August 23, 2001

MEMORANDUM

TO: CSU Presidents
FROM: Charles B. Reed
Chancellor

SUBJECT: Executive Order No 427, Implementation of Public Safety Policy Manual Supercended by Executive Order No. 787

The attached Executive Order No. 787 modifies the California State University Public Safety Policy Manual, which was required by the agreement between the Board of Trustees of the California State University and the Statewide University Police Association July 1, 1982.

The Public Safety Policy Manual is to be implemented via the operational manuals of the California State University Police Departments on the campuses of the California State University. Assistance in reviewing and updating the operational manuals to ensure their compliance with the California State University Police Policy Manual is available through the staff of the Vice Chancellor for Human Resources.

In accordance with the California State University policy, the campus president has the responsibility for implementing executive orders where applicable and for maintaining the campus repository and index for all executive orders.

Should you have any questions, please contact Vice Chancellor Jackie R. McClain at 562-951-4455.

CBR:jj

Attachment

cc: Executive Staff, Office of the Chancellor
Executive Order 787

THE CALIFORNIA STATE UNIVERSITY
Office of the Chancellor
401 Golden Shore
Long Beach, California 90802-4210
(562) 951-4455

Executive Order: 787
Title: Public Safety Policy Manual
Effective Date: August 23, 2001
Supersedes: Executive Order 427

1. The agreement between the Board of Trustees of the California State University and the Statewide University Police Association which was implemented July 1, 1982, required the development of a systemwide Public Safety Police Manual. Article 8.2 of that agreement states:

   Within twelve (12) months of the effective date of this Agreement, the CSU shall develop a systemwide Public Safety Policy Manual. The contents of such Manual may be revised by the CSU. The Association shall be provided with a draft copy of such manual, including official revisions and shall be given an opportunity to review and offer suggestions to the CSU prior to its implementation. Such policy manual shall be distributed to all employees. The contents of the manual shall not be subject to Article 7, Grievance Procedure, of this Agreement.

The manual has been revised and updated to provide consistency in the implementation of police policy systemwide and still allow for policies to be developed that will meet local requirements. Appropriate campus vice presidents, public safety operational managers, general counsel, and the CSU Police Advisory Committee as well as representatives of the Statewide University Police Association have participated in the review.
2. The California State University Police Policy manual is hereby transmitted to the campus presidents for implementation. Presidents or their designees are directed to review and update operational manuals for their CSU Police Departments as appropriate to concur with the policies of the California State University Police Policy Manual.

3. The campus operational manuals are to meet the requirements of the California State University Police Policy Manual by January 1, 2002.

4. The California State University Police Policy Manual was developed by the CSU Police Advisory Committee under the direction of the Vice Chancellor, Human Resources. That committee will continue to assist the campuses in reviewing and updating their operational manuals as necessary. The Office of General Counsel and the CSU Public Safety Coordinator will also provide assistance.

Charles B. Reed, Chancellor

Dated: August 23, 2001
Public Safety Policy Manual
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Foreword

The California State University (CSU) Public Safety Policy Manual identifies policy direction for the specialized law enforcement program serving the system's 23 campuses and its headquarters. It establishes guidelines for operational managers in the development of local procedures. The basic philosophy running through the document should be familiar to and well understood by all personnel involved with the program. It should be noted that the scope of the police Policy Manual is the core function, law enforcement services, with limited reference to other typical public safety activities.

The collective bargaining agreement between the Statewide University Police Association (Unit 8) and the CSU, Section 8.2, requires that the CSU maintain a systemwide Public Safety Policy Manual. The contents of the manual will be reviewed for applicable revisions annually by the Systemwide Police Advisory Committee. A draft copy of any revisions will be provided to the Statewide Police Association (Unit 8) with an opportunity to review and offer suggestions to the CSU prior to its implementation. The CSU Systemwide Police Policy Manual will be distributed to all public safety employees and the Statewide Police Association.

The California State University public safety program began in 1974, commencing with a two-year pilot project on the Northridge Campus. A systemwide committee was formed that forwarded recommendations regarding a "public safety approach" for the campuses of the California State University and Colleges to the Chancellor and was reviewed by the Presidents in 1977. The report was endorsed by the Chancellor's Council of Presidents as an appropriate program in pursuing safe campuses pursuant to a directive by Chancellor Dumke in 1977.

Through the 1980s, the CSU residence population greatly increased. The problems associated with the residential growth were those experienced by small municipal police departments. Sexual assaults, alcohol, drugs, and vandalism increased. Legislation was passed mandating more involvement by university peace officers in the investigation and prevention of crimes, as well as care for the victims. As a result, public safety departments created policing programs and preventive patrols to deter crime. The growth of on-campus housing increased the complexity of planning for emergency responses to fires, earthquakes, etc. Additional parking structures were built on campuses that required increased patrols, due to the increase in auto burglaries and theft.

In the 1990s, campus police administrators, complying with increased training standards from P.O.S.T., increased legislation and governmental reporting, increased sophistication of crime trends, and the need to upgrade and continue the professionalism of campus policy agency response, collectively tried to upgrade campus public safety departments to professional police departments. Uniform standard, vehicles, equipment, training, emergency preparedness, the development of critical response units, bi-annual meetings with police chiefs, working closely with the Chancellor's Office Human Resources division, collective bargaining, and updating inadequate policies, were all essential to the increase of university police professional response. The final ingredient to this upgrade was the development of the Clinton Administration Community Policing Standards for all sworn law enforcement agencies through the Clinton Grant Programs.

Community policing is the future of successful law enforcement in the 1990s and bridging to the 21st Century. The public safety concept laid the foundation for building the CSU police departments. It allowed an easy transition for all departments, and the development of community policing programs on the campuses. CSU police departments are committed to community policing.
I. Policy Statement – Statutory and Administrative Authority

The statutory authority for California State University (CSU) police departments and police officers is contained in the California Education and Penal Codes. Campus law enforcement officers have the primary law enforcement authority on the State University campus. Campus police officers share the one-mile radius around the campus with local law enforcement as concurrent jurisdiction. Campus police authority extends anywhere in the State of California. The concept of sovereign immunity prevents local law enforcement from enforcing city and county ordinances upon a campus unless the Legislature or the campus permits it to do so.

I/001 CSU police departments are authorized in Education Code § 89560, which provides:

The Trustees may appoint one or more persons to constitute a police department for the headquarters and for each campus of the California State University. Persons employed and compensated as members of a California State University Police department when so appointed and duly sworn, are peace officers. However, such peace officers shall not exercise their powers or authority except (a) at the headquarters or upon any campus of the California State University, and in an area within one mile of the exterior boundaries of each campus or headquarters, and in or about other grounds or properties owned, operated, controlled, or administered by the California State University or by Trustees or the state on behalf of the California State University, and (b) as provided in Section 8302.2 of the Penal Code (California Education Code § 89560).

I/002 The authority of the Trustees of the California State University to establish university police departments has been delegated to the campus Presidents, as part of their responsibility for the welfare on the campus over which they preside. (Statement of General Principles in the Delegation of Authority and Responsibility; Approved by the Trustees August 4, 1961)

I/003 Each campus should develop an operational statement detailing the organizational authority of its department of public safety and the hierarchy to be followed in its administration.

I/004 Chiefs of police/directors of public safety are specialized managers within their particular communities of higher education and as such have responsibilities to their specific programs as well as to the general campus administration. They will provide resource and expertise to their presidents/ designees in the areas of technical law enforcement activities. Chiefs of police/directors of public safety will communicate to other campus administrators the services and capabilities afforded by campus police departments. Directors of public safety will advise and assist in administrative decision-making to prevent community jeopardy wherever and whenever possible. They will remain current in the prevention areas of law
enforcement services and will communicate this information to other campus administrators as appropriate.

A director of public safety denotes a non-sworn administrator and chief of police denotes an administrator certified by the California Peace Officer Standards on Training and is a sworn officer. Some campus police chiefs also use the title of director of public safety in conjunction with chief of police at their discretion.

I/005

The California Penal Code defines the authority of a CSU peace officer as follows:

The following persons are peace officers whose authority extends to any place in the state: ... (c) A member of the California State University Police Departments appointed pursuant to Section 89560 of the Education Code, provided that the primary duty of the peace officer shall be the enforcement of the law within the area specified in Section 89560 of the Education Code. (California Penal Code § 830.2(c))
II. Policy Statement – Educational/ Public Safety Objectives

II/001

An institution of higher education devotes itself to the examination of acts, ideas, concepts, and opinions and their relationships and interpretation. To carry on the intellectual exchange and creative activities of the campus, there must be an environment consistent with the values of a free society and protected from unnecessary jeopardy. Thus the campus police department on each campus has a dual function. Aside from their first duty to protect life and property, police officers, like other members of the campus community, must assign priority to safeguarding the educational environment.

II/002

As is true of any community, campuses free from crime and disorder remain an unachieved goal. Consistent with the values of a free society, it is the primary objective of each campus police department to pursue that goal. In so doing, public safety officers must enforce the law in a fair and impartial manner, recognizing both the statutory and judicial limitations of law enforcement authority and the constitutional rights of all persons.
III. Policy Statement – Organization

III/001

Campus police departments are part of the organizational structure of the campuses within the California State University (CSU). Professional law enforcement services are integral to campuses and are uniquely designed to meet effectively the requirements of communities of higher education.

III/002

Systemwide policies and certain administrative procedures emanate from the Office of the Chancellor; however, the operational programs and the implementation of policies are administered locally. Systemwide policies may consist of coded memoranda issued by divisions in the Chancellor's Office, executive orders issued by the Chancellor, systemwide police guidelines updated by the Systemwide Police Advisory Committee, various sections of the State University Administrative Manual (SUAM) and, where applicable, the State Administrative Manual (SAM).

III/003

(Reference HR #96-16 and HR #99-08)

The lines of authority flow from Presidents through various administrators to the chiefs of police/directors of public safety who are found primarily reporting to vice presidents of administration, vice presidents of business and finance, and vice presidents for Student Affairs. However, reporting relationships vary among the campuses. Administrative direction, therefore, may come from managers who have no sworn authority, while law enforcement direction is the responsibility of the chief of police.

CSU policy requires that Unit 8 employees assigned to the director of public safety and/or chief of police positions (law enforcement executive positions) be certified by the Commission on Peace Officer Standards on Training (POST).

Unit 8 bargaining employee classifications are police officer, corporal and sergeant.

III/004

Campus police provide the full range of law enforcement and policing services. Members of a university police department are charged with the responsibility to provide a safe and secure environment for (1) students to achieve their educational objectives, (2) staff and faculty to work efficiently and effectively to accomplish the university's mission, and (3) for visitors to enjoy the campus environment. This responsibility should not be taken lightly and must be faithfully met through three law enforcement cornerstone strategies: (1) apprehension, (2) intervention and (3) prevention.

(1) Apprehension is the physical presence of peace officers for the purpose of keeping order and apprehending criminal violators who seek to deprive individuals of their rights and freedoms.
(2) Prevention is an educational component that seeks to minimize an individual's chance of becoming a crime victim.

(3) Intervention is related to efforts of aiding individuals who are in need of guidance, assistance, compassion, or understanding. An example of this is providing assistance to victims of a sexual assault that is beyond the report and arrest of the perpetrator.

Control of crime scenes, preliminary investigations, specialized follow-up investigation of crimes, and the filing of criminal complaints with the prosecutorial segment of criminal justice are inherent in these functions. The responsibilities of individual police officers in carrying out these services must be identified for the understanding of involved personnel and the recipients of those services. Therefore, it is imperative that clear statements of *functional responsibilities* be established.

**III/005**

Chiefs of police/directors of public safety assign and deploy personnel and other resources within their command to best meet the needs of their campuses. Campuses may elect to accomplish law enforcement functions through varying combinations of generalist and specialist resources. The approach used in each department should be communicated for the understanding of all personnel and recipients of the services.
IV. Policy Statement – Campus Police Departments Mission

IV/001

The goals and objectives of each department should be identified for police officers, through many different processes such as team building workshops sponsored by POST and strategic planning. These goals and objectives should reflect the service orientation, preventive approach, and responsibility to the educational community inherent in the community policing approach to law enforcement services. The mission of each campus police department will be communicated to members of the community who are recipients of those services.

IV/002

Chiefs of police/directors of public safety should ensure that all members of their department understand the mission and requirements of law enforcement services on their campuses. Proactive law enforcement will be differentiated from other approaches for the benefit of all police offices and campus administrators. Police Officers should recognize this as a professional law enforcement approach that is viable in their educational community.
V. Policy Statement – Police Services

V/001

The welfare and safety of campuses will be recognized as a priority by campus police departments. Campuses will define the range of services to be available to campus community members. Police officers within the CSU will perform professional law enforcement services as necessary. Police officers will accomplish these services through a wide range of specialized assignments. Their performance also will involve non-law enforcement services to the campus community.

V/002

A fundamental tenet of the community policing approach to law enforcement services is the value of preventive activities and the use of resources in this manner. The employment of police resources in a preventive manner is the most efficient use of personnel and equipment in carrying out the mission of campus police departments. Emphasis will be given to prevention to reduce criminal activity, safety violations, and other hazards.

V/003

In an effort to reduce victimization and the loss of state and personal property, members of the campus community and the public at large will be made aware of threats and jeopardy to their health and welfare. The value of prevention programs will be communicated to all members of the educational community, with emphasis on new members among students, faculty, and staff. The campus community will receive timely warnings of violent crimes considered to be a threat to the safety of the community.

V/004

It is incumbent on each chief of police/director of public safety to establish programs that will raise the level of awareness of the entire campus community in accordance with the community policing standards. Each chief of police/director of public safety should be aware of campus problems, issues, and hazards, so that community training efforts can address potential difficulties. Each chief/director should, in developing crime preventions programs, make every effort to reach all segments of the campus and seek community involvement.
VI. Policy Statement – Criminal Justice Relations

VI/001

The spirit of cooperation between criminal justice agencies is paramount in attaining the common goal of policing. Chiefs of police/directors of public safety should develop local procedures to ensure that criminal justice continuity and cooperation exist within the jurisdictional area of the campuses. California law requires campuses to enter into written agreements with local law enforcement agencies that clarify operational responsibilities for the investigation of Part One violent crimes occurring on each campus (Education Code § 67381).

VI/002

Each campus within the CSU has a responsibility to deal with similar municipal and county criminal justice agencies on a continuous basis. Each campus is located within the boundaries of a municipal or county law enforcement jurisdiction. Further, all arrests and criminal complaints must be filed with the district attorney of the county wherein the campus is located. Cooperation is essential to ensure that arrests, complaints, extraditions, and other criminal justice functions are accomplished expeditiously.
VII. Policy Statement – Reporting

VII/001

Chiefs of police/directors of public safety should ensure that administrative information is directed as required to the State of California, the Office of the Chancellor, campus administrators, and other appropriate entities. Chiefs of police/directors of public safety are responsible for retrieving information and updating data files within the California Law Enforcement Telecommunication System for the benefit both of their services and of other law enforcement agencies. Chiefs of police/directors of public safety should analyze law enforcement data periodically for purposes of evaluation and adjustment of resources to carry out services in the most efficient manner. Chiefs of police/directors of public safety should monitor and analyze information from other areas of the campus to ensure compliance with relevant campus and systemwide procedures and policies by public safety personnel.

VII/002

The thorough and detailed collecting and recording of information obtained by police officers in the performance of their duties is a critical function. Attainment of the police mission is not possible unless comprehensive and consistent reporting exists. It is, therefore, vital that all incidents be reported and all official acts become part of police records.

VII/003

Each campus police department should develop reporting procedures and filing systems which ensure the collection of all pertinent information. Analysis and release of such data will be consistent with the highest standards of law enforcement practices. (Reference Department of Justice Publications-CLETS policies, Practices and Procedures 6/2000 and California Criminal Records Security 8/1995)
VIII. Policy Statement – Personnel

VIII/001

The effective and efficient utilization of human resources allocated to a campus police department is of paramount concern. Chiefs of police/directors of public safety will work in concert with appropriate human resource administrators to ensure compliance with general personnel policies and practices.

VIII/002

Chiefs of police/directors of public safety should pursue and support programs that facilitate the recruitment, selection, training, and retention of employees who are professional and sensitive to the educational community.

VIII/003

Police Managers and supervisors should employ accepted techniques of supervision and discipline to ensure adequate performance and conduct of police officers. Supervisors should identify their expectations for each officer and give the required guidance in meeting those expectations. The probationary period will be an inherent part of the selection of employees for permanent status within the CSU.

VIII/004

Discipline will be utilized in a positive manner and implemented progressively where appropriate to meet the requirements of each campus police department. Correction of inappropriate conduct of officers will be the responsibility of police managers and supervisors. Each officer should meet the expectations and requirements of the educational community and law enforcement.
IX. Policy Statement – Training

IX/001
The CSU adheres to the regulations and standards of the California Commission on Peace Officer Standards and Training (POST) for the employment and training of police officers. In conjunction with subscribing to POST minimum standards, all CSU police departments will strive to achieve excellence in the training of their personnel. (See Title 11, California Code of Regulations, §§1000 et seq.)

IX/002
The philosophical foundation upon which the community policing standards are based obliges each campus police department to provide a wide range of safety services to the campus community. Such services may require both specialized training and broadly based knowledge in areas of environmental health and safety, fire prevention, emergency preparedness, civil disaster, crowd control, prevention of violence in the workplace, prevention of alcohol and drug abuse, and other services. In-service training is necessary to maintain up-to-date police services.
X. Policy Statement – Communications

X/001
Each campus police department is a total service program which receives communications from a wide variety of sources and maintains its own communications system. Actions resulting from those communications can range from normal business activities to an emergency response. Each campus police department should have the continuing capacity to understand the concerns expressed in a campus context and to identify the appropriate response. Each CSU police department is responsible for maintaining its own FCC license. Campuses are encouraged to program frequencies from other campuses for mutual purposes.

X/002
The CSU maintains a Critical Response Radio System that operates on the California Multiple Radio System (CMARS, Volume Peak frequency). The CSU police administrator has responsibility for monitoring the use of the system and the FCC license.
XI. Policy Statement – Firearms

XI/001

It is the policy of the California State University as noted in Executive Order 756 that all police officers will be armed while on duty, except under unusual circumstances that make it inadvisable. Such circumstances shall be identified in advance with sufficient rationale and approved by the appropriate administrator.

XI/002

Operational training and qualification must be accomplished periodically with firearms as prescribed by Executive Order 756. Permanent and verified records should be maintained regarding the performance of each sworn officer during firearms qualification.
XII. The Systemwide Police Advisory Committee

To enhance the effectiveness of the CSU police program and provide effective communication between the police community and systemwide administration, a CSU University Police Advisory Committee has been established including in its membership a CSU Police Coordinator, the CABO police liaison, Vice President for Student Affairs liaison and four campus police chiefs, at large.

The Committee achieves its goal through objective evaluation of various elements of the police program whether existing, new, or proposed; assessment of problems and needs; development and communication of objectives in support of the police program; advising the Vice Chancellor of Human Resources and the Executive Council regarding police issues; and proposing updates for the Statewide Police Safety Policy Manual.

Representation from various areas of the Chancellor's Office and other entities from which outside expertise is available, may attend if requested.
XIII. Critical Response Unit

XIII/001

A Critical Response Unit (CRU) has been formed with approximately seventy officers employed by the CSU campus police departments. The team is divided in half consisting of one team primarily located in Southern California and one in Northern California. The team is available to supplement local CSU campus resources. The team is specially trained in various aspects of law enforcement response such as urban search and rescue, dignitary protection, crowd control, warrant service, fire fighting, vehicle extraction and other areas that would allow the team to be of assistance to a campus in the event of a disaster.