student communities adjacent to the campus as a means of fostering good relations and averting potential conflicts.

Security personnel are utilized by a large percentage of institutions, in addition to their CPSD staff. In some cases they are employed directly by the institution, but more frequently by a security company contracted by the institution. They are likely to take on duties similar to CPSD staff, provide cover for absent CPSD staff, and supplement CPSD staff at special events, functions, or sporting events, when staffing requirements exceed CPSD's resources. Only a relatively small percentage of institutions employ security personnel to provide services not already provided by their CPSD.

Student employees are frequently used to supplement CPSD staffing levels. Excluding institutions with fewer than 500 students (only 5 percent of these employ students), slightly over half (58 percent) of CPSDs employ students. Students will, on average, constitute 27 percent of the CPSDs total staffing complement. While the majority of CPSDs consider students a useful, but not essential, supplement to their department's staffing, 31 percent would consider it difficult to fulfil all their responsibilities without them and an additional 14 percent would consider it impossible.

Recruitment and retention of staff is a problem for many CPSDs. Slightly under half (43 percent) have difficulty recruiting staff and attribute this to the salary offered and competition from local law enforcement agencies. The two are likely to be closely linked, as CPSD pay is consistently found to be less than what is offered by adjacent police departments.

> The Tampa Police Department offers entry level officers $44,000...rising to $48,000 after 5 years. By comparison, the University Police pay $35,000 to starting officers with no increase for longevity.[19]

In some ways the screening of potential recruits may also inhibit recruiting, as CPSD screening is becoming more stringent than that of local law enforcement agencies. Many have recognized that a move to community oriented policing requires a change in staffing assumptions, training, and practices.

> A change in education and training requirements and...the shift of emphasis from legalistic to workmanship accountability.[20]

Many now assess applicants' community relations skills as they search for officers who can effectively implement community policing strategies.[21] This includes their problem-solving ability (58 percent for campus agencies versus 37 percent for local law enforcement agencies), understanding of cultural diversity (57 percent versus 16 percent), and conflict management skills (42 percent versus 11 percent).

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19. Assessment of Campus Security for University of South Florida, Hallcrest Systems Inc., 2007.

20. Bittner, E. 1990. Some Reflections on Staffing Problem-Oriented Policing. *American Journal of Policing* 9(3): 189–196.

21. Reaves, Brian A. 2008. Trends in Campus Policing: A Comparison of the 1994-95 and 2004-05. BJS Surveys. *Campus Law Enforcement Journal* 38 (3): 31–36.

Table 6. Percentage of CPSDs who have difficulty recruiting and/or retaining staff

% of CPSDs	Recruiting Staff	Retaining Staff
45%	NO	NO
12%	NO	YES
18%	YES	NO
25%	YES	YES

As seen in Table 6, retention of staff can also be a problem. A total of 43 percent of departments have difficulty recruiting staff while 37 percent experience retention problems.

Departments with all sworn officers (41 percent) or a mix of sworn and non-sworn officers (45 percent) are more likely than those with only non-sworn officers (35 percent) to report competition from local law enforcement agencies as one of the main reasons for their retention difficulties. Sworn officers in particular are attractive recruits for other law enforcement agencies, as in many cases the local agency will not have to bear any training costs for the officer to be certified by the jurisdiction. It is entirely possible that for some institutions, the costs associated with a high turnover of staff are not dissimilar to the pay differential between their CPSD staff and that of local law enforcement officers.

Minimum educational qualifications for recruits vary. Only 13 percent of departments require a two- or four-year degree, a further 15 percent require some college education, whereas 72 percent require no college education. Surprisingly perhaps, those departments that do not require recruits to have a college education are only slightly less likely to have recruitment problems compared to other departments (46 percent as compared to 51 percent) and are equally likely to have retention problems.

Benefits such as tuition (paid or reimbursed) do not appear to offer sufficient compensation for the lower salaries offered by some CPSDs. Those departments that are more likely to offer such benefits are also more likely to have recruitment and/or retention problems. Eighty-nine percent of departments with such difficulties offer these type of benefits compared to 67 percent of those who have no difficulties.

How Community Oriented Policing Programs Might Affect Staffing

Community Policing in a Campus Setting

> Community Policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime.[22]

The concept of community policing represents a significant shift away from a reactive, call-driven approach to the deployment of officers toward a more proactive engagement with the community to resolve public safety issues. This problem-solving aspect of community policing is particularly appropriate in a campus setting.

> Problem-solving policing blends well with the environment and expectations of colleges and universities by reflecting their educational and research goals and methods. Professors observe, inquire, link similar facts, theorize (ask questions and pose possible answers), and solve unknowns. Problem-solving policing, to a lesser extent, incorporates the research method into police work...By combining resources and staff, campus police can further integrate into the campus community.[23]

Many CPSDs embraced the concept of community policing at an early stage in their development. However, this style of policing presents a number of staffing challenges for them.

Factors that Inhibit CPSD Community Oriented Policing Programs

> Agencies have to devote the necessary human and financial resources to support community policing to ensure that problem-solving efforts are robust and that partnerships are sustained and effective.[24]

Many CPSDs do not believe they have the resources to fully engage in community policing. While the majority (57 percent) of departments surveyed would wish to increase the range of community policing activities they undertook, they saw their current staffing levels as an inhibiting factor (see Table 7). This was not restricted to particular types of institutions or those departments with a lower than average ratio of staff to students, although as student numbers rose so did the percentage of CPSDs who believed they had insufficient resources.

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22. Community Policing Defined. 2009. Office of Community Oriented Policing Services, U.S. Department of Justice www.cops.usdoj.gov/RIC/ResourceDetail.aspx?RID=513

23. Riseling, S. 1995. Problem-Solving Policing at The University of Wisconsin-Madison, Community Policing On Campus, 75–84. IACLEA Monograph.

24. Community Policing Defined. 2009. Office of Community Oriented Policing Services, U.S. Department of Justice www.cops.usdoj.gov/RIC/ResourceDetail.aspx?RID=513

Table 7. Percentage of CPSDs who believe they have insufficient staff to undertake the range of Community Policing Activities they would wish by student enrollment

	<10 Staff	<20 Staff	<30 Staff	<40 Staff	<50 Staff	<75 Staff	<100 Staff	>100 Staff
Student Enrollment								
<500	33	33	50	—	50	—	—	—
500 – 2499	49	53	38	0	100	0	—	14
2500 – 4499	53	54	33	25	75	100	50	0
5000 – 9999	42	61	62	35	0	25	50	—
10000 – 14999	75	54	62	64	20	0	100	0
>15000	63	91	50	56	67	25	11	—
Overall	**48**	**58**	**51**	**42**	**50**	**23**	**29**	**9**

The survey found that 33 percent of CPSDs with fewer than 10 staff will undertake no community policing activities at all and 50 percent will only achieve between 1 and 5 of the activities surveyed. The percentage of departments undertaking no community policing activities falls to 6 percent for departments with between 10 and 20 staff, although again 50 percent will only achieve between 1 and 5 activities. Once staffing levels rise above 30 staff members, activities increase considerably, with over 50 percent of departments undertaking between 7 and 10 activities. This increases to 70 percent for departments with over 50 staff.

Figure 1 on page 18 details the most prevalent Community Policing Activities engaged in by CPSDs. Those activities most frequently executed were concerned with student safety—in particular, walk home escorts and safety awareness/crime prevention programs. These were undertaken by over 60 percent of departments.

Understandably, smaller departments are less likely to be in a position to have officers dedicated exclusively to this function. Figure 2 on page 18 shows how the likelihood increases commensurate with increased numbers of CPSD staff.

Figure 1. Percentage of CPSDs undertaking specific Community Policing Activities

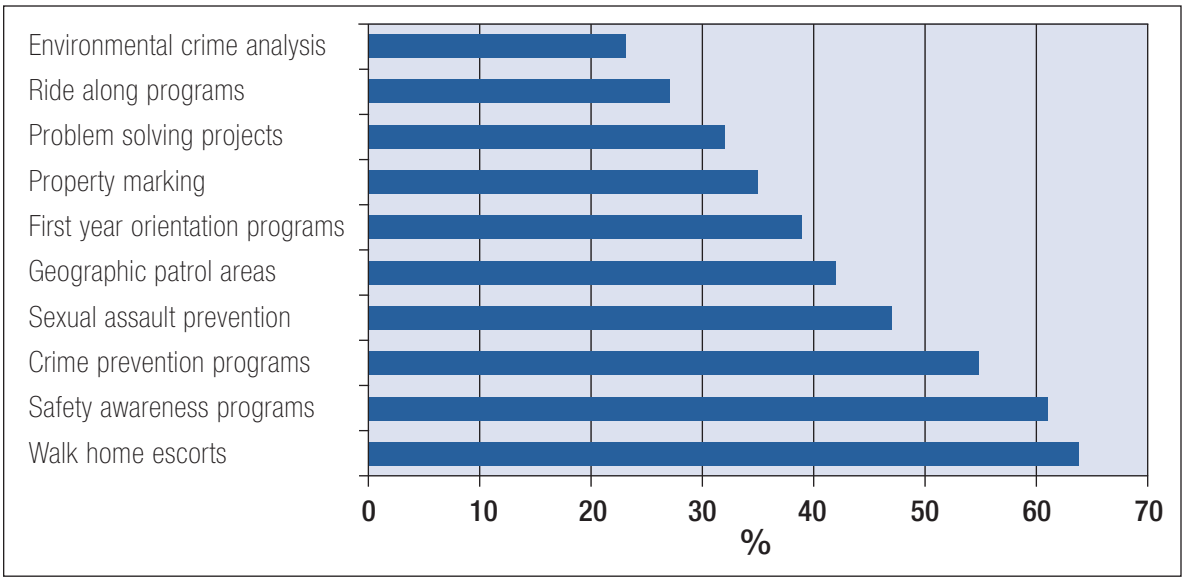
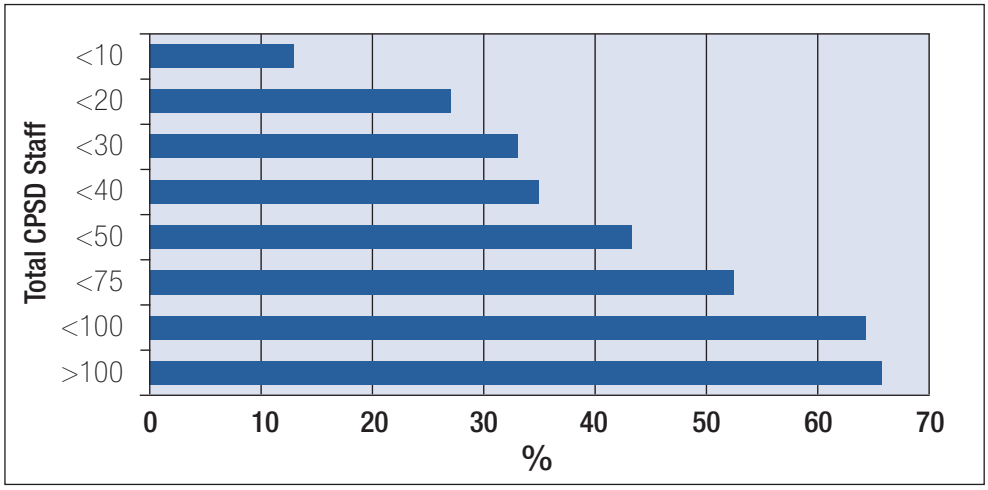


Figure 2. Percentage of CPSDs having staff dedicated to COP Activities



Geographic Assignment of Officers

> With community policing, there is a shift to the long-term assignment of Officers to specific neighborhoods or areas.[25]

The successful implementation of such specific deployments in a campus setting relies heavily on the ability of the department to make officers available at appropriate times to meet the needs of their community—appropriate being defined by the institution's community rather than the department. In CPSDs that were able to assign officers to geographic patrol areas, survey

25. Community Policing Defined. 2009. Office of Community Oriented Policing Services, U.S. Department of Justice. Page 9. www.cops.usdoj.gov/RIC/ResourceDetail.aspx?RID=513

responses indicated that officers were consistently found to be more likely to engage with other internal and external groups. This is of clear benefit in terms of improving communications, encouraging cooperation, and facilitating the better integration of officers into the campus community, as opposed to the view that

> The culture that policing is viewed negatively in an academic society.[26]

Those CPSDs who employed geographic patrol areas were also likely to devote more of their officers' time to other community policing activities; 31 percent were able to devote over one quarter of their officers' time compared to 12 percent of those who did not employ geographic patrol areas (see Table 8 on page 20). Only a small number (6 percent) of CPSDs employed geographic patrol areas but did not undertake community policing activities.

CPSD officers engaging in community policing activities within an academic community will require a particular skill set to be successful, given the community with which they are interacting will be faculty, students, and other staff. They need to have good communication and decision-making skills and be able to take responsibility for their actions. However, recruiting the right caliber of officer will be a challenge for many institutions, given their already established difficulties with recruiting as well as the level of academic attainment required of applicants. In the absence of sufficient resources, chiefs/directors may decide it is better not to attempt such projects, rather than to raise community expectations, only to disappoint them. It is, therefore, perhaps not surprising that less than one-quarter of CPSDs with fewer than 10 staff members assign officers to geographic patrol areas, yet one-half of departments with between 10 and 20 staff members are able to do so. As department size increases, so does the percentage of departments able to assign officers to such roles.

Despite the clear appreciation shown by CPSDs of the philosophy of community policing, their ability to engage and expand such activities is ultimately determined by the availability of resources to sustain them and, in this respect, CPSDs are no different from even the largest city police departments.

> CAPS (Chicago Alternative Policing Strategy) must prove its mettle in the face of declining city revenues and federal support for police hiring....city revenues have begun to shrink dramatically and federal support for police hiring has slowed. Ultimately, budgets provide the bottom-line measure of a city's commitment to community policing; in that respect, Chicago is no different from other cities.[27]

26. Survey response.

27. Skogan, W.G., L. Steiner, J. DuBois, J. E. Gudell, A. Fagan. 2008. *Taking Stock: Community Policing in Chicago*, Institute for Policy Research, Northwestern University, NCJ 189909: 30.

Table 8. Percentage of CPSD whose officers meet regularly with other groups

	Departments with Geographic Patrol Areas	Departments without Geographic Patrol Areas
Internal Groups		
Administrators	56%	42%
Health Department	27%	8%
Legal Department	15%	3%
Maintenance	75%	59%
Faculty	71%	54%
Staff	81%	64%
Student Groups	68%	42%
Student Government	43%	19%
International Students	34%	12%
Resident Life	69%	47%
Fraternities	32%	9%
Sororities	32%	9%
Social Services	27%	8%
Hospital Administrators	6%	1%
External Groups		
Local law enforcement agencies	85%	68%
Federal law enforcement agencies	21%	10%
Community Organizations	31%	13%
Business Organizations	15%	6%
Social Services	18%	8%

Other Factors Impacting on Staffing

CPSDs tend to experience considerable variations in workload. Peak service demand times will occur during semesters, particularly if students are resident on campus. Outside of semesters, the student population will drop significantly and special events or sporting events are less likely to occur. Although some institutions do run “summer camps” or conferences during these periods, the workload of many is reduced significantly. While this may offer an opportunity to catch up on training, vacations, etc., there is potential for a degree of overstaffing to occur during these periods. Alternately, institutions may prefer to keep staffing levels at less than the optimum and rely on overtime or other security personnel to manage busy periods.

Employment laws, such as The Fair Labor Standards Act,[28] can affect CPSDs in managing their workload. The relevant provision of this law requires that hours worked in excess of 40 in any week be paid at time and a half. Rotating schedules that offer coverage 24/7, although they will average 40 hours per week, will often have some weeks where more than 40 hours are worked and some weeks where less than 40 hours are worked. For some institutions, this means that their schedules will automatically incur additional payments to officers, with a potentially significant impact on the department's budget. Some have been able to restructure their schedules in order to avoid these additional payments, but many are still hampered by it.

> Changing the work schedule to a 40-hour workweek and thereby eliminating statutory overtime payments played a major part in bringing our department within budget.[29]

These restrictions, although intended to benefit workers, can also have a negative impact. They can make schedules less flexible and therefore less likely to match demand. It is also likely that this lack of flexibility will make the schedule less attractive for staff in terms of what may be described as "quality" time off.

Current Approaches to Determining Staffing for Campus Public Safety Departments

The majority of CPSDs have little or no control over their staffing levels in that, in 60 percent of cases, this is determined solely (24.8 percent) or mainly (35.2 percent) by budget considerations. For community colleges and public universities the rate is slightly higher at 65 percent and for private universities it is slightly lower at 53 percent. When budget is not the major determinant, the main drivers in determining staffing levels are workload analysis, benchmarking with similar institutions, and self determined formulae based on student population.

Benchmarking

Benchmarking is used by approximately 7 percent of CPSDs to help them determine their staffing levels. Benchmarking is normally used as a means of comparing the practices and outcomes of an organization with similar organizations in order to identify best practices and areas for improvement. Here it is used to compare the allocation of staff in institutions with similar characteristics.

28. The Fair Labor Standards Act of 1938, as Amended. U.S. Department of Labor, Wage and Hour Division Publication 1318. 2004.

29. CPSD Business Manager.

Identifying "similar" institutions can be a difficult task depending upon the variables one chooses to examine. These are likely to include total student enrollment, the number of resident students, and urban or rural location. However, as suggested by Sammons,[30] they might also include the proportion of male to female students, and commuters who will be on campus during the business day, as well as departmental structure—i.e., sworn or non-sworn officers.

The greater the number of variables examined, the more difficult it is to find similar institutions. Benchmarking also suffers from the fact that, having completed the exercise, all it will show is whether one's staffing levels are less than, comparable with, or exceed other similarly structured institutions. It will not determine the appropriateness of the staffing levels of any of the institutions examined. It is perhaps, therefore, of greatest use to CPSDs whose staffing level lags behind that of similar institutions as an argument for additional staff.

Staffing Formulae

Staffing formulae are used by less than 2 percent of CPSDs to determine their staffing levels. The simplest—and least appropriate—according to the International Association of Chiefs of Police,[31] are based purely on a ratio of officers to population. Among those using formulae, ratios range from one officer per 1,000 students to 2.75 per 2,000 students. The actual ratio of officers to students in most universities is between 1.8 and 3 (full-time equivalent) officers per 1,000 students.[32]

Other formulae are based on a predetermined minimum staffing level—i.e., the number of posts that need to be filled on a daily basis with adjustments to allow for vacation, sickness, etc. Some use more complex formulae, incorporating factors such as acreage, calls for service, and officer safety issues. However, the basis of most is difficult to establish.

Workload Analysis

Workload analysis is widely accepted as a fundamental determinant of the staffing required for a police patrol function.

> An important element in building an effective staffing plan is having a detailed understanding of the underlying workload factors that impact staffing needs. A strong staffing plan will establish a connection between the various types and levels of workload and the staffing levels needed to meet performance expectations.[33]

30. Sammons, G. 2008. Do You Need More Officers? *Campus Law Enforcement Journal*, 38 (2): 22–25.

31. Patrol Staffing and Deployment Study: 2, International Association of Chiefs of Police, www.theiacp.org

32. Reaves, Brian A. 2008. *Campus Law Enforcement 2004-05, Special Report*. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, February, NCJ 219374: page 3.

33. DuBois, Liz. 2009. An Overview of Staffing Analysis. *Journal of Local Government Auditors* 22 (3) (Spring): 14–16.

Given that the majority of CPSDs will dedicate over 50 percent of their officers' working time to patrol duties, it might seem surprising that only about 10 percent use workload analysis to determine their staffing levels. This is despite the fact that about 45 percent maintain records of workload, of which calls for service and time spent on patrol are the items most commonly recorded.

However, CPSD officers do not spend all of their working time on patrol related matters. Therefore, other elements of their workload would need to be factored-in to provide a meaningful prediction of required staffing levels. Survey responses show that most officers will spend up to a quarter of their time on report writing and administrative tasks. Other activities that would need to be considered include policing special events and sporting events, conducting crime investigation, undertaking community policing activities, etc. All will contribute to an officer's workload. Although generally considered the most accurate, workload analysis is undoubtedly the most time consuming and complex method of assessing staffing requirements, particularly so when, unlike calls for service (the distribution of which will generally show a similar pattern from one week to the next) part of that workload is not predictable.

Defining 'Appropriate' Staffing

> Adequate police protection, like beauty, lies in the eyes of the beholder. The optimal or appropriate ratio of troopers (or officers) to population, or traffic volume, reported crimes or accidents, etc., is not a matter of mathematics or statistics. It is a matter of human judgment and community resources.[34]

Schuiterman's succinctly put analogy of how policing resources are actually determined sums up the conclusion ultimately reached by many involved in the allocation of policing resources. While police chiefs will have a view of the level of service that should be provided and the extent to which they should embrace a community policing philosophy, those responsible for providing the funds for such services may have a different view, and that view usually prevails.

> *Community Defeats Proposed Police Increase*
> Arlington voters defeated a proposal last month that was expected to raise enough sales tax money to pay for 48 additional officers and other crime prevention initiatives. (That many additional officers, including their equipment, would cost the city about $4 million.)[35]

34. Schuiterman, J. G. 1985. Allocating State Troopers: The Virginia Experience. *The Police Chief* 41 (July).

35. Schrock, S. 2007. Community defeats proposed police increase. *Star-Telegram*, www.star-telegram.com/arlington_news/story/368006html

Clearly there comes a point where the intended benefits to the community are outweighed by the resources the community is prepared to invest in realizing those benefits. Rarely, however, does the "community" have the opportunity to act as directly as they did in Arlington. In the case of colleges and universities, it falls to administrators to apportion funds based on their institutions' priorities and available funding. Public Safety, as with all other departments in an institution, needs to be able to make a case for its share of the funds.

Making that case falls to the Chief or Director of Public Safety. Ideally, they should be able to come to an agreement with their institution administrators on the services that should be provided in order to meet the institution's requirements, and then be furnished with funds to match those requirements. The challenge, however, is how to quantify the actual or anticipated cost of the individual services that the CPSD is being asked to undertake, because that cost is not based entirely on the time required to provide each service. Unlike other departments in their institution, CPSDs have to consider some unique features of their staffing profile. For example, overnight calls for service may be very low and well within the capability of one officer to service; however, safety considerations and union pressures may determine that two or more officers should be on duty.

The fact many chiefs/directors express concern that their resources are stretched and administrators say that overtime costs are excessive, is testimony to the difficulties both face in determining what is an appropriate level of staffing. In the long run, while mathematics can help us determine the workload element of staffing for CPSDs, and professional judgment can determine the intangible elements (such as officer safety requirements), it is the resources that the institution is willing—or ***able*** in the case of smaller institutions—to invest that will ultimately determine staffing numbers.

Problems are likely to occur when institutional expectations and the workload capacity of the CPSD are out of sync. The symptoms of expectation exceeding capability may include union problems, excessive overtime, staff retention problems, or high sickness levels, each a further drain on departmental staffing and budget and each only serving to compound the problem.

> The Campus Police continue to operate under an expired contract while a labor dispute, which centers around scheduling and staffing issues, is resolved...The issues in the dispute are 'quality of life issues' which revolve around the use of overtime, time off, and scheduling....The department has a 'history of extensive overtime' due to an apparently 'insufficient staff to meet the needs of the community.'[36]

The ability to quantify what the department is capable of providing in terms of policing services becomes all the more important in such situations. If expectations cannot be met, they need to be managed. Ultimately, it may be a matter of deciding which services the department is no longer able to provide, or which new initiative it is not going to take up. Despite the wide acceptance among CPSDs of the benefits of community policing, because it is a proactive rather

36. Dabek, F. 1999. Campus Police Labor Dispute with MIT Enters Second Year. *The Tech* 119(27) (June 4). www.tech.mit.edu/V119?N27?26cps.27n.html

than a reactive activity, it is potentially vulnerable in such situations. As most community policing activities (75 percent) are initiated by CPSDs themselves rather than their institutions, it is perhaps the easiest for them to forgo, as evidenced by the fact that the most common reason given by survey respondents for not undertaking such activities is insufficient resources.

Being able to quantify what the department is capable of providing is an important aspect in managing institution expectations. Giving institution administrators accurate and well presented information regarding current workload, and the staffing required to meet this workload, should allow informed decisions to be made as to whether the department is appropriately staffed. Importantly, this exercise is also useful in identifying and potentially freeing up spare capacity that could be used for other valuable activities. The difficulty CPSD Chiefs/Directors face, however, is how to carry out the analytical process required to obtain that information.

Summary of Factors Affecting CPSD Staffing

- Age and gender profile of the student body
- Number of students resident on campus
- The number and security requirements of buildings on and off campus
- Size of the campus
- Teaching hours
- Patrol boundaries and responsibilities
- Use of separate security companies
- Recruitment and retention issues
- Composition of the department—i.e., sworn or non-sworn, armed, non-armed
- Access to federal funding
- The need for some CPSDs to rely on student employees
- CPSD responsibilities, including those not specifically related to their role
- Policing style/range of community policing activities undertaken
- Efficiency of work schedules
- Institution expectations
- Budget restrictions
- Lack of a universally accepted methodology for assessing appropriate staffing levels

Considerations in Determining Appropriate Staffing Levels

The following draws on the author's experience of working in the field of police resource allocation and work scheduling in a wide variety of policing environments, including CPSDs.

Understanding the Principles of Resource Allocation and Work Scheduling

Appropriate staffing is essentially about having sufficient people available to take on all the tasks required of an agency, at the time they need to be done, and in the manner (time to complete the task) in which they need to be carried out. Establishing and agreeing with an institution's administrators on what tasks will constitute an agency's workload should, arguably, be fundamental in determining the number of staff required. As part of that exercise, consideration should also be given to agreeing on the policing style to be adopted by the department and the performance criteria by which the department is to be assessed.

The policing style adopted by a CPSD will have direct implications for staffing. A reactive, task-driven approach apportioning officers' time in relation to 'time on task' will produce a readily quantifiable workload. A more proactive, community oriented approach will include 'time on task' measures, but will also include a portion of officers' time for self-initiated work and community policing activities, which are less easily quantified. The difference in staffing required by these two approaches can be substantial, depending on how the department is structured. Some tasks can be centralized, thus alleviating patrol officers' committed time. A good example of this is one Police Division where follow up traffic inquiries were allocated to community officers on an ad-hoc basis. This, however, resulted in officers spending considerable time trying to arrange interviews around their shifts, days off, etc. In addition, operational priorities often meant that interviews were postponed. By dedicating one officer to these inquiries, the Department was able to free up officer time and reduce the overall time committed by the Department by half.

Recruiting policies and training practices will also impact the ability of a department to adopt a community oriented style of policing, as the adoption and success of such a style is constrained by the extent of an officer's problem solving skills. Therefore, investment in well qualified recruits and effective training will result in long-term benefits by resolving and preventing public safety problems.

While the primary initiator of community policing activities is the CPSD Chief/Director, it should be kept in mind that over 35 percent of institution administrators will also initiate activities for the CPSD to take on. It is, therefore, a valuable exercise that they, too, are involved in assessing the implications of their initiatives on staffing skills and staffing levels.

Performance Criteria. Response times to calls for service are one of the most frequently used police performance indicators. Unfortunately, in setting response time targets, more consideration is often given to how the community will perceive them rather than the staffing and cost implications of achieving them.

Institutions' expectations of response time performance can be unrealistic. Two-thirds of institutions were found to have an expectation that urgent calls for service would be responded to in less than three minutes. If this is a requirement, response times to calls for service ought to form an important element in a CPSD workload analysis, as it will significantly impact required staffing levels; generally speaking, the faster the response required, the greater the number of staff required to achieve it.

Other performance criteria are more easily built into a workload assessment. For example, in assessing the time necessary to deliver a required number of safety awareness classes, organization and preparation time, along with time in the classroom, can be readily calculated.

Once a workload assessment has been completed and documented and the staffing numbers required to meet the institution's expectations is determined, it can be compared against current staffing levels. If there is a gap between the two it may be that expectations or staffing levels need to be revised.

What should be included in a workload assessment? Essentially, a workload assessment should consider everything an officer spends his or her time doing, as well as things such as vacation time that takes officers away from work. Almost half (46 percent) of CPSDs surveyed already carry out a considerable number of workload measurements, so turning these measures into a model of required staffing would be a logical extension to that activity.

Larger campuses (based on student population) were more likely to carry out workload measures than smaller ones, with the number of workload measures undertaken increasing with campus size. Among those CPSDs engaging in workload analysis, the number of calls for service and time spent on patrol were the most frequently recorded. While 68 percent of CPSDs undertook community policing activities, this was one of the least frequently used workload measures. Only one-third of those who engaged in such activities actually measured the amount of time committed to it.

CPSDs, however, differ from other police agencies in many ways. In addition to normal policing activities, such as responding to calls for service, they assume a wide range of other functions, such as responsibility for fire prevention and transportation services, which are less readily incorporated into the type of analysis provided by most police-specific workload analysis tools. A comprehensive CPSDs workload analysis would need to contain a number of different elements, which can only briefly be addressed here:

- Response and patrol element
- Time-specific and non time-specific elements
- Proactive time element
- Administrative time element
- Lost time element

Response and Patrol Element. Similar to other police agencies, CPSDs are able to carry out an analysis of calls for service using recognized manual or computerized methods to produce a predictive model of the staffing required for an 'average' week of patrol, in order to respond to calls for service. Such an analysis could consider historical data regarding the number and distribution of calls for service averaged over a number of weeks, geographical factors such as the size of the campus, the desired response time to calls for service—which will differ for urgent and non-urgent calls—the time it takes to deal with each call, administration activities, etc.

Table 9 shows the number of CPSD officers likely to be required to be on duty each hour during an average week. Although it is based on a workload analysis of a CPSD in a large institution (over 15,000 students) located in a metropolitan environment, the distribution, if not the numbers required, is likely to be similar for the majority of institutions. The table has been color coded to demonstrate how the number of officers required will differ with time of day and day of week.

Predictably, periods of high demand for CPSD officers coincide with their institution's busiest daytime periods and require almost twice as many officers to be on duty than during the nighttime shifts. Those CPSDs whose schedules deploy the same number of officers on duty throughout the day may well find that they are overstaffing during the nighttime and understaffing during the daytime. Producing a staffing model and using it as the basis for the design of a work schedule can help to avoid this problem and potentially free up officer time.

Other time-specific elements such as gate security, building lock up/unlocks, etc., will be undertaken at or over specific times. Educational classes and other community policing activities, which are planned in advance, can also be included here. It is, therefore, possible to construct a model similar to the staffing distribution model for the response element, showing the required distribution of officers' time over an average week for these functions.

Non time-specific elements (which will include the policing of special events, social functions, stadium events, security for high profile speakers, transportation services, attendance at meetings, etc.). The timing of such events will largely be outside the department's control. However, historical data can assist in assessing the overall amount of officer time spent on such activities.

The proactive element is the most difficult element to assess as it is determined primarily by the policing style adopted by the department. Proactive time can be incorporated into the response element by increasing the amount of uncommitted time each officer has available. This will allow officers to assume some self-initiated work while on patrol, but it is constrained by the need for officers to also respond to calls for service. When assigning officers to geographic patrol areas as part of a community oriented policing program, CPSDs need to overcome these constraints by ensuring that calls are assessed to make sure officers are not unnecessarily drawn away from other activities, or that sufficient officers are available to respond to a call should the officer assigned to that area be otherwise engaged on community activities. This is the most difficult element to assess unless departments are able to dedicate officers exclusively to community oriented programs.

Table 9. Staffing Model for CPSD Officers

	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
00:00 – 00:59	6	7	6	6	6	7	6
01:00 – 01:59	6	5	5	6	6	6	5
02:00 – 02:59	5	5	5	5	6	6	5
03:00 – 03:59	5	4	4	4	5	5	5
04:00 – 04:59	4	4	4	4	4	5	5
05:00 – 05:59	4	4	4	4	4	5	4
06:00 – 06:59	4	4	4	4	4	4	4
07:00 – 07:59	7	6	7	6	6	5	4
08:00 – 08:59	8	6	7	7	7	6	5
09:00 – 09:59	7	7	7	7	7	6	6
10:00 – 10:59	7	7	7	7	7	6	6
11:00 – 11:59	7	7	7	7	7	6	6
12:00 – 12:59	7	7	6	7	6	6	6
13:00 – 13:59	7	7	6	7	7	5	6
14:00 – 14:59	7	7	7	7	7	6	6
15:00 – 15:59	6	7	7	7	7	6	6
16:00 – 16:59	6	7	7	6	6	6	5
17:00 – 17:59	6	7	7	7	7	6	6
18:00 – 18:59	6	7	6	6	6	5	5
19:00 – 19:59	7	6	7	6	7	6	6
20:00 – 20:59	6	7	7	6	7	6	6
21:00 – 21:59	6	6	6	6	6	6	6
22:00 – 22:59	6	6	6	6	7	6	6
23:00 – 23:59	6	7	6	7	6	6	6

Source: Strategic Direction Ltd.

Administrative element. Officers spend a portion of their working time on activities such as briefings, report writing, taking meal breaks, and miscellaneous administrative tasks. These elements need to be taken into consideration as they can account for a significant portion of an officer's working day. For example, officers in almost half of CPSDs spend between 10 to 25 percent of their working time on report writing and other administrative tasks.

Figure 3. Shift Relief Factor (SRF)

SRF = (365 x shift length) / (365 x shift length) - (Average officer time off per year)

Example:

Scheduled Days Off per year (5 on - 2 off cycle) 104.3

Lost time per year (vacation, sick days, etc) 40.7

TOTAL DAYS OFF = 145

TOTAL HOURS OFF = 145 x 8 hrs per day = 1160 hours

SRF = (365 x 8hr shift) / (365 x 8hr shift) - 1160

SRF = 2920 / (2920 - 1160)

SRF = 2920 / 1760

SRF = 1.66

If the total officer hours required per week	= 1,200
TOTAL NUMBER OF OFFICERS REQUIRED	= 1,200 x 1.66
	= 1,922 hours / 40 hours
	= 50 officers

Lost time element. Officers will not be available for 40 hours of duty every week. Vacation, sickness, on-duty court time, and external training will often take officers away from campus. While each of the other elements is concerned with identifying the amount of 'on-duty' officer time required to meet the demands on the department, the lost time element identifies the number of work hours during which officers are not available.

Calculating required staffing numbers. Combining each of the workload elements will provide the total number of officer hours required to undertake the department's identified workload. This must then be translated into the actual number of officers that need to be employed to match this workload. While the precise number of officer hours required will be influenced by the efficiency of the work schedule adopted, a useful assessment can be achieved by using a calculation commonly referred to as the "Shift Relief Factor."[37] This is a method of determining the number of officers an agency needs to cover each position each day. In Figure 3, a workload assessment has determined that an agency requires a total of 1,200 'on-duty' officer hours each week which, based on a 40-hour work week, would equate to a total of 30 officers. The Shift Relief Factor has calculated that in order to achieve this number of 'on-duty' officer hours, the agency actually needs to employ 50 officers.

37. Patrol Allocation Manual: Determination of the Number and Allocation of Personnel for Patrol Services for State Police Departments, Traffic Institute, Northwestern University, April 1993.

The work schedule element. Once the total number of officers required has been determined, this can be compared against current staffing levels and the current work schedule. Adequate staffing numbers do not always equate to adequate performance; having the right number of people does not necessarily mean that they are going to be "in the right place, at the right time." Deciding upon the right work schedule is a crucial element in the process. The 'response' and 'other time-specific' elements of the workload analysis will show how the greater portion of officers' working time needs to be distributed throughout the week. Professional judgment and experience will suggest how the remaining 'non time-specific' and 'proactive' elements should be similarly distributed.

Deciding upon a work schedule that will match, as closely as possible, the required staffing distribution is not a simple task, and a number of factors need to be taken into consideration, including:

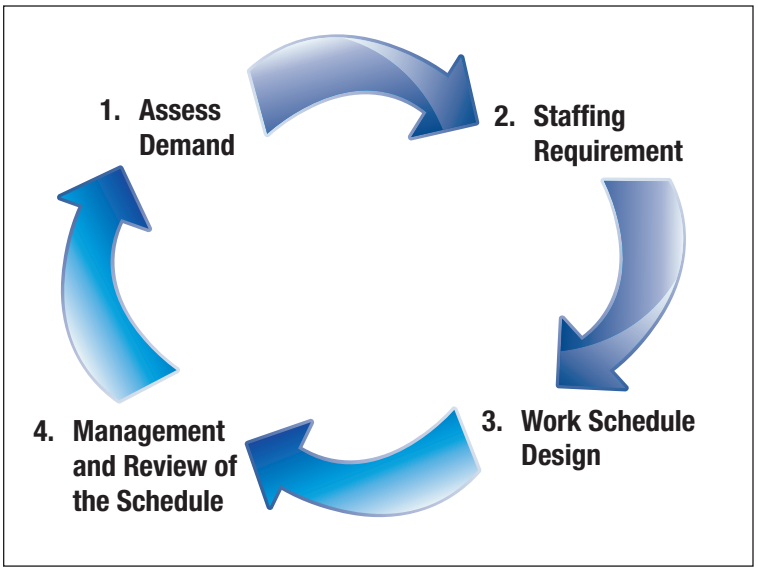
- Health and Safety; minimum staffing levels, officer safety, etc.
- Employment Law; Fair Labor Act, etc.
- Officers' terms and conditions of service
- Workload equity
- Time off
- Predictability of schedule
- Fatigue/health aspects of the schedule
- Compatibility with officers' domestic situation

It is an unfortunate fact of life that the dynamic nature of police work often means that peaks in demand will occur at times when officers would prefer to be away from work; evening and weekend work is often unpopular. As no shift pattern can satisfy everyone's needs, a balance has to be struck between the needs of the institution and the needs and welfare of the officers. Consultation with staff and their active involvement in reviewing schedule options are significant factors in achieving effective operational cover and staff satisfaction.

Considerations in Managing and Maintaining Appropriate Staffing Levels

The most commonly overlooked aspect of resource allocation projects is what happens after a workload assessment has been done and a work schedule decided upon. A comprehensive workload analysis may provide an accurate assessment of a department's overall staffing requirement, while an efficient work schedule may distribute those staff to closely match the workload. However, on their own these two elements will not provide the outcomes sought. Considerable time, effort, and cost is often expended on a workload assessment and identifying a workable schedule, but all too often little consideration is given to the fact that a schedule must be managed if it is to remain fit for purpose. Unanticipated changes in the level or distribution of demand, the introduction of new procedures or initiatives, or an increase or decrease in officers' absences can all significantly impact the officers' workload, the efficiency of the work schedule, and the adequacy of officer numbers.

Figure 4. Cycle of Workload Assessment



The processes involved in maintaining appropriate staffing levels, therefore, need to be considered as part of an ongoing cycle of workload assessment, the calculation of staff required to match the workload, the design of a suitable schedule and the management (with clear lines of responsibility), and review of that schedule (see Figure 4).

Training element. Providing appropriate training for those individuals with responsibility for managing officers' working time, and for monitoring those factors that impact it, completes the final element in the process. These "resource managers" are then best able to manage absences from duty, control the use of overtime, and identify the potential for improving efficiency with existing resources. Institution administrators are unlikely to agree to a request for increased staffing levels if a department is not demonstrably making the best possible use of its existing resources.

Why Is Workload Analysis not More Widely Used?

CPSDs are not alone in failing to embrace the benefits of workload analysis to determine their staffing requirements. Many police departments have been slow to adopt it for similar reasons; the process is time consuming, requires considerable historical data, and a level of understanding of resource allocation and work scheduling techniques. There are also associated costs; training is required in order to utilize manual assessment tools and the cost of either acquiring the expertise or the purchase of proprietary assessment tools to conduct such analysis is beyond the resources of many CPSDs.

Given these considerations and the information gained from survey responses, it becomes apparent why determining appropriate staffing levels is such a widespread challenge among CPSDs. IACLEA's initial intention was to explore the potential to develop a resource tool to determine appropriate staffing levels for CPSDs to help them overcome the obstacles to extending community policing activities. In reality, no single tool can provide a solution; a toolkit containing guidelines, checklists, templates, educational programs, etc., would be required to encompass all the required elements of a workload assessment.

Is There Potential to Develop a Resource Toolkit to Determine Appropriate Staffing Levels for Campus Public Safety Departments?

What Is Currently Available to Assist CPSDs in Establishing Appropriate Staffing Levels?

Determining how many police officers are required to handle all the responsibilities of a police agency has always been a challenge for police managers. While methods exist for calculating the number needed to carry out a measurable workload, such as responding to calls for service, most community policing work is difficult to measure and the time required to do it is similarly difficult to calculate. Some agencies are able to address this because they have officers dedicated exclusively to such roles. For example, 31 percent of CPSDs surveyed dedicated a least one officer exclusively to a community policing role. Most other CPSDs, on the other hand, seek to apportion a part of their officers' time to community policing activities, with estimates ranging from less than 10 percent to over 75 percent of their working time. This was not related to the overall size of the CPSD—examples were found of agencies with less than ten officers estimating that over 50 percent of their officer's time was spent on such activities and of agencies with over one hundred officers estimating their officers spent less than 10 percent of their time on such activities.

Ultimately it is a matter of professional judgment as to how an agency, within the financial constraints of its budget, can best provide a service to its community and manage a reasonable and equitable workload for its staff. However, if an agency is to undertake more community policing activities, as is the desire of the majority of CPSDs, then it needs to be able to identify the time available in which to assume them. This process requires that the CPSD is able to quantify those aspects of its workload that are measurable, that it examines how that workload is managed, and whether its officers are organized in such a way as to make the most efficient use of their time. There is considerable potential for this to lead to either changes in working practices or officer schedules creating spare capacity in which officers can undertake additional activities. It is also important for CPSDs and institution administrators to know when there is not any more spare capacity to be found.

There are a number of ways in which this process can be carried out. It can be done by the agency itself, using manual methods of calculating workload—there are software programs available—or by one of a number of management consultants who specialize in this field. Each has benefits and drawbacks relating to time, effort, or cost. The following is a brief summary of the options available.

Manual methods. One of the most widely used manuals for calculating required police officer numbers was first developed in the early 1990s under contract to the National Highway Traffic Safety Administration, U.S. Department of Transportation. The principal author of the study was Dr. William Stenzel, whose research into police work-scheduling began in the 1970s, and who remains preeminent in the field. Although the work was commissioned by the Department of Transportation and, therefore, emphasis was placed on traffic patrol work, the manual was also applicable for general police patrol work.

The manual, which is essentially a series of calculations, was designed to address the following questions:

- What is the total number of officers, supervisors, and command personnel required to provide acceptable levels of patrol service?
- How should patrol officers be allocated—by geographic regions or time periods—to maximize agency productivity?

The procedures used by the Police Allocation Manual (PAM) are based on the analysis of patrol workload, performance objectives, personnel policies, and the roadway system within a police geographic area. Officer time, both on and off duty, is defined as either patrol time or non-patrol time. Non-patrol time includes all off-duty time and on-duty non-patrol assignments. On-duty time is divided into four components:

- Reactive time (attending calls for service)
- Proactive (self initiated and community oriented activities) time
- Proactive (uncommitted) time
- Administrative time

The above components allow for considerable influence to be exerted on the final estimate of police officers required, by increasing or decreasing the time allocated to proactive or administration time. It also shows the level of service that would be achieved with more or fewer officers.

The manual can be downloaded from the Administration's website.[38]

Workload Analysis Programs. A number of police departments have, with varying degrees of success, developed their own methodologies and programs for analyzing patrol and other departmental workloads. Aside from these, there are a number of established and widely recognized computer programs, including an updated model of PAM, now referred to as Personnel Allocation Model, which has been converted to an automated format.

A number of commercial computer programs have evolved which, by utilizing queuing theory, allow a more accurate analysis to be produced than is possible with manual methods. Queuing theory enables mathematical analysis of several related processes, in this case the number of calls for service of differing priority and requiring a different level (number of officers) and speed of response. The theory allows the calculation of several performance measures, such as the average waiting time for a patrol to attend a call or the probability that all patrol units will be busy and a call will be held in a queue.

Other commercial computer programs have been developed to provide simulation models of how varying levels of workload and staffing affect patrol performance. They also rely on mathematical formulas, including queuing theory, to model patrol staffing requirements.

38. www.nhtsa.gov

All of these programs rely on the analysis of historical data, such as the number and distribution of officer dispatches. The staffing models they produced are those required to provide an effective reactive service. They will identify the overall number and distribution (by time of day) of officers required to be on duty to provide this service. Program outputs will identify whether an agency has sufficient, more than sufficient, or less than sufficient officers to undertake this function. By comparing current staffing distributions against the staffing models, an assessment can also be made of the efficiency of current deployment practices and whether additional capacity can be obtained by adjusting the work schedule.

For example, during 2009 the Norfolk Constabulary in the U.K. used this process to reorganize its patrol function and introduce a new work schedule. They were subsequently able to redeploy 50 of their 350 patrol officers to community policing roles without any loss in performance.

These programs will also identify the amount of uncommitted time (time not spent on servicing calls or doing administrative duties) that individual officers will each have available to them. While some uncommitted time is essential to ensure that performance criteria, such as response times, are met, it does allow police managers to determine whether, given their current staffing levels, some officers could be diverted to other activities without reducing the level of uncommitted time of remaining officers to an unacceptable level.

Management Consultants. There are a large number of private consulting companies operating in the field of workload analysis who are able to apply their methods to the specific requirements of police departments who wish to determine the staffing levels required to match their workloads. The consulting companies usually have the benefit of being experienced in this field and can be a convenient alternative to computer programs with their associated purchase costs and training implications. They may also be able to assist with the design of alternative work schedules.

Training. Specific courses on resource allocation and work scheduling techniques are available throughout the United States from a range of private companies and academic institutions.

What Are the Difficulties CPSDs Face in Utilizing These Products and Services?

- The products and services all require the CPSD to have been actively engaged in collecting workload and call data for a period of time.
- Those departments with few employees or employing only non-sworn officers may have difficulty accessing training or support from organizations such as the International Association of Chiefs of Police.
- There are preliminary and ongoing cost implications attached to the use of commercial computer programs. This is likely to deter many CPSDs, particularly those with smaller budgets.
- The financial constraints of smaller CPSDs are also likely to constrain their use of consultants.
- Computer modeling tools will only account for a portion of CPSD workload.
- There is no central repository of advice and support to assist CPSDs in identifying suitably qualified/experienced consultants.

Conclusion

This report has sought to identify ways in which efficient resource allocation and effective work schedules can serve CPSDs and their institutions in establishing appropriate staffing levels, and in doing so identify opportunities to engage in or expand community policing activities on campus. It does not attempt to determine the total number of staff a CPSD would need to undertake all the activities it would wish, as those decisions are determined more by the priorities of their institutions and budgetary constraints. It does seek to explore ways in which CPSDs can establish what capacity they have, so they can do more with their current resources and in doing so give both them and their institutions a clearer picture of current issues relating to staffing and what is achievable.

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About the COPS Office

The Office of Community Oriented Policing Services (the COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, and tribal law enforcement agencies through information and grant resources. The community policing philosophy promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. In its simplest form, community policing is about building relationships and solving problems.

The COPS Office awards grants to state, local, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime-fighting technologies, and develop and test innovative policing strategies. The COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement.

Since 1994, the COPS Office has invested more than $16 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing. More than 500,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

The COPS Office has produced more than 1,000 information products—and distributed more than 2 million publications—including Problem Oriented Policing Guides, Grant Owner's Manuals, fact sheets, best practices, and curricula. And in 2010, the COPS Office participated in 45 law enforcement and public-safety conferences in 25 states in order to maximize the exposure and distribution of these knowledge products. More than 500 of those products, along with other products covering a wide area of community policing topics—from school and campus safety to gang violence—are currently available, at no cost, through its online Resource Information Center at www.cops.usdoj.gov. More than 2 million copies have been downloaded in FY2010 alone. The easy to navigate and up to date website is also the grant application portal, providing access to online application forms.

The International Association of Campus Law Enforcement Administrators (IACLEA) engaged Strategic Direction Ltd. to conduct a study of appropriate campus public safety staffing levels. They conducted a thorough review of existing literature on this topic, convened focus groups to identify staffing issues and considerations, and administered a comprehensive survey of U.S. campus public safety departments. *Establishing Appropriate Staffing Levels for Campus Public Safety Departments* identifies the factors and considerations that impact staffing, including the characteristics of a particular campus, the geographic setting (urban, rural, suburban), number of students, faculty, and staff, programs and/or facilities that have security implications, venues and athletic programs that affect campus public safety staffing, and other considerations.

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