THE OHIO STATE UNIVERSITY

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OFF-CAMPUS SAFETY ASSESSMENT
REPORT & RECOMMENDATIONS

JANUARY 2022

Prepared by:

SRMC

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INTRODUCTION

SRMC completed this review and evaluation of the effectiveness of strategies, programs, plans, policies, resources, tools, and tactics utilized by the University and the City of Columbus to enhance safety and/or perceptions of safety in the campus neighborhood. Key considerations in this project were a recognition of the local environment, the recommendations from The OSU Task Force on Community Safety and Well-Being, and the general impact of policing tactics on members of the community.

METHODOLOGY AND SCOPE OF WORK

Due to the nature of the multiple variables that effect the rise and fall of crime, the consultants not only applied expertise gained from their extensive experience in the public safety environment but also conducted the following activities to gain a full understanding of the current measures in place for enhancing safety in the campus neighborhood:

- Research and review of identified documents, plans, policies, press releases, media reports, jurisdictional agreements, community organization meeting records, and publicly available crime data relating to current crime trends and concerns.

- An on-site study of the neighborhood during daytime and evening/nighttime hours. Consultants visited the area to personally observe relevant conditions and locations.

- Interviews of key community stakeholders who may include but are not limited to:

    o Office of Legal Affairs, University Communications, and other specified Senior Cabinet members
    o OSU Public Safety administration and representatives
    o OSU Vice President of Student Life and staff members such as:
        ▪ Director of Residence Life
        ▪ Off-Campus and Commuter Student Engagement
    o OSU Risk Management
    o Undergraduate and Graduate Student Government representatives
    o University District representatives
    o University Community Business Association
    o Campus Partners
    o Columbus Department of Public Safety leadership
    o Columbus Police Division Chief of Police, key command staff and campus precinct supervisors

- Interviews of additional subject matter experts and key stakeholders who may include but are not limited to:

  - Dr. Robin S. Engle, University of Cincinnati
  - Dr. Deanna Wilkinson, The Ohio State University
  - Michigan State University Department of Police and Public Safety
  - University of Minnesota Department of Public Safety
  - Additional universities identified by SRMC in concurrence with OSU
  - Organized parent group(s) currently focusing on campus crime

- Research and an external document review study that may include, as applicable:

  - Review the history of safety initiatives in the OSU campus area
  - Review applicable industry best practices, technology and criminology research studies
  - Research reports or assessments from comparable large universities sited in an urban community experiencing off-campus crime or safety issues

DELIVERABLES

The project deliverables are presented in this comprehensive written report detailing the results of our assessment of existing off-campus safety strategies. This report includes a matrix listing the various safety strategies and our ranking of their costs/benefits and effectiveness. We have included for consideration several recommendations for improving the implementation of current programs along with employing possible additional strategies that have not yet been tried.

EXECUTIVE SUMMARY

Colleges and universities are unique and special places. An academic community is not only a defined space but also a part of the broader environment. The Ohio State University impacts and is impacted by the various influences of the environment in which it is situated. It has been noted that some characteristics are common to campuses that support a high quality of academic life and community responsibility. While conducting the assessment of the off-campus initiatives implemented by The Ohio State University, SRMC considered these various elements as they relate to safety and security.

Portions of the report will detail specific actions recommended but in general SRMC found the public safety services and initiatives implemented by Ohio State to be impactful in the off-campus University District. SRMC staff found during the review that many members of the community were more comfortable in their perceptions and "feelings" of on-campus safety than they were with the areas around the campus. The identification of specific concerns and responsive safety programs is a challenge, but one identified as needing attention.

All members of the communities with whom SRMC staff interacted were helpful, responsive, and thoughtful in their observations concerning the safety of persons and property. They would most certainly be participants and partners in the design and implementation of safety and security initiatives.

SRMC believes that safety and security, in various forms, supports and enhances the physical environment of the University District and thus the quality of academic life.

SRMC is impressed with Ohio State's commitment to this effort especially while in "crisis mode". In other words, while facing the pressure of expectations to do something quickly to address an off-campus crime spike. There is clearly a commitment and willingness to identify and address potential threats, risks, and vulnerabilities.

However, even with these positive attributes, SRMC identified several programmatic gaps that should be considered to meet long-term safety and security needs in the off-campus University District. The rationale, research, further explanation, and additional recommendations are in the body of the report.

At a high level, our recommendations include:

1. In the near term continue the use of mobile lights and cameras but transition to a longer-term approach for permanent lighting improvement and fixed camera installations.

2. Consider implementing rigorous evaluation, testing and validation of the effectiveness of all security resources and technology investments deployed off campus.

3. Consider organizational alignment of the various security patrol functions to bring them under OSU Public Safety management and oversight. In turn, ambassador and student outreach functions should remain aligned with Student Life.

4. Consider implementing a data driven, analytical approach to addressing crime problems and improving operational decision-making on staffing. A highly trained crime analyst would be able to look beyond historical patterns of reported crime and integrate additional analytics and innovative data sources such as calls for police service, community events, repeat offenders, court actions and arrests and investigations. This can be the catalyst for putting new tools into the hands of street officers and moving them from a reactive to a more focused, proactive, and predictive policing model.

5. Evaluate different approaches to the door-to-door ride services (Lyft) with alternatives such as a campus shuttle bus system.

6. Continue community engagement efforts including outreach to students through education and awareness programs.

7. Seek opportunities to partner and work with City of Columbus officials, property owners, corporations, public utilities, and permanent residents on long term neighborhood improvements which may include zoning changes.

CAVEAT

Full implementation of the recommendations included in our report cannot guarantee that the University District or the surrounding area will be crime-free or totally safe without risks. Rather, this document is meant to assist in providing information that will be helpful in reducing the potential for incidents by providing a "roadmap" for enhancing the efficiency and effectiveness of security resources by

improving awareness of potential problems and further implementation of security technologies.

We cannot overstate our belief that safety and security in an academic setting is a partnership which balances responses and responsibilities. A "systems" approach that includes security and safety technologies, personnel resources, as well as individual and organizational responsibilities is required if this effort is to be successful.

Additional components of the overall public safety strategy must include the application of existing policies, procedures and processes, the selection, recruitment and retention of public safety and security staff, proper staff supervision, education, training and participation, communication and collaboration with the administration and other stakeholders, involvement of law enforcement as well as a willingness of all members of the community to be part of a safety culture.

Our recommendations reflect our understanding of security issues at the time of our survey. We recognize that security, safety, emergency management and crime prevention/reduction strategies are dynamic processes. As functions or activities change or facility conditions are modified or expanded, some of the assumptions made during this review process will also change. Therefore, security process management, technology, policies and procedures should be routinely reviewed and updated to reflect changes in the environment and the expectations of members of the community.

Although we believe the recommendations contained in this report are reasonable and appropriate, Security Risk Management Consultants cannot provide legal guidance or advice. Therefore, we recommend that legal counsel be consulted, if indicated, before policies or programs are changed or implemented where appropriate.

BACKGROUND AND HISTORY

Concern by colleges and universities for the safety of students and their activities in off-campus areas is not new nor is it in any way unique to Columbus or The Ohio State University. As they meld with their communities, the University of Michigan, Indiana University, Michigan State University, the University of Detroit, and others have similar difficulties that have existed for years. The challenge is to determine what programs, initiatives, and/or partnerships help to reduce risk and create a safer environment that contributes in an overall way to the effective education of students.

Simply being away from a familiar home environment in a "free" environment in which restrictions are limited or not present often results in actions and behavior that put personal safety at risk.

Similarly, reasonable questions arise regarding what a university or college's "responsibility" is for the personal safety of its students away from campus? Difficult questions about authority and influence in these off-campus environments are often "front and center." Fraternities and sororities, property owners in business to provide student housing, and students away from the more limited and restricted environment of home and family all complicate dealing with this multidimensional complex issue.

For decades the issues of enhancing student safety in off-campus areas have been of concern to the University. However, the crime prevention and public safety initiatives of a general nature used on campus sometimes have limited benefit in off-campus environments. That said, conducting safety and security orientation sessions for new students and working with residence hall staff and other on-campus contacts on various safety and crime prevention programs over the years have had an impact. While some do have extended benefit to off-campus housing channels, program delivery is often difficult to establish and maintain. In addition, with students in various stages of their academic experience ranging from freshmen to seniors to graduate students, effectively dealing with these challenges and implementing program initiatives become increasing complex.

Over the years, various efforts including off-campus student services, crime prevention initiatives directed at problem areas such as theft from cars, safety escorts, the use of RFID for bicycle theft problems, contacts with the Interfraternity Council, etc. have been met with limited success.

Lastly, a fundamental question to consider is how an off-campus University District crime trend became an Ohio State University issue

to resolve. In most circumstances and in other parts of the city, public calls for action would be directed at the City of Columbus' elected officials, administration, and Division of Police. In this case, the combination of OSU students being victimized, serious gun crimes, and increased community awareness from the issuance of Neighborhood Safety Notices pressed the University to do something. It may also be opined that the overall crime spike contributed to the attention and frustration being turned toward the University.

Ultimately the Ohio State administration must decide what the right role is for The Ohio State University when students, faculty or staff are victimized by serious crime away from university property.

These are now the questions facing Ohio State: To what extent is off-campus student safety a university responsibility, and to what extent can The Ohio State University exercise an influence on local government, commercial areas and businesses, and, of course, students.

CRIME TRENDS AND PERCEPTIONS OF SAFETY

According to the data reviewed by the consultants, crime in the University District has been on the decline for the past ten years (2010 - 2020.) Robbery and residential burglary reports were notably lower in 2020 compared to 2010. Robberies fell to 63 reports in 2020, which is below the ten-year average of 116 reports per year. Burglaries dropped to 241 reports in 2020, comparing very favorably to the ten-year average of 431 reports per year. However, aggravated assaults were up in 2020 with 42 cases following a ten-year low of 13 reports in 2018 and the ten-year average of 29 reports. Still there is an overall downward trend in aggravated assaults over the ten-year period. Motor vehicle theft is the only category of offense that increased between 2010 and 2020 with a ten-year average of 156 reports per year. Thefts from vehicles declined between 2018 and 2020, falling to 719 reports, which is below the ten-year average of 852 reports per year.

For this year (2021), the high point for total reported crimes in the district occurred in mid-July. Since then, the number of aggravated assaults has remained steady with no more than 2 reports per week. Residential burglaries have dropped from a high of 14 reports to roughly 2 or 3 per week. Robberies had the most variation with 5 reports each week in mid to late July. This was followed by a three-week drop to 1 or 2 reports per week, followed by another jump to the high of 7 reports in late August. Robberies have declined since, no more than 1 report per week in September and October, which was the starting point of our assessment.

Crime rates fluctuate year-to-year, and within these aggregate crime reporting numbers there is variability across and within weeks and months as well as years. SRMC speculates that this irregularity in reported crime contributes to the contemporaneous perception that the University District is generally unsafe. For those who do not have a long view of the community or are new to Columbus and Ohio State, even one or two serious crime reports may be too many. Social media and mass media reporting on crime also contributes to negative perceptions.

While perceptions of safety and crime in the University District may be in conflict with reality, it is very difficult to convince people otherwise. Particularly, given the record number of homicides in Columbus the attention to crime and safety has been across the entire city. Therefore, SRMC holds that when dealing with the issue of perception of safety and crime, it is best to start from where people are. It is critical to acknowledge fear and concern while providing supportive channels to help them work through the issue. SRMC finds that the University has been responsive in this regard.

CURRENT ENVIRONMENT

ON-SITE OBSERVATIONS AND FINDINGS

As a part of our charge, the SRMC consultants visited the off-campus area during daytime, early evening, and later evening hours. Our task was to observe elements of the physical conditions and human behavior patterns in the area.

The campus environment is most assuredly a dynamic place, but perhaps never more so in terms of the current volume of new construction in the area. This will certainly lead to an increase in population density in greater proximity to the University. In most instances, the new housing components of this construction are an improvement over what it is replacing. In general, replacing aging and deteriorating properties with attractive new structures begins to elicit a sense of pride in one's living quarters and neighborhood. Taking pride in one's domain can be a factor in reducing crime as demonstrated in the Crime Prevention Through Environment Design (CPTED) principle of Territorial Reinforcement. Some of the other components of CPTED are Natural Surveillance, Natural Access Control, and Proactive Management and Maintenance Practices.

CPTED Application to the Neighborhood

Crime Prevention Through Environmental Design is the concept of using the environment to create safe, visually open spaces, effective people flow or access controls, clear definition between public and private space and proper maintenance and order. It is accomplished through the creation of:

Territorial Reinforcement utilizes built spaces such as sidewalks, landscaping, or architectural walls to distinguish between public and private areas. The use of these elements can result in a sense of "ownership" of the space by its residents and users, that also tells potential offenders people care what happens in their neighborhood and to stay away. This sense of "ownership" is often demonstrated by

Figure 8. Clearly marking the distinction between private, semi-private and public space allows for territorial reinforcement
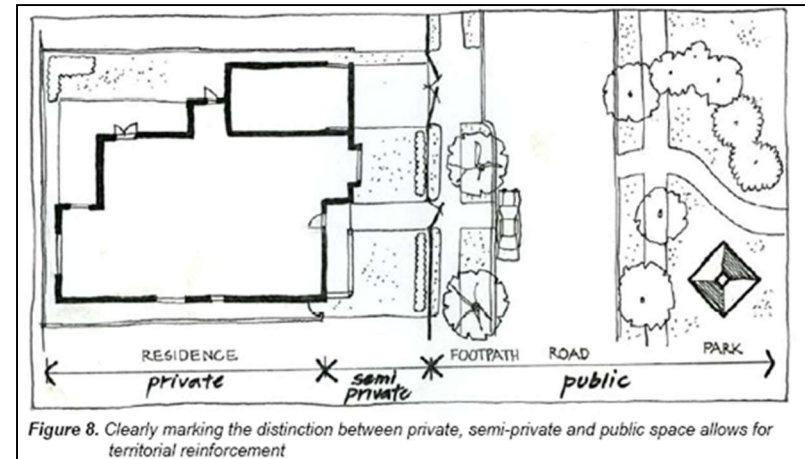
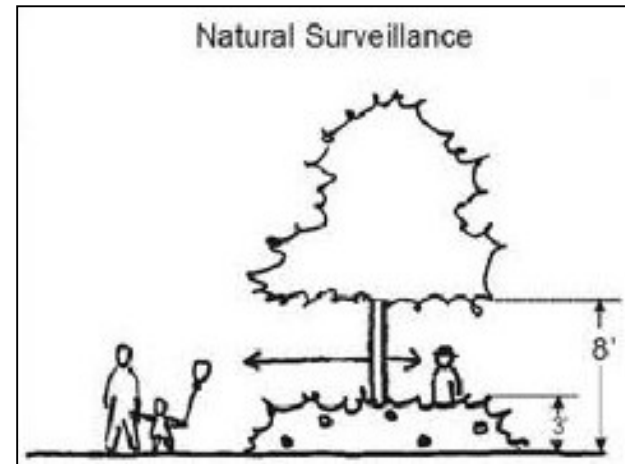comments related to "our property" or "my building". Safety and security are enhanced because people tend to take a greater interest in what they "own" or when they intrinsically feel a part of the space. Uniformity and clarity of wayfinding and signage can be beneficial, as they clearly communicate where the public spaces are and highlight possible offenders "casing" the area.

Natural Surveillance is a design concept directed primarily at keeping possible intruders under observation and giving potential witnesses a clear view of activities in the defined spaces. It utilizes design features that may include window positioning, interior and exterior lighting placement and quality, and landscaping features to increase the visibility of a property or building so that suspicious or improper behavior might be seen and reported. With appropriate natural surveillance, the opportunity to detect crime is enhanced by making the offender's behavior more easily

noticeable. Such observation might be by building occupants, pedestrians or passing security or sheriff patrols.[1]

Providing a good visual connection between public environments such as streets, sidewalks, and parking areas enhances safety.

Application of CPTED Natural Surveillance and Access Control principles off campus. Building occupants, passersby, and patrol units can easily observe the parking area without having to enter. The fence restricts access to the parking area.

Natural Access Control - Natural access control effectively uses defined walkways, lighting, fencing or other physical barriers, gates, way-finding signage, and landscaping to clearly guide appropriate people and vehicle movement. This concept's primary purpose is to deny access to a potential crime target and create a perception by the possible offender that there is risk in proceeding. Various other means of access control such as locks, bars, or alarms may be helpful as a supplement to these natural access control measures. The appropriate design of facilities and spaces may also promote the perception of risk by potential offenders.

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[1] From Nelson (NZ) City Council, Web source.

<u>Proactive Management and Maintenance Practices</u> for residential property allows for the continued use of a space for its intended purpose and is particularly important in demonstrating "ownership" and pride. It sends the message that those who take care of the property will challenge those who come there to commit crimes or engage in disruptive behavior. This does have an impact on outside criminal behavior. Graffiti, un-removed wall paintings, sidewalk markings, or similar items only promote more destruction or abuse by indicating a higher level of acceptance of disorder or improper use. Appropriate, regular maintenance protects the public health, safety and welfare in all existing facilities and spaces. The use of technology also enhances a safer environment, but its design must be consistent with the intended use of the space.
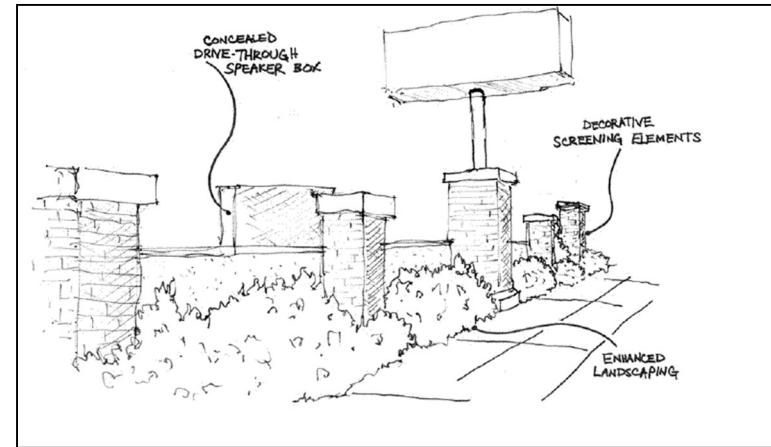
In several interviews, SRMC consultants heard concerns about off-campus property maintenance including out of order door and window locks.

Recommendation(s):

- Graffiti should be removed or painted over
- Weeds should be removed.
- Litter/trash should be removed from grounds and alleys
- Adequate trash receptacle based on occupancy should be provided at all properties through zoning code

- All lighted signs should be in working order
- All light fixtures should be in working order
- Crumbling sidewalks should be repaired
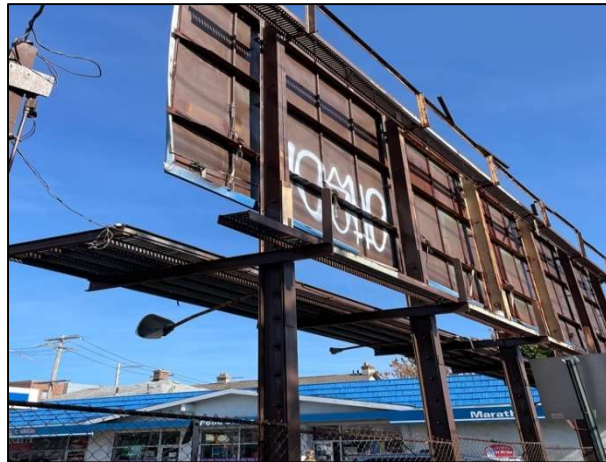- Prune shrubs to height of 3ft and limb up trees to 8ft per diagram above

Litter and debris and tossed shoes hanging from overhead wires contribute to the impression that disorder is accepted in this area.

Graffiti in the off-campus neighborhood

Poorly defined (no hash lines) and maintained crosswalk at 11th and High Streets

STUDENT LIFE CONSTITUENTS

Student Life staff, by their inherent mission, have perhaps the most profound interactions with students. Most of these interactions are positive, support the overall educational process, and help the students prepare for the future. Some interactions with resident advisors such as mitigating roommate disputes, student conduct disciplinary measures and other inherently stressful college experiences are perceived as negative. Therefore, the students' past experiences may shape their view of the Student Life staff and affiliates who are providing a safety function in the off-campus neighborhood.

Student Life and Undergraduate Student Government (USG) Off-Campus Housing Initiatives

Student Life staff are having a positive impact in the properties they manage or have other direct influence over. The fraternity and sorority properties, as well as the off-campus units approved for second-year students not living on campus, have required security card access and part-time house managers. Although this only impacts approximately 1,500 students, it does represent a good model.

The other strategy is a rating system in the USG renters' guide to report prospective issues with properties. A category for rating security and safety enhancements on the properties could be expanded and emphasized. Another rating system no longer in use was the "off-campus excellence program" which featured residential safety and security enhancements. In previous years, a student could request a home safety inspection, but a search for that website link found that it is no longer supported due to COVID-19 and the lack of City and University staff to conduct the inspections.

In addition, the Student Life Vice President is committed to an active role in dealing with negligent property owners for this has been reported as an ongoing issue.

Recommendation(s):

- Consider bolstering the off-campus property rating system to make it very transparent to prospective renters which property owners have not installed minimum safety and security components in their units (i.e., exterior lighting, upgraded locks etc.). Include messaging to the community that this is no longer tolerated. Positively highlight properties that include additional enhanced security elements such as security alarms and doorbell cameras.

Student Conduct Impact on Safety and Security

Student behavior in the off-campus environment cannot be ignored as a key component in their safety. During our nighttime observations, we observed a number of unsafe practices such as inattention to one's surroundings, jaywalking, walking in poorly lighted areas, walking alone, and being under the influence of alcohol, to name a few.

In one sense, the OSU off-campus population is at odds with living in a major city where violent crimes are a reality. From our observations and in the opinions of some we interviewed, many students in the off-campus area appear to be naive to the environment and have not adopted street-savvy practices one would expect to see in major metropolitan areas.

In terms of safety initiatives focused on this issue, the OSU Police Division continues to regularly provide excellent educational programs on crime prevention, personal safety, and self-defense.

SRMC heard from multiple groups that students are more afraid of getting a code of conduct write-up than they are of being arrested. Their parents would find out if they were suspended, whereas they might enlist OSU's legal services to overturn a City citation.

Student Conduct need not be present at the after-hours parties, but the lack of that enforcement arm's presence fosters the students' notion that they can get away with bad behavior. Out-of-sight equates to out-of-mind.

Over the last fifteen years or so, the University realized that it was not enough to just get students to come to Ohio State. The University needed to provide further assistance to keep them enrolled in school. New resources and programs were put in place to improve the first and second-year experiences, and discussions now entail how to support the students in transitioning to living in the surrounding neighborhoods. One can argue that this seems an overreach; however, it appears to be needed to attempt to fill a void in fostering responsible citizenship in a small segment of the student population. At the very least, beginning with orientation and continuing through their third year, stronger, honest messaging covering the safety and security issues and reality of living in a major metropolitan area appear to be warranted.

The Wellness Center provides programs to educate, train and coach students about making good choices around navigating the challenges of violence prevention and alcohol abuse. They have also been involved in town hall and webinar meetings to proactively

deal with potential issues.

Student Life has taken on the role of outreach into the off-campus areas, sometimes joining the Columbus Police Department (CPD) in visiting some of the traditional streets where excessive partying has occurred in the past. If an out-of-control party is identified, the property owners are notified the following day. Student Life also shares information with CPD on upcoming events in the neighborhood.

Other Challenges Reported to SRMC

- Some students seem less willing to engage with the Community Ambassadors.
- Some students appear to feel less ownership of their spaces and exhibit more disregard for their neighborhood.
- Some have a perceived lack of consequences for their bad behavior.
- Some students are not conscientious and practice bad safety habits, such as walking alone in alleys, wearing earbuds, and not paying attention to their surroundings.
- Feelings about safety messaging conflict; some students want more, and some want less.
- There is an expectation that the University is responsible for off-campus safety.
- Poor maintenance and excessive trash are often found in the off-campus area, contributing to the notion that no one cares about what happens there.
- Some landowners do not provide/maintain basic security, such as working door and window locks.

Recommendation(s):

- Consider stronger proactive messaging to reinforce to students the consequences of their behavior and the importance of their role in engendering neighborhood safety.

- Student Life Department members would be welcomed and could benefit from participating in a ride-along with CPD or a joint patrol unit.

- Continue programs on crime prevention, personal safety, and self-defense should continue. SRMC recommends developing metrics to help measure program utilization, interest, and value.

- Commit sufficient department personnel time and resources to support the effort based on performance metrics.

Crime Victim Support Services

The university has long supported student victims of crime regardless of whether the victimization occurred on or off campus. However, students are often reluctant to report the crime and thus may not be aware that assistance is available to them.

The most visible examples are the resources provided under the banners of Sexual Violence programs offered through the Office of Student Life (SEE: https://shs.osu.edu/services/gynecologic-services/sexual-violence) and the Sexual Misconduct Response and Prevention programs through Title IX in The Office of Institutional Equity (SEE: https://titleix.osu.edu).

Support for student victims of crime is available through the Student Advocacy Center and the Student Wellness Center. The menu of resources provided by these units is comprehensive and includes services such as: counseling, academic support, and possible assistance with property replacement. In addition, there are other resources available to the students from the city and state including the crime victim compensation fund and resources to navigate the legal system.

Another key consideration is encouraging the student victims to follow through on their reported crime. Too often a student reasons, "well I got my phone back" so I'm not going to pursue this any further". This attitude can undermine the police efforts to arrest the criminals as well as the justice system's readiness to prosecute.

Recommendation(s):

- Increase awareness and promote OSU crime victim services as part of the current strategic package of safety initiatives.

- Consider creating a crime victim service hotline.

STAKEHOLDER PERCEPTIONS

OSU STUDENT LEADERSHIP

SRMC met with representatives from USG and the Council of Graduate Students and were impressed by the engagement, spirit, and insightful comments from both groups. The prospective representatives related what they were hearing from their fellow members as well as various student groups. Although one cannot generalize for "all students", some common themes arose:

Students begin to feel unsafe when they are exposed to the multiple messaging sources sending out information about crime in the area. They are most frustrated by not knowing exactly what is going on and how the "reported crimes" are resolved. They ask what the purpose of the safety alerts is other than letting them know to avoid the area.

They feel that many property owners do a poor job of maintaining door and window locks and providing enhanced security measures like alarms or doorbell cameras. They also feel the property owners do not provide enough lighting around their units. They support a more robust USG off-campus renters' guide that would better highlight the property owners who do a good or poor job at maintaining and installing security and safety devices.

They feel there is the lack of a cohesive, safe, public or private transportation system to provide rides when leaving late from campus classes or labs and traveling to the off-campus area where they reside. They report relying on the Lyft service to travel home after a late class.   The perception of some students is that Lyft ride credits would run out before the semester was over, but SRMC discovered this is not true. While the university initially had a cap of 10,000 rides per month, it never had to enforce this rule because the cap was never reached, and the university has since removed the monthly cap altogether.

They have seen parties of 100+ students at some properties and feel there is no follow-up to discourage this behavior. They also have seen students act abusively toward the Community Ambassadors as well as homeless people. They agree the messaging about "smart practices and behaviors" needs frequent reinforcing.

They report that some students dislike any uniformed police or security presence in the off-campus area. Some students see the OSU police as having a better reputation than the city police and feel that more 311 types of services from the City would be welcomed

versus a greater police presence.

LEGAL AFFAIRS, UNIVERSITY RISK MANAGEMENT, AND CAMPUS PARTNERS

Both Legal Affairs and University Risk Management share the understanding that safety of students must be the university's top priority on and off campus. Still there is inherent risk with certain anti-crime strategies. For example, using OSU personnel to perform police and security functions in the off-campus area, as well as with hiring these resources from a private security company. Risk can be mitigated to some degree with policies, procedures, supervision and management. This becomes a balance of trying to do what is reasonably possible for improving off-campus security while avoiding overreach and managing the increase in legal and liability issues. Also noted was the potential for damaged reputational risk if the off-campus area is perceived to be unsafe.

The University through Campus Partners is interested in having proprietary security and police response to the properties that extend into the off-campus area along High Street. Having the OSU police respond to these areas might require a change in the MOU with CPD and would impact Clery reporting boundaries. Using University security officers in these buildings may not affect the MOU, but their services would have to be competitively priced. We have noted that some universities choose to expand their off-campus property footprint and provide campus security and police resources to these properties.

The Office of Legal Affairs reported that they work closely with the City prosecutor's office to see how to be more effective in utilizing city code enforcement resources in the off-campus area. They report that, in some instances, the city may need to revise their code enforcement tools. They are also interested in nontraditional measures to effect positive change, such as enhancing the "rating system" of properties versus always relying on the enforcement option.

PARENTS AND FAMILY GROUP

Associate Dean of Students Ryan W. Lovell, Office of Student Life, regularly meets with parents and family members as support for current students. A listening session for consultants was arranged through his office as the dialog turned in recent weeks to the issue of off-campus safety. The comments from the group reflected many themes voiced by other stakeholders.

One is that the current Neighborhood Safety Notice process is ineffective, and the email messaging format is considered outdated, suggesting that the communication process needs to be overhauled. According to parents, their students use means of electronic communication other than email. Students are said to look to text messaging or message apps as faster and more succinct for sharing important or timely information. Emailed safety notices were described as too long and therefore are often ignored. There also remains a great deal of consternation over the fact that notices are received hours after a crime occurred, and they have difficulty understanding why notices are issued for some incidents and not others, when on the surface the crimes appear equally threatening to student safety.

Another problem identified by parents is that of the multiple off-campus patrol entities (security, police, Block by Block, Community Crime Patrol) leading to confusion, especially about roles and responsibilities. Further, they report that students on some blocks have yet to see a patroller, citing East 9th Avenue as an example.

The group agreed that lighting and cameras are contributing to neighborhood safety and want to see continued lighting improvements, particularly by property owners and on rental units. Ideally for parents, off-campus zoning regulations would include safety features such as upgraded locks, motion-sensing light fixtures, and monitored security systems, i.e., alarms or cameras.

There was acknowledgement that students have a personal role in and responsibility for their own safety. Educational workshops, informative videos, and programs such as RAD (Rape Aggression Defense), presented by University and Columbus police were seen as impactful in this regard. However, it is believed that new and imaginative ways are needed to connect with students in order for them to prioritize safety issues more highly.

Other ideas shared by the parents' group were:

- Expansion of property development by the University as an effort to improve the neighborhood.
- Increased collaboration with City officials to address crime problems.
- Re-envision the method and delivery format of the on and off-campus safety notices
- Provision of updates to the Safety Notices with information on arrests, suspect information or action taken by police.
- Evaluate the replacement of Lyft services with a 24/7 off-campus shuttle bus service.

TECHNOLOGY EVALUATION

Technology measures are only effective when they work as designed. In addition, their use requires regular system checks, routine maintenance, and personnel support. To illustrate what can go wrong, one Big Ten University recently faced public criticism during a missing person investigation. They discovered after the fact that security cameras at a residence hall were not working at the time the incident occurred. (Lansing State Journal, November 12, 2021)

However, a second point about technology is that the equipment can be field tested, and the results studied before making any long-term investment. A small-scale or targeted pilot program allows equipment locations to be changed and system requirements modified to achieve the desired outcomes.

MOBILE LIGHT TOWERS

SRMC was informed that crime data was used to determine the initial placement of the movable light towers in use. It appears that the increased activity surrounding their setup, operation, and servicing has created awareness of the units by residents and possible potential offenders, thus eliciting a positive effect that the community is receiving an increase in crime prevention efforts. SRMC feels the use of this strategy is at best a temporary measure to increase light in the area, but there are several downsides.

- The lights are not designed to replace adequate permanent lighting.
- They create "hot" and "cold" areas of light, as opposed to a consistently lighted area. A potential offender could hide in the dark, cold area and then approach a pedestrian leaving the overly bright, hot area.
- They create glare hazards for cars in some locations.
- Some residents have complained that the lights shine into their sleeping quarters.
- They require ongoing attention and maintenance.

There is noticeably inadequate or no lighting around many area homes, apartments, garages, and private parking areas. Improved street lighting alone will not fully address the current low light levels.

Examples of mobile light towers and shadows

Research Review: Street Lighting, Crime, and the Fear of Crime

Ken Pease states unequivocally that the case is proven: "Reading the research and evidence now leads to the inescapable conclusion that street lighting can help in crime control." Yet he adds that street lighting should be considered as only one element in local crime prevention strategies along with physical, environmental, and social improvements.

In a review of "robust studies" of lighting and crime research conducted in the UK and the USA (Farrington and Welsh, 2002), the researchers found that "improved street lighting reduced recorded crime overall by 7% in the eight American studies and 30% in the five UK studies, and reductions in recorded crime were also demonstrated during the day – suggesting that street lighting is more likely to have an effect by increasing community pride and informal social control rather than by improving surveillance opportunities. Across all the studies, the crime reduction effect was 20%."

Lighting is not just a physical barrier. It also changes the perceptions and behaviors of potential offenders and residents. Improved street lighting provides increased surveillance opportunities by improving visibility and encouraging more 'eyes on the street' in the way of increased activity. The argument is that physical modifications such as lighting act to reduce opportunities and increase the risk of

being seen and potentially apprehended.[2]

While this study supports street lighting in general as a crime reduction tool, the quality and type of lighting is also discussed, particularly in areas frequented by pedestrians where "…high mounting heights can give unnatural shadows and should be avoided if possible." The illustration below from Pease's paper illustrates the point that vertical luminance is considered an important factor in reducing the fear of crime by increasing the ability to see facial expressions. This research is consistent with SRMC's observations regarding the mobile light towers.

Figure 2. Vertical Illuminance and Recognition

Low vertical illuminance gives poor recognition

High vertical illuminance provides better recognition
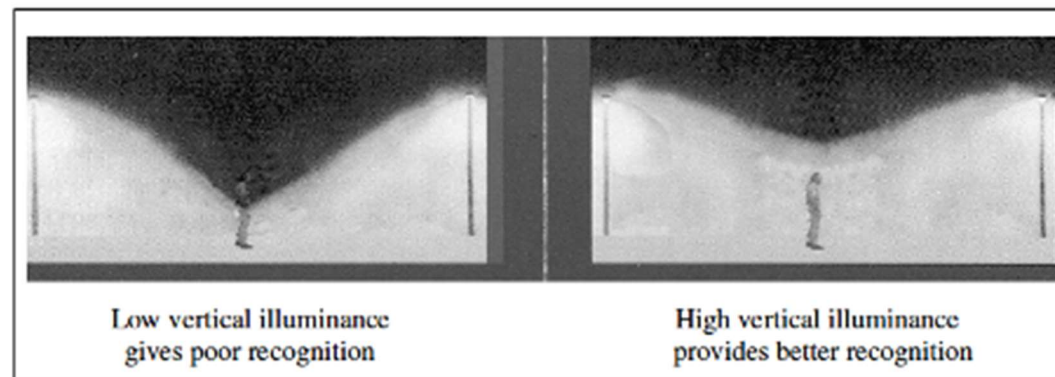
Source: Urbis Lighting Limited (1995, pp2-3).

Recommendation(s):

- Consider a focused strategy involving the city, university, property owners, and the municipal utility companies' resources to upgrade the streetlight fixtures with brighter LED lamps, trimming overgrown landscaping occluding lighting, and enlisting code enforcement assistance for broken sidewalks and excessive trash issues. Follow a model similar to an "Adopt a Highway" or "Adopt a Bikeway" program, starting with one block or street at a time and making permanent improvements. Celebrate the

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[2] Pease, K. (1999). *A Review of Street Lighting Evaluations: Crime Reduction Effects*. The Center for Problem-Oriented Policing. Retrieved October 2021, from https://popcenter.asu.edu/sites/default/files/library/crimeprevention/volume_10/03-PeaseLighting.pdf.

successes and highlight the newly improved areas. Ensure collaboration with University District representatives to be mindful when considering pruning of the mature trees in the area.

- Enlist property owners to maintain and turn their porch lights on at dusk, prune shrubs away from the lights on their buildings and their parking areas and join with the public resources to multiply the impact of improvements.

- As blocks/streets are improved, redeploy a reduced number of the mobile light and video surveillance towers to newly identified areas based on the analysis of predictive crime trend data, to include calls for service, reported crime, officer deployment, and upcoming events of note.

ALARMS

The Office of Off-Campus and Commuter Student Services makes personal alarms as well as window and door alarms available to students. These are low-cost enhancements that provide an audible signal that may result in a potential thief or assailant leaving the scene. The door and window alarms must be correctly installed and maintained and should not be misconstrued as an alarm system that would activate a police response. Likewise, the personal alarm should not embolden the holder to take additional risks because s/he has one. In SRMC's view, the opportunity to provide students with more detailed safety information and encouraging ownership in their safety is the underlying benefit of this program.

Recommendation:

- Continue this low-cost program.

LICENSE PLATE READERS (LPR)

Vehicle-mounted, automated license plate readers have been used by Franklin County police agencies for nearly ten years. The Franklin County Sheriff's Office acquired this technology in 2012, Columbus Police obtained it in 2017, and the Ohio State Highway Patrol acquired it around the same time as the Columbus Police Department. "Since 2010, cameras mounted on police vehicles have

been used by 19 law enforcement agencies in Cuyahoga County and in nine cities in Ashtabula, Geauga, Lake and Lorain counties."[3]

When first implemented by police agencies, the primary use of license readers was to easily identify and recover stolen vehicles. More recently, the technology has been getting renewed interest among police agencies as a tool for increasing the detection, apprehension, and arrest of criminal offenders, deterring law violators, and assisting in locating the vehicles used by missing persons.

In 2020, the Dayton Police Department conducted a test of fixed mounted license readers as a crime reduction strategy with twenty-seven units placed in the Twin Towers neighborhood. To determine their effectiveness, Dayton police compared the crime data from the Twin Towers neighborhood with data from neighboring Walnut Hills, which has similar demographics and size. At the end of the pilot period, Dayton police reported a 42.7% drop in violent and property crimes in Twin Towers compared to a 9.9% decrease in Walnut Hill. They credit license plate readers with the differences in crime rates between the neighborhoods.[4]

Privacy concerns are among the top issues that come up when police agencies seek to implement license plate readers. Limiting the retention and use of the information acquired by the system often addresses these concerns. A cited advantage of the technology is that it removes officer discretion as to which license plates are checked and subsequently which vehicles are stopped, thereby reducing claims of bias.

Research Review: Efficiency and Effectiveness of LPR's for Crime Reduction

It is easy to infer that the application of LPR technology contributes to more efficient police work. A study conducted by the Ohio State Highway Patrol examined the use of LPR in the detection of stolen vehicles and stolen vehicle plates. In their evaluation, the use of LPR increased stolen vehicle recoveries and arrests compared to the previous year.

Unlike the Highway Patrol, whose primary patrol mission relates to traffic enforcement, the intended application of license plate readers in the University District is for crime prevention and reduction. A study by Lum et al. (2011) found "that, when small numbers of LPR

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[3] Farkas, K. (2017, November 27). Cameras that read license plates - what you need to know. *Cleveland.Com*. Retrieved November 2021, from https://www.cleveland.com/cuyahoga-county/2017/11/cameras_that_read_license_plates_-_what_you_need_to_know.html.

[4] Schwartzberg, E. (2020, November 30). Area police look to license plate readers as crime-fighting tool. *Dayton Daily News*. Retrieved November 2021, from https://www.daytondailynews.com/news/area-police-look-to-license-plates-readers-as-crime-fighting-tool/ESQLILHQP5HJTCIVJL6IJ6T7VU/.

patrols are used in crime hot spots…, they do not seem to generate either a general or offense-specific deterrent effect." This conclusion was supported by a similar study by Taylor et al. (2011).

A Rand Corporation report by Gierlack et al. (2014) pointed to the "analytic uses" of LPR systems as the key benefit to ongoing criminal investigations. When a crime occurs, an investigator can search the database for license plates in the area of the crime for possible leads. "Murder, bank robbery, Amber Alerts, and drug investigations are all examples of LPR case uses that can benefit from analyzing a database of LPR reads. Additionally, the database can be used to search for license plates known to be associated with criminal activity, such as gang or drug networks, and used to help determine areas of criminal activity."

The report noted that typical discussions of the analytical use of LPR focus on its value in specific, continuing criminal investigations. These systems also can support police deployment and response decisions. As one tool in intelligence-led policing, an analysis of system records can help identify crime patterns and trends. "RAND did not find evidence that this technology is ineffective in any specific type of use. It appears to provide utility to any type of investigation if supported by appropriate data access and retention policies."

Proposal for LPR Use in the University District

In SRMC's opinion, the University District seems like an ideal area for a pilot program to test fixed-mounted LPR technology. A virtual perimeter can be created by placing units around the defined off-campus neighborhood. A broad perimeter of readers is suggested, rather than limiting them to current hot spots.

Recommendations(s):

- A clear policy for the LPR technology must be developed that includes but is not limited to data retention, use of information, and access. This is not unlike the policy efforts that were needed when body-worn cameras were introduced.

- An LPR Operating Agreement/Memorandum of Understanding between CPD and OSU should be developed. Consider including the Franklin County Sheriff's Office and the Ohio State Highway Patrol since they are the primary law enforcement agencies for off-campus incidents. This agreement will help ensure interoperability, information input and flow, and, most

importantly, clarify response protocols.

To conclude, LPR systems can be more than just a stolen vehicle finder. The decision to acquire the technology should concentrate on the analytic capabilities that will most impact crime. It must be pointed out that this is another initiative that shows the need for a skilled analyst in the OSU Police Division.

CAMERAS

When the University has an opportunity to build on or along the High Street corridor, video surveillance coverage is always added. Video coverage is applied to key inside locations as well as entrances, loading docks, and, if possible, exterior locations that surround the facility. Several of these on-campus locations have cameras that can view and record activities on High Street, and the images are routinely utilized by Columbus Police if a crime is committed in the area.

In addition to these on-campus resources, there are currently nine fixed video cameras installed in the off-campus area. Extending this resource to the off-campus neighborhood seems appropriate as long as the basic safeguards protecting the privacy interests of property owners and tenants are in place. There are challenges to expanding the number of fixed off-campus cameras, however, including obtaining permission from the owners of the property and providing power and internet connectivity to the cameras.

There are also nine mobile video surveillance trailers that rely on solar and generator power and mobile internet capability. These mobile units must be regularly recharged and serviced. OSU Public Safety Department personnel are responsible for some of these additional maintenance functions.

The software management programs for both the fixed and mobile units allow for joint viewing by OSU as well as the City's Public Safety Departments. Since the information gleaned from these cameras is valuable to both the City's and the University's crime prevention efforts, a collaborative partnership should be pursued. First, explore how to expand coverage with more fixed camera locations, partnering with the City and AEP to reduce installation costs. Second, since camera monitoring is an important component in the effective use of this technology, explore how this task might be shared with City personnel. Currently, the video feed for the mobile cameras is channeled to the OSU Control Center. An OSU operator listens to Columbus Police radio calls to determine when active video monitoring is needed. Access has been granted to at least 32 Columbus Police subscribers with the capability to view

and control the mobile cameras. The third opportunity for collaboration is in the analysis and retrieval of video recording. Currently, one OSU Public Safety staff member has this job task. Video evidence of an off-campus crime is provided when requested by a Columbus police officer. It seems this should be a Columbus Police Division function and not an OSU function. It is noted that while the City does not currently have staff dedicated to monitoring video cameras, they are exploring the possibility of a real-time crime center similar to those in other major metropolitan areas.

SRMC reviewed the functionalities and capabilities of the mobile camera units. They are equipped with three pan-tilt-zoom cameras per trailer. The quality and resolution of the camera images is excellent. In the routine, wide-area surveillance mode, the cameras are able to readily capture vehicle make and color or a person's clothing description. In the zoom setting, a license plate number may be read or a person's physical features discerned.

Research Review: Security Cameras and Crime Prevention

Munyo and Rossi found through their study in a large city that "the introduction of police-monitored surveillance cameras reduced crime by about 20 percent in monitored areas relative to a pure control group located outside of the city." In addition, unmonitored areas of the city also benefited from a reduction in crime, which the authors denoted as a "spillover effect". It is important to note that the security camera system was continuously monitored from a monitoring center, therefore combining the video surveillance technology with quick response action by police patrols. This research supports the idea that "the effect of police monitoring on crime could potentially work" through a combination of deterrence (police presence making criminal activity less attractive) and incapacitation (police officers apprehending criminals, leaving fewer of them around to commit future crimes.)

The study concluded that arrests alone would not be sufficient to reduce the total number of people willing to commit crime. "Thus, we believe that our estimates should be interpreted as a deterrent effect of police camera monitoring on crime". In their opinion, overall crime reduction was achieved from the joint effect of the cameras and the increased presence of police.

According to the study, thefts and robberies are the types of crime that are more likely to occur outdoors. Because of this, they are also the types of crime more likely to be prevented by means of surveillance cameras. On the other hand, assaults and domestic

violence are the types of crime more likely to occur indoors and, therefore, less likely to be prevented by surveillance cameras.[5]

Munyo and Rossi used various measures to determine the effect of monitored surveillance cameras. One compared the installation dates and locations of the cameras with crime reports from the same area. Another was a simple cost-benefit analysis, wherein the total cost of the program (including cameras, service time, software, camera monitors, etc.) was compared with the number of offenses reduced in the monitored areas to arrive at a dollar cost for each offense avoided or reduced. This can be framed as the following formula:

Total $ cost of camera program / Number of crimes reduced = $ cost of each offense avoided.

The researchers concluded from their calculation that a monitored surveillance camera deployment can be cost-effective and efficient.

Recommendation(s):

- Partner with the City to expand the number of fixed cameras in the University District. Augment those with a smaller number of mobile units that can be strategically redeployed based on data analysis.

- Explore collaboration possibilities for camera monitoring, video analysis and evidence retrieval.

- In the absence of a City-wide monitoring center, the OSU Central Alarm Center may need additional staffing to adequately provide monitoring of the additional off-campus units.

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[5] Munyo, I., & Rossi, M. (2018, April). *Police-Monitored Cameras and Crime*. UDESA. Retrieved October 2021, from
https://udesa.edu.ar/sites/default/files/doc126.pdf.

OFF-CAMPUS PUBLIC SAFETY PERSONNEL RESOURCES

COORDINATION OF SAFETY SERVICES

Numerous full-time OSU employees have some role or perceived role in the off-campus safety and security mission. However, there is uncertainty as to the mission and role of the various patrol teams.

The Office of Student Life Risk and Emergency Management organization seems to have a duplication of roles, functions, and oversight responsibility with those that are usually under the purview of Public Safety: supervising security patrols, evaluating and analyzing crime data, acting as a liaison with Columbus Police personnel, to name a few.

It is our understanding that most of the off-campus safety/security patrol components are, in fact, reporting to Student Life departments. The Community Ambassadors are managed by Off-Campus and Commuter Student Engagement, while the Community Crime Patrol, and Block by Block contracts report to Student Life Risk and Emergency Management. There were discussions with the consultants about how these various groups could be unified by some kind of uniform distinction to better indicate to the public that they are under the OSU banner. This has since been implemented as the Buckeye Block Watch program.

In addition, OSU Public Safety has relaunched a modified Student Safety Service contingent renamed Campus Service Officers. These officers patrol the off-campus neighborhood in marked vehicles. It is somewhat counterintuitive that currently the Community <u>Crime</u> Patrol and Block by Block report through Student Life, whereas Best <u>Security</u> and Student <u>Service</u> Officers report to Public Safety.

The labor shortage of people willing to work in the security field is one factor in the need to task multiple outside agencies to provide staff for the various security and safety contingents.

Research Review: Private Security and Public Policing

The European Journal of Policing Studies devoted an entire special volume to the issue of plural policing, encompassing the range of agencies and individuals that may work to provide a law enforcement or security function in a community: public police agencies, private security companies, and even community volunteers. Its approach is sometimes called 'mixed economy' policing. Five

international comparative studies looked at how these groups interacted and worked together, which is very similar to the issues under review in this project.

The idea of supplementing public police functions using private security is not new, nor is there agreement over employing this approach. "Unsurprisingly, for instance, current and former senior police leaders began to add their own critical voices to recent debates, specifically stating that patrol of public spaces ought to be off-limits for private sector providers." [6]

Bonnet, Maillard, and Roche asked why public police agencies are not more willing to try to provide more service given the increasing use of private security officers. For them the explanation is twofold:

"First, and obviously, the fiscal crisis has restricted government investments in public security, and the subsequent lack of manpower has forced the private sector to buy its own security to compensate for the shortcomings of the official police. The other explanation is that both private guards in private spaces and mediators in public spaces offer new styles of public space regulation that strongly differ from police practices—a different policing style. Most private guards are unarmed, and mediators are never armed. They patrol mainly on foot. Their activity relies on contact and dialogue with the public. Use of force during their activity is almost absent. Mediators, as suggested by their job title, seek to establish a relationship with the public, by mobilizing(sic) relational skills."

In other words, private security officers are more often community service-oriented while still providing a safety and security role.

The study emphasized that the crime rate is shaped by both private and public protection in a community. Certain kinds of protection require or increase the need for a police response: i.e., alarms, security cameras, etc. Other protective measures may deter criminal activity, causing those with criminal intent to select easier targets: i.e., locks, bars on windows, and lighting to some degree. The later can be implemented independently without the need for additional public police. Ideally private protective measures including security personnel should coordinate with and compliment public policing strategies to be most effective. [7]

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[6] Jones, T., & Lister, S. (2015). The Policing of Public Space Recent Developments in Plural Policing in England and Wales. *European Journal of Policing Studies* , *2*(3), 246–266.

[7] Bonnet, F., de Maillard, J., & Rochéc, S. (2015). Plural Policing of Public Places in France Between Private and Local Policing. *European Journal of Policing Studies* , *2*(3), 285–303.

Recommendation(s):

- Consider changing the organizational reporting lines along with reviewing job descriptions to better reflect the roles of all those performing an off-campus safety or crime prevention function.

- Consider changing the reporting structure along with reviewing job descriptions of all the support staff, to better reflect the appropriate roles and responsibilities needed to implement crime prevention strategies.

- The crime prevention, security patrol, intelligence gathering, and crime analysis functions should report via Public Safety. The student Community Ambassadors acting as ambassadors should report via Student Life.

WORKING RELATIONSHIP BETWEEN OSU AND COLUMBUS PUBLIC SAFETY

There is a long and continuous history of public safety partnerships between the City of Columbus and The Ohio State University. Among the most visible examples are two police substations and a fire station co-located on university property or built with shared funds: CPD 7 Precinct Substation at 1475 Granville Street near the OSU Wexner Medical Center East Hospital, CPD 4 Precinct Tom Moody Community Policing Center, and CFD Fire Station 11 at 2200 West Case Road at the OSU Don Scott Airport.

Columbus Police officers across all levels expressed bruised feelings because of public statements made by some OSU students, faculty, and staff during the summer protests in 2020. These were viewed as being critical of the Columbus Police Department and officers generally when those making accusations lacked all the facts. One example cited to SRMC was a letter signed by roughly 300 faculty members seeking OSU "divestment" from Columbus Police. Another was a letter signed by 95 OSU professors written on university letterhead and sent to Columbus Police and the Franklin County Sheriff's Office. The public criticism directed at the police profession, compounded by other factors such as the pandemic, are reasons given for Columbus Police officers being less willing to work voluntary overtime special duty offered by OSU.

OSU administrators worked with police personnel from OSU and Columbus to continue to be responsive to community safety concerns.

The consultants also heard many compliments concerning the work of OSU and Columbus Police officers. The strength of individual and personal relationships made the difference in viewpoints in our opinion.   One example from an OSU social media account is shown at right:

Recommendation(s):

- OSU Public Safety representatives at all levels should continue to foster personal and professional relationships with Columbus officials and leadership from all city departments. There is a unique opportunity here with the fact that both the Columbus Director of Public Safety and Police Chief are new to their positions and the City.

The Ohio State University Police Division
November 16 at 9:34 AM ·

OSUPD and CPD working together to keep you safe.

- The Ohio State University Office of Government Affairs should work with OSU leadership to find channels within local and state government that will support the immediate safety actions and long-term strategies undertaken to enhance safety in the University District.

- Consider working to improve relationships with and reverse the negative perceptions experienced by line-level police officers. Find opportunities to express appreciation for the efforts of Columbus and OSU police officers for addressing University District safety concerns.   The OSU Athletics Department, for example, regularly includes time for public safety appreciation at their events.   The image to the right is an example of promoting the positive efforts of OSU Public Safety and CPD in the community.

- Consider an existing or new OSU Police position to be the assigned liaison with Columbus Police. This person would be tasked with coordinating the

day-to-day interactions with the City Police, sharing intelligence, working with and coordinating the activities of the contracted patrol services off campus, communicating the assignments for the extra duty CPD patrol officers, and working with University Security Services and Student Life off-campus resources.

POLICE STAFFING

According to public safety leadership, both the Columbus Police and Ohio State University Police are below optimum staffing levels.

The Columbus Police Chief indicated in a recent news story that the Department is down more than 100 officers and is evaluating options such as freezing job transfers to special units and moving detectives back to patrol (WBNS-TV, November 3, 2021). The city has budgeted for 170 new officers in the next fiscal year.

We can opine that adding off-campus territory to OSU Police patrol duties along with the expectation of their response to calls for service will require additional officers. A staffing study would be required to project the additional workload and number of officers that may be needed for this effort, which is beyond the scope of this engagement.

Currently, nearly all police agencies are facing challenges filling police officer positions. Agencies are actively recruiting nationally and encouraging lateral transfers. SRMC cannot predict if police officer hiring will be a long-term struggle or if the job market merely reflects contemporary perceptions of the profession.

COLUMBUS POLICE 4 PRECINCT

SRMC was able to meet directly with the Commander of the 4th Precinct as well as several of his staff. In our interactions with the officers, we heard of several frustrations: a general increase in crime in the City, a lack of staffing as it relates to the increase in population and crime, an increase in the disregard for civil order, and the number of repeat juvenile offenders put back on the streets. Similar to other major urban areas, even if funds from outside sources like the University were readily available, there are not enough officers to cover voluntary overtime assignments.

SRMC did not get the impression that additional city funds for more officers in the off-campus area was a likely scenario; however, we

were encouraged by the possibility of adding officers to the area occasionally through a revamped police reserve program.

CPD Zone 4 encompasses the OSU off-campus University District (Cruiser Districts 40,41,42,44) but there are other neighborhoods within Zone 4 where criminal activity is much greater than in the OSU area. Policing within the University District takes a distinct set of police skills, and fortunately the command staff and the officers understand the issues in this neighborhood and can remain effective despite some occasional criticism. The officers report that the positive comments and support outweigh the negative in their interactions directly with students.
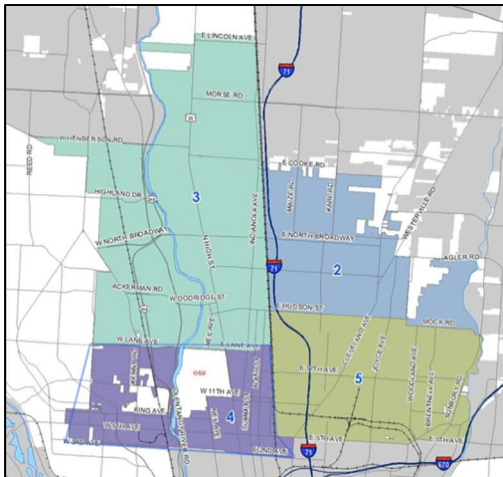
CPD Zone 4 Map (Precincts 2, 3, 4, 5
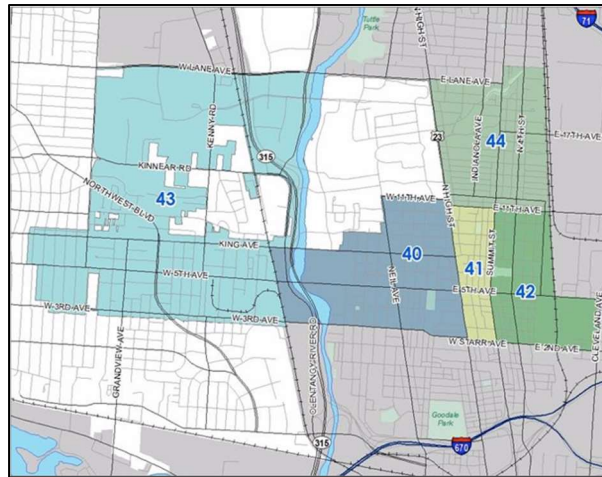
CPD 4 Precinct Map

To reduce crime, CPD favors the strategy that has been effective for them, which is a high saturation of uniformed police patrols and arrests supported by good lighting and video evidence.

CRIME INTERDICTION

Adding additional marked patrol units in an area in response to a crime spike is a common law enforcement tactic. This approach

increases police presence and visibility and the likelihood of apprehending criminal suspects. While to some this may seem like a new program in response to the current crime spike, the Ohio State University Police and Columbus Police have teamed up each autumn and spring quarter since 2004 to focus on student safety in the campus area east of High Street.

The current Off-Campus Crime Interdiction project supplements normal CPD 4 Precinct staffing with OSU and Columbus police officers working extra duty and paid overtime. The operational plans provided to SRMC for review were not current but presumed to outline the general goal of the project, which is a reduction in Burglaries, Robberies and Thefts from Auto. The patrol areas are broadly stated as CPD Cruiser Districts 40 and 41 with flexibility given to the officers to target specific crime patterns. Consultants noted that these cruiser districts are not inclusive of the entire off-campus student residential area.

Tactical directions in the written plan give officers wide discretion when working the detail. The directions state simply that officers are to use the most recent intelligence and crime pattern advisories, patrol in uniform, focus on suspicious persons and problem areas, and develop and implement strategies to deter and apprehend potential suspects. There is no guidance on how to coordinate and share information with regular duty units or with other crime interdiction officers. There are no specific strategies or tactics, so it must be presumed that officers are mostly in marked vehicles on random patrol, and do not patrol on foot or bicycle. There is no information or instructions on use of the mobile cameras or about the non-sworn security patrol units and their responsibilities.

In fairness, we recognize that the crime spike may have placed the immediate operational need of quickly getting police officers on the street ahead of written plans and procedures. SRMC suggests that at some point these need to be reconciled. Plans help ensure that the police officers are not only present in the neighborhood but performing work that is efficient and effective and meets the needs of the University, especially since OSU is paying for the added service. The application of this concept combined with a data-driven analytical approach to staffing and deployment is discussed further in this report. Also see the summary of our discussion with Dr. Robin Engle, University of Cincinnati.

There was a consensus of feelings among those interviewed that a visible police presence in the neighborhood added to their perceptions of safety. In addition, the opinion of police officers in general was positive and supportive.

DISCUSSION AND RECOMMENDATIONS

In SRMC's opinion, police staffing is an expensive resource that should be managed closely with operational plans, motivated supervision, and measurable performance metrics. It is inefficient to add staffing and deploy police officers to a crime problem without data analysis. The information needs to be regularly updated so that the officer deployment can be modified quickly in terms of where, when, how many, and best tactics.

Intelligence-based (or intelligence-led) policing is a proactive model that fosters information sharing within law enforcement and with community stakeholders. The implementation of this approach involves collecting and analyzing information related to crime and other conditions that contribute to it. This information is used by law enforcement to develop tactical responses to known threats or strategic planning related to emerging or changing threats. It is a blend of other policing and crime prevention models such as problem-solving policing, Crime Prevention Through Environmental Design, community policing, and public-private partnerships.[8]

Recommendation(s):

- Consider adding a skilled crime and intelligence analyst to the OSU Department of Public Safety. At a minimum, this position should have a graduate level to PhD candidate education with a combination of training and experience. Among their responsibilities should be collaboration with the City of Columbus for real-time data integration from CAD and Record Management systems that will enable a focus on off-campus crime.

The foundations for a predictive type of crime analysis program exist with information available from different sources. The Columbus Police crime pattern and hot spot reports shared with OSU are an excellent starting point. Similarly, the recent report from Dr. Wilkinson's research methods class at OSU generated valuable information about longer term neighborhood crime trends while following academic research standards for its analysis. The weakness of both is that they are limited to reported crime and do not incorporate other more complex data points such as calls for service, suspect arrests, field interview information, vehicle information from LPR, student events, and local special events.

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[8] Bureau of Justice Assistance, Reducing Crime through Intelligence Led Policing (2008). USDOJ. This project was supported by 2008-DD-BX-K675

The second piece to this approach is the implementation of policing strategies designed to address the root causes of the specific crime problems. This begins with management oversight in setting goals, performance criteria, and measurable outcomes. It also includes empowering officers to adjust tactics or techniques based on their street-level observations and experience. A resource such as the National Institute of Justice web site on Policing Strategies may be helpful https://nij.ojp.gov/topics/policing/policing-strategies.

JOINT PATROL

Awareness of the Joint Patrol Unit was not as widespread among the groups we interviewed as expected. Those who were familiar with the former Joint Patrol program, in which an OSU and a Columbus Police officer were partnered in the same cruiser, expressed a highly favorable opinion.

The original Joint Policing proposal document that we reviewed speaks to working "collaboratively to address shared crime problems and disorder issues." Police officers in this assignment would easily move across boundaries and not be subject to routine dispatched calls. "The officers working the assignments would be expected to maximize interaction with students, student groups, and off-campus university entities." When working on campus, the units would be under the OSU Police Watch Commander.
As expressed by Columbus Police officials, the operational plan for the newly configured Joint Patrol unit(s) is to simply embed OSU officers with the Columbus 4 Precinct "Campus Walkie Crew." There was no mention of using a problem-oriented approach to address issues, no suggestion of proactive engagement with students or assistance with crime prevention programs, nothing about allowing the units to come onto campus if needed, and no indication of how and when direction and oversight would be provided by OSU Police supervisors. The implication for SRMC was simply that the embedded OSU Police officers would cover Columbus 4 Precinct in their routine response duties no differently than Columbus officers would.

While the Joint Patrol should in theory add to the total number of police units or officers in the University District neighborhood, this cannot be assumed based on SRMC's interviews with the Columbus Police. A more likely scenario is that Columbus Police would offset the addition and redeploy an equal number of officers to other higher crime areas in Zone 4. Thus, SRMC is not convinced that the current plans to expand the Joint Patrol will be implemented to the advantage of the University.

Recommendation(s):

- SRMC recommends continued discussions with Columbus Police before full implementation or expansion of the new Joint Patrol. There should be a clear and specific understanding of the program with all operational details committed to writing in an MOU agreement. However, it should be noted that the Joint Patrol operational plan submitted for review did not contain current Columbus Police precinct maps and may not be the most up-to-date working document.

EXPANDED PATROL JURISDICTION

An expanded jurisdiction agreement between OSU and Columbus was signed in September 2012 and remains in effect to date. Of relevance in this discussion is Section 3345.04 ORC that provides specific statutory authority for the off-campus usage of University Police resources. Specifically, the statute provides:

> *The board of trustees of a state university or college may enter into an agreement with one or more townships, municipal corporations, counties, park districts… to allow the use of state university law enforcement officers designated under section 3345.04 of the Revised Code to perform any police function, exercise any police power, or render any police service on behalf of the contracting political subdivision, ….*

The agreement with Columbus allows University police officers to act against felonies, misdemeanor thefts, and violent offenses they observe off campus as long as the police officers are on campus or traveling to or from campus when they observe the incident. The agreement does not give broad authority to OSU Police to patrol off campus with the limited exception of the Joint Patrol program. OSU officers are not authorized to initiate traffic or pedestrian stops outside of OSU property based on misdemeanor violations of the City or Ohio Revised Code unless the violation poses an immediate danger to the public such as reckless or intoxicated driving. Dr. Javaune Adams-Gaston, Senior Vice President of Student Life, said at the time that the joint jurisdiction agreement makes OSU "one of the most robust student safety constituencies in the country."

Three universities benchmarked for this report have some type of shared jurisdiction agreement that allows university officers to patrol off campus: Minnesota, Nebraska, and Rutgers. The OSU agreement with Columbus Police served as the template for an agreement between the University of Cincinnati and Cincinnati Police.

DISCUSSION AND RECOMMENDATIONS

In response to the current crime spike, it has been suggested by some that Ohio State consider modifying the jurisdictional agreement to allow OSU Police to conduct proactive patrols off campus in the University District. There are acknowledged risks with this proposal. As previously reported, OSU Legal Affairs and University Risk Management expressed concerns with the use of OSU personnel performing police and security functions off campus. Even campus police agencies that have broad off-campus patrol authority advise caution. Campus police officers patrolling unfettered in the city are more likely to encounter and become engaged in high-risk policing incidents. While campus police officers have the same training as city police officers, they are not as familiar with the jurisdiction and should be paired up with CPD officers who are.

An example of broad authority is that of the University of Chicago Police who are authorized to patrol in a five-mile perimeter around their campus. The difference between the University of Chicago and Ohio State is that the University of Chicago's campus boundaries are less defined. University of Chicago-owned buildings and property are interspersed within the city. In the view of a former campus Safety Director the unrestricted authority granted under the five-mile patrol perimeter agreement was too broad.

An example of what can go wrong with undefined and broad patrol authority comes from the University of Cincinnati (UC) Police Department (UCPD). The UCPD's patrol area was expanded in 2009 to include neighboring off-campus student residential areas. This was in response to an increase in crime and student victimization. UC Police officers started making more off-campus traffic stops absent further guidance or direction on how to address the crime problems. Consequently, an unarmed African American man, was fatally shot by a UC police officer during a traffic stop for a missing front license plate and a suspended driver's license. Following this tragedy, the expanded patrol authority for the UC police was significantly modified. The current agreement with the City of Cincinnati allows for mutual aid emergency response and authorizes UC police to engage in crime prevention activity off campus. It does NOT allow UC police to simply patrol or make traffic stops off campus for minor violations.

Recommendation(s):

- SRMC does not recommend a broad expansion of the police jurisdiction agreement. There may be a need for clarification at the operational level as to when or by whom mutual aid can be requested. There should be allowance for OSU police officers to respond to specific calls for assistance from Columbus Police, particularly when OSU students are crime victims.

SOCIAL JUSTICE CONCERNS AND COMMUNITY POLICING

This engagement for consulting services was not chartered to debate the rationality or practicality of trying to divest from Columbus Police services or abolish the jurisdiction, authority, or operations of the Columbus Police in the University District. Those discussions fall upon the entire Columbus community – all its citizens and their elected representatives. Toward that end in 2020, Columbus City Council launched the Reimagine Safety initiative to outline a path toward more just and equitable policing with the goal of healing, rebuilding, and strengthening Columbus.

While the scope of the assessment was focused on the efficiency and effectiveness of off-campus safety initiatives, SRMC acknowledges that there are many voices on campus. All have valuable perspectives on the role of policing in society, particularly those who may be hurt or are fearful, anxious, or uncomfortable based on their past experiences with police officers. SRMC's hope is that all community members take the opportunity to learn and participate in the process to transform their police department and neighborhood into a safer community.

Ohio State students and other stakeholders can influence the way policing is conducted in their specific neighborhood by working formally within and through the established police organization and governmental channels. On campus this may be through involvement with the Public Safety Advisory Committee (PSAC) composed of Ohio State students, faculty, and staff. This group provides feedback and assistance to enhance the safety in the university community. Another OSU campus opportunity is the OSU Community Police Academy, a free four-week program designed to give community members an idea of police work. It also affords another chance for public safety officials to learn first-hand about subjects and issues that matter to the University community.

SRMC consultants found Columbus Police representatives understand the unique concerns of students generally and particularly student safety issues in the University District, the 4th Police Precinct, and Zone 4 command structure. Columbus Police leadership demonstrated a willingness to work with OSU students, faculty, and administration in a variety of ways. One example is a program titled the "A-B-Cs of Policing." Further student leaders were invited and encouraged to participate in a ride along with the 4th Precinct officers.

Still, all parties must remain cognizant that for members of the community identifying as black, indigenous, and people of color, there is no distinction between police or uniformed security. Both police and security personnel are viewed as having positions of power and

potential personal threats. Consequently, any increased police and security presence may be traumatic for these members of the community.

BLOCK BY BLOCK AND CONTRACTED SECURITY

SRMC consultants interviewed institutions where Block by Block services have been used and learned that the program was usually initially implemented in lieu of additional police patrols to provide a safety "presence" as well as other outreach efforts. The clients that discontinued the contracts cited performance issues. OSU Public Safety should manage performance expectations for this contract.

In many metropolitan environments the use of non-sworn, quasi- security patrollers results in additional eyes and ears on the street. They report quality-of-life issues like loitering, graffiti, streetlights out, and excessive trash. In some instances, these are funded by the businesses in the area as a part of Special Improvement District (SID) fees.

The Ohio State University is currently contracting with multiple agencies and iterations for some type of patrol services. The roles, assignments, reporting structure, training and perception within the community are not clearly defined and obvious to the students in the off-campus neighborhood.

Within the field of professional security, the use of proprietary "in-house security" versus contracted security is often debated. The benefit of contracting is generally lower cost and more flexibility of scheduling, whereas proprietary officers can be better trained and more closely aligned with the mission of their prospective employer.

The overarching goal of all the "non-police" resources, contracted or proprietary, is to have more eyes and ears in the neighborhood. The benchmark institutions we interviewed did not generally employ contracted security officers but do have their own proprietary security staff similar to OSU Public Safety. The challenge is to have defined job duties and the appropriate training and culture to perform those duties effectively and efficiently.

SRMC consultants have recommended a realignment of the reporting structure for the various entities providing an additional presence in the off-campus area. SRMC suggests that the service and ambassador positions be aligned with Student Life and the security-related positions report through Public Safety. The University should determine the skills and duties they desire the support staff

positions to perform and adjust the job descriptions and tools needed to perform those roles. For example, someone tasked with patrolling and looking for suspicious activity should be equipped with a communication device to report immediately to the police.

Recommendation(s):

- For contracted patrol and other safety and security positions, closely monitor performance, require metrics, and perform random checks of personnel while on the job.

- Consider expanding the number of OSU security officers to provide additional professional security in the University District. They could also supervise and support the Campus Service Officers that the university has chosen to conduct patrols off campus.

COMMUNITY CRIME PATROL

The Community Crime Patrol (CCP) is currently providing patrols Wednesday through Saturday from 7:00 PM – 3:00 AM. They provide documentation and feedback on a number of safety and security issues. Some of the issues are related to the behavior of students and nonresidents of the area, and they also report quality-of-life and maintenance issues, such as streetlights out or broken sidewalks. This niche service is of real value because no one else is doing it. The Community Crime Patrol officers report their presence as being positively received by students unless they are seen observing their parties. This program is most familiar to the long-term, permanent University District residents.

Recommendation(s):

- SRMC supports blending CCP into the current Buckeye Block Watch program and closely managing their function with the collection of performance metrics.

- SRMC recommends at least a biannual assessment and review of the Community Crime Patrol program and funding.

COMMUNICATIONS/MEDIA

Neighborhood Safety Notices

The University is not required to issue safety notices for crimes beyond Clery reportable property but does so under a sense of obligation and a desire to inform and thus protect students. At least a decade ago or more, the University had been issuing crime notices for the off-campus neighborhood but discontinued the practice. As explained to SRMC, the decision to restart Neighborhood Safety Notices was made around 2016 with input and/or guidance from Legal, Public Safety, and Compliance. The scope and geography of the notices were then decided based on the off-campus student population density and type of crime.

Thirty-one Neighborhood Safety Notices have been issued since January 1, 2021. In these, at least 33 victims were identified as being OSU students, 13 victims identified as unaffiliated with OSU, 3 victims were commercial businesses, and in 5 notices the exact number of victims and their affiliations are not specified.

While the concept of issuing these notices to the off-campus student population seems like a perfectly good idea, the resulting push back from some contingents was not anticipated.

The fact that the University issues these safety notices further reinforces the impression that the University is responsible for addressing off-campus crime.

The social media apps that provide ad hoc or citizen-reported crimes serve to further confuse students and parents about the crime in their area. There is an expectation from some that once they are informed about a crime, they need to know everything that happened. Since these crimes are occurring in the City of Columbus, there is currently no mechanism that provides the feedback and resolution information that is desired.

Recommendation(s):

- Consider redefining the intent and purpose of the Neighborhood Safety Notices and making them available through different means. For example, more detailed incident information could be provided after the fact on a central public safety web page.

- There is commercial software available that some municipalities utilize to provide timely, searchable, and specific crime information for citizens. The information is derived from the police reporting systems and does not rely on rumor or citizen speculation and reporting. An example of one company would be Tyler Technologies, which offers a Public Safety analytics solution. The benefit of this kind of solution would be one comprehensive source of information that includes the most accurate resolution of incidents derived directly from the appropriate agency. (NOTE: SRMC is not recommending any specific product or company by including this information) https://www.tylertech.com/resources/blog-articles/reduce-crime-with-data-analytics.

Interestingly, permanent residents of the off-campus area have a different opinion of the safety notices. They appreciate receiving the information on crimes and view the effort from the University as a show of concern for full-time community members. The notices do not escalate their level of fear or concern about their safety. These stakeholders point out that they have the benefit of neighborhood context, history, and, if needed, access to additional background information.

OTHER PROGRAM EVALUATION

Rides

Students desire to have an almost door-to-door escorted ride service experience. Whether or not that is a realistic option is the concern. Prior to the use of a subsidized Lyft program, the University operated a student-run ride program. In addition to providing the ride service, employment opportunities were created for students. Unfortunately, the user expectation of this student-run option, again whether realistic or not, did not align with what could be provided. Students complained about slow service and long wait times, so the program was eventually disbanded.

The Lyft service alternative initially seemed to make sense, but the escalating costs, difficulty in accessing some academic buildings, and decrease in the number of Lyft drivers have now challenged the sustainability of this service. It was also reported by students that the funds available for Lyft ride discounts are often used up before the end of the semester; however, this is a misperception as there is no cap on the program, and funds have never run out in a single month.

In an attempt to offer more ride options for students residing off campus, the University has been promoting the Transportation and Management Campus Area Bus Service (CABS) East Residential route. This department also provides additional shuttle services

through the CABS On-Demand program with daytime routes between areas west of the Olentangy River and three campus bus stops and overnight service between campus buildings. The CABS shuttles do not run off campus.

Another tool available to students is the use of the Rave Guardian feature. This feature allows the user to identify trusted friends to virtually walk them home within a prescribed time limit. Around 3,200 people have signed into this feature, and a recent snapshot showed 21 persons utilized the service during the week we reviewed.

Other institutions have approached the safe ride issue from different directions.

The University of Southern California invests heavily in Lyft services. The rides are free within a defined geofenced boundary and within the qualifying time frame of 6:00 PM – 2:00 AM daily. At the start of the program named Campus Cruiser, more than 150 student drivers were employed with a fleet of about 40 vehicles, answering up to 1,400 calls on each of its busiest nights: Thursdays, Fridays, and Saturdays. Most rides are a short duration given the density of the area.

The University of Cincinnati provides an off-campus shuttle service between 8:00 PM - 3:00 AM seven days a week. It is widely used by students according to Public Safety officials. The University had a Lyft service contract but ended the program because Lyft could not hire enough drivers to handle service demands, rides were unavailable, and it became too costly to the University. The change required modifying student expectations from having curbside, door-to-door service to walking a short distance to a shuttle stop. The UC decision took into consideration off-campus safety, lighting improvements, increased police patrols, and other safety initiatives.

Recommendation(s):

- Conduct a detailed evaluation of off-campus transportation options and costs, particularly comparing Lyft or a similar ride share service. Student input is essential, especially from off-campus residents. Perhaps a system of regular CABS bus routes supplemented by CABS shuttles that would go off campus could go a long way in meeting the general needs of the majority of potential users. These group drop-off areas would be clearly identified and regularly patrolled by security staff.

- In addition, encourage the use of the Rave virtual escort app.

BENCHMARKING AND SUBJECT MATTER EXPERT INTERVIEWS

BENCHMARKING

A questionnaire was sent to the Big 10 Police Chiefs and Safety Directors, University of Notre Dame, and University of Kentucky inquiring about current off-campus crime trends and, if applicable, any institutional actions to mitigate them. Seven responses were returned with the results summarized in the tables below. Additional interviews were conducted with public safety executives from the University of Minnesota and Michigan State University.

Institution	Description of Crime Trends	Types of Crimes
1	Increase off campus and citywide	Armed robbery, shots fired, shooting, and homicide
2	Increase off campus and citywide	Violent crime, shooting, carjacking, assault, armed robbery
3	Earlier in the calendar year near campus, greater increases elsewhere in the city	Robbery, serious assault, residential burglary, strong-armed robbery
4	No increases near campus or in the city	
5	Somewhat of an increase near campus and citywide	Sexual fondling; bike, scooter, and catalytic converter theft
6	During Spring Semester; in the entertainment district; victims were generally not students or affiliated persons	Violent crime, robbery, weapons offense, one shooting, celebratory riot
7	Nothing unusual around campus, citywide seeing increases in violent crime	

Institution	Joint Patrol or Added Uniformed Police Patrols	Plainclothes or Undercover Operations	Expanded Jurisdiction, Campus Officers Patrol Off Campus	Student Safety Security Patrols, Ambassadors, or Guides	Contracted Private Security Patrols	Off-Campus Technology Resources
1	No	Occasionally by City Police	No	No	Limited to private property	LPR used by City Police
2	No joint patrol due to lack of staffing; Yes to added patrols	No	Yes	Yes	No	Fixed cameras, enhanced lighting, blue light phones
3	No joint patrols; Yes added patrols	No	Yes	Yes	No	Cameras, and LPR. City allowed camera installation on existing light poles
4	No	No	Yes, campus officers will assist with calls in adjoining neighborhood when city is busy	No	No	None
5	No	No	No	No	No	None
6	No joint patrol, did in the past;	Yes, campus officer on local violent crimes task force	No, but will respond to requests for mutual aid	No	No	None

Institution	Joint Patrol or Added Uniformed Police Patrols	Plainclothes or Undercover Operations	Expanded Jurisdiction, Campus Officers Patrol Off Campus	Student Safety Security Patrols, Ambassadors, or Guides	Contracted Private Security Patrols	Off-Campus Technology Resources
	no added patrols					
7	Yes	Yes	No	No	No	On campus only Started a Security Technology unit to manage tech equipment; blue emergency phones with cameras and warning speakers; testing and evaluating LPR cameras; Video Management System analytics to expedite video reviewing; Started a drone program and use Drone Detection system.

Who pays for added personnel and/or technology:

- City or private businesses: (1)

- University: (3)
- No additional funding required: (3)

SUMMARY OF EXECUTIVE AND EXPERT INTERVIEWS

Michigan State University
Marlon C. Lynch, Vice President for Public Safety and Chief of Police

Marlon Lynch was announced as the new vice president for public safety and chief of police at Michigan State University in February 2021. Among his previously held leadership positions, Lynch served as the associate vice president for Safety, Security and Civic Affairs at the University of Chicago Police Department. In this role, he encountered off-campus crime issues that in some ways are like those now facing OSU. The community context, however, is different. The University of Chicago campus and immediate neighborhood of Hyde Park in south Chicago is considered relatively safe.

Director Lynch implemented multiple off-campus anti-crime initiatives with the support and cooperation of the Chicago Police Department. University Officers patrolled off campus under an expanded jurisdiction agreement that extended five miles beyond campus property. Among the reasons given for such a broad extended boundary was the fact that the university owned property parcels throughout the neighborhood. Also, a good number of faculty and staff lived in that area incentivized with a university mortgage assistance program. Director Lynch cautioned that when university police engage off campus there are increased risks of use of force, allegations of misconduct, and profiling. He also relays that in terms of the responsibility and utilization of security resources, they should be solidly in the public safety organization regardless of where the funding comes from. He feels that having multiple departments providing security or quasi-security services is ill advised, and that his role as a Vice President is beneficial as these decisions are made.

Community input is key in the decision to broadly expand campus police patrol jurisdiction.

In addition to the expanded jurisdiction and patrols University Police and Chicago police officers at times worked in Joint Patrol Units. A contracted private security company was used at fixed posts in some off-campus, university owned buildings with a very limited purpose to observe and report. Technology resources at Chicago included both vehicle mounted and fixed mounted license plate readers which provided a geo fence around campus. Officers were supported with fixed mounted security cameras as well as emergency blue phones. Lastly a gunshot spotter system was in place. All university safety programs and initiatives were under the administrative oversight of the public safety department, regardless of funding sources within the university.

Chicago Police supported the university's safety and anti-crime efforts with their crime suppression unit. Using a data driven COMPSTAT model, extra Chicago police officers were deployed to the neighborhood when crime trends showed an increase. So called "hot spots" were specific to each community. The police response was based on the priorities and crimes deemed significant in partnership with the university. While the crime rate may have been comparatively low crime around campus compared to other Chicago neighborhoods increases in crime were high priority for university stakeholders.

Consultant's noted news reports of the third murder of a University of Chicago student November 9th on the heels of this interview. The victim, an international grad student, was shot during a robbery in the middle of the afternoon near the campus.

The university emphasized the following safety measures as ongoing or being enhanced:

- 350 emergency blue light phones with many also equipped with cameras
- Increased patrols by the University and Chicago Police
- Expanded campus shuttle bus service supplemented until the Thanksgiving break by Lyft
- Chicago Police "pod cameras" (mobile cameras) formally: police observation devices
- Use of license plate readers in and around campus by Chicago Police

University of Minnesota
Matt Clark, Chief of Police

Matt Clark was appointed as Chief of Police for the University of Minnesota Police Department in 2015 after a twenty-two-year career with the Minneapolis Police Department.

The University of Minnesota and surrounding community was significantly impacted following the George Floyd death. The near campus area known as Dinkytown saw less police coverage as the Minneapolis Police Department was focused on civil disorder and riots elsewhere in the city. In the aftermath, Dinkytown experienced a crime spike attributed to multiple factors among which were officers pulling back from enforcement, the release of serious offenders from custody through bail reform, and a decrease in police staffing because of retirements and resignations. According to various sources, MPD has lost roughly 300 officers since the death of George Floyd with retirements up 45% and resignations up 18% in the past twelve months.

In June 2021 increased safety measures were initiated by the University President following a shooting where five people were shot, three of them students.

The University of Minnesota Police Department began paying its officers overtime and hired County sheriff deputies to patrol off campus in Dinkytown and the larger Marcy-Holmes neighborhood. The off-campus patrols continue 7 days a week between 6:00 PM – 2:00 AM. The intent of the added patrols is visibility and presence to deter crime. They do not take calls for service unless there is a serious crime in progress, where they would respond but hold the scene for MPD. Like Director Lynch, Chief Clark noted the risk in allowing university officers to patrol off campus is the increased likelihood of becoming involved in a critical incident, such as a controversial arrest or use of force. There were no coordination issues among the law enforcement agencies given the strength of personal relationships at the leadership level.

Technology elements included mobile surveillance cameras that were installed in the area to support police patrols with additional security cameras added throughout the summer. The University placed light trailers in hot spot areas and began efforts with the city of Minneapolis to seek additional street lighting.

The school created a safety ambassador program to help patrol and has recently contracted with Block-by Block for related services. They currently have only 12 student security monitors. They employ 21 full time security officers for on campus walking and vehicular escorts and just added 8 Allied Universal security officers for on campus only building patrols. These are intended to provide a "security presence" but none are used off campus.

The Ohio State University
Dr. Deanna Wilkinson, Associate Professor, Human Behavior and Criminology Specialist

Dr. Wilkinson has a long history researching the dynamics and behaviors that lead to crime in the inner city. She worked with Campus Partners approximately eight years ago and was a member of Mayor Coleman's Youth Violence Prevention Committee prior to its disbanding.

She relates that efforts aimed at youth intervention should be addressed to lower crime and that any solution needs to be neighborhood specific depending on the factor in play.

Other challenges: The criminal justice system needs to analyze crime patterns to help intervene and provide the appropriate social services for at-risk youth. Youth offenders that are arrested are often given a "slap on the wrist' and released. Rather than providing emotional support and other resources, they are outfitted with useless monitoring technology, and they return to their old neighborhood to commit another crime.

The students living off campus need to be engaged in the problem and become a part of the solution. They are currently scared and disregard the issues that lead to crime but if they were educated and involved, they could truly be enlightened in their own safety plan.

In her research work Dr Wilkinson writes that "high crime is believed to disrupt the capacity for social control by causing people to withdraw from participation in the community and from their sense of responsibility for maintaining the neighborhood's quality of life. These effects, in turn, may reinforce the processes that gave rise to the crime. Weak informal social control also is associated with increased levels of disorder and fear of crime in the community."[9]

She notes that while neighborhoods need more police protection trust is lacking among citizens and between police and citizens. "Considerable work must be done to break down the barriers between citizens and public agencies of law enforcement, including the police, as a first step."[10]

University of Cincinnati
Dr. Robin Engel, Professor, School of Criminal Justice
James Whalen, Safety Director

Dr. Engel's academic credentials, her role as the Director, IACP/UC Center for Police Research and her experience working with the Cincinnati and University of Cincinnati police departments make her uniquely qualified on the topic of campus area crime. A few years ago, the University of Cincinnati was experiencing a rise in crime in the off-campus area including armed robberies of students. They threw a variety of resources at the problem, much like Ohio State, but also quickly increased the number of university police officers. Under the memorandum of understanding at the time, university police were given broad authority to patrol off campus. With little or

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[9] Wilkinson, D. L. (n.d.). Local Social Ties and Willingness to Intervene: Textured Views Among Violent Urban Youth of Neighborhood Social Control Dynamics and Situations. *Academy of Criminal Justice Sciences*. https://doi.org/10.1080/07418820701294771

[10] Ibid

no guidance or direction, campus police were told to address the off-campus crime issue. The unfortunate outcome was the shooting death of a citizen by a campus police officer.

What the University did next, under the guidance of Dr. Engel, was to begin to implement a coordinated effort grounded with dynamic real-time data collection, merger, and analysis process.

To measure the impact of the enhanced safety initiatives they began tracking the calls for service and crimes in the area as well as combining and analyzing all the city and University related public safety data, intelligence, and events that may lead to an uptick in crime in the past. This data was then visually made available to the police officers and command staff via a user-friendly dashboard. Another key piece was to train the staff on how to use the vast amount of information they now had at their fingertips. It took a while to fully buy in and implement, but the results were outstanding with the officers now becoming adept at looking at the information and using it to strategically and predictively deploy and deter crime. Unlike the greater Cincinnati area, which is still experiencing an increase in crime, the University is seeing sustained periods of lower crime.

The next goal of the data analysis was to try and determine which strategies seemed to impact crime reduction the most. These decisions were not based on the analysis of large data sets, simply because there were not large numbers of crime incidents to measure. Following a process of repeated evaluation and testing of strategies and tactics combined with the new problem-solving approach the University was confident they made reasonably informed decisions.

The first cost saving measure was the elimination of the community ambassadors which, according to the analysis, was not having an impact on crime reduction. Secondly, rather than just paying the Cincinnati police to work every Thursday, Friday and Saturday nights, they again used the merged data to determine when to better implement more selective deployment of this resource. The city of Cincinnati supports this officer deployment with mobile lights and cameras as well as cruiser mounted license plate readers.

According to University of Cincinnati Safety Director James Whalen, the university budgets approximately $1.1 million a year for extra off-campus patrol by Cincinnati Police. The off-campus work of University police officers is clearly constrained and defined with a new agreement modeled after the agreement between OSU Public Safety and Columbus Police. Cincinnati University police do not proactively patrol off campus. They are authorized to respond off campus to a serious crime in progress or calls to assist Cincinnati Police but only until the incident is stabilized. The main role of UC Police in the off-campus neighborhood is to engage with students

and for crime prevention.

Other strategies of note:

- Partnered with Duke Energy to upgrade the streetlights in the off-campus area.
- Began purchasing and upgrading properties off campus to provide more University housing options for the students.
- Reduced crime notices to only those Clery required or ones that had an immediate actionable response for the students.
- Expanded their off-campus police patrols, which required doubling the size of the force.
- Operate a student run shuttle bus service instead of using the Lyft model.

RESEARCH REVIEW: CRIME DETERRENCE

The U.S. Department of Justice Office of Justice Programs National Institute of Justice publication titled: *Five Things about Deterrence* uses the work of Daniel Nagin and others to underscore how police work deters crime and potential criminals. The point is also made that punishment such as long or severe sentences is unlikely to deter future crime. The research shows clearly that the chance of being caught is the vastly more effective deterrent.

"The police deter crime when they do things that strengthen a criminal's perception of the certainty of being caught. Strategies that use the police as "sentinels," such as hot spots policing, are particularly effective. A criminal's behavior is more likely to be influenced by seeing a police officer with handcuffs and a radio than by a new law increasing penalties."

In other word certainty of detection and apprehension by police has a noteworthy impact on deterring crime. [11]

Braga, Weisburd and Turchan support the concept that increasing police presence increases perceived risk of apprehension and serves as a deterrence for criminal activity. In addition to scrutiny by law enforcement agencies, they include guardianship actions such as assisting natural surveillance, reducing the anonymity of offenders and using place managers (i.e., security patrols) to enrich the range and the quality of the varying enforcement and regulatory measures that impact offending groups and criminal actors.

These researchers caution that implementing programs might falsely raise expectations of large reductions in violent crime or make dramatic changes in the quality of residential life in a neighborhood, particularly one experiencing persistent violent crime or disorder problems. They cite Cook suggesting that "the quest for a miracle cure for crime and violence sometimes leads to an early or excessive embrace of an unproven technology." It is much more prudent to take a skeptical approach to policy interventions until a portfolio of proven practices has been developed. [12] SRMC agrees.

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[11] National Institute of Justice, NCJ 247350 Five Things About Deterrence (2016). NIJ. Retrieved October 2021, from https://nij.ojp.gov/topics/articles/five-things-about-deterrence

[12] Braga, A. A., Weisburd, D., & Turchan, B. (2018). Focused deterrence strategies and crime control. *Criminology & Public Policy*, *17*(1), 205–250. https://doi.org/10.1111/1745-9133.12353

COST-BENEFIT ANALYSIS: OSU SAFETY INITIATIVES

The consultants used the approach suggested in the Munyo and Rossi study cited previously in an effort to evaluate the costs of the mobile camera and portable lighting initiatives.

A study by the Rand Center on Quality Policing estimated the average cost of specific types of crime from "three high-quality studies: two using accounting-based methods and one using contingent valuation." The figures were reported in 2007 US dollars.[13] After adjusting for inflation, the total cost of a robbery offense in 2021 is estimated as $89,006 per incident; the total cost of a serious assault is estimated as $115,444 per incident.

The OSU Safety Plan went into effect August 27, 2021 with the implementation of a combination of strategies including mobile cameras and portable lighting.

The consultants compared the number of reported robberies and assaults in the seven-week period prior the start of the plan with the number of reported robberies and assault in the seven weeks following.
Prior to the camera and light deployment there were 25 reported robberies and 8 reported assaults in the University District. After the camera and light deployment there were 12 reported robberies and 7 reported assaults. This was a reduction of 13 robberies and 1 assault.

Using the average cost basis from the Rand report, the cost of 13 avoided robberies is estimated at $1,157,078 (13 x $89,006) and the cost of the one assault is estimated at $115,444. The total estimated cost of the avoided crimes was $1,272,522 for the seven weeks following the start of the safety plan.

The budget for the cameras (excluding personnel costs for surveillance monitoring and camera maintenance) was $464,050. This amounts to $33,146 per avoided crime (13 robberies, 1 assault).

A similar analysis can be performed for the portable lighting units. The budget for the lights is $503,000 (including rental, fuel, purchase

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[13] Heaton, Paul, Hidden in Plain Sight: What Cost-of-Crime Research Can Tell Us About Investing in Police. Santa Monica, CA: RAND Corporation, 2010. https://www.rand.org/pubs/occasional_papers/OP279.html. Also available in print form.

and a lighting study not counting any recurring personnel expenses). This amounts to $35,929 per avoided crime (13 robberies, 1 assault).

Another way to frame this evaluation is that the university investment for mobile cameras ($464,050) and portable lighting ($503,000) contributed in some degree to avoiding over $1.1 million in costs due to a reduction in robberies and assault.

The Rand study also examined the relationship between police staffing levels and crime through a similar cost and benefit analysis of investment in police personnel.

The expected crime-reduction benefits of additional sworn personnel were deemed considerable in six major police departments that included Chicago, Dallas, and Miami. Predicted crime reduction cost-benefit per additional officer exceeded $198,447 in each of the departments, adjusted for inflation to 2021 dollars.

Lastly, "although effect estimates vary from study to study, the general message is that…increases in police staffing levels do generate measurable decreases in crime."

The consultants must emphasize the drawback in using a simple cost-benefit analysis for decision making particularly when multiple safety strategies are implemented concurrently such as in the University District. No one strategy can be identified through this analysis as having a greater or lesser impact on crime.

Matrix of the Safety Strategies Implemented and SRMC's Ranking of their Costs/Benefits/Effectiveness

Current Safety Strategy	Probable Impact on Crime Rate	Probable Impact on Perception of Safety	Current Cost Relative to Other Strategies	Comments
Mobile Cameras	High	Medium to Low	Medium	Continue based on crime analytics, transition to a combination of fixed and mobile units.

Current Safety Strategy	Probable Impact on Crime Rate	Probable Impact on Perception of Safety	Current Cost Relative to Other Strategies	Comments
Lyft Ride Share	Medium	Medium to High	High	Ride services help keep program users safe, Lyft supplement for door-to-door service is costly, some student concerns with availability of service, lack of rides, or riding alone. Evaluate cost compared to other options.
Block by Block Ambassadors and Security Patrols	Medium	Medium to Low	High	Evaluation and metrics are needed to determine impact on crime and safety. Management oversight to assure service and performance.
Portable Lights	Medium	Medium	Medium	Current lighting has flaws; Should be transitioned to permanent lighting improvements in the neighborhood.
Joint Patrol	Medium	Low	High	Uncertainly among stakeholders, perceptions may change once implemented.
Added Police Patrols	High	Medium	High	Includes OSU and Columbus Police off campus. High cost can be mitigated by flexible scheduling and targeted deployment based on data analytics.
Expanded Jurisdiction for OSU Police	Medium to Low	Medium to High	Medium to Low	This strategy can reduce on campus police availability and coverage; cost of strategy depends on frequency of off-campus response; increases risk of OSU officers becoming involved in critical incident.
Campus Service Officers	Low	Low to Medium	Low	Challenges in staffing with students, low-cost flexible resource, must be managed closely.
Community Crime Patrol	Low	Low to Medium	Low	Only organization that identifies, documents and reports environmental safety hazards, i.e., streetlight out, trash, abandoned vehicles.

Current Safety Strategy	Probable Impact on Crime Rate	Probable Impact on Perception of Safety	Current Cost Relative to Other Strategies	Comments
Private Security Contractor - Best	Low	Low	Low	Evaluation and metrics are needed to determine impact on crime and safety. Management oversight to assure service and performance.
Safety programs and education	Low	Medium to High	Low	Personal safety training, Educational/informational videos , window and door alarms. Ranked low because of limits in participation.

OTHER IDEAS

In SRMC's opinion, The Ohio State University, in coordination with Columbus Police, applied as many anti-crime and safety initiatives as reasonably possible to address the University District, Autumn 2021 crime spike. SRMC found the programs, technology and personnel exceeded or were equal to resources applied by peer institutions faced with similar off-campus crime issues.

The following program ideas are included as simply a starting point for further discussion and perhaps study.

- Gunshot detection technology that specifically covers the University District

  - The City of Columbus has invested in gunshot detection technology covering a total of 12 square miles of the near east side, Hilltop, Linden, and southside neighborhoods. While acknowledging the devices, acquired locally through ShotSpotter, Inc., are expensive with coverage costing roughly $70,000 per square mile, the goal of reducing gun violence is a priority of the Columbus city administration. The technology is promoted as a means to speed up police response to gunfire so that officers can potentially gather evidence of a crime. This may particularly hold true in areas where citizens are reluctant and fail to personally call police on reports of suspicious activity. In Columbus, community leaders have generally supported the use of this resource and sought funding for the initiative.

    Other cities, such as Canton, Ohio, ended their program based on specific evaluation and need in their community and comparative cost of other vendors and resources. The City of Chicago's Office of Inspector General, in response to citizen criticism of the technology, issued an August 2021 report which concluded that Chicago Police "responses to ShotSpotter alerts rarely produce documented evidence of a gun-related crime, investigatory stop, or recovery of a firearm. Additionally, OIG identified evidence that the introduction of ShotSpotter technology in Chicago has changed the way some CPD members perceive and interact with individuals present in areas where ShotSpotter alerts are frequent".

    SRMC believes the technology merits at least discussion with Columbus officials to possibly include the University District in the program. This suggestion does not endorse a particular vendor but is similar to other recommendations in this report where this could serve as a point of discussion or a pilot program.

The following news report from December 13th, 2021 is one of many examples of how the technology is being used in Columbus. Columbus police officers responded to a gunshot detection call in the 1300 block of Parsons Avenue at approximately 11:46 AM. Officers found a women driver had been shot in the head while stopped at a traffic light. She was quickly transported to the hospital and at the time of the news report was expected to survive.

- Property Identification program

- Tip line or message system to report suspicious activity in the neighborhood

- Program topics for students:

  o How to report a crime and suspicious activity
  o What happens in court, how to be a good witness

- Student-Mounted Horse Patrol Program

  o The suggestion for a student mounted horse patrol program may seem a bit "outside the box", but when looking at some of the possible benefits it should at least be considered. A student run mounted horse patrol may be possible with sponsorship or assistance from the College of Veterinary Medicine. Some academicians say that students learn by being engaged and participating in resolutions of the issues they feel passionate about. Police horse patrols are generally received positively within the community and are an excellent, proactive public relations outreach tool. Given that we have a large population of students who are indifferent toward the police and some who may be anti-police and given that we feel building better relations between the students and the police is needed, the notion of a student-mounted patrol may be worth considering.

- Auto Theft Bait Car

  o The consultants noted recent news reports about an anti-theft, bait car operation in the University District that was a coordinated effort between Columbus Police and the Ohio State Highway Patrol.

ABC 6: https://abc6onyourside.com/news/local/3-juveniles-arrested-in-bait-car-operation-in-university-district
NBC4: https://www.nbc4i.com/news/local-news/columbus/columbus-police-arrest-three-teens-in-bait-car-operation/

In terms of the later, SRMC would encourage this type of collaborative and targeted approach to address specific crime problems that have been identified as being a threat to safety of students living off campus.