



## **SAFETY, SECURITY, AND EMERGENCY PREPAREDNESS ON THE SAN MATEO COUNTY COMMUNITY COLLEGE CAMPUSES**

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### **ISSUE**

How well is the San Mateo County Community College District providing for the safety of students, faculty, and staff? Are comprehensive plans in place for a major emergency or threat on the three San Mateo County Community College campuses?

### **SUMMARY**

On-campus crimes, especially armed shooters, have focused public attention on campus safety and security.<sup>1</sup> San Mateo County has three community colleges within the jurisdiction of the San Mateo County Community College District (SMCCCD) including Cañada College, College of San Mateo, and Skyline College, with a total student population of more than 26,000.<sup>2</sup>

The Grand Jury investigated the safety, security, and emergency preparedness of the three colleges and found the following:

- Currently, crime is minimal on all campuses. The most common crime is burglary.
- The campus Public Safety Officers (PSOs) do not carry firearms. In the event of a violent event on campus, local law enforcement must be summoned.
- Cell phones are the principal method of emergency contact between PSOs and local law enforcement. Interviewees reported inconsistent campus mobile phone coverage, which renders communication difficult between PSOs and local law enforcement.
- Campus Public Safety staff conducts campus-wide lockdown drills every semester. These practice drills help the campus prepare for emergencies such as the event of an active shooter. The drills are mandatory for faculty, staff, and students.
- Campus PSOs and local law enforcement do not always follow the same policies and procedures. Training, including classes, exercises, and debriefing would better ensure coordination during emergencies.

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<sup>1</sup> Kevin Rizzo, "Campus Crime 2015: Top 10 Highest Reported Crime Rates for Large Colleges," *Law Street Media*, July 30, 2015. <http://lawstreetmedia.com/blogs/crime/campus-crime-2015-top-10-highest-reported-crime-rates-large-colleges/>.

<sup>2</sup> The San Mateo County Community College District (SMCCCD) website indicates 38,057 for the 2012-2013 academic year (<http://smccd.edu/factbook/files/p11-Unduplicated-Headcounts.pdf>) but the census does not support that figure. <http://smccd.edu/>.

Overall, the Grand Jury was impressed with the low level of crime and the effective safety procedures and policies put in place by the SMCCCD Campus Public Safety and Security. After interviews with numerous Public Safety officials and Campus administration, however, the Grand Jury recommends that SMCCCD Trustees:

- Direct the District Security Director to improve communications between campus security and local law enforcement; and
- Implement a plan for comprehensive training and exercises to be held with local law enforcement and regional emergency response agencies.

## GLOSSARY

**Board of Trustees**—The San Mateo County Community College District is governed by a six-member Board of Trustees, five elected at-large by County voters for four-year terms and one elected by students for a one-year term.

**Emergency Operations Center (EOC)**—A dedicated room at each campus that becomes the emergency management and command center during campus crises.

**Memorandum of Understanding (MOU)**—A written agreement between two or more parties indicating an intended line of action.

**Public Safety Officers (PSOs)**—Campus safety officers working for the San Mateo County Community College District Public Safety Department. In addition to parking enforcement, their responsibilities include the initial response, investigation, and documentation of campus incidents.

**San Mateo County Community College District (SMCCCD)**—A three-college district located between San Francisco and the Silicon Valley. The colleges serve more than 26,000 students each year and offer the first two years of instruction in a wide variety of transfer programs as well as more than 90 vocational-technical programs.<sup>3</sup>

## BACKGROUND

The Grand Jury investigated public safety on San Mateo County's local community college campuses because of concerns about campus security raised by recent violent incidents occurring on campuses outside the County. The Grand Jury investigated how the colleges work together with local law enforcement agencies to handle emergencies and ensure safety for students and staff. This Grand Jury report provides the results of that investigation and evaluates the safety, security, and emergency preparedness on the three community college campuses.

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<sup>3</sup> SMCCCD. <http://www.smccd.edu/>.

The San Mateo County Community College District (SMCCCD) was established in 1922 and operates three community colleges within the County. Governed by a six-member elected Board of Trustees, the District is one of the largest community college districts in the state of California. The three colleges are:

- Cañada College
- College of San Mateo
- Skyline College

### Campus Facts

The faculty and the student body include individuals who are both full- and part-time and present both during the day and evening. Not all faculty members and students are on campus simultaneously.

These campuses are open facilities. In addition to students and faculty, members of the general public are entering and exiting all day, during the evening, and often on weekends. The campuses are frequently utilized for extracurricular activities such as sporting events, musical concerts, theater performances, dance recitals, farmers' markets, and other community-oriented events.

Campus population and PSO status of the three campuses are outlined below.<sup>4</sup>

**Cañada College** is located at 4200 Farm Hill Blvd. in Redwood City, California.

- 7,092 total students
- 2,807 day students
- 1,678 day/evening students
- 2,605 evening students
- 2 undefined status (students did not specify)
- 537 faculty and staff
- Three full-time campus PSOs
- One part-time campus PSO

The San Mateo County Sheriff's Office patrols the large majority of Cañada College and is the responding police agency in the event of an emergency. A Memorandum of Understanding (MOU), dated November 9, 2015, defines the cooperation between campus security and the Sheriff's Office.

Canada College has on-campus faculty housing in the easternmost corner of the campus. The Redwood City Police Department has jurisdiction over this small portion of the campus as well as part of a nearby parking lot.

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<sup>4</sup> Data provided to the Grand Jury by SMCCCD from their Spring 2016 Census Statistics Report.

**College of San Mateo** is located at 1700 W. Hillsdale Blvd. in San Mateo, California.

- 9,200 total students
- 4,315 day students
- 2,184 day/evening students
- 2,701 evening students
- 727 faculty and staff
- Seven full-time PSOs<sup>5</sup>
- Six part-time PSOs<sup>6</sup>

The City of San Mateo Police Department (SMPD) patrols the College of San Mateo and is the responding police agency in the event of an emergency. As of May 2016, SMPD and CSM were in the process of negotiating an MOU to reflect their relationship, responsibilities, and procedures.

**Skyline College** is located at 3300 College Drive, San Bruno, California.

- 9,985 total students
- 3,267 day students
- 2,942 day/evening students
- 3,774 evening students
- 744 faculty and staff
- 2 unknown status (students did not specify)
- Two full-time PSOs
- Two part-time PSOs

The San Bruno Police Department (SBPD) patrols Skyline College and is the responding police agency in the event of an emergency. SBPD and Skyline College have an MOU dated July 30, 2015.

### Crime on Campus

Armed shooter events such as the October 2015 Umpqua Community College shooting near Roseburg, Oregon, have raised a nationwide concern about college campus safety. At Umpqua, a student fatally shot an assistant professor and eight students in a classroom. Seven to nine others were injured. The student shooter, after being wounded, committed suicide.<sup>7</sup> This is just one of many armed shooter incidents in 2015 alone.

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<sup>5</sup> Several of the CSM-based PSOs are assigned to Canada or Skyline Colleges, as required. This includes the overnight PSOs who travel, as needed, among the three campuses.

<sup>6</sup> Ibid.

<sup>7</sup> Dirk Vanderhart, Kirk Johnson, and Julie Turkewitz, "Oregon Shooting at Umpqua College Kills 10, Sheriff Says," *New York Times*, October 1, 2015. [http://www.nytimes.com/2015/10/02/us/oregon-shooting-umpqua-community-college.html?\\_r=0](http://www.nytimes.com/2015/10/02/us/oregon-shooting-umpqua-community-college.html?_r=0).

Everytown for Gun Safety, a nonprofit organization that advocates gun control reform, has been tracking school shootings since the 2012 Sandy Hook incident in Newtown, Connecticut. By October 2015, they had tracked at least 186 school shootings in the United States, an average of nearly one a week. Many of these occurred on college campuses.<sup>8</sup>

Due to these recent incidents, the SMCCCD Board of Trustees impaneled a District Safety Committee composed of individuals from the Chancellor's Office, the Public Safety Director and PSOs, and student representatives. This committee holds monthly meetings to review the best practices for public safety at all three campuses. The committee issued a Request for Proposal (RFP) seeking an independent, professional study of best practices in college public safety. Margolis Healy, a professional services firm specializing in campus safety, security, and regulatory compliance, was selected to perform this work for the District, and the Board of Trustees approved entering into a contract with Margolis Healy on May 11, 2016. Margolis Healy has managed or been intimately involved with numerous high-profile cases, including reviews, assessments, and investigations at Penn State, The Citadel, University of Pennsylvania, and Umpqua Community College.<sup>9</sup> This study is due to be completed at the end of 2016.

### The Clery Act and SMCCCD Crime Statistics

The Clery Act (Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act) is a federal statute passed in 1990 that requires all colleges and universities that receive federal funding to share information about crime on and near their campuses as well as to report school safety procedures.<sup>10</sup> This information must be made available to any student, employee, or any other interested party.<sup>11</sup>

Compliance is monitored by the U.S. Department of Education, which can impose civil penalties up to \$35,000 per violation against institutions for each infraction. Offending institutions can be suspended from participating in federal student financial aid programs.

SMCCCD Board Policy No. 813, Public Safety on District Property, Item 10 states, "The Public Safety Department shall annually produce an Annual Security Report, in compliance with the Clery Act."

In accordance with the Clery Act and SMCCCD Board policy, SMCCCD regularly reports crime on campus. Statistics for calendar years 2012-2014 are shown in Table 1.

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<sup>8</sup> Josh Sanburn, "These Are All the College Campus Shootings in 2015," *Time*, October 1, 2015. <http://time.com/4058669/northern-arizona-university-school-shootings-2015/>.

<sup>9</sup> Kathy Blackwood, 2016 Public Safety Survey Study. <http://smccd.edu/publicsafetystudy/>.

<sup>10</sup> Hope Brinn and Yana List, "Clery Act: The Basics," Know Your IX: Empowering Students to Stop Sexual Violence. <http://knowyourix.org/clery-act/the-basics/>.

<sup>11</sup> Federal Student Aid. Clery Act Reports. <https://studentaid.ed.gov/sa/clery-act-reports>.

**Table 1. San Mateo County Community College District Crime Statistics**

	2012			2013			2014		
	CSM	CAN	SKY	CSM	CAN	SKY	CSM	CAN	SKY
<b>Murder</b>	0	0	0	0	0	0	0	0	0
<b>Manslaughter</b>	0	0	0	0	0	0	0	0	0
<b>Sex Offense – forcible<sup>a</sup></b>	0	0	0	1	0	0	0	0	0
<b>Sex Offense - non-forcible<sup>b</sup></b>	0	0	0	0	0	0	0	0	0
<b>Robbery</b>	0	0	1	0	0	0	0	0	0
<b>Aggravated Assault</b>	0	0	1	0	0	2	0	0	0
<b>Burglary</b>	1	9	3	2	0	3	7	1	4
<b>Motor Vehicle Theft</b>	0	0	1	0	0	2	0	0	4
<b>Arson</b>	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>1</b>	<b>9</b>	<b>6</b>	<b>3</b>	<b>0</b>	<b>7</b>	<b>7</b>	<b>1</b>	<b>8</b>

Source: San Mateo Community College District, Department of Public Safety, Annual Safety Report/Campus Crime/<http://www.smccd.edu/publicsafety/annualreport.php>.

<sup>a</sup> Registered sex offenders are mandated by law to notify their status to local police and college security.

<http://www.meganslaw.ca.gov/registration%5Claw.aspx>. Community College official: interview by the Grand Jury.

<sup>b</sup> Ibid.

The most often-reported crimes on SMCCCD campuses are burglary and motor vehicle theft. The Grand Jury notes that reports of sexual offenses and sexual assault are rare occurrences.

### Title IX and Sexual Assault Training

Campus crime and safety are governed by federal laws as well as state statutes and local ordinances. Title IX of the Education Amendments of 1972 is a federal law that prohibits gender discrimination in education programs and activities that receive federal funds. Gender discrimination includes sexual violence and gender-based harassment. Under Title IX, schools are legally required to respond and remedy hostile educational environments and failure to do so is a violation that means a school could risk losing its federal funding.<sup>12</sup>

<sup>12</sup> “Title IX in Detail,” Know Your IX: Empowering Students to Stop Sexual Violence. <http://knowyourix.org/title-ix/title-ix-in-detail/>.

SMCCCD requires all faculty and staff to receive Title IX training annually. The Title IX training course covers safety issues including how to respond to and report sex crimes.<sup>13</sup> The training consists of a video and PowerPoint presentation from the U.S. Department of Justice, Office of Civil Rights, which contains information on preventing, identifying, and responding to disclosure of sexual violence.

### School Emergency Guidelines—The Big Five<sup>14</sup>

The San Mateo County Community College District has adopted the Big Five guidelines as part of their emergency preparedness.<sup>15</sup> The San Mateo County Office of Education has been working in partnership with the San Mateo County Sheriff, the Office of Emergency Services, the San Mateo County Police Chiefs and Sheriff's Association, and a community Emergency Response Task Force to create a standardized set of protocols for emergency response in K-12 schools.

The five immediate response protocols for schools (known as the “Big Five”) have been reviewed and endorsed by all San Mateo County Police Chiefs and Sheriff Commanders. According to the Office of Education, “The strength of this work is in the use of common language that has identical meaning from jurisdiction to jurisdiction, school district to school district, PreK-high school.”<sup>16</sup>

The Big Five consists of the following protocols, which would be implemented depending on the particular emergency:

- **Shelter in Place**— Implement to isolate students and staff from the outdoor environment and provide greater protection from external airborne contaminants or wildlife. Close windows and air vents and shut down air conditioning/heating units.
- **Drop, Cover, and Hold On**—Implement during an earthquake or explosion to protect building occupants from flying and falling debris.
- **Secure Campus**—Initiate for a potential threat of danger in the surrounding community. All classroom/office doors are closed and locked and all students and staff remain inside unless otherwise directed. Instruction continues as planned.
- **Lockdown/Barricade**—Initiate for an immediate threat of danger to occupants of a campus or school building and when any movement will put students and staff in

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<sup>13</sup> “Title IX, VAWA and Clery Act Training.” Campus Answers by Workplace Answers.

<http://www.campusanswers.com/vawa-title-ix-and-clery-act-training/>

<sup>14</sup> Coalition for Safe Schools and Communities. "The Big Five Community Packet 2015-2016. School Emergency Guidelines: Immediate Action Response and Hazards." San Mateo County.

[http://www.smcoe.org/assets/files/learning-and-leadership/Safe & Supportive Schools/The Big Five - Community Packet\\_2015-16.pdf](http://www.smcoe.org/assets/files/learning-and-leadership/Safe & Supportive Schools/The Big Five - Community Packet_2015-16.pdf).

<sup>15</sup> SMCCCD. Public Safety: Emergency Preparedness. <https://smccd.edu/publicsafety/emergencypreparedness.php>.

<sup>16</sup> San Mateo County Office of Education. The Big Five—School Emergency Guidelines.

<http://www.smcoe.org/learning-and-leadership/safe-and-supportive-schools/the-big-five.html/>.

jeopardy. Once implemented, no one is allowed to enter or exit rooms for any reason unless directed by law enforcement.

- **Evacuation**—Implement when conditions outside the building or off-site are safer than inside or on-site. Requires moving or directing students and staff to move from school buildings to a pre-determined safe location.

The SMCCCD developed an **Emergency Response Guide** for each campus.<sup>17</sup> Copies are located in every classroom, lab, conference room, and gathering area. The Guides contain information on what to do in the event of an emergency, such as:

- Earthquake
- Fire
- Explosion
- Bomb Threat
- Civil Disturbance/Demonstration
- Shooter/Hostile Intruder/Lockdown
- Power Outages
- Psychological Crisis
- Hazardous Materials
- Flood and Water Damage

The SMCCCD maintains an Office of Public Safety website, which provides information to the public on how to handle many types of safety issues (<http://www.smccd.edu/publicsafety>). SMCCCD's safety and emergency preparedness procedures can also be found on the Community College District website.<sup>18</sup>

## DISCUSSION

The Grand Jury interviewed 12 local law enforcement officials, seven senior district officials, and a student representative in the course of this investigation. The Grand Jury concluded that safety and security measures established on all three campuses by the SMCCCD and its Public Safety Department are generally clearly written and available to staff, faculty, and students.

The Grand Jury learned that there are ongoing discussions of potential changes or updates to the existing safety measures including:

- Arming some or all PSOs
- Expanding campus preparedness drills
- Improving alert systems
- Advancing public safety technology
- Expanding safety and emergency response planning

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<sup>17</sup> Official of SMCCCD: interview by the Grand Jury.

<sup>18</sup> SMCCCD, Emergency Preparedness: 2016 Public Safety Services Study. <http://www.smccd.edu/publicsafety/emergencypreparedness.php>.



The Board of Trustees has initiated an extensive study to analyze and propose recommendations for improvement that may include some or all of these ideas.

## Campus Safety and Security

The SMCCCD relies on cooperative arrangements with local law enforcement agencies to respond to major incidents. Patrolling by local law enforcement and PSOs is both proactive (random campus patrols) and reactive (responding to a call for specific assistance). Local law enforcement for all three campuses generally responds within 10 minutes depending on where the patrolling officer is when receiving the call for service.<sup>19</sup> The goal is to be on campus within four minutes.

Contacting local law enforcement is a potential problem when time is of the essence in a crisis situation. The Grand Jury learned that:

- Cañada College has one handheld and one mobile radio supplied by the Sheriff's Office. The handheld radio is in the charger in the security chief's office. The mobile radio is mounted in a patrol vehicle.
- CSM has not been supplied with a radio by the San Mateo PD.
- Skyline College has one handheld radio supplied by San Bruno PD. It is kept in a charger in the security chief's office.

According to a senior member of the SMCCCD security team, all officers are encouraged to take the radio with them on patrol. Officers at both campuses with radios—Cañada and Skyline Colleges— have access to them. However, it is uncommon for officers to take handheld radios on patrol for two reasons:

- The radios must be carried on the waist as a second radio and this is very cumbersome.
- Only officers who have been previously employed by a law enforcement agency will understand most of the radio codes used when monitoring traffic."<sup>20</sup>

The Grand Jury is aware that this problem is well known and is being addressed by the SMCCCD Director of Public Safety.

PSOs carry campus-specific radios but they are not on the same channel as local police radios. They are therefore incompatible with the law enforcement agency that would typically respond to an emergency call. In addition, these campus radios are also used by campus facilities and maintenance personnel for calls not related to safety or security.

The Grand Jury learned that in an emergency, PSOs usually first try to contact local law enforcement with either a campus phone or their personal mobile phones depending on cell coverage. This method is not always successful due to the variability in mobile phone reception on campus. If there is no reception, the PSO has to radio another individual near the one

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<sup>19</sup> SMCCCD Public Safety official: interview by the Grand Jury.

<sup>20</sup> Senior member of SMCCCD security team: interview by the Grand Jury.

compatible radio to summon the police. In interviews with the Grand Jury, PSOs indicated a preference to carry radios compatible with local law enforcement.

Another alternative mentioned to the Grand Jury is for the SMCCCD to develop its own dispatch system that would have direct contact with local law enforcement. A campus dispatcher would then be available to receive radio calls from the PSO who could remain on scene and address an ongoing situation. The dispatcher would contact local police and/or fire departments and direct them to the exact location where their services were required.

Students, staff, and faculty can directly contact outside law enforcement at any time from office phones by dialing 9-9-1-1. In addition, campus “courtesy phones” located on every floor of each building can be used to contact the campus Public Safety Office. If no one is in the campus security office to answer the phone, the call transfers to the campus cell phone carried by a PSO. As discussed earlier, this is not always successful due to the variability of mobile phone coverage on campuses.

There are more than 600 closed-circuit video surveillance cameras located throughout the three campuses. They are not monitored on a continual basis but the video evidence can be reviewed after the fact for crimes or other occurrences.

The District is planning to install “Columbine” locks in all classrooms in summer 2016.<sup>21</sup> Developed in response to the 1999 Columbine tragedy, these locks have a classroom security function that allows the room to be locked from the inside and are intended to prevent an attacker from accessing the classroom without a key. They are also used in gymnasiums, cafeterias, or other large rooms during a lockdown situation to keep a large number of students secure at the same time.<sup>22</sup>

### Arming Campus Public Safety Officers

As discussed earlier, following the Umpqua Community College shooting in October 2015, the SMCCCD Board of Trustees impaneled the District Safety Committee to study campus security issues. The committee issued a contract to Margolis Healy to conduct a study the purpose of which, according to SMCCCD officials, is not limited to making a recommendation of whether to arm officers, but to present a complete report on public safety to the Board of Trustees.<sup>23</sup>

At present, PSOs on the three college campuses are not equipped with firearms but do carry batons and pepper spray. The carrying of concealed weapons is not allowed on any campus.<sup>24</sup>

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<sup>21</sup> Ibid.

<sup>22</sup> Wise Geek: Clear Answers for Common Questions. “What Are Columbine Locks?”  
<http://www.wisegeek.org/what-are-columbine-locks.htm>.

<sup>23</sup> Jeanita Lyman, “College District Explores Armed Security,” *San Mateo Daily Journal*, February 15, 2016.  
<http://www.smdailyjournal.com/?s=College+District+Explores+Armed+Security>.  
[www.smdailyjournal.com/articles/news/2016-02-15/college-district-explores-armed-security-study-begins-on-options-in-wake-of-recent-national-and-state-incidents/1776425158482.html](http://www.smdailyjournal.com/articles/news/2016-02-15/college-district-explores-armed-security-study-begins-on-options-in-wake-of-recent-national-and-state-incidents/1776425158482.html).

<sup>24</sup> Ibid.

Senior safety officials have described *potential* options for arming PSOs such as:

- A two-tiered system with each tier having different degrees of responsibility and authority. For example, since several PSOs are former Peace Officer Standards and Training-trained peace officers, these PSOs could constitute an armed tier having law enforcement responsibility. The other unarmed group could operate as security guards and/or security escorts.<sup>25</sup>
- Local law enforcement assigning School Resource Officers (SROs) on campus.<sup>26</sup>
- Arming all members of the district’s 25-person security department.<sup>27</sup>

The Grand Jury noted that opinions about arming on-campus officers varied among interviewed officials and security personnel. This topic requires further study and discussion among SMCCCD management, campus security, local law enforcement, faculty, staff, and students, as well as the public.

### On-Campus Preparedness Training

To prepare for an event such as an active shooter, lockdown drills are performed every semester at each campus. Generally, an announcement is made over the Emergency Announcement System that the building is going on an immediate lockdown. All current occupants go immediately to any room and lock all doors and windows.<sup>28</sup> These drills are conducted by the Public Safety Office and are a campus-wide event with all staff, students, faculty, and interested members of the surrounding community participating. The drills cover how to respond to an active shooter and similar situations where people need to decide whether to flee, fight, or hide.<sup>29</sup> Building monitors are specially trained staff members who ensure that the proper procedures are followed. These monitors are trained in the processes and procedures of preparedness/security twice per year.<sup>30</sup>

In addition to campus-wide drills, each college has a threat-assessment team, which is made up of representatives from each college’s Health Office, Psychiatric Services, Administrative Services, and Public Safety Office. The threat-assessment team is trained in best practices in the area of campus threats such as investigating and evaluating dangerous and other concerning behaviors of individuals on campus. All campus employees and students are kept informed about this team and are encouraged to refer potentially problematic students, staff, or others on campus to the team for immediate evaluation.<sup>31</sup>

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<sup>25</sup> Community College Safety official: interview by the Grand Jury.

<sup>26</sup> Jeanita Lyman, “College District Explores Armed Security.”

<sup>27</sup> Ibid.

<sup>28</sup> Wikipedia. Lockdown Drill. [https://en.wikipedia.org/wiki/Lockdown\\_drill](https://en.wikipedia.org/wiki/Lockdown_drill).

<sup>29</sup> Senior SMCCCD official: interview by the Grand Jury.

<sup>30</sup> Ibid.

<sup>31</sup> Patricia Miljanich, President, SMCCCD Board of Trustees, “Keeping Our Colleges Safe,” *San Mateo Daily Journal*. <http://www.smdailyjournal.com/articles/opinions/2015-10-17/letter-keeping-our-colleges-safe/1776425151996.html#sthash.HPqsXmSt.dpuf>.

## Security Training

Training is a crucial element in preparing for all types of emergencies including active shooters on campus. To prepare for this type of event, the Sheriff's Office held a high-intensity terrorism training session on July 18, 2014, at Cañada College. A \$20,000 grant from the Northern California Regional Intelligence Center (NCRIC) offset some costs since it was considered anti-terrorist training. The training was the result of months of preplanning efforts among many local agencies and included not only law enforcement, but also fire agencies, emergency medical teams, and dispatchers. Approximately 250 people took part in the event including 150 law enforcement personnel. The all-day event had participants looking at ways to deal with an active shooter in the theater at Cañada College. The scenario was run through many times with different participating agencies.

Television reporter Vic Lee from Channel 7 News was invited to observe the training scenarios and reported that "the goal is to get police, fire, and medical services on the same page the next time they confront an active shooter."<sup>32</sup>

Knowledge of emergency policies, procedures, tactics, and abilities, as well as understanding the responsibilities of all emergency responders are critical when responding to a major crisis. Multi-functional training exercises such as those just described not only reinforce proper procedures but often identify areas where critical improvements are required. Finally, individual, intra- and inter-department level relationships are developed that serve to facilitate cooperation at many levels among emergency responders.<sup>33</sup>

The Grand Jury is not aware of any training or other exercises currently planned between local law enforcement and campus security personnel. Many of the SMCCCD officials and PSOs expressed an interest in having additional interaction with local law enforcement.

## Nighttime Security

Security coverage at night is provided by only one PSO for all three campuses. Skyline and Cañada Colleges are about 15 miles apart and the sole overnight security person may be that far from where they are needed. The Grand Jury learned that some officials are concerned that this coverage may not be sufficient in the event of a crisis situation especially due to the variable cell phone coverage on campus.

Nighttime lighting at all three campuses is being upgraded to state-of-the-art LED lighting and, when completed, will include approximately 85,000 new lights.

Safety Escort Service is available on all campuses on a 24/7 basis. When the Public Safety Office receives a request, a PSO will respond at the pre-designated time to escort the student or staff member. If the request is made by phone between 10:30 p.m. and 6:30 a.m., the PSO would instruct the person to wait in a safe place until the officer arrives.

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<sup>32</sup> Vic Lee, "Police, Firefighters Hold Active Shooter Situation Training Session," ABC7 News. July 18, 2014. <http://abc7news.com/news/first-responders-train-for-active-shooter-situations/199292/>.

<sup>33</sup> Senior member of San Mateo County Sheriff's Office: interview by the Grand Jury.

## Emergency Preparedness

According to the U.S. Geological Survey database, San Mateo County has a very high earthquake risk, with a total of 2,622 earthquakes since 1931.<sup>34</sup> The Grand Jury interviewed SMCCCD officials about the current level of campus preparedness for earthquakes and other natural disasters.

The District's Emergency Operations Center performs a series of preparedness training seminars, exercises, drills, and workshops throughout the year for staff and faculty. Included are:

- Lockdown drills
- FEMA training
- Campus crisis workshop
- Red Cross shelter training
- Confronting school violence

New and returning students are required to attend an Orientation Workshop at the beginning of the term. The Grand Jury learned from interviews that both a student representative and a senior law enforcement officer believe that safety awareness and crisis protocols and procedures education should receive more emphasis during the workshop.<sup>35</sup> The workshop currently focuses on information regarding:

- Using the counseling services
- Scheduling an appointment with a counselor
- Creating a student educational plan
- Accessing various services on campus

## Emergency Notification Process

Students are notified of campus emergencies in several ways including:

- Emergency Announcement Systems (EAS) located on all campuses
- Alert U- Emergency Text Message Notification (32,826 subscribers)<sup>36</sup>
- Ultra High Frequency (UHF) radio monthly test
- Global Workspace Association Mail (GWA)—a digital mailbox service for smart phones, laptops, and tablets
- The campus Public Safety Office website homepage/Facebook<sup>37</sup>

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<sup>34</sup> Home Facts, "Earthquake Information for San Mateo County."

<http://www.homefacts.com/earthquakes/California/San-Mateo-County/San-Mateo.html>.

<sup>35</sup> Student representative on SMCCCD Board of Trustees: interview by the Grand Jury.

<sup>36</sup> SMCCCD official: interview by the Grand Jury.

- SMC Alert Emergency Notification System via email and text

The campuses are equipped with a variety of systems to enhance student, faculty, and staff safety including:

- More than 600 closed-circuit video cameras are equally distributed among the three campuses. However, they are not monitored on a regular basis. Their primary value is that they allow officials to review activity such as a reported theft.
- Access Control Monitor Systems (ACAMs)—a card key system
- Duress Buttons (silent alarms) are available for staff use and located in the student center, library, and bookstore on each campus. Public Safety is alerted to the building where the alarm was activated.<sup>38</sup>
- KCSM—CSM campus radio station

## Conclusions

The Grand Jury believes that SMCCCD officials, the security staff at each of the campuses, and local law enforcement agencies are dedicated to providing safe and secure environments for student, faculty, and staff. The Grand Jury is encouraged that the entire SMCCCD management and security organization that it encountered is proactively making continuous improvements to its policies and procedures.

The Grand Jury concludes that it would be prudent to have regular and increased training between local law enforcement, other regional emergency responders, and campus Public Safety to ensure that all agencies are thoroughly prepared to work together in the event of a major natural or man-made disaster.

## FINDINGS

- F1. A Trustees' Campus Safety Study is underway that will gather research and best practices in campus safety, and review structure, policies, and procedures on campus including addressing the issue of arming campus Public Safety Officers. The report is due year-end 2016.
- F2. In an emergency, unarmed Public Safety Officers must contact local police for assistance.
- F3. Interviewees reported inconsistent mobile phone coverage on all three of the SMCCCD campuses.
- F4. The San Mateo County Community College District does not have a 911-dispatch office.
- F5. Only one or two radio(s) per campus are compatible with local law enforcements' radio system. If a Public Safety Officer encounters a crisis situation and is not carrying this special radio, emergency response time is likely increased.

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<sup>37</sup> SMCCCD Department of Public Safety. <https://www.facebook.com/San-Mateo-County-Community-College-District-Dept-of-Public-Safety-208281952851491/>.

<sup>38</sup> Public Safety Office senior official: interview by the Grand Jury.

- F6. Training between campus security and local law enforcement is not routinely conducted.
- F7. On-campus emergency preparedness drills including lockdown drills for student, faculty, and staff are conducted throughout the year.
- F8. Student orientation does not include comprehensive information on safety awareness and emergency crisis protocols.

## RECOMMENDATIONS

- R1. SMCCCD Trustees should direct the District Security Director to review options for improving direct communications between campus security and local law enforcement. This may include implementing a common communications system, developing a campus-specific or district-wide dispatch system, working with local mobile phone carriers to deal with “dead spots,” or another method(s) to eliminate unnecessary delays. An improved system should be operational by July 31, 2017.
- R2. SMCCCD Trustees should direct the District Security Director to develop a comprehensive training plan incorporating all regular and any new intra-campus and inter-campus safety exercises and training events. This plan should be published by October 31, 2016, and reviewed/updated on at least an annual basis.
- R3. SMCCCD Trustees should direct the District Security Director to develop a plan to implement an annual large-scale training exercise coordinated and conducted between campus security, local law enforcement, and other regional emergency response agencies. This plan should be completed by March 31, 2017, and the exercise held by September 30, 2017.
- R4. SMCCCD Trustees should direct the District Security Director to review safety awareness and emergency protocol/procedure information provided at student orientation and make any improvements deemed necessary. This should be completed in time for the beginning of the 2016 Fall Quarter.

## REQUEST FOR RESPONSES

From the following governing bodies:

**R1, R2, R3, and R4:** San Mateo County Community College District Board of Trustees

## METHODOLOGY

### Interviews

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury.

San Bruno, San Mateo, and Redwood City Police Departments, Representatives

San Mateo Community College District, Member of the Board of Trustees

San Mateo Community College District, Officers and Officials from Public Safety

San Mateo Community College District, Representative from the Chancellor's Office

San Mateo Community College District, Representative from Emergency Preparedness

San Mateo Community College District, Representatives from Facilities, Maintenance, and Operations

San Mateo Community College District, Student Representative on the Board of Trustees

San Mateo County Sheriff's Office

Issued: July 5, 2016





August 18, 2016

Honorable Leland Davis, III  
Judge of the Superior Court  
c/o Court Executive Office  
Hall of Justice and Records  
400 County Center  
Redwood City, California

Re: 2015-2016 Grand Jury Safety, Security, and Emergency Preparedness on the San Mateo County Community College Campuses Report

Dear Judge Davis,

With great interest and appreciation we have read, reviewed, and discussed the 2015-2016 Grand Jury report addressing the questions “How well is the San Mateo County Community College District providing for the safety of students, faculty, and staff? Are comprehensive plans in place for a major emergency or threat on the three San Mateo County Community College campuses?” Our responses to both the report findings and recommendations pertaining to the matters under control of the District and at each of our Community Colleges are as follows:

**Findings:**

- F1. A Trustees’ Campus Safety Study is underway that will gather research and best practices in campus safety, and review structure, policies, and procedures on campus including addressing the issue of arming campus Public Safety Officers. The report is due year-end 2016.

**Response:**

We agree with the finding.

- F2. In an emergency, unarmed Public Safety Officers must contact local police for assistance.

**Response:**

Our Public Safety Officers, most of whom are POST-certified and many of whom have prior law enforcement experience, are properly trained and prepared to all emergencies.

We note that not all emergencies require local law enforcement involvement; for example, medical, fire or mental health emergencies. If an armed presence or other expertise is necessary, we immediately contact local law enforcement.

F3. Interviewees reported inconsistent mobile phone coverage on all three of the SMCCCD campuses.

**Response:**

We agree with the finding.

F4. The San Mateo County Community College District does not have a 911- dispatch office.

**Response:**

We agree with the finding and explicitly note that the District does not provide 911 services; 911-services are provided by the jurisdictions in which we operate.

F5. Only one or two radio(s) per campus are compatible with local law enforcements' radio system. If a Public Safety Officer encounters a crisis situation and is not carrying this special radio, emergency response time is likely increased.

**Response:**

We agree with the finding of the number of radios that local law enforcement agencies have provided to our District Public Safety Department Officers. The Public Safety Director has ordered that one officer on each campus carry the law enforcement radio on his or her person during the hours that the campuses are occupied. In the event of a crisis situation, the officer will have direct radio communication to law enforcement.

F6. Training between campus security and local law enforcement is not routinely conducted.

**Response:**

We agree with the finding and have identified the frequency of training between District, faculty, staff and students interacting with first responder organizations as an area for continual attention and improvement.

F7. On-campus emergency preparedness drills including lockdown drills for student, faculty, and staff are conducted throughout the year.

**Response:**

We agree with the finding.

F8. Student orientation does not include comprehensive information on safety awareness and emergency crisis protocols.

**Response:**

We agree with the finding.

**Recommendations:**

R1. SMCCCD Trustees should direct the District Security Director to review options for improving direct communications between campus security and local law enforcement. This may include implementing a common communications system, developing a campus-specific or district-wide dispatch system, working with local mobile phone carriers to deal with “dead spots,” or another method(s) to eliminate unnecessary delays. An improved system should be operational by July 31, 2017.

**Response:**

The District is largely satisfied with direct communications and relationships between campus security and local law enforcement organizations that provide services to us and support our operations. In support of these relationships, the District has entered into MOUs with each local law enforcement organization that provides services to our three campuses. We believe that, when considering how well the San Mateo County Community College District is providing for the safety of students, faculty, and staff, the same can be said of our relationships with fire departments, emergency medical service providers and emergency managers countywide. Nonetheless, we believe that providing for the safety of students, faculty and staff is a matter that merits deliberate and specific continuous attention. We can trace our emergency response planning efforts to pre-2001. Since 2014, the District has retained an Emergency Management Professional to provide emergency management training and related services.

The current District Security Director and his predecessor have both worked to develop excellent relationships between our Public Safety Department and state and local law enforcement, fire departments, emergency medical service providers and emergency managers countywide. We embrace these open and constructive relationships. In addition, we support the improvement of cellular communications provider systems as they benefit emergency notifications to the first responder community through mobile phones on District properties. We note that the cellular communications provider systems themselves extend beyond the control of the District.

Nonetheless, we believe that the in-progress Public Safety Study that is underway will gather research and lead us toward additional best practices in campus safety, while reviewing structure, policies, and procedures on campus. We believe that the Public Safety Study will address mitigation strategies including the use of current technology, and the direct and indirect liabilities associated with such mitigation strategies.

The SMCCCD Department of Public Safety is in the process of purchasing a new UHF digital radio system. The District anticipates the system will be in place by December 31, 2016. This system will provide interoperability with law enforcement and other first responders directly. With signed letters of agreement with each of the SMCCCD jurisdictional law enforcement agencies (San Mateo County Sheriff's Office, San Mateo Police Department and San Bruno Police Department) the new radio system will be programmed with frequencies from each of the agencies. The agencies, in turn, will have the SMCCCD DPS frequency available to be programmed in their respective radios. In emergency situations, this will allow immediate direct radio communications and will eliminate the necessity of making a phone call to police call-takers, who forward the information to dispatch which increase in response time.

In the short term, the San Mateo Police Department has provided a police radio to the College of San Mateo. This will now allow officers on all campuses in the District to have direct radio communications with their respective law enforcement jurisdictional agencies until the new system is in place. One officer on each campus will carry their respective police radio on their person during the hours that our campuses are occupied with students and/or staff.

The District is also researching options for either an on-site or off-site dispatch system. This will allow officers to communicate with a dispatcher who will answer telephone calls for service and immediately dispatch officers. The dispatcher will also take over the responsibility of making calls for officers when they are busy dealing with incidents. The dispatcher will provide this service to all campuses and will allow officers to spend more time in the field on patrol. This system will be in place by July 31, 2017.

Another example of our deliberate and specific continued attention to improving direct communications between each campus and local first responders would include a new phone system scheduled for our campuses starting this month. The new system allowed us to implement an improved e911 system. We view improvement inferred in your recommendation as more of an on-going process than the implementation of a single system by July 31, 2017.

R2. SMCCCD Trustees should direct the District Security Director to develop a comprehensive training plan incorporating all regular and any new intra-campus and

inter-campus safety exercises and training events. This plan should be published by October 31, 2016, and reviewed/updated on at least an annual basis.

**Response:**

In 2014, the District retained an emergency preparedness consultant to provide a range of emergency management training and related services, including the development of a five-year Training and Exercise Plan (TEP) for Emergency Management. The plan is considered a living document that is reviewed monthly, updated as needed, with an additional year added annually. The purpose of the plan is to guide the District's overall priorities relative to on-going emergency management training and exercises. In it, training identified priorities are documented and linked to corresponding core capabilities, which are intended to increase knowledge, skills and abilities. Identification of training priorities are based upon existing strategic guidance, threat assessments, corrective actions from previous exercises, or other factors in the realm of emergency management at institutions of higher education. Our plan identifies the training and exercises that will help build and sustain the core capabilities needed to address emergency management training and exercise program priorities throughout the District.

Our program priorities for the multi-year training plan began with a baseline of recommended training coursework for the higher education field prescribed in the Disaster Resistant California Community Colleges (DRCCC) Project. The baseline training addresses National Incident Management System (NIMS) and California's Standardized Emergency Management System (SEMS) Training Requirements from the Governor's DRCCC Task Force and the Governor's Office of Emergency Services showing specific training requirements for each higher education job category.

R3. SMCCCD Trustees should direct the District Security Director to develop a plan to implement an annual large-scale training exercise coordinated and conducted between campus security, local law enforcement, and other regional emergency response agencies. This plan should be completed by March 31, 2017, and the exercise held by September 30, 2017.

**Response:**

The five-year Emergency Management TEP described in response to the recommendation R2 includes all levels of the training and exercise continuum prescribed by the US Department of Homeland Security, Federal Emergency Management Agency, Homeland Security Exercise and Evaluation Program (HSEEP). Our 2016 exercises were conducted in May and June with a focus on either a catastrophic earthquake or severe weather incidents that notionally had an adverse impact on District operations. The three 2016 exercises included representatives from the American Red Cross, San Bruno Police and

Fire Departments, San Mateo County Sheriff's Area Office of Homeland Security, San Mateo Police Department, California Highway Patrol and the San Mateo County Sheriff's Office. Scheduling conflicts did not allow the San Mateo Fire Department, Woodside Fire Protection District and the San Francisco County Sheriff's Department to accept the invitations to attend the exercises relative to their jurisdictions.

The District provides multiple modes of emergency preparedness and management training to staff, faculty and students. Lockdown/Barricade drills are unannounced simulated campus-wide emergencies. Emergency details and directions are sent out via email, SMS text via AlertU which is a cell phone based system and the Emergency Announcement System (EAS) which broadcasts emergency information over a campus-wide public address system. These redundant emergency notification systems ensure the quickest and most direct communication with all members of our campus communities.

Each year the District takes part in the California Great Shakeout earthquake drill, a simulated earthquake in which all occupants of the District properties are directed to drop, cover and hold on. In addition, the District takes advantage of the drill to incorporate an evacuation to designated assembly areas.

Campus Crisis Workshops are one hour-long training sessions open to all staff, faculty and students. These trainings are offered several times each year at all campuses, scheduled at different times of the day. Some are held at scheduled department meetings for convenience. Participants discuss various types of emergencies and how to react to them in alignment with San Mateo County's Big Five Immediate Action Response Protocol. Responses such as Shelter in Place, Drop, Cover and Hold On, Secure Campus, Lockdown/Barricade and Evacuations are presented. Principles of the physical campus and personal security are also discussed.

On a rotating basis, administrators at each campus and the District Office are brought together for Tabletop Training Exercises (TTX) during the Fall and Spring semesters. The most recent exercises took place at each campus during the months of May and June, 2016. The District's emergency management consultant develops a disaster scenario which necessitates the activation of the campus Emergency Operations Center (EOC). Role play takes place and personnel, assuming various roles pursuant to the Incident Command System (ICS) respond to the simulated emergency and manage various situational updates that are presented throughout the exercise. These exercises emphasize continuity of operations. Representatives from local law enforcement, fire, American Red Cross and the San Mateo County Office of Emergency Services are invited to participate to lend support and share their knowledge with the exercise participants.

Honorable Leland Davis, III  
August 18, 2016  
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R4. SMCCCD Trustees should direct the District Security Director to review safety awareness and emergency protocol/procedure information provided at student orientation and make any improvements deemed necessary. This should be completed in time for the beginning of the 2016 Fall Quarter.

**Response:**

The District currently provides a significant amount of emergency preparedness information on its website, including videos on active shooter response, heart attack/AED, earthquake response and Run. Hide. Fight. There is an Emergency Response Guide, which outlines appropriate responses for various types of emergencies, evacuation maps, emergency notification systems and the Big Five Immediate Action Response Protocol.

At the beginning of the Fall Semester, the Public Safety Department will work with Admissions and Records and Student Government in directing students to the emergency preparedness information on the District's website and the distribution of Big Five Immediate Action Response Protocol documents. Beginning in the Spring Edition this information will also be included in each of the three College Catalogs.

In conclusion, the District appreciates the work of the San Mateo County Civil Grand Jury and we look forward to continuing our work with all of our college community and all first responder partners in providing for the safety of students, faculty, and staff to those we serve in San Mateo County.

Sincerely,

A handwritten signature in black ink, appearing to read "Dave Mandelkern", with a long horizontal flourish extending to the right.

Dave Mandelkern  
President, Board of Trustees