



Recommendations for Community Safety at Temple University & the Temple University Police Department

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Introduction & Summary of Recommendations

A. Overview

Temple University (“TU,” “Temple,” or “the University”) engaged 21CP Solutions (“21CP”) to conduct an assessment of campus safety, policing, and community well-being through a wide-ranging review of Campus Safety Services (“CSS”) and the Temple University Police Department (“TUPD” or “the Department”).

The evaluation was aimed at providing an assessment of CSS and TUPD and to provide recommendations for enhancing campus safety and well-being at Temple. Specifically, University President Jason Wingard initiated the review as one of several “actions that Temple University will undertake to help protect its students, staff, faculty, and north Philadelphia community members.”¹

Although 21CP’s work focused on the activities and operations of TUPD and CSS, campus safety and well-being implicates far more than the activities of law enforcement officers, security personnel, and other affiliated activities or personnel. Instead, any police department – and, especially, a campus police department – is more properly viewed as one of many potential resources available to help address community needs, solve community problems, and promote community well-being. This report addresses TUPD and CSS as critical actors in the public safety infrastructure and ecosystem at Temple – but considers them as one of many University and Philadelphia resources that help to advance safety.

Likewise, the review focused on the safety of the Temple campus community. However, as numerous aspects of 21CP’s review revealed and underscored, **campus safety and the safety of the Philadelphia neighborhoods adjoining Temple are inextricably linked**. Even as faculty, staff, and students say they feel safe within the physical boundaries of the University’s campuses, fear and anxiety about off-campus safety impacts the campus community’s overall sense of well-being. Even as TUPD and other University entities have invested substantial time and attention on programs and initiatives to enhance the safety of the campus community, the ongoing dynamics impacting North Philadelphia have continued to impact the Temple community in profound ways. Meanwhile, Temple’s prominence, size, and history ensure that it also continues to shape North Philadelphia’s communities in significant ways.

The murder of TUPD Sergeant Christopher Fitzgerald in February 2023 and the murder of Temple student Sam Collington in November 2021 are recent, unfathomably tragic, and acute demonstrations of the indissoluble relationship between the safety of the Temple University community and the safety of the Philadelphia neighborhoods where TU is located.

Many of this report’s recommendations stem from the central premise that, in the long-term, for the Temple community to be safe, the North Philadelphia communities near Temple must be safe. In turn, for North Philadelphia’s communities to be safe, Temple needs to help convene and organize a diversity of City of Philadelphia (“City”) and community stakeholders to focus on preventing crime and transforming the root causes of violence – without over-policing communities that have too often bore the burden of unfair, unjust, and inequitable policing practices.

¹ Temple University, Temple Now, Announcements, “Temple Launches New Safety Enhancements” (Jan. 27, 2022), <https://news.temple.edu/announcements/2022-01-27/temple-launches-new-campus-safety-enhancements>.

In short, 21CP's most general, but most critical recommendation, is that Temple must, modestly but with unflinching resolve, assert leadership and ensure that community members, Philadelphia stakeholders, and University community members alike come together and implement effective safety strategies – ones that promote police and residents, and University affiliates and community members, working together to co-produce public safety in North Philadelphia. **Even where Temple does not have law enforcement authority or power, it has an interest in and must exert its influence toward ensuring safety.**

B. About the Recommendations

21CP's scope of work included a charge to address:

- Crime, violence, and physical safety, including:
 - Preventing, deterring, and addressing crime and violence;
 - Response to sexual assault;
- TUPD critical actions, including:
 - Use of force;
 - Stops, searches, and arrests;
 - Fair and impartial policing;
 - The response to individuals experiencing mental, behavioral, or emotional health crises;
 - Demonstration management, protest response, and the protection of First Amendment rights;
- TUPD organization, administration, and officer support, including:
 - Organizational management;
 - Staffing and deployment;
 - Recruitment, hiring, promotions, retention, and departmental culture;
 - Training;
 - Accountability and transparency;
 - Technology and equipment;
 - Communications;
 - Employee wellness;
- TUPD engagement and coordination with outside entities, including:
 - Allied Universal Security services;
 - Neighboring police departments; and
 - The wider Philadelphia community.

21CP began its work in earnest at Temple University in May 2022 when CSS was under the direction of then-Executive Director Charles Leone. The timing of 21CP's work corresponded relatively closely with the onboarding of current Vice President of Public Safety, Dr. Jennifer Griffin. Consequently, the findings and state of operations that 21CP describes here in many instances pre-date Dr. Griffin's arrival and her initial efforts, in the Fall of 2022, to make various changes to TUPD's operations and public safety at Temple overall.

During its engagement, 21CP reviewed a substantial array of written materials, including TUPD policies and procedures; considered data on public safety generally and TUPD's operations specifically; and engaged with an array of campus stakeholders and community members from the North Philadelphia neighborhoods adjacent to Temple. The following section of this report addresses 21CP's approach and methodology.

The resulting recommendations focus on areas of greatest import and opportunity within TUPD and the University. Although 21CP's assessment of CSS, TUPD, and public safety and community well-being at Temple aimed to be as comprehensive as possible, it cannot and should not be considered exhaustive. Any large

organization like a police department performs a broad, complex array of functions and services. This makes the prospect of a single evaluation of every conceivable aspect of a police department's performance, operations, and administrative unrealistic. Indeed, large, substantial, and standalone evaluations could focus on various technology, operational, staffing, and business and administrative practices, providing an array of highly detailed recommendations. Where appropriate in this report, we note areas where it may be useful for the University to devote additional resources in the future or to partner with its rich academic and intellectual resources to explore further or to conduct additional analysis.

As noted previously, TUPD and CSS are critical actors within Temple's system of community safety. However, TUPD and CSS are not, and cannot, be alone at Temple in helping to promote and enhance safety. Many other University offices, stakeholders, programs, initiatives, and resources also play important roles in making faculty, staff, and students safe and helping to promote the well-being of all. Consequently, although many recommendations address or involve TUPD and/or CSS, many others instead address the University. Where this report references the Police Department as opposed to the University, or vice-versa, the distinction is intentional and important.

21CP approached its engagement at Temple, and the crafting of the recommendations contained in this report, with humility. Although we believe that the recommendations outlined here are grounded in best practices, emerging and promising public safety approaches, and an understanding of critical campus and community dynamics, 21CP is not a part of the Temple University community. It is very possible, if not probable, that these and other limits to our approach may have led us to overlook details, miss nuance, or bypass some areas of importance.

Further, the safety and crime dynamics in which Temple operates are shaped by decades and generations of complex and interrelated factors. As Temple's Violence Reduction Task Force observed in its October 2022 report, "[t]here is a connection between crime and social and economic inequality and other effects of racism."² With those dynamics, challenges, and inequalities entrenched over long periods, some of this report's recommendations speak of the sustained, inevitably long-term work that will be necessary to alter more fundamentally the factors that lead to crime and violence in the broader Philadelphia community. **There are unfortunately no easy answers or quick fixes to changing the underlying dynamics that occur with, influence, and are the root causes of violence and crime in North Philadelphia.**

Although its recommendations must therefore be broader, and implicate stakeholders beyond Temple or suggestions that Temple assert influence or leadership with other Philadelphia stakeholders, this report also aims to provide specific guidance, and practical recommendations, for Temple and TUPD. Many recommendations are highly specific or unique to Temple; its safety services; the needs of the campus community; and dynamics surrounding crime, safety, and well-being on and near TU's campus.

However, Temple is certainly not alone in encountering the topics that this report addresses. 21CP has conducted similar reviews for other universities and municipalities raising the same issues and topics. Perhaps unsurprisingly, then, given the common challenges that academic institutions, communities, and police departments are facing, some of the recommendations we propose for Temple University and TUPD are also similar. Indeed, some portions of this report address the logic and rationale for those recommendations using the same language, examples, discussions, and/or citations as we did in reports prepared for other communities or in other contexts. Nevertheless, even where this report makes the same or similar recommendations to those that may apply to other

² Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University 4* (Oct. 2022), https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

communities, the specific realities of Temple, the campus community, and North Philadelphia’s communities are the focus and foundation of all of this report’s recommendations.

The inclusion of a recommendation in this report does not mean that TU or TUPD are deficient or has previously performed poorly in that area. Many recommendations point toward additional steps, new approaches, or further enhancements that Temple can take to enhance public safety further in the future. In 21CP’s experience, all organizations – even those fulfilling their duties well and capably – can benefit from improvements and refinements to the way they do their work. TUPD and Campus Safety Services are no exception.

Likewise, neither the number of recommendations nor the length of this report can be interpreted as meaning that TUPD has a corresponding extended list of things that are deficient, wrong, or need fixing. Instead, the breadth of recommendations and number of pages reflect the University’s affirmative and voluntary desire, to be subject to a comprehensive, outside review. That willingness is consistent with the type of critical self-analysis necessary to ensure that TUPD and TU can effectively navigate public safety challenges going forward.

The number of recommendations in this report also reflects the fact that many complex challenges have complex solutions. Systems of public safety that promote collective well-being, fairness, opportunity, and equity can be neither adequately created nor explained in 240-character social media postings.

As it outlines various recommendations, this report endeavors to summarize efforts that Temple, TUPD, and/or Vice President Griffin have already taken with respect to specific recommendations. Indeed, during its engagement with Temple, 21CP has been impressed by Dr. Griffin’s independent identification of opportunities that TUPD and CSS might take to enhance the quality of Temple’s safety services and the speed, in many areas, with which work has begun in earnest to realize those changes.

Finally, this report does not have all of the answers. We do not have all of the answers. For that matter, it is unlikely that any one Temple or Philadelphia stakeholder alone has all of the answers when it comes to issues surrounding safety and well-being at the University. The purpose of this report is, instead, to identify some approaches that the University, TUPD, and the Temple community might take to further promote campus safety and well-being going forward.

C. Summary of Recommendations

The following chart summarizes this report’s many recommendations. Various sub-recommendations, which are discussed specifically in the pages that follow, are omitted for clarity.

There are a few recommendations that 21CP urges Temple to address immediately because we believe they are critical both to improving safety and addressing the underlying factors contributing to the violence in the communities around Temple University:

- **Establishing, implementing, and sustaining a Temple-Community Safety Partnership Zone with the purpose of making the North Philadelphia area within the Zone a safer, better place to live, work, and thrive.** This partnership must be comprised of members representing Temple, City entities, institutional stakeholders like non-profits, businesses, and community residents that work together in the “co-production” public safety in the North Philadelphia area within the Zone. A detailed discussion of this concept is provided.
- **Creating a Response Resource Task Force comprised of representatives of the University, the City, the Philadelphia Police Department (“PPD”), District Attorney’s Office, and other**

state and federal law enforcement agencies, among others. The Task Force should coordinate strategy and tactics and ensure that all safety resources are aligned in terms of mission and scope – and to ensure that the presence of any additional police officers at and around Temple does not lead to the type of counterproductive, aggressive, or unlawful policing that in other contexts has sometimes accompanied the presence of heightened police resources.

As part of its initial work, the Response Resource Task Force should consider:

- ***Engaging the Pennsylvania State Police to provide supplementary patrol services in the North Philadelphia communities adjacent to Temple.*** Understanding the extent to which PPD’s resources are regularly over-extended, TU should explore the possibilities of Pennsylvania State Police personnel providing supplementary policing services. These services might be provided during regular officer duty or through a special overtime or off-duty arrangement. Because the State Police has existing authority to patrol anywhere within the Commonwealth of Pennsylvania, it is 21CP’s understanding that North Philadelphia and Temple could begin benefitting from the presence of such officers immediately. If such resources are deployed, the State Police and Temple need to work actively to ensure that State Police officers are deployed strategically and in a manner that aligns with the values of the TU and North Philadelphia communities where they will be working.
- ***Establishing new, immediate hiring incentives for qualified lateral officers from other law enforcement agencies to ensure capable, community-service-oriented officers to help TUPD prevent violence and address crime in the short-term.*** Officers already certified by the State of Pennsylvania have a much shorter training and orientation time before patrolling the campus. We make this recommendation with the caution that lateral officers must be thoroughly vetted to ensure they have a service orientation and can uphold TUPD’s mission and values.
- ***Establishing new programs for cultivating Temple officers from TU itself.*** Another mechanism that TU can establish quickly to field a high-quality group of new TUPD candidates may be a program that provides a total tuition forgiveness to students who sign up to work for TUPD and successfully do so for an identified period of time. The presence of more personnel within TUPD with longstanding familiarity and affiliation with the Temple and North Philadelphia communities can likely be a substantial benefit to the University and surrounding neighborhoods.

Highlighting the recommendations above should not suggest the other recommendations in our report are insignificant. All of this report’s recommendations can help enhance the safety and well-being of the Temple’s campus, community, and officers, as well as the North Philadelphia communities adjacent to the University.

Many of this report’s recommendations relate to long-term, complex initiatives that the University will need to undertake to help shape longstanding, underlying dynamics. These types of recommendations cannot be accomplished overnight. Instead, TU and its partners often will need to design or implement some new or re-energized approaches across time. **Other recommendations implicate shorter-term steps that TUPD and the University can take to enhance the quality and effectiveness of campus safety services.** Table 1, and the discussion of recommendations that follow, attempts to note specifically where recommendations implicate a long-term time horizon and, alternatively, where recommendations lend themselves to more immediate completion.

Table 1. Summary of Major, Numbered Recommendations with Projected Time Horizon for Full TU, TUPD Implementation

		<i>Time Horizon for Full Implementation</i>		
		<i>Short-Term</i>	<i>Medium-Term</i>	<i>Long-Term</i>
Number	Recommendation			
Area 1: Crime, Violence, and Physical Safety				
I. Preventing, Deterring, and Addressing Crime & Violence				
1	Temple University should take the lead in establishing with community and city stakeholders a formal, centralized Temple-Community Safety Partnership Zone geared toward making the area adjacent to and surrounding TU safe and supportive for all who live and work there (the “Safety Partnership Zone”).			
1.1	The Safety Partnership Zone should be a collaborative effort that engages with the needs of the community that lives in the areas of Philadelphia near TU, those TU affiliates who live in or interact with those areas, and the many governmental and community resources that address the needs and issues of those areas.			
1.2	The Safety Partnership Zone, along with University leadership, should help to establish a renewed partnership between Temple and the Philadelphia Police Department – with TU and PPD coordinating dynamically to address safety issues in the areas surrounding the TUPD campus. This should include PPD and TUPD pairing up to provide joint or cooperative patrol services (i.e., co-mingled teams of TUPD and PPD members) in the areas immediately surrounding TU.			
1.3	The Safety Partnership Zone should address crime and violence, quality of life, and community care issues from a 360-degree perspective. In particular, it should, consistent with a problem-solving orientation, (a) build upon the recommendations of the Violence Reduction Task Force and other Philadelphia organizations to address the root causes of safety and crime, and (b) focus on potential mechanisms for promoting community well-being and quality of life issues impacting everyone who lives in the neighborhoods beyond the boundaries of Temple’s physical campus.			
1.4	TU, in coordination with the Safety Partnership Zone, should streamline and expand efforts to provide enhanced services to local landlords and business owners in alignment with Temple’s deterrence-oriented, collaborative, and problem-solving approaches to community safety.			
2	TU should form a Response Resource Task Force to address short-term public safety staffing needs at Temple and in the communities adjacent to the University.			
3	TU should engage candidly around the best ways of providing information to students, parents, and others about various types of off-campus housing locations.			
4	TU should explore formalizing and implementing a re-imagined, differential response model for on campus calls for service and issues – seeking to match the right University response to each problem.			
5	Temple should regularly evaluate the operations of its off-campus shuttle system and escort program to balance student needs, safety dynamics, and University resources.			
6	Temple and TUPD should design and offer enhanced public safety orientations, training, and resources to students.			

		Short-Term	Medium-Term	Long-Term
Number	Recommendation			
7	TU, as well as TUPD, should develop stronger partnerships with existing University resources that address community safety and crime to promote and enhance violence reduction and safety initiatives.			
8	Temple should establish a renewed, cross-University resource preparedness and training plan to engage with the campus community on active shooter and major-incident preparedness. These initiatives should involve PPD as a critical partner.			
9	TUPD should create an Annual Camera Plan that provides a process for identifying required maintenance, upgrades, and additions to on-campus security cameras.			
10	TUPD should conduct a focused assessment of building security and access protocols.			
II. Response to Sexual Assault				
11	TUPD and TU should review their current sexual assault services available to victims to ensure all aspects are trauma-informed, victim-centered, and multi-disciplinary.			
12	TUPD should develop – in collaboration with the University’s Title IX office and other appropriate University departments – a standalone policy that addresses TUPD’s response to, and investigation of, sexual assaults.			
13	Procedures and guidelines surrounding the response to sexual assault should be codified in a Standard Operating Procedure (“SOP”) that outlines the roles, responsibilities, sharing of information, and mechanisms for ensuring the support of the victim among TUPD, TU’s Title IX Office, Women Organized Against Rape (“WOAR”), and the Philadelphia Police Department Special Victims Unit, among others.			
14	All TUPD personnel should receive training on the Department’s new policies and procedures regarding the response to an investigation of sexual assault and harassment incidents. The training should address topics including the effects of trauma on memory, victim-centered interaction techniques, and services available for victims and the referral process.			
15	TU and TUPD should explore the potential value of establishing a victim’s service function within TUPD to improve the sharing of information among patrol officers, TUPD investigators, and the University’s Title IX Office.			
Area 2: TUPD Organization, Administration, and Officer Support				
I. Organizational Management				
16	The University needs to ensure better cohesion within TUPD – both at the level of leadership and, especially, at the level of rank-and-file or in-the-field personnel.			
16.1	To promote integration among public safety services and facilitate the enhancement of off-campus safety initiatives, TU should consider maintaining a separate Vice President of Public Safety and Chief of Police.			
16.2	TU and TUPD should explore intermediate- and long-term mechanisms for having TUPD physically located in one location.			
16.3	TU and TUPD should establish cross-functional work teams to develop and improve policies, programs, equipment, tech, and training.			
II. Staffing and Deployment				
17	TUPD should create and staff a variety of training-focused positions to ensure robust, meaningful adoption of an enhanced officer training paradigm.			

Number	Recommendation	Short-Term	Medium-Term	Long-Term
18	TU should (a) conduct a staffing analysis, and (b) implement a comprehensive staffing plan to ensure appropriate personnel and deployment across public safety resources (including TUPD, Temple security, and Allied security) (the “Staffing Analysis & Plan”).			
19	TUPD should develop a revised, codified deployment plan – accommodated and reflected in the Staffing Analysis & Plan – that give greater emphasis to bike, foot, and other non-motorized modes of patrol.			
20	TUPD’s revised, codified deployment plan should be based on, and reflect, call volume, and community needs.			
21	TUPD should consider growing the ranks of supervisor to ensure enhanced supervision across all shifts.			
III. TUPD Recruitment, Hiring, Promotions, Retention, and Departmental Culture				
22	TUPD should update its current policy on recruitment and hiring, GO 32.1, which was last updated more than five and a half years ago.			
23	TU and TUPD should construct a written recruitment plan for TUPD and Temple security personnel.			
24	TUPD should draft and implement written policies on promotional processes and assignments.			
25	Every TUPD employee should have an individualized training plan that reflects and incorporates mandatory requirements for certifications, opportunities for employee development, and instruction that addresses performance improvement needs.			
26	TUPD should identify mechanisms for encouraging and incentivizing employees to take advantage of advanced educational opportunities.			
27	TUPD and TU should explore whether a buy-out for TUPD employees eligible for retirement is feasible.			
28	TUPD should hold regular leadership team meetings that include lieutenants to discuss crime and disorder issues and solutions, community concerns and complaints, and progress in supporting and advancing the Safety Partnership Zone initiative.			
29	TUPD should conduct an annual leadership retreat to review areas of progress, challenges, potential solutions, and actions for the next year.			
IV. Public Safety Personnel Training				
30	TUPD should adopt and incorporate an enhanced, updated training paradigm grounded in adult learning techniques, skill-based instruction – including the use of integrated scenarios, group discussions, oral and verbal scenarios, interactive exercises, and evaluated opportunities to practice real-world situations.			
31	CSS should develop, implement, and periodically update a strategic training plan (the “Training Plan”) for public safety personnel.			
32	TUPD should strengthen and expand the training that it provides to new employees by (a) updating and strengthening the FTO program, and (b) including in the initial FTO or on-the-job period an opportunity for new employees to rotate among various functions (dispatch, investigations, patrol, etc.).			
33	Temple University needs to develop and implement joint training across all public safety entities – including but not limited to TUPD, Temple security, Allied security, and other campus entities with response duties, such as Residential Advisors.			

Number	Recommendation	Short-Term	Medium-Term	Long-Term
34	Temple and CSS need to develop and provide regular, ongoing, and more robust training to Allied security personnel to ensure a more unified, strategic safety response across public safety services on campus.			
V. Accountability and Transparency				
35	TUPD should explore the creation of a detailed Disciplinary Matrix to ensure that corrective action is fair, impartial, and consistent with the nature of the underlying deviations from Departmental expectations. The Department should create or update other policies to address the disciplinary and civilian complaint processes.			
36	Temple should work to ensure greater clarity and transparency regarding the receipt, investigation, and adjudication of misconduct complaints against Allied Security personnel.			
37	To promote transparency and an expanded understanding of TUPD's duties and responsibilities, the Department should make its policies easily accessible on-line to the campus community and general public.			
VI. Technology and Equipment				
38	TUPD should (a) conduct a comprehensive assessment of TUPD's current technology, and (b) develop a plan to ensure that the Department's technology aligns with the mission, vision, and needs of TUPD and the Temple community.			
VII. Communications				
39	TUPD should ensure that permanent supervisors (sworn or civilian) with clearly identified supervisory tasks and responsibilities work each shift at communications.			
40	TUPD should ensure adequate space for communications dispatchers to use during breaks.			
41	TUPD should provide enhanced training curriculum for communications personnel.			
42	To promote an enhanced relationship between patrol and communications, TUPD should conduct ongoing, reciprocal "ride-alongs" between personnel from both functions.			
43	As part of TUPD's overall Staffing Analysis & Plan, it should conduct a detailed, strategic analysis of communications staffing.			
VIII. Employee Wellness Programs and Initiatives				
44	TUPD should explore creating a dedicated Employee Wellness Program to promote the mental and physical health and well-being of Departmental employees.			
Area 3: TUPD Engagement & Coordination with Outside Entities				
I. Allied Security Services				
45	TU and Allied Security should work to update its existing contract to ensure that Allied is incorporated in an enhanced, robust way as a critical public safety resource on campus.			
46	TU should craft strategic communications and outreach initiatives aimed at ensuring that TU stakeholders understand the distinct, important roles of various public safety services on campus.			
47	TU should work with Allied to enhance the consistency and quality of security service at campus buildings.			
48	CSS should ensure improved, enhanced communication, information-sharing, and training between and among TUPD and Allied Security personnel.			
II. Relationship and Coordination with Neighboring Police Departments				

Number	Recommendation	Short-Term	Medium-Term	Long-Term
49	TUPD should conduct joint training and cross-trainings with City of Philadelphia safety resources and Temple safety responders, including training on active shooters, large protests, and hazmat response.			
III. Community Engagement				
50	TUPD should develop and utilize a comprehensive Community Engagement and Partnership plan that communicates and coordinates its internal and external public safety engagement and partnership efforts.			
51	Community engagement and problem-solving should be a department-wide philosophy, with each member of the Department an important part of these efforts – instead of having community engagement operating as a specialized “unit” isolated from TUPD’s other work. This philosophy should be expressly incorporated into enhanced policies, training, and supervisory practices.			
52	Temple and TUPD should establish a Temple Public Safety Advisory Board to ensure ongoing campus community participation on matters relating to campus community safety and the operations of TUPD.			
Area 4: TUPD Critical Interactions				
I. Use of Force				
53	TUPD should revise its use of force policies to provide clearer guidance to officers on when force may be used and to reflect additional best practices.			
54	Consistent with other recommendations, TUPD should provide regular, integrated, and scenario-based force training focusing on decision-making skills and the application of TUPD force policy in real-world situations.			
II. Stops, Searches, Seizures, and Arrests				
55	TUPD should establish a new, separate General Order that streamlines guidance for officers on all non-voluntary interactions, including stops, detentions, searches, and arrests.			
56	TUPD should require that officers document all non-voluntary interactions, preferably in a centralized database, and that supervisors review such documentation pertaining to non-voluntary encounters, including stops, detentions, searches, and arrests.			
III. Fair & Impartial Policing				
57	TUPD should revise its existing policy on Biased-Based Profiling (General Order 1.2.9) to ensure that it specifically and clearly communicates expectations to officers and the campus community. Temple and Allied security personnel should also adopt policies and practices consistent with these changes.			
58	TUPD should require the regular, independent analysis of data on officer and aggregate departmental performance to determine if any of its activities, programs, or enforcement approaches are having a disproportionate impact on specific groups, communities, or types of individuals.			
59	As possible, TUPD should make information about complaints relating to bias, profiling, and discrimination available on its website, along with information about the adjudication of investigations of such complaints.			
60	TUPD should work with the Temple campus community – including students; faculty; staff; and representatives of the University’s Diversity, Equity, and Inclusion-related (“DEI”) and Institutional Diversity, Equity, Advocacy and Leadership (“IDEAL”) departments and initiatives – and those from the neighborhoods surrounding Temple to design enhanced			

Number	Recommendation	Short-Term	Medium-Term	Long-Term
	Department training on cross-cultural competency, the history of and effects of policing on (a) campus communities and (b) the Philadelphia community, and cultural efficacy.			
IV. Mental Health & the Response to Individuals Experiencing Mental, Behavioral, or Emotional Health Crises				
61	TU should explore establishing a diversified response approach to mental health crises on campus. The deployment of alternative responders or co-responders to situations involving mental or behavioral health challenges must be accompanied by related policies and training protocols for effective implementation.			
62	TU and TUPD should ensure that calls for service data better captures the prevalence and nature of calls related to mental and behavioral health issues.			
63	TUPD should revise and update its General Orders, in collaboration with professional staff from Tuttleman Counseling Services, Student Affairs, and other University resources on campus that interact with individuals experiencing mental or behavioral health challenges.			
64	As part of a larger re-evaluation of current officer training, and the creation of a strategic training plan for TUPD, additional, in-depth training on interactions with individuals in mental and behavioral health crisis should be provided to all Temple University public safety personnel, including TUPD, Temple Security, and Allied Security personnel. Training on mental and behavioral health issues should be created in consultation with Counseling Services personnel and may include collaborative training.			
65	Temple’s Campus Safety Services Website should include enhanced information on mental health services, the role of TUPD in mental health service response, and additional information related to crisis response.			
V. Demonstration Management, Protest Response, and the Protection of First Amendment Rights				
66	TUPD should develop a revise and enhance its General Orders relating to protest response, demonstration management, crowd management, and the protection of First Amendment rights.			
67	TUPD should develop and deliver training to all personnel regarding First Amendment rights after the finalization of a policy on protest response, demonstration management, and related First Amendment issues. These issues should also be the subject of regular, ongoing training.			
68	The Department should ensure it has a clear policy on responding at the request of other law enforcement agencies to off-campus First Amendment events and should communicate this policy to the campus community.			

Methodology & Community Engagement

21CP typically bases its assessments and recommendations on an analysis of three primary sources of information or data: paper, performance, and people. Our work at TU was no exception.

First, 21CP examined an array of written materials and information concerning policing, public safety, and campus safety at Temple. This included various policies, procedures, protocols, training materials, annual reports, and a number of other types of written materials. All of these materials assisted 21CP in gaining a better understanding of the current systems and structures pertaining to campus safety and the areas of focus outlined above. Documents related both to the University generally and specifically to TUPD, which was cooperative, helpful, and engaged with 21CP throughout the assessment. 21CP evaluated written materials in light of an array of best practices, emerging approaches, and national standards. Throughout this report, we detail or reference the specific materials, and the best, emerging, or promising national practices used to consider those materials.

21CP notes that its review did not independently investigate any cases or evaluate specific incidents in isolation. It likewise did not seek to evaluate any causal relationships between specific public safety efforts and crime outcomes. Instead, this report focuses on TUPD's overall practices and how its policies, procedures, protocols, systems, and systemic approaches contribute to those practices. It also addresses how the resources, structures, and processes of the University, beyond TUPD, contribute to campus safety and well-being.

Second, 21CP considered some overall, aggregate information about safety, crime, and violence at and near the University. Specifically, 21CP examined data relating to crime, calls for service, TUPD's enforcement activity, the University's engagement the Philadelphia Police Department, and other information related to the public safety challenges that TU, as well as the neighborhoods near the campus, face.

Third, between April 2022 and November 2022, 21CP engaged in a sustained effort to engage with the Temple community. This engagement included focus groups and interviews with campus stakeholders and community members. It also incorporated feedback and experiences shared through a

“Voices of Temple” email specifically created to receive anonymous community input.

Across all engagement mechanisms, 21CP obtained input and feedback from approximately 256 individuals. That number includes 43 individuals who engaged via the “Voices of Temple” email address.

21CP wanted to engage with a much larger number of campus community members and stakeholders – especially students and faculty. However, despite establishing multiple avenues of engagement and the dissemination of various University-wide communications, which are also summarized in greater detail below, about 21CP's work generally and specific opportunities for engagement, fewer community members chose to engage with 21CP than the project team would have ideally wanted.

Temple's academic calendar influenced the nature and cadence of 21CP's engagement efforts. Pursuant to numerous conversations with Temple administrators and leadership, the 21CP team aimed to focus engagement efforts during times when students, faculty, staff, and external stakeholders were not otherwise focused on examinations, grading, or breaks.

21CP strove to engage with a diverse array of University stakeholders. The various engagement mechanisms that 21CP pursued were aimed at creating accessible opportunities for University community members to share opinions, views, values, histories, experiences, and ideas surrounding public safety and well-being on campus. The following sections detail more specifically 21CP's efforts to engage various TU community groups.

1. Student Engagement

21CP conducted three open listening sessions for students, as well as two additional sessions for Resident Advisors. A further session was conducted with student government representatives. Additionally, 21CP was invited to a monthly student government meeting in September 2022 that focused on public safety.

To promote and encourage student participation in the listening sessions, 21CP worked with staff from Temple's

Student Affairs office who, in turn, sent out emails to students during the third week of October and the first week of November 2022 providing information about the upcoming listening sessions. That communication also provided students with the “Voices of Temple” email established to receive feedback. Separately, Temple Student Government provided information about 21CP’s presence on campus and the opportunity for student engagement in communications about upcoming events. Further, 21CP engaged various University leaders who support students and student organizations on campus, such as University Housing and Residential Life. Through their efforts, invitations to the listening sessions were circulated to numerous formal, identity-based student groups and associations.

In addition to these targeted communications to students, Temple University distributed to approximately 50,000 recipients (encompassing students, faculty, staff, and other individuals affiliated with Temple) two University-wide e-mail messages – in January 2022³ and March 2022⁴ – addressing public safety and prominently discussing 21CP’s review. The University also published several news stories on its website addressing 21CP’s work and engagement with campus community members.⁵

Student listening sessions occurred on various days of the week and times of day. Some were in-person, while others were virtual. In an effort to be respectful of student time, focus groups were structured to last no longer than 90 minutes. 21CP provided a heavy snack.

To facilitate high-quality, in-depth conversation in a supportive and inclusive environment, 21CP intended to limit these open sessions to 25 registrants per session at the outset. Such smaller-group settings aim to support individuals who experience discomfort, fear, trauma, or difficulty discussing issues surrounding safety, policing, law enforcement, University administration, and related issues. Additionally, the focus group setting allows for moderators to ensure that equal opportunity to contribute and speak is provided to all

participants. Further, in contrast to large, “open mic”-style forums, smaller discussion groups enable those who are less comfortable with public speaking or disclosing personal information and details to a large group to participate in a more supportive context. Lastly, for those sessions that occurred virtually, the online video platform offered participants the option to communicate (via “chat”) directly and privately with facilitators.

Focus groups were facilitated by a member of the 21CP team. Although a 21CP team member took notes, all participants were assured that their participation was voluntary and confidential – and that, although 21CP might characterize or quote various aspects of their comments, their names and identities would not be disclosed. Meetings were not recorded, and no names or other identifying information was documented.

Despite the various types of sustained communication and outreach outlined above, and a number of efforts by Temple staff and administrators, student participation was low for the listening sessions. A total of 12 students attended the various focus group sessions. Consequently, no student who signed up for a listening session or logged on to the video conference platform was turned away.

2. Temple Student Government Campus Safety Survey

In many of its prior public safety assessments, 21CP has designed and administered electronic community surveys to supplement in-person and interactive engagement initiatives and maximize opportunities for feedback to be received from a diversity of stakeholders and perspectives regarding safety.

Temple’s Student Government (“TSG”) fielded a survey of students “between January 24 and February 6, 2022” in order “to assess students’ perceptions of safety as well as their knowledge, use[,] and satisfaction with campus safety

³ Temple University, Temple Now, Announcements, “Temple Launches New Safety Enhancements” (Jan. 27, 2022), <https://news.temple.edu/announcements/2022-01-27/temple-launches-new-campus-safety-enhancements>.

⁴ Temple University, Temple Now, Announcements, “A Campus Safety Update” (Mar. 23, 2022), <https://news.temple.edu/announcements/2022-03-23/campus-safety-update>.

⁵ Ayana Jones, Temple University, Temple Now, News by Topic, “Charles Ramsey Highlights Importance of Engaging Community Stakeholders During Campus Safety Audit” (Jul. 11, 2022),

<https://news.temple.edu/news/2022-07-11/charles-ramsey-highlights-importance-engaging-community-stakeholders-during-campus>; Stephen Orbanek, Temple University, Temple Now, News by Topic, “President Wingard Meets With Former Philly Police Commissioner” (Apr. 15, 2022), <https://news.temple.edu/2022-04-15/president-wingard-meets-former-philly-police-commissioner>; Stephen Orbanek, Temple University, Temple Now, News by Topic, “Temple Launches New Campus Safety Enhancements” (Jan. 26, 2022), <https://news.temple.edu/2022-01-26/temple-launches-new-campus-safety-enhancements>.

surveys.”⁶ “[D]esigned in collaboration with Temple Safety Services and the Office of Institutional Research and Assessment . . . , [a] total of 5,313 students submitted usable responses” – or about 16.7% of “undergraduate, graduate, and professional students on the Main, Health Sciences, Center City[,] and Ambler campuses.”⁷ Respondents were primarily undergraduates (78%), and most (58.5%) “lived on or near campus.”⁸ At least in terms of undergraduate responses, which were “well[-]represented across classes,”⁹ “61% were [w]hite, 9% Black, and 8% two or more races,” with another 22% identifying as some “other race/ethnicit[y] or preferred not to respond.”¹⁰ A “[m]ajority of respondents” – nearly 63% – “were women/cisgender.”¹¹

The survey itself included closed and open-ended questions about student feelings of safety on- and off-campus, perceptions of crime, interactions with Temple safety services, awareness of various safety resources at Temple, and other topics.

Given the significant participation of students in the TSG survey effort, the recent timeframe during which it was conducted, the high-quality method and approach that the survey employed, the highly material substantive areas that the survey covered, the participation of various institutional stakeholders, and concerns about students being less interested in completing a new survey covering similar ground so soon after completing the TSG survey, 21CP and University representatives agreed that the TSG survey obviated the need for a separate survey initiative.

Although 21CP reviewed previously published summaries and analyses of the survey data from April 2022, 21CP requested and received the underlying, original data from the survey. 21CP conducted its own, independent analysis of survey responses. As it would when considering the results from feedback instruments that it had designed and administered, the project team primarily analyzed the rich content and substance of responses to open-ended questions to which respondents could provide comments in their own words.

This report’s discussion, characterization, or quotation of individual survey responses does not mean that 21CP found such feedback to be true or to be more important than other responses. Instead, individual feedback is cited to give examples of the array of themes and trends that surfaced throughout feedback obtained not from just the larger group of more than 5,000 survey participants but also across 21CP’s other engagement activities. Simply, the discussion of community views and opinions does not mean that 21CP agrees or disagrees with them – but that, instead, that the views are sufficiently material that they warrant surfacing within the context of this report.

3. Faculty, Staff, and Administrators

21CP met with a number of TU faculty, staff, and administrators, including but not limited to personnel affiliated with the following University offices, groups, and organizations:

- Office of Diversity, Equity & Inclusion;
- Human Resources;
- Wellness Resource Center;
- University Housing and Residential Life;
- Student Affairs;
- Faculty Senate;
- Office of University Counsel;
- North Central Special Services District;
- Good Neighbors Program Representative; and
- Title IX Offices.

The University circulated an email on September 21, 2022 to over 8,000 faculty and staff members highlighting 21CP’s desire to engage and outlining modes of engagement, including providing the “Voices of Temple” email address.

4. TUPD Personnel

21CP engaged with numerous members of the TUPD – including leaders, managers, officers, civilian staff, emergency dispatchers, and Allied Security officers and leadership. 21CP

⁶ Temple Student Government, *Campus Safety Survey Spring 2022* 1 (Apr. 13, 2022); see Temple University, News, “Temple Student Government Releases Results From Campus Safety Survey” (Mar. 14, 2022), <https://news.temple.edu/2022-03-14/temple-student-government-releases-results-campus-safety-survey>.

⁷ Temple Student Government, *Campus Safety Survey Spring 2022* 1 (Apr. 13, 2022).

⁸ *Id.*

⁹ TSG Campus Safety Survey, *Overview of Findings* 3 (Apr. 13, 2022).

¹⁰ Temple Student Government, *Campus Safety Survey Spring 2022* 1 (Apr. 13, 2022).

¹¹ TSG Campus Safety Survey, *Overview of Findings* 3, 7 (Apr. 13, 2022).

endeavored to speak with TUPD personnel across various ranks, assignments, and number of years with the Department.

Various discussions addressed current TUPD and officer interactions with campus community members, response dynamics, campus safety and crime trends, the role and function of TUPD officers and security personnel on campus, the Department's internal culture, formalized community engagement and outreach efforts, and many other topics.

21CP requested, on numerous occasions and by both phone and email, to engage with the President of the Temple University Police Association. Although scheduled to speak at one point with 21CP Partner and Principal Consultant, and former PPD Commissioner, Charles Ramsey during a ride-along, as of this writing, the President has yet to make himself available to meet with 21CP.

Nevertheless, 21CP did meet with other members of the Temple University Police Association who provided extremely valuable feedback and critical perspectives – a number of which are summarized and discussed throughout this report.

5. Parents, Alumni, and Others With Extended Relationships with TUPD

21CP also spoke with parents of Temple students and some alumni, including some Temple faculty, staff, and alumni with children currently enrolled as students at the University. Additionally, some “Voices of Temple” emails received were from parents of Temple students.

6. City of Philadelphia Stakeholders

21CP engaged with various leaders within the City of Philadelphia and the Philadelphia Police Department. At the time of 21CP's engagement, the command staff of the 22nd District, the PPD district that encompasses and serves Temple, was in flux. However, 21CP still spoke to commanders at the highest ranks of PPD. City and PPD representatives provided perspectives on community violence in Philadelphia, Temple campus safety, and on public safety services generally in Philadelphia.

7. The Role of Community Engagement in the Assessment and Report

Regardless of affiliation or relationship to the University – whether they be students, faculty, staff, administrators, members of TUPD, Philadelphia stakeholders, or others – individuals elected to speak with us or voluntarily submitted comment to the “Voices of Temple” email. This means that campus participants in 21CP's engagement were self-selected, not randomly selected. Consequently, the views of participants cannot be extrapolated to the University community or any particular subgroup.

In other words, the views of participants in our community conversations and electronic mail may or may not represent or reflect the opinions of the University community as a whole. For instance, it may be that individuals with more positive views about public safety on campus, or with more positive experiences involving TUPD at Temple, were more likely to engage with 21CP. Alternatively, it may be that individuals who say they feel less safe on campus, or who raised concerns about TUPD's presence on campus, were relatively more interested in talking about such issues and were therefore more represented in focus groups sessions or email feedback than they are among the overall University community.

Likewise, the “sample” of the Temple community with whom we spoke, including both focus groups and through the “Voices of Temple” email, cannot be considered statistically significant. This means that it is entirely possible that, during our engagement process, some important views were not, or were not sufficiently, represented simply because of the particular nature of the individuals with whom we interacted.

Despite these limitations, small-group discussions, semi-structured interviews, focus groups, and convenience-sample-based questionnaires are, as many members of the University community will recognize from their academic pursuits and inquiries, nonetheless appropriate and useful methods of qualitative research:¹²

[Q]ualitative research . . . allows you to identify issues from the perspective of your

¹² See, e.g., Steven J. Taylor, et al, *Introduction to Qualitative Research Methods* (4th ed. 2015) (describing various modes and standards of qualitative inquiry); Pranee Liamputtong, *Focus Group Methodology: Principles and Practice* (2011) (summarizing approaches to focus group

research); Gisela Bichler and Larry Gaines, “An Examination of Police Officers' Insights into Problem Identification and Problem Solving,” 51 *Crime & Delinquency* 53 (2005) (applying focus group or group interview techniques to police officers).

study participants, and understand the meanings and interpretations that they give to behaviour, events, or objects Qualitative research is useful for exploring new topics or understanding complex issues; for explaining people’s beliefs and behaviour; and for identifying the social or cultural norms of a culture or society.¹³

Although another set of conversations with different community stakeholders might well yield different or additional insights, the 21CP project team believes that the commonality of themes and recurrence of a number of issues across its engagement, and Temple’s prior public safety survey, indicates that the stakeholder views gathered reflected at least some important part of the TU community.

In describing recurring themes and areas of community feedback, this report cites, characterizes, and sometimes quotes stakeholder participants from our focus groups, interviews, and emails. As noted previously, to ensure candid

discussions and preserve the confidentiality of participants who sometimes shared sensitive or traumatic experiences, 21CP did not record the identities of who said what during focus groups and interviews. The self-identified demographic characteristics or University affiliations of participants were recorded, when participants referenced them, for context, along with the specific contents of what they said.

Accordingly, this report refers to the views and comments of stakeholders in generic ways – as “a student,” “a faculty member,” or the like. When referring to or quoting from feedback and comments provided to the Spring 2022 TSG student public safety survey, the report specifies that the comments came from “a TSG survey respondent,” “a student survey respondent,” or the like. When quoting from responses to feedback received electronically – through the “Voices of Temple” email address or in original responses to the Temple public safety survey made available to 21CP – this report generally preserves the original emphasis, wording, and formatting. In some instances, additional material in brackets has been added to original feedback to clarify meaning.

¹³ Monique Hennink, et al, *Qualitative Research Methods* 9–10 (2011).

Safety & Well-Being at Temple

I. Background on Public Safety and Campus Safety Services at Temple

Temple University, founded in 1884, is a diverse campus serving about 35,000 students across over 500 academic programs.¹⁴ The largest university in the City of Philadelphia, Temple is located just under two miles from the city's center in North Philadelphia.¹⁵ Temple is widely known as a leading research institution, boasting a medical campus located separately from its main campus, to the north about a mile and a half.¹⁶

The main Temple campus, although located in a major metropolitan area, boasts ample green areas amid a diverse set of campus buildings.¹⁷ While the main campus features nine student residence halls, Temple also maintains a large commuting population, with nearly 70% of students living off-campus – both in the neighborhoods and communities adjacent to campus and in other areas across greater Philadelphia.¹⁸

A. Overview of Campus Safety Services

Temple University's Campus Safety Services ("CSS") is the umbrella University department that manages public safety operations on campus. CSS encompasses Temple-employed police officers, security officers, dispatchers, and administrative staff who work 24 hours a day, seven days a week. Personnel are staffed across seven locations at the main University campus and the satellite Medical Campus and Ambler Campus respectively and serve a combined University community of approximately 35,000 graduate and undergraduate students and close to 8,000 faculty, staff, and administrators.¹⁹

CSS includes, first and foremost, the Temple University Police Department, which consists of sworn, armed police officers and non-sworn employees. TUPD is discussed in greater detail in the following section.

In addition to a policing function, CSS includes a significant security function. First, Temple directly employs a set of security personnel. Temple security personnel support TUPD and Allied Security in an array of efforts, including staffing various facilities, assisting campus members and visitors in navigating the campus, and other customer service efforts, as needed. Separately, CSS contracts with Allied Universal Security Services ("Allied Security," "Allied," or "AUS"). Personnel working for Allied provide security services at the security desks at the entrances of campus buildings and some patrol services, including foot and bike patrols. Approximately 289 Allied security personnel work some 12,000 hours each week on the campus during the academic year. CSS manages and monitors security operations for more than 120 buildings, spanning approximately 330 acres and includes more than 1,000 cameras.

CSS has also maintained an agreement with the Philadelphia Police Department ("PPD") for PPD to provide patrol officers to supplement and support TUPD presence. As this report references elsewhere, TUPD reports that, in practice, it has been difficult to get PPD to provide the patrol hours and for TUPD to direct the capacity or deployment of PPD in the ways that might be most impactful from a public safety perspective.

Additionally, CSS operates its own dispatch services ("Dispatch"). The dispatch function fields calls made directly to CSS and 911 calls from Philadelphia that are routed from PDD to Temple Dispatch.

CSS maintains a number of emergency response, security monitoring, and major community-serving public safety initiatives and programs. Of particular note are:

- The RAVE Temple Guardian app, which allows Temple students, faculty, and staff to access

¹⁴ Temple University, "About," <https://www.temple.edu/about> (last visited Jan. 31, 2023).

¹⁵ *Id.*

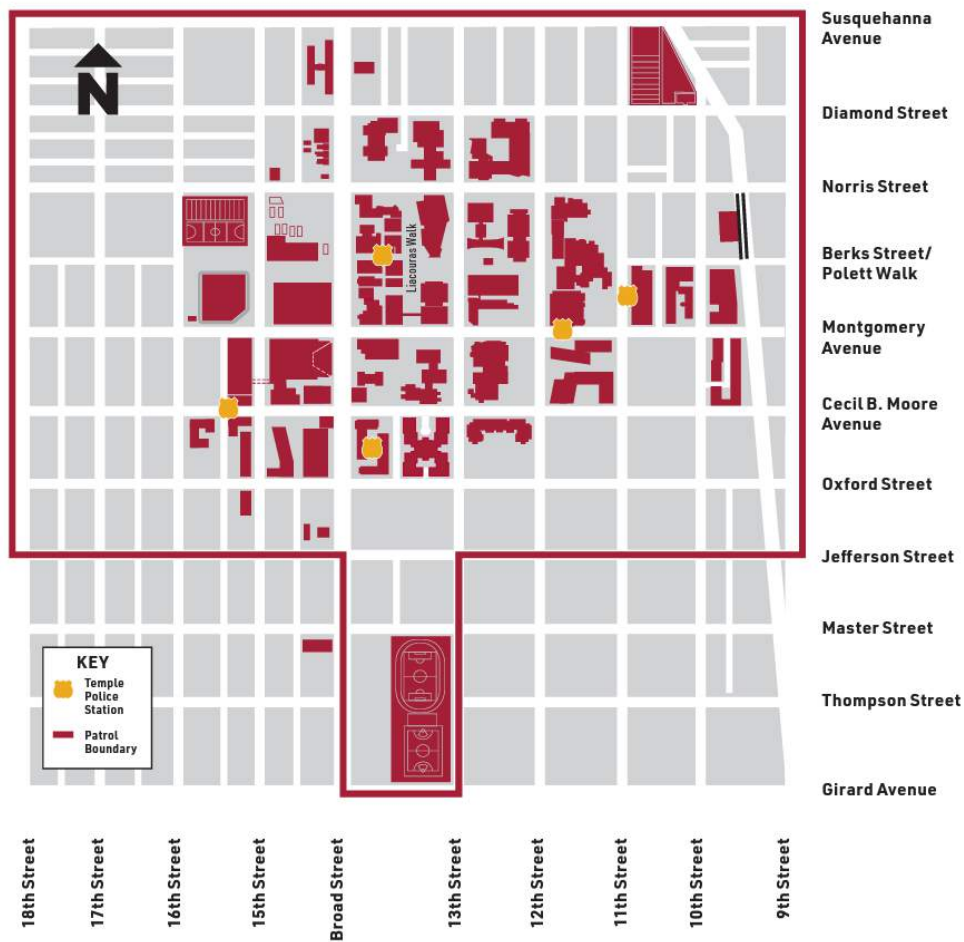
¹⁶ See Temple University, Undergraduate Admissions, About, "Fast Facts," <https://admissions.temple.edu/about/fast-facts> (last visited Jan. 31, 2023).

¹⁷ Temple University, "About," <https://www.temple.edu/about> (last visited Jan. 31, 2023).

¹⁸ *Id.*

¹⁹ *Id.*; "Temple University at a Glance 2022-2023," https://ira.temple.edu/sites/ira/files/Temple_At_A_Glance_2022-2023-1-20-23.pdf (last accessed Jan. 31, 2023).

Figure 1. TUPD Patrol Zone (Main Campus)



Source: TUPD

- Code Blue Emergency Phones, which refer to the over 60 emergency telephones positioned across campus that are equipped with a blue light so that a person in need can identify one from a distance. Using such a phone places the caller directly in touch with CSS Dispatch and whatever emergency services may be required;

- Flight, a fixed-route, free evening shuttle service that transports students from 40 different drop off/pick up points across the patrol area of Temple;
- Walking escorts, in which individuals can receive an escort to any necessary location within the patrol boundary; and
- Building security system monitoring and response.

CSS also told 21CP about many ways that it works to decrease violence and crime and enhance community safety by

²⁰ Temple University, Life at Temple, Safety, "RAVE Temple Guardian App," <https://www.temple.edu/life-temple/safety/rave-temple-guardian-app> (last visited Jan. 22, 2023).

partnering with University leadership and departments on services and initiatives that not only support the campus community but that of those living around the Temple campus, including:

- Responding to community complaints regarding student neighbors, such as noise complaints;
- Taking part in community beautification projects, such as ensuring that trash collection education is offered to student tenants and that additional trash collections are provided at locations in the community adjacent to campus during University move-in and move-out weeks;
- Establishing a Security Upgrade Grant program, wherein the landlord of a residence or building in a neighborhood near Temple may apply to receive up to \$2,500 for security infrastructure in their building, such as doorbell cameras or video cameras around the perimeter of their facilities;
- Partnering with local schools and religious institutions to provide safety education, conduct security assessments, and participation in programs such as a toy give-a-way and food drives for at-risk community members; and
- Operating an Off-Campus Residence Safety Program, a program is designed to allow Temple students to search for off-campus housing options according to certain safety, security, and “good neighbor” criteria and enable students and their families to make informed decisions when selecting off-campus residences.²¹

Currently, all of Temple University’s public safety personnel ultimately report to the Vice President of Public Safety.

²¹ Temple University, “Committed to Campus Safety” (June 2022),

²² Temple University, “President Wingard Discusses Campus Safety with Temple Family Council and Temple University Police Department” (Oct. 19, 2022), <https://news.temple.edu/news/2022-10-19/president-wingard-discusses-campus-safety-temple-family-council-and-temple>.

²³ Josh Moody, “Temple Police Clash with Administrators,” *Inside Higher Ed* (Apr. 5, 2022), <https://www.insidehighered.com/news/2022/04/05/temple-officials-and-police-clash-amid-contract-negotiations> (quoting “Temple spokesperson Stephen Orbanek” as indicating that Temple “previously

B. Temple University Police Department

TUPD is the second-largest university police force in the country,²² with a reported budget allocation for 108 officers as of early 2022.²³ Although the numbers change over time, and have been the subject of some public debate, 21CP’s best understanding is that, as of early 2023, the Department was operating with an estimated 72 officers on active duty.²⁴ Currently, TUPD runs three shifts a day, from 7:00 AM to 3:00 PM, 3:00PM to 11:00 PM, and 11:00 PM to 7:00 AM. Each shift generally includes 12 vehicles on patrol, two bike officers, one officer stationed in the Temple University Emergency Room, and, depending on availability, additional officers positioned across a variety of stations and/or walking patrol positions. Generally, this means that TUPD staffs each shift with an average of 25 officers. However, the Department’s recent staffing shortages have required the Department to provide voluntary overtime or involuntarily draft officers for overtime – which may occur for any given officer, according to the TUPD officers that 21CP interviewed, up to twice each week.

As Figure 1 shows, TUPD’s authorized patrol area encompasses the University’s physical campus and a limited amount of the area immediately adjacent to that physical footprint. TU’s physical footprint is configured roughly in a square, from 18th Street and Jefferson Avenue, north to Susquehanna Avenue, and then east on Susquehanna to 9th street. From 9th Street, the patrol area runs south back to the intersection of Jefferson Avenue and 9th Street. The patrol boundary zone follows Jefferson between 18th and 9th, except between Broad street and 13th St, where it extends south three blocks to Girard Avenue.

The Department also serves the Health Sciences campus, where 5 officers work each shift, and the Ambler Campus.

TUPD patrols and responds to calls for service throughout the patrol area. Officers maintain traffic safety throughout the campus, especially during standard class change times.

budgeted for 108 officer positions, but as we have noted, we are hoping to greatly exceed that number, provided that we are able to find the right candidates for the positions”).

²⁴ See Susan Snyder & Barbara Laker, “Temple Defends Its Police Staffing Struggles After the Shooting Death of One of Its Officers,” *Philadelphia Inquirer* (Feb. 24, 2023), <https://www.inquirer.com/news/temple-university-police-murder-christopher-fitzgerald-20230224.html#:~:text=Temple%20defends%20its,feb.%2024%2C%202023>.

Because campus intersections can often be overtaken by pedestrian activity in the middle of the day, TUPD indicates that its traffic operations seek to provide automobile drivers an opportunity to navigate campus intersections safely without the risk of a sudden pedestrian interference. TUPD also works to ensure pedestrian safety at large intersections around and near campus.

Separately, the Philadelphia Police Department has jurisdiction and authority throughout TUPD's patrol area. Practically, when an incident occurs on Temple's campus, TUPD responds. However, PPD provides assistance, support, and response services throughout TUPD's patrol area.

As Part C of this section discusses in greater detail, TUPD receives nearly 16,000 calls for service a year. Officers address a wide variety community issues and problems, from alarm response to conducting wellness checks.

We note specifically here that TUPD is part of the medical first responder team on campus and currently responds to a variety of situations – from a student in on-campus housing experiencing a mental health crisis to a faculty member needing medical assistance – and joins Campus EMS to respond. In many instances, where a person needs medical first aid, and it cannot be provided on campus, TUPD transports the patient to the Temple University Hospital for assessment.

TUPD also provides waiting room security at the Temple University Hospital. During an 8-hour shift, on-duty officers staff a podium near the entrance to the Hospital Emergency Room. TUPD personnel monitor the patient and visitor waiting rooms. Additionally, where PPD or TUPD respectively bring in a victim or an individual being accused of a crime to the Temple University Hospital, TUPD is required to collect and store evidence for the investigating agency. Officers told 21CP that they are often called away from other duties on campus to process evidence collected at the hospital for PPD.

TUPD's administrative staff includes the command structure of a Chief and Deputy Chiefs, back-office functions like information technology and payroll, community relations, and training, among others. The administrative staff consists of both sworn and non-sworn personnel.

C. Allied Universal Security

Allied Universal Security is a private company that provides security services. For some time, TU has contracted with the company to provide an increased presence of security personnel on campus. At full capacity, Allied security personnel work, on average, 12,000 hours a week. Approximately 2,100 of these hours each week are personnel who operate a dedicated bike patrol. Allied leadership told 21CP Solutions in June of 2022 that they had approximately 285 of their 408 budgeted positions filled.

Allied Security officers are not police officers:

A Security Officer is not a Police Officer. A Security Officer serves in a Detect, Deter and Customer Service role more than in a Law enforcement role. Prevention of crime is more important than apprehension. A Security Officer has the same powers of arrest as a private citizen. You shall perform your duties without the possession of a firearm.²⁵

Allied Officers are not expected to engage a person who requires police intervention, but they are asked to observe, report, and enforce where possible until the TUPD arrives. As outlined in Allied's procedural manual, the Security Officer's "[b]asic [f]unctions" are to:

1. Detect – Safety hazards, security vulnerabilities, breaches and suspicious persons/activities
2. Deter – to serve as a general security presence and visible deterrent to crime. (Theft, vandalism, and the harm of employees, visitors and property).
3. Observe – to watch for criminal acts or rule infractions at or near your post which may be a threat to the facility, customers and employees at your site.
4. Report – report all incidents, accidents, medical emergencies, daily routines and unusually occurrences. Reports must be delivered to the appropriate persons, including your supervisor at once.
5. Enforce Facility Policy / Procedure[.]²⁶

²⁵ Allied Universal Security Services, *Operational Procedures Manual (OPM): Temple University Main Campus – Philadelphia, PA 19121* 11.

²⁶ *Id.*

Allied personnel staff stations at all entrances to ensure that those who enter have scanned their Temple identifications cards and/or have received a visitor pass while entering the building without an identification. Practically, Allied officers serve an ongoing, stationed security function across the University. Allied officers also serve as the predominant public safety personnel (along with some TU-employed security personnel) at the University's Ambler campus.

Allied Officers may also assist for calls for service through the Dispatch by investigating suspicious persons, providing lockout services to students, faculty and staff, and checking for security alarms and function based on outputs provided at the TUPD Headquarters at 13th and Montgomery. Allied officers are not permitted to provide medical treatment but are expected to radio CSS Dispatch to obtain emergency medical response.

Further, Allied personnel told us that they maintain a bike patrol presence on Temple's main campus. Bike security officer duties are similar to those of personnel stationed at entrances across the campus, but these officers serve as a visible and mobile security presence on campus, which is geared toward deterring potential criminal activity. Across every shift, there are approximately 15 bike officers on duty at any given time. Bike security officers are often available to support the campus-wide escort program.

Additionally, 21CP understands that some Allied personnel are stationed at the border of the CSS patrol boundary to serve as an additional presence near the SEPTA and local business establishments near Broad Street.

Allied Security personnel wear gray trousers, white oxford shirts, and a blue blazer with the Temple crest. Allied bike officers wear blue utility pants and shirts. Allied officers are equipped with building keys, daily activity logs, and a radio to use for interfacing with Temple Dispatch. Depending on the location and assignment, Allied personnel may be asked to oversee multiple video monitors display security footage of various entrances at the University building they are working.

II. Community Perspectives on Safety at Temple

21CP sought to ensure that our work at Temple, and the recommendations that resulted from it, is firmly grounded in the experiences, histories, views, and ideas of the TU stakeholder community regarding campus safety and well-being. Using the approaches described in Section I of this report, 21CP employed a variety of mechanisms to engage with a diverse group of TU stakeholders, including students, faculty, staff, parents of students, and external community members.

As the following sections describe, many campus community members say that they generally feel safe on campus – with many indicating that the presence and visibility of police and security personnel contributes positively to those feelings of safety. At the same time, many community members feel unsafe off-campus. Numerous Temple stakeholders of varying backgrounds and University affiliations emphasized significant concerns and fear about crime and violence occurring in the areas adjacent to and surrounding the University campus. 21CP sensed a level of particular urgency among campus community members who interact regularly with the areas beyond the boundaries of Temple's campus – especially those students who live off-campus in the neighborhoods around the University.

- **Many campus community members say that they generally feel safe when they are within the boundaries of Temple's physical campus.**

Across focus groups and listening sessions with Temple University stakeholders, the 21CP team consistently heard that stakeholders feel safe while they are on campus. Faculty and staff told us that they always feel safe on campus, and we heard similar sentiments from students in that they too feel safe on campus.

These sentiments aligned with respondents to the 2022 TSG student survey. For instance, in that survey, more than four out of five (81%) “of respondents living in [U]niversity-owned residence halls reported feeling safe in their area of residence” on campus.²⁷ Many respondents, including those who expressed concerns about safety off-campus, said that safety

²⁷ Stephen Orbanek, “Temple Student Government Releases Results from Campus Safety Survey” (Mar. 14, 2022), <https://news.temple.edu/2022-03-14/temple-student-government-releases-results-campus-safety-survey>.

was not much of a concern for them while on Temple’s campus:

- “On campus I have never felt unsafe.”
- “I think it is pretty good (on campus).”
- “I feel safe on campus because I know the resources in place to protect me”
- “On[- c]ampus, specifically in the heart of campus where the majority of the buildings are[,] is well[-]lit and safe at all times”

A faculty member offered, “I feel very safe on campus proper [even when I’ve] been on campus after 10 PM and [needed to] walk across campus.” A parent of a Temple student offered that, because their student’s area is “monitored” and “on-campus is well-lit,” their student “is not worried about safety.”

- **The visibility of campus security and police officers, the presence of other community members, access to “blue light” emergency telephones, and lighting were the most commonly-cited factors that impact feelings of safety on campus.**

When 21CP asked TU stakeholders about what contributes to their feelings of safety on campus, we heard several recurring themes, many of which were also revealed in the 2022 TU student survey. Two particularly prominent factors include (1) the visibility of campus police and security and (2) the presence of other community members.

Students, faculty, staff, and parents of TU students alike spoke frequently about the presence and visibility of Temple police and security contributing to their feelings of safety while on campus. A student noted that they “cannot go a block without seeing TUPD around – that gives you a sense of relief.” Another similarly cited “security and police presence and patrolling” as factors that contribute to their feeling of safety on campus. A student survey participant agreed that the “[p]resence of Temple guards or employees makes me feel safer when walking on campus, especially during the night.” A faculty member who is also the parent of a Temple student indicate that they “feel very safe on campus. There is a strong police presence.” A parent who participated in a 21CP listening session noted that they see “a great presence of police officers walking around on campus.”

For many, the notion of presence goes beyond police and security visibility. Many told us that they feel safe on campus because they feel part of a community, and they are engaged with the physical and cultural space in ways that make them feel safe. For example, one student survey respondent noted that seeing “[o]ther people being out and about helps me feel safer.” Another student agreed, saying simply, “I feel safe when I see lots of other people around.” A peer tied their perception of safety to “[t]he amount of other people walking. The more people that are out, the more safe I feel.” Another student explained the dynamics further:

I feel safe when I am with or around other people that are either students or staff. I feel unsafe when there are people on the campus that are just average people because I don’t know what their intent is of being on the campus

It appears that campus stakeholders have a sense of trust, and derive a level of comfort from, engaging with and moving among Temple community members while on its campus.

In addition to police and security visibility, and people presence, some TU stakeholders said that the presence of the “blue lights” – emergency telephones with locations identified by a blue light – made them feel safe. A student survey respondent offered that “[t]he blue lights and officers on bikes make me feel safer. I think that although I do not know how useful they both are in stopping crime, I think that they are both major components to preventing crime from ever happening in the first place.” Another agreed, saying, “I like the blue light system and knowing that if I we[re] ever in danger[,] they would be beneficial,” even though the student had concerns about how promptly the blue light calls may be answered. Another student observed that they “like seeing campus safety officers around and having the blue light system.”

Lighting on campus was also something that many campus stakeholders referenced in describing what contributes to their feelings of on-campus safety (“Good lighting helps.” “Lighting makes me feel more safe.”). Indeed, a perceived lack of sufficient lighting or the sense that lighting could be improved further still on campus also surfaced across campus community member comments. (“The lighting is insufficient in some areas of campus” “At night during the week[,] it’s very quiet and dark.” “There isn’t much lighting around

campus when I am walking, which adds onto why I feel more unsafe.”)

Additionally, it appears that receiving information about safety issues is something that members of the campus community value. One significant information-sharing mechanism when it comes to safety is Temple’s TU Alert system, which the University “use[s] to communicate information regarding an incident that occurs on or adjacent to campus that is deemed an emergency requiring immediate action on the part of the campus community” via “an e-mail, a text message to registered mobile phones, and/or a phone call.”²⁸ The 2022 student survey found that 90% of respondents “agreed or strongly agreed that they pay attention to [TU Alerts,] and 87% agreed or strongly agreed that [the alerts] are useful.”²⁹ As one student survey participant noted, “The TU alerts let me know what[']s going on in the area”

In focus groups and interviews, faculty, staff, and parents also indicated that the alerts are important to knowing what is happening around campus. Many parents, including faculty and staff who are also parents of TU students, told us that the alerts prompt them to immediately contact their children to ensure their knowledge of the alert and check on their safety.

At the same time, 21CP noted some concerns among campus stakeholders about the TU Alert system. Some staff and faculty expressed concern that there are simply too many TU Alerts – and that recipients are becoming complacent in their attention or reaction to the messages. They shared that, although there is a “hard balance” that the University must strike, “at times [there is] too much” so people “ignore[] it.” A few individuals suggested that the volume of alerts moved them to ask how they could opt out of receiving the TU Alerts. Others said that, from their perspective, TU Alerts are not sufficiently timely (“TU alerts either don’t come on time or at all.” “The TUAlerts are often sent a long time after the events actually occur.” “TU safety alerts are sent out way too late . . . What’s the point of sending a safety alert when it’s sent out too late . . . [?]”). Others raised concerns that, in the words of one student survey respondent, “the TU Alert system criminalizes the neighborhood surrounding Temple and generates fear and perpetuates stereotypes[] more than promoting safety.”

²⁸ Temple University, *2022 Annual Security and Fire Safety Report 9*, https://www.temple.edu/sites/www/files/TU_ASFSRR2022_508.pdf.

- **Some community members do not feel safe on Temple’s campus.**

Even as many campus community members indicated that they generally feel safe on campus, often making a distinction between on-campus and off-campus safety (which this report describes further below), others say that they do not feel entirely safe on campus. For example, one student shared in a 21CP listening session:

Temple University is located in a very dangerous area. Me and many other students get notifications about shootings near our campus and sometimes even on campus premises nearly every day. Many students including me do not feel safe . . . I strongly believe in and appreciate all the work that police are doing, but I’m afraid it is insufficient.

Other students shared concerns about what one characterized as “constant incidents on campus.” A student survey respondent shared, for instance, “I don’t feel safe walking on campus because I was robbed at gunpoint . . . 2 years ago.” Another student suggested that “[s]omeone getting f--ing robbed on campus and no TU[A] alert being sent out about it” made them feel less safe. Several campus community members referenced the presence of unhoused individuals and “people loitering on campus” as factors that make them feel unsafe. Other community members indicated that building security was less robust than they believe it should be, leading to concerns about safety (“The buildings are not well-secured.” “Crimes are happening inside of the campus, and they don’t feel safe in their own buildings.”)

Other community members could not separate their feelings of safety on campus from their broader experience and feelings about safety beyond the campus boundaries:

I do not feel safe on campus at all, and I can speak on behalf of so many more students. The city of Philadelphia has been ranked one of the most dangerous cities in the world [I]t is impossible to feel safe on campus in

²⁹ Stephen Orbanek, “Temple Student Government Releases Results from Campus Safety Survey” (Mar. 14, 2022), <https://news.temple.edu/2022-03-14/temple-student-government-releases-results-campus-safety-survey>.

this location and considering what is taking place

To this end, the 2022 TSG student survey revealed that 44% of student respondents reported that “concerns about safety are preventing me from using Temple facilities” while almost 48% of respondents reported that “concerns about safety are preventing me from engaging in on-campus activities.”³⁰

- **Campus community members share concerns about crime, violence, and physical safety beyond the boundaries of the University’s physical campus.**

Many community members make a sharp distinction between their feelings of safety while on Temple’s campus and their feelings about safety off-campus. For example, several 2022 TSG student survey respondents expressly contrasted their views of on-campus versus off-campus safety:

- “Police presence on campus makes me feel safe, as does the extreme amount of lighting, but the general Philly violence negates most of those relief factors.”
- “Nobody really does anything bad on campus[,] but the second you step off campus[,] it’s scary.”
- “I have always felt safe ON campus[;] anytime I get too far out is when I feel unsafe.”
- “The general crime surrounding the area [contributes to feelings of safety on campus]. The campus seems a lot more protected than other places.”
- “On campus, I feel safe. But anywhere off-campus (even just one block) and I no longer feel safe, regardless of the time of day.”
- “On campus, I feel very safe because I’ve heard that you’re in the view of at least 3 cameras, plus the police presence has been increased[,] and I always see security on and around campus. Slightly off campus is a different story.”

Numerous comments from community members indicate that the broader context of crime and violence in the neighborhoods adjacent to Temple’s campus has a significant

impact on the way campus community members feel about safety and, in many ways, view the University. In many conversations, 21CP observed an acute sense of urgency and frustration surrounding safety issues. For example:

- A student survey participant described that “[i]t is extremely unsettling the amount of danger and violence in the vicinity of Temple’s campus, so much so that I am discouraged from commuting to campus to attend . . . classes and often consider the risks vs. benefits of skipping class to remain safe at home.”
- A participant in a faculty and staff listening session reported that Temple “students feel unsafe because they have come to expect violence, invasions, and vandalism.”
- A student survey participant observed that “[i]t[']s not a safe time to [be] at [T]emple [U]niversity. And it[']s getting worse.”
- Another student offered that “Temple has so much to offer[,] but it is crippled by the horrible crime rate.”
- A further student indicated that they “believe having extracurriculars is extremely dangerous when walking at night. It’s difficult to leave your house for fear for your safety.”
- A parent indicated, “I am worried that PTSD is going to be an unexpected experience, of going to Temple” due to violence, crime, and fears about safety.”
- A student survey respondent shared that “[a]s a single mother . . . I worry for my life and safety every single day when I arrive and leave campus . . . Overall I feel anxious and extremely fearful for my life daily.”
- A faculty member shared, “I have students at the point of dropping out because they don’t want to take late afternoon courses, and they would rather delay their degree than be on or near campus at night.”
- Another student offered, “It is time Temple addresses the gun violence problem in the neighboring community to protect its students,

³⁰ TSG Campus Safety Survey, *Overview of Findings 17* (Apr. 13, 2022).

without fear of offending people. This is why no one wants to send their kids here.”

- A graduate student shared, “With the amount of times I have heard about someone getting shot in North Philly . . . , there is no doubt why I, and many of my classmates, DO NOT FEEL SAFE in the area of our school . . . The gun violence is what needs to be addressed. It is absolutely and completely unfair that I . . . moved to this city . . . and . . . have to feel scared every single day coming to school.”
- A staff member told 21CP, “The safety situation on Temple campuses is in crisis. North Philly has become a war zone and presents imminent danger to students, faculty and staff. I am a 30-year employee and have never seen it this bad. Despite the administration’s claims and efforts it is getting worse. We now frequently get notified of two shootings in one night on main and health science campuses. We should not have to fear for our lives to come to work. Temple’s reputation is suffering nationally because of this. The University leadership must take drastic action to protect their students and employees . . . This violence is pervasive and threatening.”

The most acute concerns centered on gun violence in areas off-campus but still very near to campus. With a large portion of Temple students living off-campus – with, for instance, 57% of the 2022 student survey participants reporting that they walk to and from campus for a variety of TU activities – concerns regarding safety seem relevant to a substantial student population, but not exclusive to students. Indeed, 21CP heard in a focus group with parents that some are “paying private security to keep their children safe” who are living off-campus. Many campus stakeholders indicated that their existing concerns – already heightened in the wake of

serious incidents involving Temple community members³¹ – have only heightened in the wake of the murder of Temple University student Sam Collington in November 2021 in an armed robbery, in broad daylight, in the 2200 block of North Park Avenue.³²

Members of the wider Philadelphia community who live and/or work in the neighborhoods around Temple shared similar concerns about what is almost uniformly perceived as a surge of gun violence – with available data, discussed in greater detail elsewhere in this report, confirming increases in violence and crime.³³ A focus group member reflected:

In the last few years things are just changing. In fifteen years, I never heard a gunshot in this community, and the last two years, I have heard three. It’s not Temple – it is the nature of the world right now. It is the nature of this city and many cities.

Some pointed out that much of the violence occurring around Temple does not occur on the University’s campus itself and does not involve Temple students or affiliates. Nonetheless, the fact that it occurs in areas frequented by the Temple campus community and where many students live makes violence that occurs in this area especially prominent for many Temple affiliates.³⁴ For example:

- “I have not had any personal negative experiences[,] but I’m always hearing about gun violence, sexual assault[,] etc., and get TU alerts like every other day saying there was a shooting. [S]o a gradual fear was imbedded in me that makes me scared”
- “The number of students who have gotten robbed, shot, hurt, even killed is getting out of hand. I fear for

³¹ See, e.g., Susan Snyder & Chris Palmer, “Police Say Three Home Invasions Involving Students in Temple University Neighborhood Could Be Related,” *Philadelphia Inquirer* (Nov. 23, 2022), https://www.inquirer.com/news/temple-university-home-invasion-crime-students-20221122.html?utm_source=email&utm_campaign=edit_social_share_email_traffic&utm_medium=email&utm_content=&utm_term=&int_promo=; Dave Schratwieser, “Temple Student Faces Months of Rehabilitation After Off-Campus Attack and Mugging,” *Fox29.com* (Dec. 8, 2020), <https://www.fox29.com/news/temple-student-faces-months-of-rehabilitation-after-off-campus-attack-and-mugging>; “Who Killed Daniel Duignam? Mystery Surrounds Fatal Shooting of Temple U. Student in His Apartment,” *People* (May 7, 2018),

<https://www.yahoo.com/entertainment/killed-daniel-duignam-mystery-surrounds-205124770.html?quccounter=1>.

³² “Temple University Student Samuel Sean Collington Killed in Off-Campus Shooting in North Philadelphia,” CBSNews.com (Nov. 29, 2021), <https://www.cbsnews.com/philadelphia/news/samuel-sean-collington-north-philadelphia-temple-university-deadly-shooting-gun-violence-north-park-avenue/>.

³³ See, e.g., “Woman Shot Inside North Philadelphia Home Near Temple’s Campus,” *6ABC.com* (Jan. 20, 2023), <https://6abc.com/north-philadelphia-shooting-temple-university-campus-18th-street-near/12720665/>.

³⁴ “Philadelphia Shooting Wounds 5 Near Temple University,” *AP* (May 19, 2022), <https://www.usnews.com/news/best-states/pennsylvania/articles/2022-05-18/philadelphia-shooting-wounds-5-near-temple-university>.

my safety every day on campus, especially as a commuter.”

- **Some stakeholders say that the University needs to take greater steps to provide guidance and education to Temple students about off-campus safety issues and dynamics.**

Various campus and community stakeholders told 21CP that some campus affiliates, especially students, do not appear to have the requisite understanding about how to live in or navigate through neighborhoods beyond Temple’s physical imprint that suffer from heightened rates of violence and crime. For instance, in a focus group with neighborhood residents and representatives of neighborhood organizations, participants generally agreed that some understandable student behaviors may place them at higher risk of crimes like robbery. One community member noted, “[Some students] come out all hours of the night, naked and drunk – I wouldn’t even do that. They are going to get hurt.” A Temple parent shared with us the challenge facing many students who come to Temple without experience or awareness of the urban campus dynamics, “You have to be conscious that it is an urban community and you have to know not to go into dark areas.”

A recurring theme among community stakeholders was the idea that most students feel like they have no other choice but to live off-campus – and therefore need to navigate the areas surrounding TU’s physical campus. Indeed, as multiple students summarized, “a large portion of the student body lives off campus” “since most students don’t live in a dorm (and Temple doesn’t guarantee student housing).” Another agreed “the lack of safety just a handful of blocks away from campus . . . , in conjunction with the limited housing that is mostly reserved for new and international students, can be troubling since it is basically a requirement that students will have to live off campus at some point during their time at Temple.” As a student survey participant characterized it, “Temple really pushes for off campus housing (due to limited on campus housing availability)”

Some community members suggested to 21CP that a further, challenging dynamic is students living further and further away from Temple’s campus and deeper into North Philadelphia. As one campus community stakeholder told us, “the data shows, the closer you are to campus, the more resources” are available for students – and that students and

their families may only consider these dynamics if or when they experience a problem themselves or a high-profile incident occurs. Students living further from campus also appears to compound challenges associated with “putting people of privilege . . . with people who are marginalized and have to live in poverty. . . . in the most under-resourced community in this city . . . and expecting . . . safety, and that’s probably not working” for either neighborhood residents or students.

These dynamics appear to lead some community members to cite a need for expanded information and training, especially for Temple students, on safety issues. For instance, a TU faculty member suggested that students need training on “how to be ‘street smart,’ how to deescalate situations,” while a parent of a Temple student suggested that “each semester, all students should have at least a one-hour mandatory safety training.” Current TU students in an open forum with 21CP shared that, although there are some safety videos in student orientation, they “didn’t have anything to do with personal or community safety.” Indeed, community members in a 21CP focus group expressed a keen interest in becoming integrated into staff, student, and family orientations at Temple – suggesting that they could share information about their North Philadelphia Neighborhoods, the “realities of the community,” and letting new TU members know that they “love our neighborhood just like you love yours, and we want your kids to respect our community.”

- **Many campus community members also say that the University’s communication and information-sharing about public safety issues and incidents could be enhanced.**

Several faculty and staff members mentioned a desire for more information from the University, especially after an incident has occurred, so that they and students know what is happening on campus and, especially, when and whether incidents have been resolved. As one faculty member observed, “communication is our biggest issue” when it comes to safety.

A student survey participant indicated that they “get more accurate information [about safety issues] from the [Temple C]itizen . . . than anything [T]emple sends.” Another agreed that “Temple needs to have a better system of informing students [about safety issues] . . . Basically just communicate with students more.” A parent emphasized that, whatever

communications are and whenever they are provided, they need to be addressed at multiple levels: members of the campus community, who need to be empowered with the right kind of information in order to have the right type of vigilance, and those like parents and families, who “are a lot more on edge” than in the past. As one student summarized:

[Temple should] [b]e real with the student body about the neighborhood. It’s not a war zone[,] but it’s [not] the safest place either. Informing students about crime statistics in specific areas as well as giving tips on how to stay safe (groups, personal defense weapons, person defense classes, etc.) would be a big help.

Separately, 21CP identified some confusion among some community members about TUPD’s role and jurisdiction. For instance, there appears to be some confusion in the community regarding the Police Department’s patrol zone. Some expressed confusion or frustration about the area surrounding the stadium at Maser Street and Broad Street, while others expressed frustrations about areas below Jefferson Street.

21CP also heard some confusion about the safety services already available and engagement initiatives ongoing. For instance, students wondered in a focus group session “why doesn’t Temple do community outreach, door-to-door care, programs in the local schools, [or] food drives?” 21CP shared with students some of the things that it had just previously learned about TUPD’s External Relations already doing, which was new information to those assembled. The students expressed an interest in the University and TUPD investing in expanded communication to ensure greater awareness of the full scope of TUPD’s efforts.

Community members offered ideas for how to enhance the quality of communications and information-sharing. For example, participants in a parent focus group agreed that there should “be a TU alert if they resolve the situation” – a suggestion that several students brought up in other contexts. A faculty member proposed “regular follow-up, on a dashboard or some other mechanism, of all aggravated assaults with a weapon and sexual assaults.” 21CP addresses some mechanisms for enhancing communications and information-sharing within the context of specific recommendations elsewhere in this report.

- **A number of stakeholders appear to recognize that Temple’s complex relationship with the wider communities near campus means that safety dynamics have to include and encompass stakeholders not directly affiliated with the University.**

Even as many stakeholders called for TU to help improve the area surrounding the University’s campus, there is also recognition that TU has a complex relationship with the community. Many individuals expressed a sensitivity to the varied economic conditions, housing, poverty, and racial compositions of the areas around Temple and noted that Temple has to be cognizant of and sensitive to the particular needs and histories of those that live in the community. For example:

- “You’re putting people of privilege . . .with people who are marginalized and have to live in poverty and trauma . . . You’re putting all of this together and expecting a police force to guarantee the safety, and that’s probably not working.”
- “Nobody likes to hear this, but until Temple makes meaningful amends to the immediate community, there’s always going to be tension, exacerbated by decades or centuries of systemic societal injustices.”
- “. . . Temple systematically neglected the surrounding neighborhoods during its history. I believe it is important for Temple University to re-engage in investment in our local neighborhoods to ensure people no longer have to resort to crime to survive. I believe that a stronger police force does not equate to greater justice or peace in our community. North Philadelphia needs investment, businesses, affordable housing, and more support from Temple University.”
- “This is very much a them vs us mentality. ‘Them’ to our predominately white student body and their families are Black people who live in the city. I think we as an institution have forgotten the roots of this school, as what used to be Philly’s university is now not that. It’s not for North Philly anymore. . . . We’re getting international clout, which is great; [but] in doing so, we’ve lost the connection to this community and disenfranchised the entire Black community.”

Many individuals who engaged with 21CP cited a need and desire for the University and TUPD to engage with not only the campus community but with residents of the neighborhoods adjacent to Temple's campus. Indeed, many of the residents who engaged with 21CP cited an interest in relationship-building in a more robust and sustained way – with some observing that neighbors used to, but do not currently, know individual Temple officers. As one community member observed:

I don't know if a lot of you have noticed, but there are a lot of TUPD officers that are not here anymore. I used to know them all but, now, I hardly know any of them. There are a lot of new officers that don't know us

Another Philadelphia community member agreed that “[w]hat the relationship used to be in the [19]80s, it will never be that again. We used to know them [Temple officers] well, and, now they just ride past you and don't even look at you.”

Residents and business owners expressed an interest in consistent and formal meetings with TUPD to share information and engage in mutual problem-solving. They expressed a strong desire for new officers and security personnel at Temple to be more connected with the wider North Philadelphia community and to hear from and engage with the community to develop a shared understanding of the challenges, and resources available, in the community to help promote and support safety.

- **Issues surrounding sexual assaults, violence, and harassment are another safety concern among several community members.**

Several stakeholders raised issues related to sexual assault, violence, and harassment both on-campus and off-campus, with some also sharing concerns about the University's response to and resources for victims.

One student bravely shared her experiences with sexual assault and connected them to the context of the broader climate of violence around TU:

[M]y peers and I have experienced extremely terrifying trauma including sexual assault, physical assault, robbery at gun point, hate crimes, the list goes on. The response from Temple has been beyond frustrating and disappointing. I understand this is a bigger issue than all of us, but this University is genuinely not safe for students. The sorry excuse of ‘more policing’ is just not the solution. Especially when these police sit in the most well-lit areas where incidents are rarely happening.

Another student, in a 2022 survey response, recounted that they were “sexually assaulted by a stranger on campus.” Although “first responders . . . gave me the impression that I would be receiving lots of support and hearing from other people in the following days[,] I did not hear anything from anyone until a week after the incident” Multiple stakeholders referenced rapes and sexual assaults occurring at fraternity houses.³⁵

Other community members shared concerns about Temple's response to, and resources provided for, sexual assault victims. One student survey respondent characterized “[c]ampus safety/Temple police” as “hav[ing] zero regard for sexual assault victims who report to them.” A student survey respondent expressed the view that the University “need[s] more attentiveness to sexual assault allegations.”

Other students indicated that “several situations of sexual assault and harassment of women” have made them feel unsafe. Some of these situations appear to occur on campus, while others occur in the off-campus neighborhoods near campus. One student survey participant recounted “teenagers who live around the area” near Temple “openly sexually harass[ing] my girlfriend in front of me.” A student survey participant report “[b]eing sexually harassed/touched by strangers on and off campus.” Another agreed that “[s]exual harassment is a really big problem at night.” Another student observed that they are “afraid of sexual harassment or assault” on campus, in part because being “catcalled when I went out at night for the first time at Temple while on campus . . . made me feel unsafe.”

³⁵ See Christina Maxouris, “Ex-Temple University Fraternity President Convicted of Attempted Sexual Assault After Victim Testimony,” CNN.com

(Feb. 19, 2020), <https://edition.cnn.com/2020/02/19/us/temple-university-fraternity-president-assault-verdict/index.html>.

- **Some community members say that TUPD contributes to their feelings of safety and that they have had positive experiences with the Department.**

A number of campus stakeholders indicate that the Temple University Police Department contributes to their feelings of safety. One student, speaking for several, noted that “[h]aving T[U]PD placed at certain locations throughout campus” contributes to their feeling of safety on campus. Another student agreed that they “feel most safe when Temple police or security guards are patrolling my area.” Several student survey responders, when listing things that contribute to their safety on campus, simply cited “Temple police,” “campus police,” or “police.”

Several faculty and staff members also had positive things to say about the Department. One observed that “TUPD continues to demonstrate a high level of commitment to the TU and community.” Another focus group participant said that they “have always found [TUPD] to be highly engaged, intelligent, and empathetic compared to other [police] officers I have worked with.” Another staff member offered that they “work on the Health Campus, and every day I see a police car parked out front on the sidewalk. They interact well, and it is very comforting to have them there.”

Neighborhood residents and representatives who attended 21CP’s focus group sessions cited ongoing partnerships with TUPD personnel, the responsiveness of TUPD personnel, Allied Security presence, and TU’s efforts to keep the area clean via coordinated trash removal as examples of ways that the Department and TU have a positive impact on safety and quality life in the areas around Temple’s physical campus. Stakeholders from the business community shared similar views.

For example, one individual report that they “always feel [TUPD] are around and they have been helpful.” On the other hand, 21CP also heard from some who believe that TUPD and TU are not as responsive in addressing student behaviors that impact their business (e.g., loitering). Other community members expressed a sense that behaviors that might get young people from the neighborhood addressed are often not meaningfully addressed by police or TU when the individuals involved are Temple students.

- **Other campus community members, especially students, expressed a more negative view of TUPD.**

Some campus community members shared more indifferent or negative views regarding campus police. Some of the more negative views about TUPD appear to stem from specific experiences or interactions. For instance, one faculty member recounted that “interactions [with TUPD] come off as aggressive, rude, disrespectful . . . and that’s what our students are getting from people in one of their most stressful, traumatic times.” Another community member recounted “TUPD being very disrespectful to students and staff – for example, being rude to Residence Life staff and resentful that they have to respond to certain calls” like wellness checks and situations involving alcohol or drugs. Some suggested that students “feel unsafe in engaging . . . because of how TUPD responds, speaks to them, and addresses them.” One focus group participant indicated that “we’ve had plenty of students say, ‘I’d rather just not involve TUPD’” based on how they are perceived to have handled prior situations.

Others express skeptical or negative views about the role of TUPD based on broader views of or experiences with policing, as well as elements of the national conversation still ongoing about policing and race:

- “It is a common theme that Temple has used recent events of gun violence/assaults/etc. in the community as an excuse to increase police presence on campus. While this may seem like an ‘immediate’ solution, it actually makes students – especially Black students – feel more unsafe due to the violence intrinsically tied to police forces . . . [Increased policing] increases instances of racial profiling . . . A much better solution would be to examine the ROOT of the issues causing this violence There are many other options to increase student safety that are not associated with the police force.”
- “Police officers respond to crime after it has happened. The extent they stop crime is the extent potential criminals fear them . . . Police . . . are here to make sure Temple can cover —I-- to the detriment of student[] wellbeing . . . [The University is] ignoring the programs that could actually prevent crime like improved social services and mental health access”

- “The campus is over[-]policed. People who reside in the neighborhood often fear Temple security/Philadelphia police . . . ”
- “[A] lot of things . . . also play into what messages our culture gives [about] Black neighborhoods. [Y]ou are trained to be afraid of robberies and muggings around Black people if you are non[-]Black. [T]hat is not rational[,] yet that fear still strikes.”
- “I feel unsafe around the presence of TUPD/PPD at any time of the day. I feel unsafe walking on campus knowing that the University does little to ensure that the community it is colonizing . . . economically and socially [is] being taken care of. People shouldn’t be forced out of their homes just because suburban white kids need a place to party/destroy the neighborhood.”
- “More policing will not fix the crime issue. This has been shown over and over by academic studies. The increase in police is a reactionary position that does nothing but compound the existing community issues.”

Another source of the indifferent or negative views appears to be a sense among some that Temple’s Police Department does not adequately engage with the community and understand its needs. For example, one student shared that, in their experience, “TUPD has done little to no outreach to . . . identity group[s] or educational awareness [on] safety needs.”

Another student said, “I want to know who the TUPD members are, and I want them to see us as why they are here.”

- **Although some have positive things to say about Allied Security personnel, many community members shared concerns about their interactions with, or the general effectiveness of, Allied personnel.**

During listening sessions, the 21CP review team also captured views and experiences with Allied Security personnel, which is the dominant provider of un-armed security personnel on Temple’s campus.

Some community members had positive things to say about security personnel – offering positive accounts of interactions in which security staff were particularly helpful in solving their problems. Indeed, many student survey respondents specifically referenced the presence of security personnel, in addition to or separate from police presence, as something that helps contribute positively to feelings of safety. Some respondents and individuals who engaged directly with 21CP spoke positively of Allied Security’s bike patrol, while others complimented the Temple Health security staff.

However, at least in its engagement, 21CP generally heard more concerns about the interactions and effectiveness of Allied Security personnel. Concerns included personnel not paying adequate attention to residence hall security protocol, engaging in disrespectful communications with TU students, and in some instances, having inappropriate communications with female students (e.g., “trying to pick up students”). In an open forum, some participating students told 21CP that they generally do not like the private security staff and that many

Figure 2. Property & Person Crimes, Rolling Over 365 Days: Near Campus (0.4–0.8 Miles)



Source: 21CP Analysis of Philadelphia Police Department open-source data

seem “under-trained and they are not responsive when necessary.” Several individuals described security personnel as, in the words of one student survey respondent, “always on their phones” and “not paying attention. I’d feel a lot safer if I knew there was an alert officer nearby”

Other community members shared some specific incidents during which they said they had concerns about Allied Security’s involvement, especially with respect to building security:

- “Once at the library, [a door] got left ajar, and a guy came in at 3 AM or 4 AM and was having a violent outburst. . . The Allied Security guard couldn’t do much.”
- “We had an incident in the building where security escorted a community member to a faculty member who found herself alone in her office with a man who started talking about mass murdering people in her profession. TUPD was called and handled it really well, but the person made it into a faculty members office, regardless.”

III. Data on Public Safety at Temple

To increase our understanding of the extent and nature of crime, violence, and disorder both on and around Temple’s campus, 21CP analyzed open-source data provided by the Philadelphia Police Department. 21CP’s analysis looked at

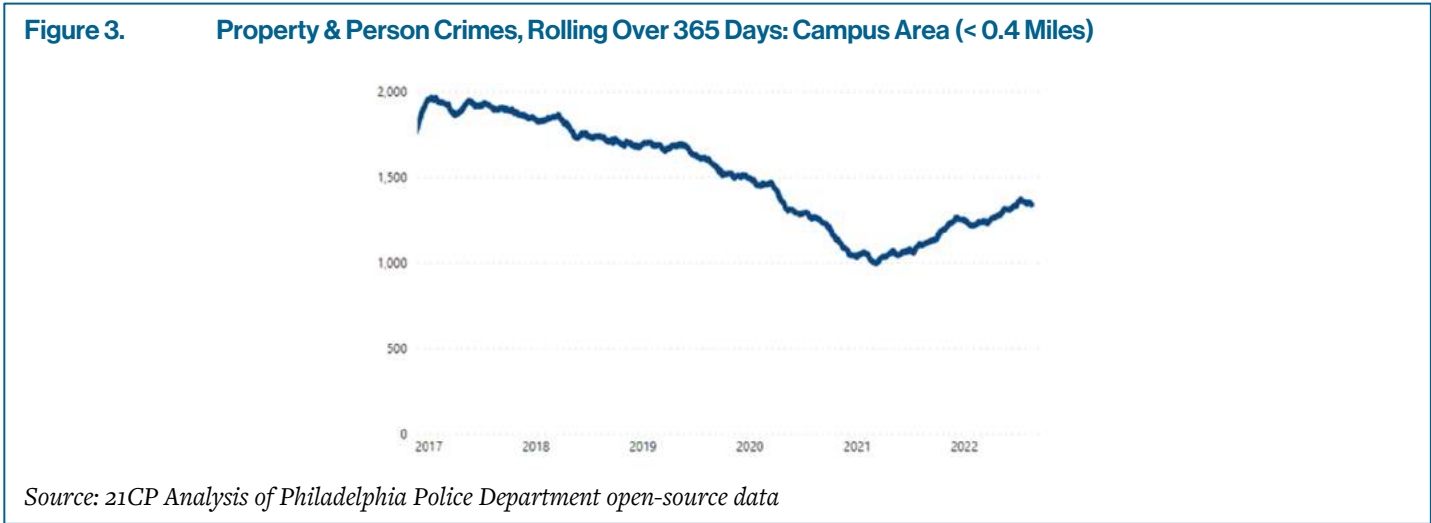
crime³⁶ and shooting data.³⁷ The analysis examined data for the time period of January 2016 through August 2022.

21CP’s crime data analysis separated the data into two geographical areas, termed here as “Campus Area” and “Near Campus Area” The Campus Area captures incidents occurring within 0.4 miles of the center of Temple University’s main campus. This encompasses the whole of Temple’s main campus. The Near Campus Area captures incidents occurring in the area between 0.4 and 0.8 miles of campus – encompassing the geographical area that is near but not on Temple University’s main campus.

A. Reported Crime

Roughly 1 percent of crime in Philadelphia occurred in the Campus Area over the last five years, compared to about 3 percent of crime occurring in the Near Campus Area. It should be noted that this represents all reporting victims, not just individuals affiliated with TU.

Figures 3 and 4 plot the total number of property and person crimes occurring over the past five years. These crimes stayed steady in the Near Campus area (Figure 1) but dropped in the Campus Area since 2017 (Figure 2). It appears that the overall number of crimes occurring in the Campus Area has fallen in recent years largely due to a reduction in property crimes – with property crime having been cut nearly in half since 2017.



³⁶ OpenDataPhilly, Organizations, City of Philadelphia, “Crime Incidents,” <https://www.opendataphilly.org/dataset/crime-incidents> (last visited Mar. 6, 2023).

³⁷ OpenDataPhilly, Organizations, City of Philadelphia, “Shooting Victims,” <https://www.opendataphilly.org/dataset/shooting-victims> (last visited Mar. 6, 2023).

Table 2. UCR Part I Offenses by Year in Campus Area (< 0.4 Miles), 2016 – August 2022

Type	Category	2016	2017	2018	2019	2020	2021	2022
Person	Assault	42	30	42	45	50	73	36
	Homicide	0	1	0	1	0	1	2
	Rape	20	19	11	11	7	16	6
	Robbery	78	80	63	83	46	66	54
Property	Arson	2	1	1	1	0	4	1
	Auto Theft†	9	6	3	6	43	82	58
	Burglary	51	71	49	62	55	40	14
	Theft	805	742	646	563	386	477	336

Source: 21CP Analysis of Philadelphia Police Department open-source data

Notes: † Auto thefts incidents reported in the data have increased dramatically since 2019 in the publicly available open data though this appears to be a citywide phenomenon related to a change in how these incidents are coded over the past few years. This increase likely mostly reflects auto theft incidents which were being coded as thefts from 2016 to 2019 being coded more reliably as auto thefts from 2020 to present. Auto theft incidents rose 250 percent citywide in the publicly available open data from 2019 to 2020, a much larger increase than the 35 percent increase in auto thefts reported by the Philadelphia Police Department.

Table 3. UCR Part I Offenses by Year in Near Campus Area (Between 0.4 & 0.8 Miles), 2016 – August 2022

Type	Category	2016	2017	2018	2019	2020	2021	2022
Person	Assault	258	274	268	287	344	375	196
	Homicide	12	9	19	11	16	23	11
	Rape	47	40	29	43	21	36	19
	Robbery	250	243	205	204	171	169	137
Property	Arson	11	7	9	22	30	20	8
	Auto Theft	40	46	43	59	177	296	215
	Burglary	280	248	256	310	386	254	179
	Theft	819	970	901	906	917	944	683

Source: 21CP Analysis of Philadelphia Police Department open-source data

Crime in the Campus Area did begin to increase in 2021. However, crime rates in the Campus Area in 2021 and 2022 were still well below levels from 2017 through 2019. This trend mirrors dynamics in the City of Philadelphia and many other jurisdictions nationally.

Roughly 80 percent of crimes that occur in the Campus Area and 75 percent of crimes that occur Near Campus are property crimes – which largely aligns with the City of Philadelphia, where 80 percent of crimes are property crimes. Theft makes up a disproportionate amount of all incidents in the evaluated period of 2022 (roughly two-thirds through mid-August 2022)

in the Campus Area, though that share is somewhat lower than the 78 percent of incidents in the campus area that were thefts between 2016 and 2019. Robberies make up 10.7 percent of incidents in the Campus Area and 9.5 percent of incidents in the Near Campus area. It should be noted that both robbery rates are above the citywide average of 7.4 percent.

In 2021, person crimes increased across all categories in the Campus Area. Specifically, person crimes increased by 51 percent between 2020 and 2021 – with robberies increasing by 45 percent and assaults by 46 percent.

Table 4. Shooting Victims in the Campus Area (< 0.4 Miles), 2016 – 2022

Year	Campus Area (Within 0.4 Miles)	Near Campus (Between 0.4 & 0.8 Miles)	Citywide	% of Victims in Campus Area	% of Victims in Near Campus Area
2016	6	38	1,345	0.4%	2.8%
2017	2	52	1,269	0.2%	4.1%
2018	5	73	1,449	0.3%	5.0%
2019	5	56	1,473	0.3%	3.8%
2020	9	93	2,258	0.4%	4.1%
2021	16	126	2,342	0.7%	5.4%
2022	19	80	1,504	1.3%	5.3%

Source: 21CP Analysis of Philadelphia Police Department open-source data

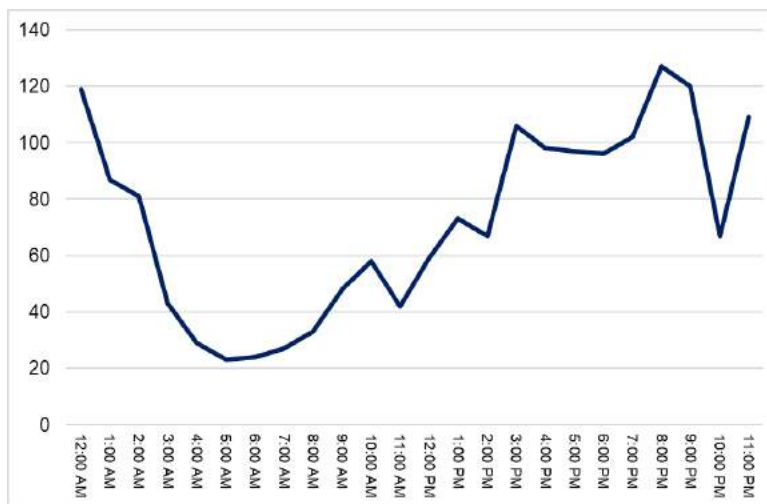
In the Near Campus area, theft is the most frequent criminal offense, accounting for nearly half of the reported crime. Person crimes increased in 2020 and 2021, with an increase in assaults driving the uptick.

B. Shootings

Shootings in Philadelphia increased substantially in mid-2020. This elevated level has been sustained for much of the period since. More people were shot in Philadelphia from January through mid-August 2022 than in any full calendar year from 2016 to 2019.³⁸

Although gun violence in and around Temple University’s campus makes up a small portion of overall citywide gun violence, incidents near the University have increased both in terms of overall total and the share of citywide shootings that they represent. There were 19 people shot in the Campus Area – again, defined as the area within 0.4 miles of the center of the University’s main campus, *not* the physical boundaries of the main campus – between January and mid-August 2022. This means that more individuals were victims of shootings in the Campus Area in the first approximately eight and a half months of 2022 than during the nearly four-year period from 2016 through 2019. Gun violence has also increased in the Near Campus Area, with nearly as many shooting victims from

Figure 4. TUPD Calls for Service by Time of Day, 2021 – July 2022



Source: 21CP Analysis of PPD Data

³⁸ *Id.*

January 2021 to mid-August 2022 (206) as between 2016 and 2019 combined (219).

The share of citywide shootings with victims that occurred in the Campus Area increased from 0.3 percent in the period of 2016 to 2019 to 1.3 percent through mid-August in 2022. Similarly, the share of shooting victims in the Near Campus Area relative to the citywide total increased from 4 percent in the period of 2016 and 2019 to 5.3 percent through mid-August 2022.

The average age of people shot in the campus area through mid-August 2022 was 25.5 years old, which was below the citywide average of 29.9 years. Also as of mid-August 2022, there were 10 people under 18 shot in the Campus Area (i.e., the area within less than 0.4 miles of the center of Temple’s main campus) since the start of 2021 – compared to no such shooting victims between 2016 and 2020.

Table 5. TUPD Calls for Service, and Percentage of Total by Category & Sub-Category, 2019 – 2021

Category	Subcategory	Incidents	Percent of Total
Medical	Medical	255	5.9%
	Wellness Check	5	0.1%
Miscellaneous Policing	Investigate	558	12.9%
	Other	122	2.8%
	Assist	24	0.6%
	Pursuit	2	0.1%
Person Crime	Assault	161	3.7%
	Rape	41	1.0%
	Robbery	216	5.0%
	Kidnapping	3	0.1%
Property Crime	Theft	1,228	28.4%
	Burglary	223	5.2%
	Auto Theft	72	1.7%
Service	Complaint	193	4.5%
	Alarm	156	3.6%
	Emergency	91	2.1%
	Lost Person/Property	25	0.6%
Society Crime	Disturbance	228	5.3%
	Weapons Offense	223	5.2%
	Family Offense	108	2.5%
	Vandalism	60	1.4%
	Threats/Harassment	21	0.5%
	Drug Violation	10	0.2%
Traffic	Accident	252	5.8%
	Enforcement	30	0.7%
	Stop	10	0.2%
	Other	6	0.1%

Source: 21CP Analysis of PPD Data

Table 6. TUPD Calls for Service by Day of Week and Time of Day, 2021– July 2022

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
12:00 AM	31	16	13	13	7	12	27
1:00 AM	16	13	6	5	11	11	25
2:00 AM	25	8	5	7	8	11	17
3:00 AM	11	5	2	3	6	1	15
4:00 AM	4	3	5	5	3	2	7
5:00 AM	4	4	3	4	1	4	3
6:00 AM	1	7	5	3	4	2	2
7:00 AM	3	8	0	6	3	3	4
8:00 AM	5	2	6	5	5	6	4
9:00 AM	4	8	7	9	10	6	4
10:00 AM	3	9	15	4	11	8	8
11:00 AM	2	8	6	3	11	8	4
12:00 PM	5	13	13	6	3	10	9
1:00 PM	8	13	12	12	11	10	7
2:00 PM	12	13	10	9	4	11	8
3:00 PM	11	22	11	17	17	16	12
4:00 PM	7	15	17	15	12	19	13
5:00 PM	8	15	18	16	14	11	15
6:00 PM	10	19	25	10	7	11	14
7:00 PM	15	13	11	16	20	14	13
8:00 PM	18	20	12	23	21	13	20
9:00 PM	24	25	8	13	18	18	14
10:00 PM	10	7	9	7	6	16	12
11:00 PM	12	13	21	9	14	16	24

Source: 21CP Analysis of PPD Data

C. Public Safety Demand at Temple

Separately, 21CP sought to consider the volume and range of issues about which community members call for help – typically called “calls for service.” 21CP evaluated two sources of data. The first source was information that TUPD provided, which was calls for service data aggregated by quarter per fiscal year. The second source was calls for service data from the Philadelphia Police Department, focusing on just those calls that showed a TUPD officer being dispatched.³⁹

Because it appeared that the PPD data and information was more comprehensive and useful, 21CP focused its more detailed analysis on this data set.⁴⁰ The analysis of this data set does not reveal everything that TUPD officers do while on duty – and may well omit a class of activity that is affirmatively initiated by the officer (e.g., stopping a car, investigating observed behavior that was suspicious, helping in an encountered medical incident) as opposed to by a call from a community member.

³⁹ Because the data sets address different time periods, they are analyzed and considered separately.

⁴⁰ Specifically, TUPD provided data aggregated by fiscal-year quarters, while PPD provided dis-aggregated data that allowed for more detailed analysis.

Between 2019 and 2021, PPD data shows that a TUPD unit was dispatched to roughly 4,300 calls for service. The volume of calls fell some 40 percent between 2019 and 2021, coinciding with the COVID-19 pandemic.

Most dispatches occur in and around Temple University's main campus, with a small cluster in the vicinity of Temple University's Health Sciences Center.

A plurality of calls for service where a TUPD unit was dispatched between 2019 and 2021 were property crimes. Dispatches to investigate (13% of calls for service) and for person crimes (10%) were the next most common call types.

Most calls for service handled by TUPD occur between 3 PM and 1 AM. Approximately 60 percent of calls for service between 2021 and July 2022 occurred during that 10-hour span. Calls for service on Saturday and Sunday mornings from midnight to 3 AM had the highest volume over three hours of any stretch between 2021 and July 2022.

After reviewing this analysis on calls for service, Dr. Griffin noted to 21CP that the data does not include the special-event work that officers on the day shift are required to handle. She observed that TUPD personnel working during the day often must assist and staff University events – which is not recorded as a call for service. Additionally, the data does not capture the work of TUPD's external relations team. In this way, Figure 4 and Table 6 (below) may lead to the incorrect impression that personnel are less busy during the day than they actually are.

Area 1: Crime, Violence, and Physical Safety

This report focuses on campus safety and well-being. As the prior section emphasizes, issues relating to crime, violence, and physical safety are an important part of safety and well-being on Temple’s campus. Given the traditional role that police have been called to play with respect to deterring, preventing, and responding to crime, violence, and other situations that implicate physical safety concerns, the Temple University Police Department and Campus Safety Services are necessarily implicated in any conversation about campus safety and well-being.

At the same time, however, the safety and well-being of students, faculty, staff, and other University affiliates also depends on, and is shaped by, University personnel, programs, initiatives, offices, and resources other than TUPD and Campus Safety Services – and entities, organizations, and resources in the City of Philadelphia and State of Pennsylvania. For example, addressing mental health concerns among Temple’s University population implicates any of an array of University resources – from Residential Life personnel and Tuttleman Counseling Center professionals for individuals experiencing challenges not rising to the level of acute crisis all the way to TUPD personnel when individuals are experiencing a crisis and there are concerns that the individual is a threat to themselves or others – and may well implicate, especially for campus community members living off-campus, City of Philadelphia resources, from hospitals and social service organizations to Philadelphia Police Department personnel. These additional, non-TUPD entities and resources influence the overall safety of campus, and the feelings of safety among campus community members, even as or if they do not respond on the scene to acute crises or incidents.

In this way, safety is not a synonym for police. TUPD helps to promote and secure campus safety and well-being, but many other people, entities, organizations, initiatives, and resources also help to promote safety and well-being. Law enforcement is an important part of safety, but it is just one part of a much larger public safety ecosystem. Police can help to promote safety and well-being, but many other factors and entities also help to shape and promote safety.

Consequently, and as this report previously emphasized, our recommendations, and the discussion of each, intentionally refers to and makes distinctions between Temple University, the Temple University Police Department, Campus Safety Services (the branch of the University encompassing TUPD but also including security stakeholders like Allied Security), the Division of Student Affairs, Tuttleman Counseling Services, and the like. Even as all of the recommendations relate to the safety and well-being of the Temple campus community, not all are or should be the primary responsibility of TUPD or CSS. Indeed, many of this report’s recommendations – and many of the recommendations in this Area – relate primarily to efforts that the University as an entity, across its functions and leaders, can take to advance the safety and well-being of its community.

Separately, we note here that all of this report’s recommendations relate, in some way, to the efficacy of TUPD and its capacity for providing for campus safety and community well-being. However, some of 21CP’s findings and recommendations relate most directly to addressing crime, violence, and the physical safety of individuals affiliated with TU. The following sections contain the recommendations that, in 21CP’s estimation, are most directly tied to crime, violence, and physical safety.

I. Preventing, Deterring, and Addressing Crime & Violence

Recommendation 1. Temple University should take the lead in establishing with community and city stakeholders a formal, centralized Temple-Community Safety Partnership Zone geared toward making the area adjacent to and surrounding TU safe and supportive for all who live and work there (the “Safety Partnership Zone”).

21CP learned during our engagement that, although members of the Temple University community generally feel safe when they are located within the physical boundaries of campus, many share significant concerns, anxiety, and fear about off-campus physical safety. Even as many community members do articulate concerns about safety even when they are within campus boundaries and the small area beyond the University

where TUPD is authorized to patrol, a large share of student, faculty, staff, and parent concerns centered on safety beyond Temple's boundaries.

As the prior section also detailed, this reported feeling of unease about safety, especially in the areas just a short distance away from Temple but beyond its boundaries, is supported by available information and data. As noted there, there were nearly as many shooting victims from January 2021 to mid-August 2022 (206) as there were in the nearly four-year period between 2016 and 2019 (219). Both homicide and assaults were higher in 2021 than in any year since at least before 2016. Indeed, crime overall – considering both person and property crimes – was on a steady uptick as of August 2022 toward levels not seen in a number of years:

[The] unrelenting gun violence [in Philadelphia] has shaken the city to its core over the last three years. The toll has spared few: children walking home from school, young fathers carrying in groceries, tourists heading to the airport.⁴¹

With a notable portion of undergraduate students living off-campus in any given year, the safety of areas close to, but not a part of, Temple's campus is a notable concern. The need for faculty and staff to navigate in and through the neighborhoods adjacent to Temple on a regular basis also underscores the extent to which the safety of campus community members even when they find themselves outside the physical boundaries of campus is something that is a significant impact on the overall well-being of University affiliates.

21CP saw ample evidence that Temple and its personnel, including many within TUPD, understand the important link between safety in North Philadelphia and campus well-being. Many recognize that, even if it were possible, TU cannot function as an island within North Philadelphia given the many ways that campus community members live, work, and

engage with the areas well beyond Temple's campus perimeter.

Indeed, Temple has been working on issues relating to the broader safety and security of areas around its campuses for a long time. The University has implemented – especially in recent years – a number of initiatives and programs aimed at enhancing off-campus safety in specific ways.

For example, Temple's Good Neighbor Initiative, run by the University's Division of Student Affairs, was started – pursuant to a Task Force addressing "Off Campus Issues and Concerns" in Fall 2011 – as a way of "fostering positive and productive relationships with community residents" in North Philadelphia.⁴² Among other efforts, the Initiative focuses on providing resources to students on off-campus housing and living in greater Philadelphia.⁴³

Some resources that the Good Neighbor Initiative provides are highly practical. For instance, the Initiative provides on-line tips for moving in and out of off-campus residences, links to resources about City of Philadelphia garbage and recycling pick-up off-campus, and even a video featuring longer-term residents of the neighborhoods around Temple talking about their communities.⁴⁴

Meanwhile, 21CP understands that it is Temple University Housing and Residential Life that is administering Temple's Best Nest Program.⁴⁵ Through the program, Temple students can "access a property visit inspection checklist, read and leave tenant reviews, and view rental listings that identify" properties that have met pre-defined standards.⁴⁶ Only properties within Temple's patrol zone can qualify for the Best Nest certification tiers.⁴⁷

Also at the same time, the University maintains a Security Lighting and Video Camera Grant Program, "which provides eligible [off-campus] landlords with up to \$2,500 to be used for installing either lighting and/or cameras to improve

⁴¹ Ellie Rushing, "A Heartbroken Philadelphia Bids Farewell to Fallen Temple Police Officer Christopher Fitzgerald," *Philadelphia Inquirer* (Mar. 1, 2023), available at <https://www.msn.com/en-us/news/crime/a-heartbroken-philadelphia-bids-farewell-to-fallen-temple-police-officer-christopher-fitzgerald/ar-AA185L83>.

⁴² Temple University, Good Neighbor Initiative, Get to Know Us, "Mission," <https://goodneighbor.temple.edu/content/mission> (last visited Jan. 22, 2023).

⁴³ See generally Temple University, "Good Neighbor Initiative," <https://goodneighbor.temple.edu> (last visited Jan. 22, 2023).

⁴⁴ *Id.*

⁴⁵ Temple University, Housing, University Resources, "Temple's Best Nest Program," <https://offcampus.temple.edu/resources/article/1258-temple-best-nest-program> (last visited Jan. 22, 2023).

⁴⁶ Stephen Orbanek, Temple University, Temple Now, "Temple Launches Best Nest Program" (Nov. 4, 2022), <https://news.temple.edu/2022-11-04/temple-launches-best-nest-program>.

⁴⁷ *Id.*; Josh Moody, "Temple to Rank Off-Campus Housing," *Inside Higher Ed* (Sep. 2, 2022), <https://www.insidehighered.com/news/2022/09/02/temple-rank-campus-housing-safety-features>.

security.”⁴⁸ That Program appears most closely linked to Campus Safety Services and central University administration.⁴⁹

All of these programs and initiatives appear to 21CP to be highly practical and promising mechanisms for addressing off-campus safety concerns and dynamics. However, as the preceding illustrates, these and many other existing initiatives, programs, and efforts are scattered across various administrative areas of responsibility. Temple faculty and administrators tended to agree that, as a result, the University’s efforts are not as strategic and coordinated as they should be. One Temple administrator told 21CP that, somewhat recently, “[w]e sat in a room and said, ‘What can we do?’ But there was never a strategic conversation about it.” Instead, “violence reduction has been seen as public safety’s job, but they can’t do everything, so people have responded in the areas of responsibility with knee-jerk” and uncoordinated “reactions.” The lack of sustained coordination or centralized responsibility within the University has also made it difficult, according to students, faculty, and administrators alike, to ensure that resources and initiatives are widely-known among campus community members.

Another problem with TU’s current approach, in which promising initiatives related to safety and well-being are decentralized across a variety of parts of the University, is it means that specific efforts aimed at engaging with and impacting the wider North Philadelphia community around Temple tend to happen – when they happen – in silos.

In conversations with 21CP, many Temple administrators clearly identified important, meaningful distinctions between Temple’s campus, areas off-campus but within TUPD’s patrol zone, and areas off-campus that are outside TUPD’s patrol zone and, therefore, the responsibility of PPD with respect to policing services. The sense was that Temple could only affirmatively provide for safety within the patrol zone – campus plus a relatively narrow number of blocks just beyond the campus footprint – and that safety beyond the patrol zone was not something over which the University has authority.

Many stakeholders suggested to 21CP that, even if the University does not have policing authority in off-campus

areas well beyond Temple’s physical boundaries and TUPD’s patrol area, Temple has a responsibility – both moral and practical – to help promote safety in North Philadelphia. One student survey respondent explained:

I would like to see more involvement with the community to help make the community as a whole safer, not just Temple. My concern is that the school will solely focus on the safety of their students, and not respond[] to the pervasive problem plaguing the community in which the school resides. At the very least, I think Temple should consider . . . investing in the surrounding neighborhood to enhance the livability and safety for both the students and the original members of the community.

Another student offered:

Temple[] . . . needs to develop ways to better communicate, learn, and provide the resources that the surrounding poor North Philly neighborhood needs . . . [P]eople are forced to turn to violence as a result of their suffering. It is clear that policing does little to lessen the violence and burden that local North Philadelphians face. The solution is to give back to the community and listen to their needs.”

A faculty member agreed that “it would be good to have some community partnerships,” as “it is not just students and faculty being affected” by violence and safety issues. Another student observed that Temple “[i]nvesting in the surrounding community and improving those relations would increase my sense of safety.”

Ultimately, as another student observed:

[T]emple[?]s campus will never be immune to the surrounding [N]orth Phila[delphia] community that continues to experience the trauma and challenge[] that is poverty.

⁴⁸ Stephen Orbanek, Temple University, Temple Now, “Temple Launches Best Nest Program” (Nov. 4, 2022), <https://news.temple.edu/2022-11-04/temple-launches-best-nest-program>.

⁴⁹ Stephen Orbanek, “Temple University Announces Next Round of Campus Safety Enhancements” (Mar. 23, 2022), <https://news.temple.edu/news/2022-03-23/temple-university-announces-next-round-campus-safety-enhancements>.

Temple needs to have a more robust community plan.

21CP learned from many Temple personnel that the University has, over long periods of its history, invested substantial time and effort to engage with residents and community members in the wider North Philadelphia community. Undoubtedly, many of these efforts were, and still are, forward-thinking and useful. 21CP sees a significant opportunity for the University to streamline, centralize, and focus existing efforts while formally expanding the reach and ambition of their off-campus safety goals. That is, the University and its leadership should not only continue its engagement with the community beyond the campus on issues of crime, violence, and safety but should re-invest, re-energize, and re-imagine those efforts in a new, centralized, and strategic way.

Even if Temple cannot unilaterally police, dictate, or impose safety solutions to influence safety dynamics in North Philadelphia, it can be a convener and leader. It can help promote and foster a coalition of community resources to re-commit focus on community safety and implement dynamic, new approaches.

21CP therefore recommends that Temple take the lead on establishing what this report calls a Temple-Community Safety Partnership Zone (or “Safety Partnership Zone”). Although Temple and a broad array of community and City partners will need to identify the scope and charge of such a Safety Partnership Zone, this report conceives of the identification of a North Philadelphia geographic area that interacts with and involves Temple University and creation of a dynamic structure for addressing crime, violence, and safety, as well as general well-being and quality of life, in that area. As discussed in greater below, a Safety Partnership Zone will likely involve a broader geographic area, a more dedicated focus on community safety, and serve as a more sustained locus of coordination on safety issues than the North Central Special Services District (“NCSSD”) that Temple helped to establish a few years ago.

In conceiving of a new Temple-Community Safety Partnership Zone, 21CP takes some basic inspiration from so-called “Business Improvement Districts,” or “BIDs.” Generally, “BIDs are private entities that provide supplemental sanitation, security, and social services to limited geographic areas within cities”— seeking to “harness[] private sector creativity to solve complex municipal problems.”⁵⁰

A Safety Partnership Zone would, in the manner of a BID, designate a specific geographic area of focus – the North Philadelphia communities that adjoin, relate to, and interact with Temple most – as the focus of attention, coordination, cooperation, and strategic initiatives surrounding public safety. To the extent that part of the challenge to date has been the isolated, “one-off” nature of safety initiatives among University and community actors who do not always know what others are doing, establishing a Safety Partnership Zone can serve as the organizing and coordinating framework for everything that relates to safety, crime, and violence prevention in the designated geographic area.

However, the designation of a Community Safety Partnership Zone can, and likely must, depart from the longstanding Business Improvement District model, which has been subject to some criticism and some mixed findings as to the nature and extent of improvements that they realize. For one thing, 21CP does not imagine that a Safety Partnership Zone would require “formal authority over a defined geographic area” or any related authorization of local or state authorities to be established.⁵¹

Second, we do not conceive that a Safety Partnership Zone would require “property owners [to] voluntarily tax themselves to fund” the area.⁵² This is because a Safety Partnership Zone would primarily serve as a vehicle for organizing collective action among Temple, the City, and North Philadelphia’s community to ensure that resources, efforts, and attention are coordinated in an effective way that meets ever-changing community needs and problems. It is entirely possible that Temple itself, foundations, corporations, and other organizations might want to fund or otherwise assist the Partnership Zone, which might enhance the effectiveness of its effort, but the sustained coordination

⁵⁰ Daniel R. Garodnick, “What’s the BID Deal? Can the Grand Central Business Improvement District Serve a Special Limited Purpose?,” *148 University of Pennsylvania Law Review* 1733, 1733 (2000).

⁵¹ Martin Maximino, Harvard Kennedy School, Shorenstein Center on Media, Politics and Public Policy, The Journalist’s Resource, “Business Improvement

Districts: Impact on Public Safety Within BIDs and in Nearby Areas” (Sept. 16, 2014), <https://journalistsresource.org/economics/business-improvement-districts-crime-rates-spillover-effects/>.

⁵² Mark S. Davies, “Business Improvement Districts,” *52 Journal of Urban and Contemporary Law* 187, 187 (1997).

of safety efforts within a designated geographic region need not rely on a specific level or type of funding.

Third, 21CP imagines that – unlike traditional BIDs that draw “board members . . . from the commercial sector, with ordinary citizens” or non-business community associations “able to do little other than protest decisions they don’t like”⁵³ – the Safety Partnership Zone will seek and require robust, substantive engagement among the residents and organizations that live and function within North Philadelphia.

In this way, although it might draw inspiration from the BID framework in its designation of a specific geographic area for sustained attention and community collaboration, a Safety Partnership Zone is not a traditional Business Improvement District. Instead, a Temple-Community Safety Partnership Zone could, and should, focus on convening diverse community stakeholders and coordinating dynamic solutions to crime, violence prevention, and safety in North Philadelphia.

This approach – of Temple leading by organizing and convening a new way of coordinating University, community, and City stakeholders around issues of public safety in North Philadelphia – appears to align with the recommendations of Temple’s Violence Reeducation Task Force. Specifically, the Task Force’s October 2022 report observed that “[t]he issue of violence is not unique or North Philadelphia and is being felt” across the city, “several local institutions of higher learning,” and, indeed, “across the country.”⁵⁴ The Task Force therefore urged Temple to “demonstrate its continued leadership by engaging the expertise across the city . . . to find solutions to the problem of violence.”⁵⁵

To this end, a major Task Force recommendation was for Temple to “[d]evelop a citywide collaboration to better understand violence reduction efforts and build collaborations” with other city stakeholders like “businesses and institutions of higher education across the city.”⁵⁶ The Task Force recommended that Temple take the lead in

organizing the “establish[ment of] a city-wide consortium focused on . . . safety and crime reduction.”⁵⁷ Citing a similar consortium in Washington, D.C. as an exemplar, the Task Force observed that **TU can “be a leader in developing and coordinating a more comprehensive and sustainable approach to violence reduction across the city” of Philadelphia.**⁵⁸

21CP agrees with the Task Force that Temple should strategically formalize plans to address community safety in a way that addresses vital elements like violence prevention initiatives and community problem-solving. Indeed, as this report discusses further below, TU has nationally-recognized experts in the areas of understanding, implementing and assessing violence reduction programs, and Temple can help ensure that they are maximally utilized in helping to promote community safety at Temple and in North Philadelphia. It is equally important that the 22nd District of the Philadelphia Police Department is actively involved in the development and implementation of a Community Safety Partnership Zone.

Thus, rather than creating a new website and/or considering them to be standalone concerns or initiatives,⁵⁹ efforts focusing on violence reduction and prevention, crime deterrence, neighborhood quality of life issues, resident outreach by the University and TUPD representatives alike, relationships with local businesses, off-campus housing initiatives, and others should all feature as areas of focus for the Safety Partnership Zone. The work of those involved in the Zone must be strategic; must transform identified needs into action plans with tangible goals, objectives, milestones, deliverables, and tasks; must assign personnel or entities with the responsibility for specific tasks; and must serve as the centralized, articulated vehicle for the University taking on a position of leadership when it comes to safety concerns in North Philadelphia.

21CP is mindful of the efforts to date of the North Central Special Services District (“NCSSD”), “a coalition of business, resident and organizational partners” who work “to collaboratively enhance the quality of life for North

⁵³ Martin Maximino, Harvard Kennedy School, Shorenstein Center on Media, Politics and Public Policy, The Journalist’s Resource, “Business Improvement Districts: Impact on Public Safety Within BIDs and in Nearby Areas” (Sept. 16, 2014), <https://journalistsresource.org/economics/business-improvement-districts-crime-rates-spillover-effects/>.

⁵⁴ Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University 10* (Oct. 2022),

https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

⁵⁵ *Id.*

⁵⁶ *Id.*

⁵⁷ *Id.* at 11.

⁵⁸ *Id.*

⁵⁹ Temple University, “Violence Prevention,” <https://plan.temple.edu/violence-prevention> (last visited Jan. 22, 2023).

Philadelphia residents who live adjacent to Temple University.”⁶⁰ This includes a focus on “[n]eighborhood maintenance and beautification,” the “[p]romotion of workforce development and education opportunities,” and “[p]ublic safety.”⁶¹ The North Central Special Services District began in earnest in 2020 and 2021 with the “support[]” of “founding sponsor Temple University.”⁶² However, the District, according to some, struggled to gain much initial attention and traction because of COVID-19’s broad social impact.

Although the Special Services District shares some similarities with the Safety Partnership Zone that 21CP proposes, some critical differences are important to outline. First, NCSDD focuses on a geographic area that includes part, but certainly not all of, the North Philadelphia community near and adjacent to Temple. Specifically, NCSDD focuses on the area “[s]tretching from Broad to 18th [S]treets and from Dauphin to Oxford [S]treets.”⁶³ 21CP imagines that a Safety Partnership Zone would include a comparatively larger geographic area that encompasses several neighborhoods that adjoin and interact most closely with Temple.

Second, 21CP understands that NCSDD has, despite substantial and dedicated efforts by its committed Board of Directors and Executive Director, struggled to identify sustained investment – whether in terms of money or time – from entities beyond Temple. Other than a recent financial contribution from PNC Bank,⁶⁴ financial investments have been limited. Likewise, the entity has not benefitted from sustained, substantive involvement of City and neighborhood organizations. 21CP imagines that a Safety Partnership Zone would, through the involvement and leadership of Temple from the President’s office down, drive and inspire a sustained and substantive level of stakeholder involvement and collaboration.

Third, 21CP imagines that the Safety Partnership Zone would focus its efforts through the lens of community safety – including the response to crime, the prevention of violence, and the implementation of solutions to address the root causes of such crime and violence. Although this might lead Safety Partnership Zone stakeholders to address issues related

to business investment or neighborhood beautification, they would proceed from a dedicated, tireless focus on enhancing community safety.

The following sub-recommendations highlight some specific considerations for TU as it contemplates a new mechanism for formally coordinating and streamlining safety initiatives and partnerships within the framework of a Safety Partnership Zone.

Recommendation 1.1. The Safety Partnership Zone should be a collaborative effort that engages with the needs of the community that lives in the areas of Philadelphia near TU, those TU affiliates who live in or interact with those areas, and the many governmental and community resources that address the needs and issues of those areas.

The creation of a Safety Partnership Zone that coordinates and implements initiatives and programs geared toward the safety dynamics and challenges of the neighborhoods beyond Temple’s campus, and TUPD’s patrol zone, will rely on the collaboration of the diverse stakeholders who have an interest in community safety in those neighborhoods. Critically, this includes both Temple community members and residents of North Philadelphia, as well as representatives of organizations and groups that represent both.

That is, **the Temple-Community Safety Partnership Zone should not, and cannot be, solely a University initiative – even as Temple may take the lead in creating and organizing the effort.** Residents, community organizations, and North Philadelphia stakeholders need to have more than a “seat at the table.” They must have a direct, ongoing, and substantive voice in public safety efforts and initiatives that occur within the Zone’s dedicated geographic area.

Critically, a diverse array of Temple University affiliates must also have a substantive voice in the Safety Partnership Zone. This includes students, faculty, staff, alumni, and students. It includes CSS and TUPD personnel, including representatives

⁶⁰ North Central Special Services District, About, “The Mission,” <https://www.northcentralssd.org/about/mission> (last visited Mar. 2, 2023).

⁶¹ *Id.*

⁶² North Central Special Services District, “About,” <https://www.northcentralssd.org/about> (last visited Mar. 2, 2023).

⁶³ *Id.*

⁶⁴ North Central Special Services District, About, “The Mission,” <https://www.northcentralssd.org/about/mission> (last visited Mar. 2, 2023).

of TUPD's officer union, the Temple University Police Association

In this way, the Safety Partnership Zone must be about the "co-production" of public safety – with City entities, institutional stakeholders like Temple, and community residents and organizations all working toward identifying and implementing approaches for making the North Philadelphia area within the Zone a safer, better place to live, work, and thrive.

In various ways, this report cautions Temple and the North Philadelphia communities of which it is apart against the kind of strategies for addressing crime and violence that can inequitably burden the residents of neighborhoods who historically have been on the receiving end of too much, and/or unlawful, policing. Lawful, just, respectful, equitable, and community-driven policing are not alternatives to effective policing – they are prerequisites for effective policing. For any safety strategy, including the Safety Partnership Zone and its specific initiatives, to be successful, residents and community representatives must contribute directly and meaningfully in the identification and design of solutions.

Recommendation 1.1.1. TU should take the lead in coordinating the establishment of a Safety Partnership Zone Leadership Group that helps to establish and coordinate the Safety Partnership Zone.

To include campus and neighborhood communities, we recommend that TU exert a leadership role in establishing a Leadership Group that, in turn, focuses on developing and coordinating the Safety Partnership. As part of this Leadership Group that steers the early development of the Leadership Group, individuals who are impacted on a daily basis by safety dynamics are helping to identify and advance strategies that address and influence those dynamics. The Leadership Group can serve as an environment for the campus and North Philadelphia communities to come together to help co-design public safety strategies specifically geared toward addressing community problems and concerns.

Recommendation 1.1.2. TU should designate a specific individual at Temple – a Community Safety Coordinator – to take the lead in the development of the Safety Partnership Zone.

In 21CP's experience, the implementation of a strategic plan requires someone within an organization, whether it is small or large, to champion it relentlessly, ensure accountability, and help to coordinate disparate resources. Consequently, we recommend that TU designate a specific individual at Temple as a Community Safety Coordinator who can specifically focus on and oversee the many coordination and implementation tasks associated with a Safety Partnership Zone. This position should be given the authority to direct work across TU's departments, offices, and divisions.

Of course, Temple already has personnel who focus on public safety issues. Vice President Griffin, whose tenure at Temple started at nearly the same time as 21CP's work began on campus, has exhibited thoughtfulness, dedication, and a commitment to exploring new approaches to campus safety. However, she already has a significant set of responsibilities overseeing the day-to-day functions of TUPD and campus security – which a substantial portion of 21CP's other recommendations in this report address. Similarly, with current Senior Vice President and Chief Operating Officer Ken Kaiser stepping down from his role in June, "[a] new, significantly expanded position of executive vice president has been created" that "[i]n addition to finance, public safety, human resources, and facilities . . . will have additional responsibility for public affairs, strategic communication, institutional advancement, and strategic events."⁶⁵

However, as described elsewhere, a Safety Partnership Zone will address many things that, while having an influence on safety, may not be directly related to the day-to-day functioning of the police department, security personnel, or law enforcement or physical security as such. It seems unlikely to 21CP that, given substantial, existing portfolios, current University leadership positions would be able to add on what it imagines would be a significant, added set of responsibilities. At the same time, any Community Safety Coordinator charged with coordinating the establishment and

⁶⁵ Temple University, Announcements, "Ken Kaiser to Step Down as Senior Vice President and COO on June 30" (Dec. 15, 2022),

<https://news.temple.edu/announcements/2022-12-15/ken-kaiser-step-down-senior-vice-president-and-coo-june-30>.

implementation of the Safety Partnership Zone would need to interact closely and in alignment with the Vice President for Public Safety and Executive Vice President.

21CP observes that this recommendation aligns, at least to some relevant extent, with the suggestion of some parents of Temple students who advocated for TU to have someone akin to a safety ombudsman who helps lead the overall, strategic direction of the University's efforts surrounding safety across functions, University offices, and personnel.

Recommendation 1.1.3. The Safety Partnership Zone Leadership Group should establish a cross-community-stakeholder, COMPSTAT-like initiative that uses data and information tracking to identify emerging safety challenges and explore meaningful approaches of addressing them for the neighborhoods that adjoin TU.

Even as TUPD and TU formally have policing authority for a relatively limited patrol zone that includes campus and some blocks immediately beyond campus, and PPD retains primary jurisdiction across the North Philadelphia communities near Temple, public safety issues rarely respect formal boundaries memorialized in a legal agreement.

21CP imagines the Temple-Community Safety Partnership Zone to be a dynamic, active entity that helps to streamline and coordinate community safety response and efforts. 21CP identifies significant possibilities in the City of Philadelphia, PPD, TU, and TUPD convening intensively and regularly to ensure the more detailed, ongoing exchange of information about crime, violence, and public safety issues. Specifically, TU's community-focused efforts – both law enforcement efforts and less formal but equally significant engagement and problem-solving activities – will be more impactful, and more helpful to PPD and the City overall, if they can be coordinated with and informed by City dynamics. Likewise, in TU and TUPD, PPD and the City have invested partners and resources who can be aligned and coordinated strategically in order to

multiply the positive effects of PPD approaches, City initiatives, and the like.

We refer to this initiative as being potentially “COMPSTAT-like,” referring to the approach that originated in the 1990s in New York for regularly using data to inform policing strategies and not to that city, or any other city's, specific strategies and policing tactics used under the banner.⁶⁶ We use the term to emphasize the extent to which 21CP believes that a structured information-sharing and problem-solving approach that includes PPD, TUPD, and both City and TU representatives can benefit all involved – including the North Philadelphia and Temple campus communities. By meeting regularly to discuss safety trends and explore possible solutions across agencies, entities, and organizations, all stakeholders can ensure enhanced strategic alignment and promote better safety outcomes.

Long-standing federal guidance on COMPSTAT has regularly emphasized the extent to which a wide variety of stakeholders, from “[m]ayor's offices” and “neighborhood crime prevention groups” to “neighboring police departments” and, indeed, “[c]ampus police departments,” can be a vital part of successfully analyzing and responding to crime patterns and community needs.⁶⁷ Indeed, “[i]n several agencies . . . [.] university campus police departments [a]re present for the Compstat meeting,” often “to facilitate information-sharing with regard to crime trends, especially in border areas” from a jurisdictional perspective.⁶⁸ 21CP recommends that Temple do what it can to sway, influence, or convince PPD, City representatives, and a host of other community stakeholders to participate in an ongoing process “that empowers police agencies to place a strategic focus on identifying problems and their solutions.”⁶⁹

Of course, PPD convenes crime and COMPSTAT, or COMPSTAT-like, meetings that focus on analyzing community challenges and issues and identifying potential ways of addressing them. 21CP recommends that a ranking TUPD patrol supervisor attend such meetings – focusing on those that implicate PPD's 22nd Patrol District, which, again, covers the Temple campus and patrol zones.

⁶⁶ See, e.g., James J. Willis, et al, “Making Sense of COMPSTAT: A Theory-Based Analysis of Organizational Change in Three Police Departments,” 41 *Law & Society Review* 147 (2007).

⁶⁷ U.S. Department of Justice, Bureau of Justice Assistance and Police Executive Research Forum, *COMPSTAT: Its Origins, Evolution, and Future in*

Law Enforcement Agencies 18 (2013), <https://bja.ojp.gov/sites/g/files/xyckuh186/files/Publications/PERF-Compstat.pdf>.

⁶⁸ *Id.*

⁶⁹ *Id.* at 2.

Finally, some TUPD stakeholders told 21CP that some Department personnel do attend PPD's Divisional meetings. Many officers also indicated that Temple officers maintain a good working relationship with PPD officers assigned to areas near Temple. Even to the extent that these things are helping to facilitate collaboration between PPD and TUPD, the recommendation that 21CP makes here is a re-commitment a formalized, ongoing, and strategic relationship between the Department and PPD.

Recommendation 1.2. The Safety Partnership Zone, along with University leadership, should help to establish a renewed partnership between Temple and the Philadelphia Police Department – with TU and PPD coordinating dynamically to address safety issues in the areas surrounding the TUPD campus. This should include PPD and TUPD pairing up to provide joint or cooperative patrol services (i.e., co-mingled teams of TUPD and PPD members) in the areas immediately surrounding TU.

“Coordination between local and campus law enforcement agencies is challenging but essential for preventing and responding to incidents on campus While it may be impossible for law enforcement to prevent all crime, better coordination and information sharing can lead to the prevention of criminal activity.”⁷⁰ In both formal and informal ways, the University, both within the context of the Safety Partnership Zone and directly, needs to take the lead in re-establishing a dynamic partnership between Temple and the Philadelphia Police Department – one that, in the views of many, could and should be far more robust than it currently is. 21CP heard from many campus, community, and PPD stakeholders that ongoing staffing shortages within PPD, as well as leadership turmoil within the Department's 22nd District, have led to reduced focus and engagement by PPD with Temple and, many say, with the North Philadelphia communities adjacent to Temple.

⁷⁰ Major City Chiefs Police Association and U.S. Department of Justice, Bureau of Justice Assistance, *Campus Security Guidelines: Recommended Operational Policies for Local and Campus Law Enforcement Agencies* 6–7 (Sept. 2009), https://bjia.ojp.gov/sites/g/files/xyckuh186/files/Publications/MCC_CampusSecurityGuidelines.pdf.

Temple, as discussed previously, has contracted to receive supplementary patrol services from PPD – compensating the City to provide PPD officers in the areas surrounding Temple where TU believes they can be best utilized. TU told 21CP that, as of the Fall of 2022, the contract between TU and the City did not specify a particular minimum or limit in terms of the number of hours that PPD may provide.

TU also told 21CP that the number of hours that PPD provides has decreased over time, especially as PPD has struggled with staffing limitations. 21CP also heard about some problems and challenges with respect to PPD officers potentially not working when and where TUPD identifies as most beneficial under the terms of the contract. A Temple administrator cited concerns that, prior to the arrival of Dr. Griffin, there was “no assessment of the work being done” under the contract and concern that the relationship “just [is]n’t functioning” as well as it could from an outcome perspective. Some TUPD leaders expressed some exasperation about a feeling that PPD officers may not always, in reality, work at the contracted level of supplementary patrol hours – and that, when they do, their activities are not as directed by TUPD or Temple as they could be to address TUPD's identified safety goals. 21CP understands that these and other issues are what caused TU, in December 2022, to pause the agreement temporarily.⁷¹

At the same time, TUPD, Temple campus community members, and neighborhood residents generally agree that PPD's involvement and attention to the areas around Temple is a positive partnership. Indeed, community members in the blocks around Temple indicated to 21CP that they like having both PPD and TUPD available – with TUPD often cited as being faster to respond and offer assistance than PPD but PPD having a broader-based ability to respond far from campus.

Ultimately, TU and PPD need to work more collaboratively and dynamically to address public safety concerns in the areas surrounding TUPD. Temple has finalized, or is close to finalizing beyond a verbal agreement with PPD, a new contract or MOU between TU and PPD, “effective March 1, for up to 288 hours of overtime from officers a week” and “draw[ing] from a citywide pool – not just [PPD's 22nd District]” is

⁷¹ Susan Snyder & Barbara Laker, “Temple Defends Its Police Staffing Struggles After the Shooting Death of One of Its Officers,” *Philadelphia Inquirer* (Feb. 24, 2023), <https://www.inquirer.com/news/temple-university-police-murder-christopher-fitzgerald-20230224.html#:~:text=Temple%20defends%20its,feb.%2024%2C%202023>.

notable progress in that regard.⁷² This document should address, among other things, responsibilities, authorities, and accountability mechanisms to ensure that the intent of the contract and the overtime is mutually beneficial to TU, TUPD, and PPD.

Importantly, 21CP recommends that TU and PPD ensure, through the express language of a contract for supplementary patrol services, that TUPD and PPD joint or cooperative patrols occur on days and times that are informed directly by an analysis of crime trends and patterns:

Scheduled joint patrols will promote unity between departments Ideally, one officer from each local and campus department can work as a team. The team should take turns patrolling city and campus streets to maximize cooperation between the departments In order to emphasize that local and campus officers are equals, referring to joint patrols as cooperative patrols might reinforce the concept that both the agencies are partners with each other.⁷³

Separately, 21CP suggests that PPD officers working the Temple contractual detail attend appropriate TUPD roll calls to receive assignments and that an activity log approved by a supervisor is turned in by PPD officers at the ends of their shifts. 21CP also recommends that PPD officers who work pursuant to the Temple contract perform, as appropriate and consistent with understandings of limits to TUPD’s formal patrol boundaries, joint, coordinated patrols – ensuring that all sworn police activity is coordinated pursuant to the strategic safety goals of the Safety Partnership Zone. Where TUPD cannot patrol, PPD should work to ensure alignment with the Safety Partnership Zone’s strategic violence reduction and safety approaches – in part because PPD and its leadership should serve as active participants in the Safety Partnership Zone’s work.

Consistent with the recommendation above regarding PPD and TU collaboration with respect to crime analysis, TUPD should develop a written MOU with PPD that allows it to gain access to PPD crime-mapping and crime analysis functions that implicate TU’s campuses and TUPD patrol zones.⁷⁴

To re-establish a strong, dynamic partnership between TU and PPD, we strongly recommend, in addition to regular COMPSTAT-style convenings to address specific community dynamics and issues, that TUPD and PPD convene regular meetings and communications – from top executives to patrol officers. This should include TUPD attending PPD’s meetings with the 22nd District community.

Recommendation 1.3. The Safety Partnership Zone should address crime and violence, quality of life, and community care issues from a 360-degree perspective. In particular, it should, consistent with a problem-solving orientation, (a) build upon the recommendations of the Violence Reduction Task Force and other Philadelphia organizations to address the root causes of safety and crime, and (b) focus on potential mechanisms for promoting community well-being and quality of life issues impacting everyone who lives in the neighborhoods beyond the boundaries of Temple’s physical campus.

Temple’s Violence Prevention Task Force emphasized a need for TU to implement tangible steps to address the root causes of, and underlying dynamics that influence, violence. As a student survey respondent offered, “Temple needs to address the root of the issue (lack of support for the [N]orth Philly community)” – which, in the intermediate- to long-term, may be just as, if not more, impactful than “things like useless bike cops and street lamps.” Although 21CP suggests that campus police officers and security personnel engaging in non-motorized patrols in the Temple patrol zone and enhanced lighting measures both on- and off-campus can positively

⁷² *Id.*

⁷³ Major City Chiefs Police Association and U.S. Department of Justice, Bureau of Justice Assistance, *Campus Security Guidelines: Recommended Operational Policies for Local and Campus Law Enforcement Agencies* 26 (Sept. 2009), https://bjia.ojp.gov/sites/g/files/xyckuh186/files/Publications/MCC_CampusSecurityGuidelines.pdf.

⁷⁴ *Id.* at 2 (“Law enforcement must be allowed to share records with other departments in order to fully evaluate potential threats. Campus public safety must be included in area fusion centers . . . as a means to share intelligence and information.”); *id.* at 14 (“An MOU should be developed [between local and campus law enforcement] regarding what information can be shared between departments and what information is restricted.”).

influence overall safety dynamics for Temple community members, we agree that any strategic effort aimed at enhancing community safety for all who live, work, and study at and near Temple must speak to efforts to transforming the root causes of violence in North Philadelphia.

In this way, a Safety Partnership Zone effort can address both near-term initiatives that might help community safety now while designing new, dynamic programs that more broadly address some of the conditions and concerns that may lead to the cycle of violence in neighborhoods near Temple. To this end, the work of the Violence Prevention Task Force, and TU's subsequent indications to build on that Task Force's recommendations, can be a promising step incorporated into or reflected in a Safety Partnership Zone.

21CP observes here a sense that it identified, in some Temple stakeholders, that the University can only do so much – that it can only police up to its patrol zone boundaries, or can only minimally influence social dynamics beyond its campus and TUPD's patrol area. Although it may be that the University cannot immediately dictate or summarily change the kinds of broad forces that may be drivers of crime in North Philadelphia, it is a significant stakeholder working for change – with administrators, faculty, staff, students, and parents with both skills and a significant interest in working with residents of North Philadelphia to co-design and build public safety.

Indeed, to be clear, the Safety Partnership Zone may focus on issues or challenges that have nothing to do with work that Temple will perform or many topics that TU cannot substantially influence or impact. Instead, TU and the Safety Zone should act as a collective action tool for neighborhoods in North Philadelphia – with the University collaborating to organize and build the foundations and structures necessary for renewed and dynamic action.

This means that the Safety Partnership Zone initiative should not be narrowly focused on immediate crime disruption or violence prevention. Although those are critical elements for enhancing safety today, a strategic safety approach that includes initiatives to enhance economic opportunity, address quality of life concerns, or expand opportunities for youth is the best opportunity for promoting community well-being in the long-term.

Recommendation 1.4. TU, in coordination with the Safety Partnership Zone, should

streamline and expand efforts to provide enhanced services to local landlords and business owners in alignment with Temple's deterrence-oriented, collaborative, and problem-solving approaches to community safety.

Several Temple stakeholders suggested, in discussions with 21CP, that the landlords or apartment buildings and residences in areas near Temple, as well as neighborhood business owners, could contribute much more to overall safety and be more engaged with Temple's approaches to crime deterrence and violence prevention.

Currently, Temple is engaged in a number of formal programs, ongoing initiatives, and more informal engagement with local businesses and landlords. For instance, with respect to landlords, Temple has established the Security Lighting and Video Camera Grant Program, described previously, to promote better lighting and safety equipment in neighborhood buildings. However, one TU administrator told 21CP that a relatively low percentage of landlords who initially inquired about the Security Lighting and Video Camera Grant Program ultimately applied because they did not have the renters' license required to participate.

With respect to businesses, some owners say that they benefit from informal engagement with TUPD. For example, the owner of a business in a neighborhood close to Temple said that the Department has "been helpful in the handful of incidents [they have] ever had." They singled out one of TUPD's External Relations personnel as someone who "everyone is really comfortable with" and who regularly and proactively engages with community members on safety issues. However, that business owner indicated that they "know[] [the current individual] is not permanent" and wonders about "what is next." Thus, with Temple's engagement dependent on the initiative of individual employees, engagement with business owners appears more sporadic than it could be.

We note here that, as some community members and Temple stakeholders indicated, some landlords and owners have little interest in engaging with Temple – with many unfortunately having little investment in the local community itself. Even as TU may not be able to summarily change these dynamics, it appears to 21CP, based on its discussions with community members, that a material portion of neighborhood business

owners and many landlords would appreciate and welcome more sustained engagement and involvement with Temple on community safety issues. Consequently, 21CP recommends that the Safety Partnership Zone initiative explore specific mechanisms for streamlining and expanding outreach between TU and local landlords and services to local landlords and business owners.

Recommendation 2. TU should form a Response Resource Task Force to address short-term public safety staffing needs at Temple and in the communities adjacent to the University.

At the outset, 21CP emphasizes that the presence of police on patrol or the heightened attention of police to a specific geographic area need not equate or lead to excessive or inequitable policing. However, in practice and reality, the provision of more police officers to areas with heightened crime and violence problems has often been associated with tactics and performance that have visited enormously negative consequences on communities. **The risk of harm from over-policing and unlawful policing, ostensibly in the service of fighting crime and making neighborhoods safer, cannot be minimized.**

At the same time, many community members – both affiliated with the campus and living in the North Philadelphia neighborhoods near Temple – say that the recent surge of crime requires a heightened and sustained police presence. **The choice for many community members is not between no policing and bad policing. Instead, residents and community members say they want, and deserve, high-quality, responsive, effective, and lawful public safety services.**

The availability of those policing services continues to be strained. Part of this is due to ongoing challenges to attract and retain the desired number of police officers at TUPD, and, more broadly, in the City of Philadelphia. Another element is TUPD's recent move, in the wake of the death of Sergeant Fitzgerald, to utilizing, at least in the short-term, two-person patrol vehicles – enhancing officer safety but reducing the number of independent places that a patrol shift can be at any one time.

Other recommendations in this report urge Temple to conduct a comprehensive, long-term staffing study to

determine how many public safety personnel the University needs going forward. In the short-term, however, 21CP recommends that TU create a Response Resource Task Force to coordinate the provision of sufficient public safety patrol and response resources in the North Philadelphia neighborhoods of which Temple is a part.

This Response Resource Task Force should include representatives of the University, the City, PPD, and others. The Task Force should coordinate to ensure that all safety resources are aligned in terms of mission and scope – and to ensure that the presence of more police officers does not lead to overly aggressive or unlawful policing that in other contexts has accompanied the presence of heightened resources.

As part of this Task Force's initial efforts, 21CP specifically recommends that it consider:

- **Engaging the Pennsylvania State Police to provide supplementary patrol services in the North Philadelphia communities adjacent to Temple.** Understanding the extent to which PPD's resources are regularly over-extended, TU should explore the possibilities of Pennsylvania State Police personnel providing supplementary policing services. These services might be provided during regular officer duty or through a special overtime or off-duty arrangement. Because the State Police has existing authority to patrol anywhere within the Commonwealth of Pennsylvania, it is 21CP's understanding that North Philadelphia and Temple could begin benefitting from the presence of such officers immediately.
- **Establishing new, immediate hiring incentives for new TUPD officers who are laterals from other law enforcement agencies.** Another way that Temple can access the services of additional sworn police officers is to hire officers who are already sworn police officers in Pennsylvania from other jurisdictions. These "lateral" hires need to be subject to extensive vetting to ensure that they are an appropriate fit for Temple's community-focused policing services and that their prior performance at other agencies do not suggest fundamental problems related to misconduct, integrity problems, or poor performance.

However, assuming that good hiring and screening procedures are in place, Temple can likely attract a better-qualified and larger pool of candidates by offering immediate hiring incentives. This could include signing bonuses and the emphasis on other benefits such as free tuition at Temple for family members.

- Establishing new programs for cultivating Temple officers from TU itself.** Another mechanism that TU can establish quickly to field a high-quality group of new TUPD candidates may be a program that provides a total tuition forgiveness to students who sign up to work for TUPD and successfully do so for an identified period of time. The presence of more personnel within TUPD with longstanding familiarity and affiliation with the Temple and North Philadelphia communities can likely be a substantial benefit to the University and surrounding neighborhoods.

In the intermediate-term, the Task Force should explore enhancing and developing initiatives to attract new officers and retain existing ones – such as through expanded hiring and retention bonuses, dynamic shift scheduling for working parents, and other mechanisms.

Recommendation 3. TU should engage candidly around the best ways of providing information to students, parents, and others about various types of off-campus housing locations.

In this report’s previous discussion about community views and feelings surround safety, we noted that many students see living off-campus as, in many cases, a necessity during their tenure at the University given on-campus housing capacity. According to available information, “[m]ore than 15,000 students live on or near Main Campus,”⁷⁵ leaving at least 20,000 students living somewhere off-campus. Even as some of these off-campus students live in entirely other areas and commute into Temple, many others live in across North Philadelphia. Several Temple stakeholders told 21CP that they wonder, and worry, about dynamics that see Temple students

living progressively further away from campus and the TUPD patrol zone.

In conversations with TU administrators, a recurring theme was that the University’s formalized ability to provide safety resources and response drops off dramatically the moment that a Temple community member goes from the TUPD patrol zone to the wider City of Philadelphia. Even as the University can and should exert influence and take a position of leadership in addressing challenges and issues well beyond campus and the patrol zone, it appears that the University could benefit – as some stakeholders told 21CP – from being more direct and candid with students, as well as residents in the neighborhoods adjacent to Temple, that its safety resources only go so far.

21CP recommends that the University explore more closely ways that the University might provide information to TU students and parents – as well as community members not affiliated with the University – about the crime and safety trends impacting various locations off-campus. For example, providing a dashboard, based on PPD and TUPD data for the areas around campus, with an interactive map of reported crime in the neighborhoods surrounding Temple might enable TU students and their parents to make more evidence-based decisions on preferred off-campus living locations. TU might also develop a community member that it would distribute to community residents, landlords, and business owners – whether TU-affiliated or not – that focus on community safety issues, activities and initiatives of the Safety Partnership Zone, and opportunities for individuals and organizations to become involved with efforts related to community problem-solving.

Recommendation 4. TU should explore formalizing and implementing a re-imagined, differential response model for on campus calls for service and issues – seeking to match the right University response to each problem.

21CP recommends that TU re-evaluate its current safety response model to ensure that sworn TUPD officers are focusing their time on responding to crime, preventing violence, and engaging in the types of strategic community efforts aimed at addressing serious crime and violence.

⁷⁵ Temple University, Undergraduate Admissions, Student Life, “Housing & Dining,” <https://admissions.temple.edu/student-life/housing-dining> (last visited Mar. 2, 2023).

In many jurisdictions nationally, police spend substantial time addressing community issues and problems that have little to do with crime, violence, or law enforcement. Police “[o]fficers spend their time responding to pressing problems” that go beyond enforcing laws or fighting crime – “overdoses, homelessness, and mental-health crises, to name a few.”⁷⁶ Officers must “[p]ick up the pieces of what society has failed at solving,” as “when no one else can help, we call the cops and ask them to do something.”⁷⁷ Although data is not available across all police departments, a June 2020 analysis of available data in three major jurisdictions concluded that officers spend “roughly 4 percent of their time” addressing “serious violent crimes”⁷⁸ – with “[s]erious violent crimes” accounting for “around 1 percent of all calls for service in these police departments.”⁷⁹ A different analysis by Dr. Jerry H. Ratcliffe, professor of Criminal Justice at Temple, of the Philadelphia Police Department similarly found that Philadelphia Police Department officers spend a disproportionate amount of time addressing issues unrelated to violent crime.⁸⁰

TUPD’s calls for service data, analyzed previously, indicates that a significant portion of the calls to which TUPD responds involve issues that are not directly related to crime, violence, or the physical safety of persons. Although about 9.8% of calls involving TUPD between 2019 and 2021 addressed crimes to persons like assault, rape, robbery, and kidnapping, more than three times as many calls (35.3% of total calls) involved property crimes (theft, burglary, auto theft). Another nearly 11% of calls (10.8%) involved general service (to issues like alarm, general emergency response, and lost person or property situations). TUPD police responded to another group of calls (6.0% of total calls) classified as medical in nature. Additionally, nearly 7% (6.8%) of incidents focused on traffic enforcement.

Taken together, these categories – property crime, general service, medical, and traffic – made up nearly 3 out of every 5 calls (59%) to which TUPD responded between 2019 and 2021. This suggests that, even as TUPD officers do undoubtedly

respond to serious calls and incidents involving violence and threats to individuals, they address a number of other community problems and issues not related to violence or physical safety.

Jurisdictions increasingly are re-evaluating and re-imagining the role of police and the scope of policing services. They do so for many reasons. First, many jurisdictions want to reduce the number of interactions between members of the public and armed, sworn law enforcement officers so that fewer “bad things happen,” from use of force to unnecessary search, seizure, and arrest.⁸¹ Second, because police are often not specialists in things like mental health, social services, and the like, they are not often able to attend to the root causes of problems – resulting in “the problems that caused people to call for help . . . not get[ting] solved,” which “has huge costs” for communities.⁸² Third, “when we use police to address social issues, we take them away from focusing on the critical tasks for which they are trained, such as addressing violent crime.”⁸³

Given the prominence of concerns about crime and physical safety among students, faculty, staff, parents, and community members who live and work in the neighborhoods just beyond Temple’s physical imprint, this third motivation – freeing up police personnel to spend more of their time and attention on deterring crime and preventing violence – appears to have particular salience at TU. As this report has previously noted, a re-imagined and re-focused deployment of TUPD resources on core activities related to crime and violence might also speak to the concerns of those University stakeholders who expressed worries about police over-response elevating the risk of bad outcomes.

Consequently, 21CP recommends that the University, including CSS and TUPD, systematically – and in collaboration with other campus resources and leaders – examine what kinds of calls for service or incidents benefit most from a police response and what calls or issues might be

⁷⁶ “Are We Asking Police to Do Too Much? 7 Experts Debate the Role Cops Should Play in Today’s Society,” *Philadelphia Inquirer* (Feb. 28, 2019), <https://www.inquirer.com/opinion/commentary/role-of-police-law-enforcement-expert-opinion-20190228.html>.

⁷⁷ *Id.*

⁷⁸ Jeff Asher and Ben Horwitz, “How Do the Police Actually Spend Their Time,” *New York Times* (June 19, 2020), <https://www.nytimes.com/2020/06/19/upshot/unrest-police-time-violent-crime.html>. Mr. Asher and Mr. Horwitz were members of the project team for 21CP’s work at Temple.

⁷⁹ *Id.*

⁸⁰ See Jerry H. Ratcliffe, “Policing and Public Health Calls for Service in Philadelphia,” 10 *Crime Science* 1 (2021), <https://crimesciencejournal.biomedcentral.com/articles/10.1186/s40163-021-00141-0>.

⁸¹ Policing Project at New York University School of Law, *Safety Reimagined, Getting Started, “Why Reimagine?”*, <https://www.safetyreimagined.org/getting-started/why-reimagine-public-safety> (last visited Jan. 11, 2023).

⁸² *Id.*

⁸³ *Id.*

addressed just as well, if not better, by other campus personnel, resources, offices, programs, or initiatives. Simply, not all calls for service and problems that occur on campus may require TUPD to respond. Indeed, for some, other campus resources – such as Temple and Allied Security, mental health professionals, and University Housing and Residential Life – may be better equipped to serve as the primary response.

For example, for the nearly 3 out of 10 calls involving theft to which TUPD officers currently respond, TU might explore mechanisms for security personnel to respond to the scene. It might designate a process for individuals who have had property stolen to report the issue and seek follow-up with other personnel or campus personnel without involving TUPD.

Similarly, about 6 percent of calls for service from 2019 through 2021 involved issues classified as “medical,” including response to injuries or welfare checks. This volume is somewhat more elevated than many other college and university police departments. More finely-tuned protocols about when and how TUPD should respond may be warranted – preserving a role for TUPD as first responders when necessary and where they can be helpful but not overly-relying on them for non-life-threatening medical care.

Further, as Part IV of Area 4 discusses at some length, TUPD responds to a variety of calls or is involved in a variety of situations that involve individuals experiencing mental or behavioral health challenges. Temple might be able to increase the quality of its response, and successful outcomes for subjects, by using one of many alternative response models that do not rely on police to address every situation involving an individual experiencing a mental or behavioral health issue.

During this examination, TU and its public safety entities should consider, for each call for service type and category of service, what University resource is best equipped to address the issue. The result of this systematic examination should be clear protocols about what the desired, best, or primary response for each call type or issue is and what other secondary, supporting, or additional responses may be implicated. It should be noted that, during this evaluation, there may be critical differences between who responds to the location where someone is having a problem and the University’s overall, follow-up response – which may not happen immediately or at the location of the problem but may

be a critical part in addressing underlying community issues. Ultimately, these response protocols should form the basis of policies, training, procedures, and dispatch protocols to ensure that all Temple public safety personnel and University personnel more generally understand what to expect in various types of situations or in response to different community problems.

In turn, these codified response protocols can form the basis of a re-imagined, diversified, and differential response model on Temple’s campus – one that focuses on matching the best and most appropriate University response to the community issue or problem at hand. They can help focus TUPD resources on responding to situations where their expertise and training is most applicable while expressly designating other resources to address situations where they are best tailored to the situation. **Ultimately, this can free up TUPD officer time to focus on crime prevention and deterrence, violence interruption, community engagement, and community problem-solving.**

Recommendation 5. Temple should regularly evaluate the operations of its off-campus shuttle system and escort program to balance student needs, safety dynamics, and University resources.

Many campus community members shared with 21CP, or indicated in the 2022 student survey, that they have concerns about their safety commuting from campus to off-campus locations at night.

- “It can be very scary walking outside of campus by yourself during really late nights with on-going crime.”
- “All the random shootings, mugging, armed robbery[,] and carjackings make me think it will happen to me if I am around late at night.”
- “I feel unsafe walking at night because of recent events with students being killed or assaulted.”
- “I usually feel somewhat unsafe walking around at night in most areas.”

- “I feel unsafe during the nighttime walking home from class or the dining hall because I am alone, after 5 o’clock traffic is slower with fewer cars, and I feel I see less TU Police/Security.”
- “My experiences at night have been okay[,] but I am always on the phone with someone because there is a feeling of being unsafe[.]”

Stakeholders focused on two primary resources aimed at promoting security at night when community members need to navigate off campus: (1) TU’s off-campus shuttle bus system, called Flight, and (2) walking escorts. Given the high volume of comments about the resources and some general dissatisfaction with the functioning of each, 21CP recommends that Temple regularly and systematically evaluate the operations of the programs – seeking to match real demand and community concerns with sustainable capacity that enhances safety.

During the first portion of 21CP’s engagement, over the summer of 2022, and during the early 2022 student survey that 21CP considered as part of its evaluation, the Flight shuttle service was an on-demand, app-based service. In this model, campus community members requested – in the manner of a private ride-sharing app like Uber or Lyft – a shuttle ride via a TU phone app.

Many students indicated that they, in the words of one survey respondent, “appreciate and utilize the [F]light system, but it has some major flaws that make it unreliable and make me less likely to use it even when using it would make me more safe.” One student survey respondent asked the University to “[p]lease improve the shuttle system”:

There have been many times I’ve had to walk home when I don’t feel comfortable late at night because the shuttle service is unorganized . . . I’m relying on FLIGHT to keep me safe[,] and it’s let me down so many times.

Another survey respondent agreed that there should be more accessibility to “shuttle services,” with “the limited amount of vehicles mak[ing] them inconvenient to use.”

Some students suggested that part of the problem related to the schedule on which the shuttle service operated. Some students indicated that the “times now have no correlation to any of the class times that I have.” Others recounted difficulty getting rides close to the end of the operating period “resulting in the last hour to 30 minutes of the FLIGHT operation times being ineffective” and “students who work in the Library (Which closes at 2am or at other on-campus jobs that are open late . . . unable to catch a FLIGHT home.” Others advocated for “24/7 [F]light shuttles.”

Other students cited “having to wait so long for the shuttle to pick you up” as an impediment to the service:

- “The FLIGHT shuttles always have long waits”
- “The wait times for the shuttles often cause students to walk home because they can make it back before the shuttle would even pick them up.”
- “I believe that all of the campus safety systems I’ve personally used are flawed to some degree. Temple Flight[] has probably been the most helpful to me, but their time constraints and pickup wait time[s] make using the service either difficult or unbearable.”
- “[T]he wait times for busses are getting crazier and crazier”
- “I use [campus shuttles] just about everyday as a safer way to get around campus after dark[,] but there are so few drivers that the wait times are typically around 45 minutes, which is excessively long[.]”
- “The Flight system[] need[s] to be updated. I am reluctant to use them because I recall waiting 40 minutes for one.”
- “[W]ait times are so varied that it is hard to plan a ride for when you really need it.”

Many students suggested that these wait times interacted with a problem with drivers not waiting a reasonable period of time

upon arriving and the app not being sufficiently updated with real-time information about shuttle status to cause students to abandon the service:

- “Last week I booked a shuttle after class[,] and it gave me a 41[-]minute estimate. You can’t wait inside either, because the app lags, and the shuttle will not wait around for you. I walked home.”
- “[The] Flight bus has not been reliable. We asked for it to come to our residence, the app said it was arriving in 2 minutes[,] and then we watched the flight bus drive past us. The app kept saying it would be there in 10 minutes, and we waited 30.”
- “The [F]light system is awful[.] I tried to get one from a friend[']s house back to campus[,] and it ke[pt] saying the flight got to my location [before] then sa[ying] the driver canceled or something. I waited a second time (each time was about 30 min[ute] wait) just for it to say the same thing again. I ended up walking through a not so great part of town at night. Not a great first experience. After that experience[,] I probably will not be using it again.”
- “[Y]ou might check at 9:30, see a 32 minute wait time, and schedule a ride, but then for some reason the ride is faster than planned, and will be arriving at 9:50. If you aren’t ready to leave by 9:50, you have to cancel the ride or the driver will just leave, but now you have to schedule a new ride with the same 32 minute wait time, leaving you with the same choice of waiting till 10:20 to leave, or just walking. These are choices I have had to make many times”

In August 2022, the Flight shuttle was re-launched as a “fixed-route service,”⁸⁴ with “shuttles circulat[ing] throughout the areas within and surrounding the main campus patrol zone” and “pick[ing] up and drop[ping] off students at each of its over 50 stops.”⁸⁵ University leaders indicated that they believe that the fixed-route system would better “meet the high demand for nighttime transportation around Main Campus.”⁸⁶

During 21CP’s major engagement with students and faculty, between September and November 2022, Temple community members appeared to be getting acclimated to the new, fixed-schedule Flight approach. However, it appears that the overhauled service – which “operates 7 days per week from 6 PM to 2 AM,”⁸⁷ with “shuttles arriv[ing] at each drop-off and pick-up location every 15 minutes during this service time” – is not yet addressing outstanding concerns about the service time period. Indeed, as referenced above, some community members suggested that the service did not extend long enough into the early-morning hours, while others suggested that, in the winter, the service should start earlier (e.g., “after 5pm because that’s when it gets dark,” “at 4 instead of 6 due to the sun ☐ going down at such an early time when there are students that have night classe[s] that begin at 5:30 like myself”). Some wondered why, if the Charles Library is open from Sunday through Thursday until 2:00 AM, Flight shuttles could not be operational until some period after that to facilitate students studying late to get home. 21CP observes that other campus shuttle programs serving major universities located in more urban settings run for a more extended service period. For example, four of the University of Chicago’s six UGo NightRide Shuttle lines operate from 4:00 PM to 4:00 AM every day.⁸⁸ The shuttle system at Washington University in St. Louis runs “[e]very 15 minutes,” during the academic term, until 1:00 AM each day and, then, from 1:00AM to 4:00AM “[a]t the top (:00) and bottom (:30) of the hour.”⁸⁹

Separately, even before the fixed-route system, some students raised issues about the shuttle service not dropping them off sufficiently close to their final destination. For instance, one student survey respondent recounted that “the shuttle bus

⁸⁴ Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University 1* (Oct. 2022), https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

⁸⁵ Temple University, Campus Operations, Parking & Transportation, Shuttle Services, “Flight,” <https://campusoperations.temple.edu/parking-transportation/shuttle-services/flight> (last visited Jan. 10, 2023).

⁸⁶ *Id.*

⁸⁷ *Id.*

⁸⁸ University of Chicago, Safety and Security, “Transportation at UChicago,” <https://safety-security.uchicago.edu/transportation> (last visited Jan. 10, 2023).

⁸⁹ Washington University in St. Louis, Parking & Transportation, Campus2Home Shuttle, <https://parking.wustl.edu/items/campus2home/> (last visited Jan. 10, 2023).

does not take me to the door either[,] so . . . I also had to walk 2 blocks at night. I was approached by strangers several times.” A number of stakeholders – including students, parents, and some administrators – observed that, with Temple students going increasing distances for housing in the North Philadelphia area, the limits of the Flight shuttle service area only assist some students so much.

In several discussions with 21CP in 2022, University administrators and TUPD personnel emphasized the view that the Flight shuttle system could, and should, go only so far as the formal TUPD patrol boundaries. Indeed, the geographic scope of night shuttle services at some campuses falls entirely within the scope of its campus police department.⁹⁰ However, other college campuses in major cities operate shuttle services that do not strictly conform to a campus police department’s patrol area.⁹¹ Consequently, 21CP developed a working recommendation that Temple explore the need and feasibility of extending some type of shuttle service capability – whether the Flight system or an auxiliary system – to a wider area.

As of January 14, 2023, and as this report was being drafted, Temple announced that its Flight service would “launch a new East Loop as part of its regularly nightly shuttle service,” noting in an announcement that “new loop will service several residences in which a number of Temple students live, including University Village and Kardon/Atlantic Apartments.”⁹² The University also indicated that “[a] transportation consultant will be issuing a report on the [Flight] service in the months to come” that will “evaluate the services we have provided up to this point.”⁹³ The expansion of service and the engagement of consultants to conduct an open, evidence-based inquiry into the Flight system are promising developments that meet a need that 21CP’s evaluation suggested are necessary and important steps.

The other service that many stakeholders discussed with respect to safety at night was Temple’s walking escort program for its main campus. Via this program, which is

similar to programs that many other universities and colleges provide to their communities, individuals affiliated with the University can place a call for an escort, between the hours of 4:00 PM and 6:00 AM each day, to walk with them from campus to the TUPD patrol boundaries.⁹⁴ Allied security personnel indicated that Allied bike personnel primarily serve as walking escorts to the Temple, faculty, and staff who request it.

TUPD dispatch personnel – who currently field calls for escorts – indicated to 21CP that, in their experience, usage of the escort service “varies.” Those personnel suggested that the escort system “needs better marketing.” Indeed, some community members who engaged with 21CP expressed their understanding that “escorts have been discontinued for several years,” as one faculty member reported.

Regardless of overall usage, a number of community members shared experiences with the escort program that were negative. The primary area of dissatisfaction related was the availability, and related timeliness, of service. A faculty member shared with 21CP that their colleagues had great difficulty getting escorts between 9 and 10 at night because there is a shift change at that time, leaving no one available to escort them. Students shared similar stories. For instance, one student survey respondent recounted a time where they were “told that I was not able to have a walking escort home for [a] 1.5[-hour] wait.” A different respondent recounted also being “left waiting for an hour and half” before an escort arrived, suggesting to that student that “Temple’s Escort Service . . . as a whole is completely flawed and fails to deliver on its promises . . . to keep students safe.” Another recalled a “time I tried to call an[] escort[,] but they were under[-]staffed and could not help me and my friends on a week day to walk home from the tech center.” A further survey respondent recounted being “told there was no one to walk me” when they requested an escort.

⁹⁰ See, e.g., University of Chicago, Safety and Security, “Transportation at UChicago,” <https://safety-security.uchicago.edu/transportation> (last visited Jan. 10, 2023).

⁹¹ See, e.g., Johns Hopkins University, Transportation Services, Shuttles, “Night Ride,” https://ts.jhu.edu/Shuttles/Night_Ride/index.html (last visited Jan. 10, 2023); University of Southern California, USC Transportation, “About the USC Rides Programs,” <https://transnet.usc.edu/index.php/about-usc-rides-program/> (last visited Jan. 10, 2023). 21CP notes that Johns Hopkins University recently engaged 21CP to provide counsel and recommendations on best campus safety practices. Separately, the University of Southern

California engaged 21CP to provide technical assistance and support to its Department of Public Safety Community Advisory Board.

⁹² Stephen Orbanek, Temple University, Temple Now, News By Topic, “Temple Adds New East Loop to Flight Shuttle Service” (Jan. 6, 2023), <https://news.temple.edu/news/2023-01-06/temple-adds-new-east-loop-flight-shuttle-service>.

⁹³ *Id.*

⁹⁴ Temple University, Campus Safety Services, Services & Programs, Services, “Walking Escorts Main Campus,” <https://safety.temple.edu/services-programs/services/walking-escorts-main-campus> (last visited Jan. 10, 2023).

Even as some other students cited shorter wait times (“10-15+ minutes”) and positive experiences (“[M]y experiences with non-police Temple Safety have been greater (walking escorts, etc.)”), Temple’s Violence Reduction Task Force recommended that TU should “[p]rovide more hours for walking escorts for students, staff, and faculty.”⁹⁵

21CP notes that, with the advent of the fixed-route Flight shuttle service, some community stakeholders in interviews suggested that demand and interest in the walking escort program has been increasing – with community members not wanting to walk alone off-campus from the Flight shuttle drop-off point to their residences or other destinations.

Recommendation 6. Temple and TUPD should design and offer enhanced public safety orientations, training, and resources to students.

As noted previously, 21CP engaged with some community members and representatives of North Philadelphia community groups during its work. Several community members who live in the neighborhoods surrounding Temple expressed concern for the safety of TU students who are not “street wise.” As one community member, “the students are [an easy] mark for robbery.” Another explained:

These kids are from the suburbs – they don’t get it. I don’t walk after dark in my own neighborhood, and these students constantly do. They act like it’s daytime at 12 or 1 o’clock at night.

Another lamented that they “hate seeing drunk” students “out at night – they are in so much danger.”

In one community member focus group, participants agreed with one individual’s observation that Temple “students need safety orientation” that is practical and specific. A community member in another session said that “students need to be continuously educated” about safety dynamics. Others agreed that students need to learn to “watch their backs,” “stay on the main street,” and “stay in groups.”

Some students who engaged with 21CP generally agreed that students need better guidance on how to navigate the neighborhoods adjacent to TU. As one student offered:

The kids who come here treat this neighborhood like an urban Disneyland. They are aloof to the community . . . I think we need to empower students on how to behave if they are a victim of crime. They need to know how to conduct themselves.

A student survey participant agreed that Temple needs to “[g]ive out more safety information to those who may not know.”

Several Temple community members agreed that additional education and training related to personal safety would be beneficial. As a student survey participant bluntly summarized, “Honestly, just tell me how to feel safe.”

One area of opportunity in this regard relates to student orientations. One student who engaged with 21CP observed that, in their orientation, there were “basic safety videos . . . but it was largely [related to] alcohol and sexual violence” and “didn’t” have anything to do with personal or community safety.” A faculty member explained further that new student “orientation was much less official and formal – more about playing games and connecting” than discussion about specific safety dynamics. The University and TUPD may develop more detailed orientation – focusing on “Living In Our Off-Campus Community” – that balances practical guidance with a sense of realistic perspective about the benefits and risks of Temple’s location.

Relatedly, TUPD personnel offered that TU might provide specific, practical public and personal safety guidance to students who move out of on-campus housing during their tenure – and that such training and off-campus living orientation be made an express requirement. 21CP strongly endorses this concept.

Another specific area of opportunity relates to self-defense training. Even as some student survey participants indicated that they had taken self-defense training provided by Temple, many others expressed an outstanding need. For instance,

⁹⁵ Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University 9* (Oct. 2022),

https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

one student survey participant did not seem to be aware of how to access the self-defense courses, wondering, “Where is that women’s defense course? How do we enroll in it?” Another asked, “How is this [survey] the first I am hearing of the women[’s] self[-]defense class?” Another student who took the survey noted, “I had literally no idea that self[-]defense classes are offered and want more information.”

Another student suggested that the scope of self-defense offerings needs to be expanded:

I know there are self-defense course for women, but why not men? I do not know how to defend myself[,] and I am a man. I think everybody should have an opportunity to take self-defense courses.

In addition to formalized instructional programs and presentations at events like student and employee orientations, ongoing educational and informational materials on practical safety skills should be provided in a centralized way. Many stakeholders indicated that, although scattered information and resources are available to campus community members, this is more limited and sporadic than it could be. As one 2022 student survey participant observed, “[I]t’s really hard to find information through Campus Safety. Their website is not up to date and hard to navigate.” 21CP recommends that Campus Safety Services explore a re-design and enhancement of web resources related to public safety – placing an emphasis on practical skills, tips, and real-world resources, as well as timely information about neighborhood dynamics.

21CP acknowledges here that the University must take care to calibrate carefully and realistically its outreach and information-sharing to the campus community regarding safety. Although data on crime shows that Philadelphia and the neighborhoods around Temple have experienced an uptick of crime, it is unhelpful for students, campus community members, and residents of the neighborhoods surrounding Temple to live and operate from a place of permanent fear with respect to crime and violence. Further, guidance, training, and resources need to take care to ensure that programs and information do not expressly or inadvertently

perpetuate negative stereotypes of the North Philadelphia neighborhoods where Temple community members typically interact. Ultimately, University communications and resources should be geared toward empowering campus community members with the practical skills and knowledge of resources that they need to be able to safely navigate the environment around them.

21CP understands that TUPD is in the process of hiring a Manager of Messaging and Communications who will, among other responsibilities, address the sharing of information about safety to the University’s student, faculty, and staff. Additionally, 21CP understands that CSS is already working with a University website developer to develop an enhanced web platform. As part of the process, CSS and TUPD will be “re-craft[ing]” their web presence “to be more informative and user[-]friendly” so that it can “be the main page to share all types of safety information and messaging.” These promising developments, combined with additional focus on formalized student orientation and ongoing training opportunities, can help ensure that students have expanded and practical knowledge and skills that enable them to safety live, work, and navigate the city beyond the physical boundaries of Temple’s campus.

Recommendation 7. TU, as well as TUPD, should develop stronger partnerships with existing University resources that address community safety and crime to promote and enhance violence reduction and safety initiatives.

Many municipal policing agencies have increasingly recognized that “[u]niversities offer a research culture and multiple disciplines that could provide many vital insights on policing and crime”⁹⁶ – which has led a number of agencies to establish ongoing, formalized partnerships with colleges and universities on particular initiatives or across its general operations.⁹⁷ Often, universities will assist police departments in analyzing data, establishing new or enhancing existing programs to reflect evidence-based practices, reflecting insights from research and other jurisdictions in policies and procedures, and/or incorporating evidence-based administrative or organizational practices within the department. Although sustaining such a partnership over time

⁹⁶ William G. Durden and John W. Warren, “Rethinking Policing as a Public Health Issue,” *Inside Higher Ed* (July 12, 2021), <https://www.insidehighered.com/views/2021/07/12/universities-and-police-departments-should-form-research-partnerships-help-create>.

⁹⁷ See, e.g., Raymond G. Hunt and Pamela K. Beal, U.S. Department of Justice, Office of Community Oriented Policing Services, *Developing a Partnership Between a University and a Police Department: The UBSOM-BPD Partnership Project* (Mar. 6, 2000), <https://www.oip.gov/pdf/files1/nii/grants/181296.pdf>.

can “be[] a challenge,”⁹⁸ some studies have concluded that police “agencies that had partnered with researchers had realized many benefits from those collaborations,” including “novel perspectives and ideas . . . , improved policies and procedures, community relations, and public safety.”⁹⁹

A University police department has the unique position of being directly affiliated with an institution with faculty, staff, and students engaged with a variety of skills and expertise that may be often highly relevant to safety, crime, and violence or the operations of a law enforcement agency. This makes ongoing, formalized partnerships more possible – and more critical.

Temple University maintains a variety of notable resources with respect to violence reduction and prevention, addressing crime, policing, mental and behavioral health, and other issues relating to community safety. For example, Temple has a strong Criminal Justice program with many faculty and students who “[e]ngage in a multi-disciplinary approach to the study of crime,” including by “[c]onduct[ing] research at the local, regional, national, and international levels.”¹⁰⁰ 21CP heard about some initiatives to have Criminal Justice students engage in various “capstone projects” or research that involves TUPD. 21CP also heard from TUPD personnel about officers taking advantage of access to the University and its academic programs to further their education, with some personnel currently working on graduate degrees (whether within the Criminal Justice program or elsewhere). We also learned that VP Griffin has commenced a collaboration with colleagues from the Fox Business School focused on strategic planning. However, 21CP heard relatively little, in contrast, about sustained initiatives or formalized partnerships aimed at assisting TUPD and TU in defining or refining its efforts to help prevent violence and keep the campus community safe. Going forward, faculty, staff, and students in the Criminal Justice program should be involved in helping TUPD and the University to better understand crime and disorder problems and to help develop and refine deterrence and response strategies.

This recommendation aligns with a similar recommendation of Temple’s Violence Reduction Task Force, which urged the University to collaborate more closely with University resources that “can impact violence mitigation . . . include[ing] the Departments of Criminal Justice, Behavioral Health, Psychology, Public Health, Social Work, Lewis Katz School of Medicine, and others.”¹⁰¹ This collaboration might include “opportunities for students and faculty to become involved” through “fieldwork, capstone projects, and clinical experiences” and demonstrating “a commitment to conduct research and evaluations” in partnership with “community residents” and “community organizations” that might speak to violence reduction and safety.¹⁰²

The Task Force suggested that the University “[c]onsider developing and providing support for a multidisciplinary community-engaged research center or group” to help organize, coordinate, and advance these “evidence-based violence reduction strategies” and “community-based programs.”¹⁰³ 21CP agrees that, based on the experiences of its personnel and its review of best-practice literature addressing police-university partnerships, a University-based entity that helps to foster, coordinate, administer, and promote practical research on violence reduction will help to ensure that such work is impactful, community-informed and -involved, and pragmatic. However, we observe that, even in the absence of such a coordinating structure with TU as a whole, entering into impactful, long-term partnerships with academic partners should be a priority for Campus Safety Services and TUPD – such that those entities can take the lead in establishing, organizing, and driving such relationships.

Some campus stakeholders suggested that a robust, formalized undergraduate and graduate student internship program would be beneficial by augmenting existing TUPD staff with talented campus community members, securing partnership between TUPD and academic personnel on specific work products, and enhancing overall campus community involvement in public safety on campus. As one campus stakeholder told 21CP, “I think we should use the campus space to give more opportunities to quality candidates.” Certainly, any internship program must ensure

⁹⁸ Darrel W. Stephens, “Developing and Sustaining Police-Researcher Partnerships,” 16 *Policing* 344, 344 (2022).

⁹⁹ See, e.g., J. Andrew Hansen, et al, “The Benefits of Police Practitioner-Research Partnerships to Participating Agencies,” 8 *Policing* 307, 307 (2014).

¹⁰⁰ Temple University, College of Liberal Arts, Departments and Programs, “Criminal Justice,” <https://liberalarts.temple.edu/academics/departments-and-programs/criminal-justice> (last visited Jan. 9, 2023).

¹⁰¹ Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University* 12 (Oct. 2022), https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

¹⁰² *Id.*

¹⁰³ *Id.*

that the experience benefits both students and TUPD as an organization. To this end, it may be that other University partners can assist TUPD in the academic and human resources-related functions of such a program. Interns from across various TU programs have the potential to contribute to and enhance the administrative, operational, strategic, engagement and technological components of the TUPD and CSS. Indeed, a more formalized internship program is another pathway for strengthening TUPD's formalized partnerships with Temple's academic programs going forward.

Finally, TUPD should explore how it could develop an expanded, in-house crime analysis capacity by utilizing, in some relevant capacity, existing academic resources.

Recommendation 8. Temple should establish a renewed, cross-University resource preparedness and training plan to engage with the campus community on active shooter and major-incident preparedness. These initiatives should involve PPD as a critical partner.

Many University affiliates noted that no active shooter training was held during the COVID-19 pandemic. According to officers who participated in one focus group session, the last active shooter training prior to training that was provided to some personnel in July 2022 occurred in June 2019. Because of this, those officers estimated that more than 20 officers have never participated in active shooter training at Temple. 21CP understands that the training that TUPD provides on active shooter situations has generally been created and provided within the Department. Based on some accounts, the training that occurred prior to the pandemic appears to have been highly detailed and structured.¹⁰⁴

TUPD personnel indicated that dispatchers have participated in active shooter training “as observers.” Meanwhile, security personnel have completed “on-line active shooter training offered by FEMA,” submitting certificates of completion. Security supervisors also indicated that, at least some time ago, security personnel did conduct active shooter training

with the Police Department – but that “it’s been a long time” since that occurred.

In recent years, there has been little to no coordination in terms of active-shooter, mass-casualty response training between TUPD and PPD. A TUPD supervisor shared with 21CP that, because the Department “never do[es] exercises with Philly PD[,] [i]f there was an active shooter event, there will be head-butting.” Another TUPD leader suggested that, although TUPD has “not done active shooter drills with Philly PD” in the recent past, “it would be mutually beneficial.”

Meanwhile, 21CP heard from some campus community members that “[a]ctive shooter information seems to have been tapered off” more recently. A faculty member indicated that the campus “need[s] to practice protocols for what to do when there is an active shooter on campus,” with other faculty and administrators suggesting that the campus is not sufficiently ready to respond to an active shooter event.

Given the unfortunate history of mass casualty and active shooter incidents across the country, more recent events in which Temple issued lockdown orders in relation to a gunman in a standoff with Philadelphia Police near the Health Sciences Campus,¹⁰⁵ and the understandable disruption that the COVID-19 pandemic introduced to some previously ongoing training and educational initiatives, the University would do well to invest in a renewed, cross-University preparedness and training plan to address preparedness for a large-scale public safety incident. This should include a plan for regular trainings in which security personnel and both Temple and Philadelphia Police “officers . . . form[] into teams and conduct[] . . . simulations” of active shooter scenarios.¹⁰⁶ Indeed, it appears that PPD and Temple collaborated on such active shooter drills and simulations several years ago¹⁰⁷ – suggesting that there may be existing precedent and materials for re-launching collaborative active shooter preparedness activities.

Additionally, the University and TUPD should consider enhancing initiatives to provide information and training to

¹⁰⁴ “Temple University Runs Active Shooter Drill,” *NBCPhiladelphia.com* (June 2, 2016), <https://www.nbcphiladelphia.com/news/local/temple-university-has-emergency-response-practice-event-philadelphia/2027510/>.

¹⁰⁵ Jenny Fink, “How Temple University is Dealing with Philadelphia Shooting After Maurice Hill Allegedly Wounds 6 Police Officers,” *Newsweek.com* (Aug. 15, 2019), <https://www.newsweek.com/philadelphia-shooting-maurice-hill-temple-university-1454506>.

¹⁰⁶ Joe Spanheimer, “Active Shooter Response: Developing a Tactical Playbook,” *Police Chief* (Dec. 5, 2018), <https://www.policemagazine.org/active-shooter-response-playbook/>.

¹⁰⁷ “Active Shooter Drill Scheduled at Temple University,” *CBSNews.com* Philadelphia (June 10, 2015), <https://www.cbsnews.com/philadelphia/news/active-shooter-drill-scheduled-at-temple-university/>.

faculty, staff, and students on active shooter situations. As part of this, Campus Safety Services might update and enhance current web-based resources on active assailant preparedness and response.¹⁰⁸

Vice President Griffin indicated to 21CP that TUPD is “currently training all police officers on active shooter tactics and responses” and that security personnel have received active intruder response training during this academic year’s Winter Break. TUPD also hopes to conduct “a full-exercise in the summer” with partners including the Philadelphia Police Department, Philadelphia Fire Department, Philadelphia Officer of Emergency Management. Although PPD and PFD have sometimes not participated in similar trainings in the past, TUPD is optimistic about the prospect of their participation this year.

Recommendation 9. TUPD should create an Annual Camera Plan that provides a process for identifying required maintenance, upgrades, and additions to on-campus security cameras. The process of creating the Annual Plan might also address:

- **Providing patrol officers with access to security cameras on their mobile devices;**
- **Allowing security guards to monitor the security cameras associated with the location at which they are providing service; and**
- **Mechanisms for ongoing, dynamic collaboration between University IT and TUPD to ensure that camera needs are addressed expeditiously and efficiently.**

Like the vast majority of colleges, universities, and educational institutions, Temple University utilizes a network of security cameras.¹⁰⁹ Vice President Griffin indicates that Temple currently maintains nearly 1,300 security cameras across the University’s campuses. One TUPD captain estimated that, of these cameras, “nearly 400 . . . view public areas,” while others view primarily University assets. Another TUPD supervisor estimated the camera system at 1,500 cameras in total, with 450 situated in more public spaces. Regardless of the specific, total number, the network of on-campus cameras can fairly be described as extensive. That network includes Code Blue

emergency phones stationed around Temple’s various campuses that are equipped with cameras.

TUPD personnel agree that the cameras are an important safety tool. A TUPD captain told 21CP that security cameras “are useful for crime reporting, prevention, and even civil issues like people falling on ice.” An officer focus group participant agreed that the University’s “cameras are good.” Multiple TUPD supervisors indicated in focus groups that the network of security cameras is helpful for monitoring the campus footprint and deterring crime.

Many campus community members specifically indicate that security cameras on campus contribute positively to their feelings of safety. One student survey participant offered, “It’s campus, so it’s secluded and well-lit and has cameras[,] so I feel secure.” Another explained that “[o]n campus, I feel very safe, because I’ve heard that you’re in the view of at least 3 cameras” Another student survey participant suggested that things like “[s]eeing more police on [the] street, . . . brighter lights, and security cameras on every street could help” enhance their feelings of safety. A further survey participant, echoing several similar responses, agreed that “[t]here should be more cameras around.”

However, TUPD personnel also indicated some problems with the maintenance of the camera system. Communications personnel shared that “some cameras have an obstructed view due to tree branch overgrowth” and similar issues. A TUPD supervisor agreed that “some cameras are block by trees or broken” and shared that some personnel conducted an “audit of the cameras and identified problems” previously “but nothing happened” in terms of follow-up. Another interview participant suggested that there was previously “guy who used to help adjust cameras,” but that individual is “no longer there.”

A participant in a focus group of Resident Directors and Coordinators noted that there are “not enough cameras in a variety of places” around University buildings. A Temple supervisor shared that there have been “issue[s] with [TUPD access to] cameras at the [TU] Hospital,” with another noting that the Department “can’t easily get footage for investigation

¹⁰⁸ See Temple University, Campus Safety Services, Emergency Preparedness, Get Educated, Be Prepared, “Active Assailant Preparedness,” <https://safety.temple.edu/emergency-preparedness/get-educated/preparedness/active-assailant-preparedness> (last visited Jan. 6, 2023).

¹⁰⁹ Robin Hattersley-Gray, “Do Security Cameras Really Make Campuses Safer?,” *Campus Safety* (Mar. 8, 2018), <https://www.campus-safety-magazine.com/technology/security-cameras-campus-safety/> (finding that “nine out of 10 schools, universities and hospitals” in a survey “deploy security cameras on their campuses”).

purposes” even though TUPD personnel “had direct access to [the Hospital’s camera] system three years ago.”

Meanwhile, TUPD dispatchers also indicated that some camera units experience technical problems and will “go down frequently.” Indeed, 21CP spent several hours in early September 2022 observing dispatchers at work. 21CP personnel saw observed directly, in some instances, a need for better camera placement and quality (whether due to enhanced maintenance or better-quality systems).

21CP also observed that, and heard from communications personnel about, all security cameras on campus are monitored by a relatively limited number of communications personnel. Personnel noted that they are responsible for covering cameras across three Temple campuses. They worry about their ability to spot issues across the volume of cameras, especially when other responsibilities for communications and dispatch surface in emergencies.

As a TUPD supervisor suggested, the University and Department “need a camera strategy” that ensures that the camera system is well-maintained and established in a manner that maximizes the safety impact of such cameras. Consequently, 21CP recommends that TUPD and CSS create an Annual Camera Plan that provides a process for identifying required maintenance, upgrades, and additions to on-campus security cameras. In addition to ensuring that the camera system is well-maintained and optimized, the Annual Camera Plan – which, as its name suggests, should be updated regularly – should explore and codify ways for TUPD and University IT to collaborate, as appropriate to ensure that camera needs are addressed expeditiously and efficiently. 21CP understands that an updated University policy on Camera and Video Imaging Systems is being reviewed.¹¹⁰

Further, various security and TUPD personnel expressed some frustration that they could not readily access security cameras. For instance, 21CP heard from several security personnel that they cannot, while at their duty desks, monitor the cameras associated with the location they are working. Likewise, multiple patrol officers wondered whether they could more readily gain access to security footage in the field. 21CP understands from other Temple stakeholders that

arranging for wider access to security footage may present some logistical, infrastructure, and data security implications. We recommend here simply that CSS and TUPD explore the feasibility of mechanisms for allowing expanded, in-the-field access to security camera footage.

The final report of Temple’s Violence Reduction Task Force advocated for the “[i]ncreased . . . use of security cameras . . . to better track criminal activity, as well as try to prevent crime.”¹¹¹ In particular, it urged TU to work with local stakeholders beyond the University to “expand[] the use of technology . . . in patrol areas and sharing the data collected to address crime on campus and throughout the area.”¹¹² Even as 21CP understands that the physical boundaries of TU’s patrol area on the one hand and of TU’s physical campus and buildings on the other pose practical limitations on the extent and scope of TU-controlled security camera infrastructure, 21CP concurs with the Task Force that exploring possibilities for expanded partnerships and information-sharing among and between the University and local government, police, business, and community stakeholders when it comes to security cameras and footage could produce new ideas and initiatives that might enhance the safety of both the campus and wider North Philadelphia communities.

Additionally, 21CP observes that, rather than dispatchers expected to monitor a large number of cameras at all times, a more strategic approach for utilizing cameras might involve establishing “virtual patrols,” where cameras at or near higher-risk areas or sites are viewed on a set schedule. Although this might require additional resources, it is possible that other resources – including interns or part-time employees – might be utilized.

As our assessment proceeded, 21CP learned that Vice President Griffin initiated an assessment of all security cameras that Temple maintains on its campus. This included an evaluation of locations for Code Blue phones and cameras. 21CP understands that TUPD has also developed an initial plan for where cameras should be added to expand coverage or replaced to address malfunctioning units and that, with funding secured, these new and upgraded cameras should be integrated in 2023.

¹¹⁰ See Temple University, Policies and Procedures Manual, Policy No. 04.61.11, “Camera and Video Imaging Systems” (last rev. Sept. 2012).

¹¹¹ Temple University Violence Reduction Task Force, *Violence Reduction Task Force Report: Findings and Recommendations for Temple University* 9

(Oct. 2022), https://plan.temple.edu/sites/plan/files/Violence_Reduction_Task_Force_Report_11.15.22.pdf.

¹¹² *Id.*

CSS has also created a Camera and Video Imaging Systems Policy and Procedure Committee to manage issues and requests relating to on-campus security cameras. The Committee’s responsibilities include considering requests by University entities for additional cameras or regarding issues with existing cameras.

Additionally, Vice President Griffin has indicated that a new position is being created that will assist with the research, planning, and implementation of technology to ensure that all Department and security technology systems are working together and being maintained and replaced on a designated schedule. All of these steps appear to 21CP to be consistent with Temple’s needs and with this report’s recommendations relating to on-campus security cameras.

Recommendation 10. TUPD should conduct a focused assessment of building security and access protocols.

Across students, faculty, campus security personnel, and TUPD personnel alike, numerous campus community members raised concerns about the consistency and reliability of building security and access protocols.

Currently, security at most Temple buildings is covered by Allied Security personnel. It appears to many, however, that procedures and protocols associated with screening and admitting individuals to University buildings is highly variable and, in the experiences of some, less rigorous than would make them comfortable. In a focus group with Resident Directors and Coordinators, personnel noted some locations on campus where “a lot of people have access[,] and the timing of the door lock allows some people to slip in behind the staff,” even as the door is “propped open a lot.” Another individual noted that she “often” arrives to work to “find[] the gate open because security doesn’t want to deal with tapping them [people arriving] in [via the security card system] or because of the delay between each admittance.”

A faculty member indicated that they don’t feel safe on campus because Temple “need[s] to do a better job of securing buildings.” They explained that, although “Allied security are good people . . . , they often say they ‘aren’t paid’ to intervene beyond reporting things to the police.” Separately, residential life staff recounted regularly seeing “guards on phones not paying attention” at the entrances to campus buildings. One stakeholder asserted that, in their experience, security

personnel “is inattentive, unresponsive, and loses people’s IDs and guest cards,” as well as “memos that tell them who not to allow in the building.” Other stakeholders concurred that procedures relating to preventing individuals from entering buildings who are no longer supposed to be there should be strengthened.

Indeed, in 21CP’s experience across multiple visits and a number of days on TU’s campus, access protocols varied substantially based on the building and security personnel encountered. Some personnel were comparatively stricter, requiring more explanation and documentation, while others were far laxer, requiring little to nothing in the way of explanation or documentation before granting access.

21CP suggests that TUPD conduct a random, regular check of how both Allied and TU’s security personnel are putting these protocols into practice, that supervisors are ensuring that security staff are attentive and following such protocols, and that campus building doors are alarmed or equipped with cameras where appropriate. Additionally, 21CP suggests that TU ensure that all residential buildings benefit from up-to-date identification scanning mechanisms that allow and track entrance.

In a focus group with TUPD officers, some personnel observed that the Department is regularly “crushed with theft in buildings,” with officers regularly responding to incidents involving property crime on campus. The data previously summarized in Table 5 indeed confirms that more than 1 out of every 4 calls for service to which TUPD responds is for theft. It is unclear without more precise analysis the extent to which calls for service involving theft to which TUPD responds occur on the campus boundary or beyond the campus boundary in the wider TUPD patrol area immediately beyond the physical campus. However, it appears to 21CP that the University and Campus Safety Services has an opportunity to help drive down the occurrence of theft on campus by ensuring more uniform building access procedures.

TUPD spending less time responding to calls for service involving theft can translate to more time for personnel to engage in crime deterrence and violence prevention initiatives. Consequently, even if it appears that addressing theft on campus is not the most immediately urgent or serious safety-related initiative facing Temple at present, finding mechanisms to decrease TUPD’s need to respond to lower-level community issues and problems can allow the

Table 7. Calls for Service for Rape, TUPD Compared to PPD UCR for Rape, 2017–2021

	Number of Calls to TUPD (Fiscal Year)	PPD's UCR Reporting (Calendar Year)
2017	23	40
2018	27	29
2019	16	43
2020	20	21
2021	14	36

Notes: TUPD calls include those for rape in progress and reporting a prior rape. UCR, the Uniform Crime Report, is submitted by PPD to the Federal Bureau of Investigation on an annual basis.

Department to engage in more and additional activities that might address violent crime and physical safety considerations on and near campus.

21CP cautions that any changes or enhancements to building access procedures need to include, and be paired with ongoing training on, mechanisms to guard against bias, unfairness, and discrimination. Access parameters, and guidelines to follow when an individual may not be able to meet them, should be tied to objectively verifiable behaviors and actions rather than individual characteristics like race, ethnicity, gender, and the like.¹¹³

II. Response to Sexual Assault

In October 2012, the American Association of University Professors (“AAUP”) released a report and a resolution that outlined the scope of the problem of sexual assault on campus and suggested policies and procedures for addressing it.¹¹⁴ That report chronicled that between 20 and 25 percent of college women and 4 percent of college men report being sexual assaulted during their college years – with the rate for LGTBQ+ students slightly higher.¹¹⁵

The numbers, unfortunately, have not improved since 2012. In a 2020 update to their earlier work, the AAUP released the

results of a survey of 181,752 university students. About one out of every five (20 percent of) women, 20 percent of LGBTQ+ students, and 5 percent of men reported having experienced nonconsensual penetration, attempted penetration, sexual touching by force, or the inability to consent.¹¹⁶ Forty-two percent of all students reported experiencing sexually harassing behavior.¹¹⁷ The survey also found that fewer than half (47 percent of) victims had contacted counseling services, 11 percent contacted the campus police, and 9 percent contacted local police – with nearly one-third of victimized students not seeking any assistance or making any report of their victimization to police.¹¹⁸

Unfortunately, based on available data and information, as well as discussions with Temple stakeholders and community members, some of these trends impacting campuses nationally are present at TU. There are several sources of data that contain statistics on the number of rapes and attempted rapes at and near Temple’s campus. TU’s data on campus crime, compiled to comply with the requirements of the federal Clery Act – which requires, among other things, that colleges and universities publish annual crime statistics¹¹⁹ – indicates that, on Temple’s Main Campus, there were 5 reported rapes in 2019, 7 in 2020, and 7 in 2021. Additionally, there were 12 reported fondling incidents in 2019, 6 in 2020,

¹¹³ American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 20–23, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jan. 10, 2023) (inventorying best practices with respect to calls for encounters involving “suspicious” behavior).

¹¹⁴ American Association of University Professors, *Campus Sexual Assault: Suggested Policies and Procedures*, https://www.aaup.org/file/Sexual_Assault_Policies.pdf (last accessed Dec. 30, 2022).

¹¹⁵ *Id.* at 366.

¹¹⁶ American Association of University Professors, *Report on the AAU Campus Climate Survey on Sexual Assault and Misconduct* (Jan. 17, 2020),

[https://www.aau.edu/sites/default/files/AAU-Files/Key-Issues/CampusSafety/Revised%20Aggregate%20report%20%20and%20appendices%201-7%20\(01-16-2020%20FINAL\).pdf](https://www.aau.edu/sites/default/files/AAU-Files/Key-Issues/CampusSafety/Revised%20Aggregate%20report%20%20and%20appendices%201-7%20(01-16-2020%20FINAL).pdf).

¹¹⁷ *Id.*

¹¹⁸ *Id.*

¹¹⁹ See, e.g., Matt R. Nobles, et al., “Community and Campus Crime: A Geospatial Examination of the Clery Act,” 59 *Crime & Delinquency* 1131 (2012); Gail McCallion, “History of the Clery Act: Fact Sheet,” *Congressional Research* (2014), <http://clery.clerycenter.org/wp-content/uploads/2015/09/nps69-111214-12-3-2.pdf>.

and 13 in 2021. There were also reported cases of dating violence, stalking, and other sexual offenses.¹²⁰

Separately, TUPD's data on calls for service reflect an average of 20 received calls per year between 2017 and 2021 reporting a rape. PPD's Uniform Crime Reporting ("UCR") Part 1 offenses¹²¹ for rape occurring within 0.8 miles of Temple's campus center show higher numbers, as they reflect both PPD and TUPD's reporting and encompass some areas not patrolled by TUPD.

Regardless of the source, the number of reported rapes on and around Temple's campus reflect only those instances where victims are willing to report the crime to the police. Indeed, national data suggests that only between 13 and 20 percent of sexual assault victims report their victimization.¹²² Different data reporting times and criteria add complexity with respect to these numbers and trends. For example, Temple data is aggregated around the fiscal year, while PPD data is aggregated around the calendar year.

The primary approaches to addressing sexual misconduct on campuses include prevention efforts, focusing on counseling and other support services, and increasing awareness on the reporting process and police response to sexual assault crimes.¹²³ To this end, students have eight different avenues to report incidents of sexual misconduct, including sexual assault.¹²⁴ Five of these avenues are service-oriented and provide advice and assistance on reporting sexual misconduct – including Tuttleman Counseling Services, Student Health Services, the Wellness Resource Center, and the Women Organized Against Rape. Additionally, there are three formal ways a student can report sexual violence, including the Philadelphia Police Department, Temple Campus Safety Services, and the University's Title IX and ADA Coordinator. These various avenues allow the victims to choose the avenue with which they may be most comfortable and feel most

supported given their circumstances. However, it should be noted that the existence of numerous reporting avenues does create potential challenges in terms of aggregate offense reporting and, more importantly, for the University to ensure ongoing, supportive wraparound services for victims.

TU makes a variety of services available to sexual assault victims. These include a satellite office of the Women Organized Against Rape (WOAR), a sexual violence crisis center on Temple's main campus.¹²⁵ This organization acts as a third party not associated with Temple. Temple's Tuttleman Counseling Services has a Sexual Assault Counseling and Education (SACE) Unit offering crisis intervention, case management, counseling, and advocacy work for students who have experience sexual assault, sexual harassment, or stalking.¹²⁶ Temple University's Police Department also has a special services unit which promotes risk reduction initiatives and provides victim advocacy support.¹²⁷

All of Temple's existing services are components of an appropriately holistic approach to incidents and issues relating to sexual assault and violence. 21CP saw and heard evidence of the University's strong commitment to these resources. At the same time, 21CP did identify some areas where the University and Temple's Police Department could enhance their response to, and support services surrounding, sexual assault to align even more dynamically with community needs and emerging best practices.

Recommendation 11. TUPD and TU should review their current sexual assault services available to victims to ensure all aspects are trauma-informed, victim-centered, and multi-disciplinary.

Professional organizations representing law enforcement, public health, and social work have increasingly promoted a

¹²⁰ Temple University, "Crime Rates and Statistics," *Annual Security and Fire Safety Report*, 2022, https://safety.temple.edu/sites/safety/files/TU_ASFSR2022_Crime_508.pdf (last accessed Dec. 20, 2022).

¹²¹ Federal Bureau of Investigation, Services, Criminal Justice Information Services, *Uniform Crime Reporting*, <https://www.fbi.gov/services/cjis/ucr> (last visited Dec. 28, 2022).

¹²² See American Association of University Professors, *Report on the AAU Campus Climate Survey on Sexual Assault and Misconduct* (Jan. 17, 2020), [https://www.aau.edu/sites/default/files/AAU-Files/KeyIssues/CampusSafety/Revised%20Aggregate%20report%20%20and%20appendices%201-7%20\(01-16-2020%20FINAL\).pdf](https://www.aau.edu/sites/default/files/AAU-Files/KeyIssues/CampusSafety/Revised%20Aggregate%20report%20%20and%20appendices%201-7%20(01-16-2020%20FINAL).pdf); Charlotte Huff, "A Crisis of Campus Sexual Assault," 53 *Monitor on Psychology* 26 (2022), <https://www.apa.org/monitor/2022/04/news-campus-sexual-assault>.

¹²³ Charlotte Huff, "A Crisis of Campus Sexual Assault," 53 *Monitor on Psychology* 26 (2022), <https://www.apa.org/monitor/2022/04/news-campus-sexual-assault>.

¹²⁴ Temple University, *Sexual Misconduct Resources: Ways to Report*, <https://sexualmisconduct.temple.edu/information-victims/ways-report> (last visited Dec. 30, 2022).

¹²⁵ Temple University, *Sexual Assault*, Student Health Services, <https://studenthealth.temple.edu/services/sexual-assault> (last accessed Dec. 30, 2022).

¹²⁶ Temple University, *Tuttleman Counseling Services, Sexual Assault Counseling and Education Unit*, <https://counseling.temple.edu/sexual-assault-counseling-and-education-sace-unit> (last accessed Dec. 20, 2022).

¹²⁷ Temple University, *Sexual Misconduct Resources*, Campus Resources, <https://sexualmisconduct.temple.edu/resources/campus-resources> (last accessed Dec. 20, 2022).

trauma-informed framework to support victims and address the impact of sexual assault on university's campuses.¹²⁸ Trauma-informed approaches proceed from a recognition that:

Traumatic response is highly individualized and shaped by a wide range of factors, from genetics to previous life experiences, to support systems available in the aftermath of the event. How helping professionals respond also influences the long-term impact of traumatic events for the better, when delivered in a trauma-informed environment, or for the worse, if delivered in a trauma-insensitive manner.¹²⁹

"A trauma-informed response involves," among other things:

[K]nowledge of trauma impact, victim/survivor-centered interaction, sensitive and inclusive language, cultural sensitivity, transparency, minimal questions at the time of crisis, appropriate referrals, provision of written resources, follow up within 24-48 hours when necessary, and appropriate boundaries and trustworthiness.¹³⁰

As discussed previously, Temple's current services for sexual assault victims represent a multi-disciplinary approach. A systematic examination of current practices within and among these various resources to consider the extent to which they reflect and incorporate a trauma-informed framework can only improve these services. This examination might encompass TU's sexual assault prevention efforts, medical and counseling services, and law enforcement response.

With respect to TUPD and law enforcement response, this evaluation should focus not only on the programs and services provided to victims but also on the substantive training and support that is available to personnel providing such services, including TUPD police officers. Police response to sexual assault victims can, depending on the approaches used and the manner of engagement, support the victim or add to the victim's trauma, as well as reduce the likelihood the victim will pursue the case through the criminal justice system. Indeed, TUPD responds to an average of 20 rape calls a year, which does not include calls for other sexual offenses. TUPD or Temple personnel may be the first interaction that a victim has following the trauma of a sexual assault, even if the Philadelphia Police Department conducts the primary investigation.

Essential to improving police response is training officers and security personnel in trauma-informed response and interview techniques. Trauma-informed training usually focuses on the effect of trauma on the brain and resulting behavior, understanding how alcohol and drugs may impact memory, talking with the victim and obtaining basic information, and referrals to services. The International Association of Campus Law Enforcement Administrators and the International Association of Chiefs of Police offer specific training resources along these lines to police departments.¹³¹

One mechanism that TU might consider for conducting this review is the establishment of a committee comprised of campus experts from the fields of public health and social work, appropriate administrative personnel, student leaders and representatives, and other campus stakeholders. 21CP understands that a similar committee convened in 2014 to look at campus sexual misconduct, and the University might consider that prior effort as a model or starting place for a new evaluation going forward.

¹²⁸ See American College Health Association, *Addressing Sexual And Relationship Violence: A Trauma-Informed Approach* (Sep. 8, 2020), https://www.acha.org/documents/resources/Addressing_Sexual_Violence_Toolkit_2020-Update.pdf; Noël Busch-Armendariz, *The Blueprint for Campus Police: Responding to Sexual Assault* (2016), https://sites.utexas.edu/idvsa/files/2019/03/Blueprint_February-2016_FINAL_2-3.pdf); International Association of Campus Law Enforcement Administrators, "Trauma-Informed Response for Sexual Assault Investigations Trainings," *University Issues Series* (Jan. 21, 2019), <https://www.iaclea.org/association-news/2019/01/21/trauma-informed-response-for-sexual-assault-investigations-trainings/>.

¹²⁹ Charles Wilson, et al, "Trauma-Informed Care," *Encyclopedia of Social Work*, <https://oxfordre.com/socialwork/display/10.1093/acrefore/9780199975839.001.0001/acrefore-9780199975839-e>

[1063%3Bjsessionid=D6AE0717F9E9B859A1B00FC1A2E984FE](https://www.theiacp.org/resources/trauma-informed-sexual-assault-investigation-training-curriculum) (last accessed Dec. 29, 2022).

¹³⁰ American College Health Association, *Addressing Sexual And Relationship Violence: A Trauma-Informed Approach* 24 (Sep. 8, 2020), https://www.acha.org/documents/resources/Addressing_Sexual_Violence_Toolkit_2020-Update.pdf; see also Karen Rich, "Trauma-Informed Police Responses to Rape Victims," 28 *Journal of Aggression, Maltreatment & Trauma* 463 (2019).

¹³¹ International Association of Campus Law Enforcement Administrators, <https://www.iaclea.org/training-overview> (last accessed Dec. 21, 2022); International Association of Chiefs of Police, *Trauma Informed Sexual Assault Investigation Training Curriculum*, <https://www.theiacp.org/resources/trauma-informed-sexual-assault-investigation-training-curriculum> (last accessed Dec. 21, 2022).

Recommendation 12. TUPD should develop – in collaboration with the University’s Title IX office and other appropriate University departments – a standalone policy that addresses TUPD’s response to, and investigation of, sexual assaults.

Recommendation 12.1. TUPD’s sexual assault response and investigation policy should, at a minimum, set standards for patrol officer response to calls involving sexual assaults, outline the information that an officer should obtain, provide guidelines for the interaction with sexual assault victims, outline conditions when a supervisor is contacted, inventory the responsibilities of a supervisor, and provide specific resources for support service referrals.

Recommendation 12.2. TUPD’s sexual assault response and investigation policy should also outline the role of TUPD investigators when investigating a sexual harassment crime. This includes guidelines for conducting a victim-centered, trauma-focused interview; the roles of victim services and advocates; and writing investigative reports.

Currently, the Philadelphia Police Department, through a Memorandum of Understanding, conducts criminal investigations of rapes and felony sex offenses reported to have occurred on Temple’s campus. Even as TUPD personnel therefore function in a supportive capacity, they may often be called to serve as first responders and the initial contact with a victim and/or witness. Given the importance of this role and initial interactions, even independent of a formal investigative interview, the Department will benefit from a specific policy that addresses the roles, responsibilities, and approaches that personnel should employ to ensure an empathetic and effective response.

TUPD’s current General Order 42.2, addressing Criminal Investigation, addresses “those common elements of all

investigations and to establish basic procedures to be used in a criminal investigation.”¹³² This Order covers both preliminary and follow-up investigations of any type of offense – meaning that the policy is “general-purpose.”

For example, the policy outlines broadly-applicable procedures for a preliminary investigation, indicating that it should “begin[]when the first police unit arrives at the scene or makes contact with the complainant or victim.”¹³³ However, no policy guidance in General Order 42.2, or in other TUPD policy, specifies how a patrol officer should respond to a victim of sexual assault and what information a patrol officer should obtain when taking an initial report. Similarly, the policy further provides that “[t]he trauma/stress to which the victim or witness has been subjected will be considered and the interview conducted in such a manner as to reduce stress and minimize further problems,” acknowledging that “the age, physical limitations, and credibility of witnesses” should “be considered.”¹³⁴ This aligns generally with trauma-informed principles, but it is broad and intended to apply to all types of interactions rather than providing particular response guidance for specific situations.

The best approach is for police departments to have a standalone policy and specific training solely addressing sexual violence. In their guidance on improving law enforcement response to sexual violence, the U.S. Department of Justice encourages law enforcement agencies to have “clear, unequivocal stand-alone policies about the proper handling of sexual assault and domestic violence crimes, including when those offenses are perpetrated by officers.”¹³⁵ The International Association of Chiefs of Police’s (“IACP”) Sexual Assault Response and Policy and Training Content Guidelines explains that “[a] sexual assault policy provides agency members with direction and support, helps ensure the safety of victims, agency members, and community members, and aims to hold perpetrators accountable.”¹³⁶

As TUPD considers such a policy, materials from institutions like the University of Texas at Austin might assist in outlining

¹³² Temple University Police Department, General Order 42.2.

¹³³ *Id.* at 6.

¹³⁴ *Id.* at 3.

¹³⁵ U.S. Department of Justice, *Improving Law Enforcement Response to Sexual Assault and Domestic Violence by Identifying and Preventing Gender Bias* (2022), <https://www.justice.gov/ovw/page/file/1509451/download>.

¹³⁶ International Association of Chiefs of Police, *Sexual Assault Response Policy and Training Content Guidelines* 1 (2017), <https://www.theiacp.org/resources/sexual-assault-response-policy-and-training-content-guidelines>.

roles and responsibilities of first responders to sexual assault victims using a trauma-informed approach.¹³⁷

Recommendation 13. Procedures and guidelines surrounding the response to sexual assault should be codified in a Standard Operating Procedure (“SOP”) that outlines the roles, responsibilities, sharing of information, and mechanisms for ensuring the support of the victim among TUPD, TU’s Title IX Office, Women Organized Against Rape (“WOAR”), and the Philadelphia Police Department Special Victims Unit, among others.

21CP understands that, currently, critical connections and procedures between and among TUPD, Title IX Office, WOAR, the PPD’s Special Victims Unit are primarily informal and based on personal relationships. Going forward, these procedures and contacts should be formalized and institutionalized to ensure that strong processes and procedures endure beyond personnel changes. TUPD might consider memorializing this specific information in a Standard Operating Procedure (“SOP”), an internal Department document that outlines in more detail than a General Order how the Department’s personnel carry out various operational tasks.

Recommendation 14. All TUPD personnel should receive training on the Department’s new policies and procedures regarding the response to an investigation of sexual assault and harassment incidents. The training should address topics including the effects of trauma on memory, victim-centered interaction techniques, and services available for victims and the referral process.

Consistent with the prior recommendations addressing sexual assault in this section, TUPD personnel should receive training on sexual assault response. That training should include a review of the University’s policies on sexual assault, TUPD’s updated policies and procedures relating to sexual

assault response, and training on trauma-informed approaches. Existing model trainings, including from the International Association of Campus Law Enforcement Administrators and the International Association of Chiefs of Police, may serve as a sound foundation.¹³⁸ This training can also be an opportunity for other University experts or resources (such as representatives of WOAR, SACE, and the Title IX Office) to provide information about sexual harassment and the impact of sexual violence on victims.

Recommendation 15. TU and TUPD should explore the potential value of establishing a victim’s service function within TUPD to improve the sharing of information among patrol officers, TUPD investigators, and the University’s Title IX Office.

In many police departments, a victim’s service function helps to ensure a continuity of care and promotes information-sharing within the context of responding to sexual assault incidents. As noted previously, at Temple, a potential downside of having multiple avenues available for a victim to report sexual misconduct to a University or City entity and numerous support services available is that it can be a challenge, for TU overall, to support a victim through the stages of reporting, criminal proceedings, and healing or recovery. Indeed, some stakeholders told 21CP that sometimes information is “dropped” between TUPD and the University’s Title IX office. Designating personnel as dedicated resources to help coordinate post-incident care with victims can help to ensure a continuity of care and attention.

TUPD currently staffs a position responsible for risk reduction and advocacy. 21CP understands that this position often works with victims of serious incidents including sexual assault but may also be tasked with other responsibilities. 21CP recommends that the Department explore expanding this function working in conjunction with primary stakeholders on campus – positioning TUPD as a resource responsible for ensuring appropriate “hand-off” of a victim to other University resources, advocates, and service providers.

¹³⁷ Noël Busch-Armendariz, *The Blueprint for Campus Police: Responding to Sexual Assault* (2016), https://sites.utexas.edu/idvsa/files/2019/03/Blueprint_February-2016_FINAL_2-3.pdf.

¹³⁸ International Association of Campus Law Enforcement Administrators, <https://www.iaclea.org/training-overview> (last accessed Dec. 21, 2022);

International Association of Chiefs of Police, *Trauma Informed Sexual Assault Investigation Training Curriculum*, <https://www.theiacp.org/resources/trauma-informed-sexual-assault-investigation-training-curriculum> (last accessed Dec. 21, 2022).

Area 2: TUPD Organization, Administration, and Officer Support

I. Organizational Management

Recommendation 16. The University needs to ensure better cohesion within TUPD – both at the level of leadership and, especially, at the level of rank-and-file or in-the-field personnel.

One of this report’s recurring themes is that TU can benefit from enhanced formal and informal collaboration, integration, and cohesion among the various personnel, resources, offices, programs, and initiatives that contribute to safety and the Temple and the campus community’s feelings of safety. Indeed, as various recommendations in this report emphasize, a dynamic, diversified, and differential response system that tries to bring the right response to each community incident, call, or problem depends on communication and collaboration across entities, units, and divisions within the University.

Of course, for TUPD to play the critical role that it must within that dynamic system of response, as well as to build out its portfolio of responsibilities to focus increasingly on violence prevention and deterrence, the Department will benefit from greater cohesion within the Department itself – both at the level of leadership and, especially, at the level of rank-and-file or in-the-field personnel.

Recommendation 16.1. To promote integration among public safety services and facilitate the enhancement of off-campus safety initiatives, TU should consider maintaining a separate Vice President of Public Safety and Chief of Police.

TUPD’s current General Order 11.1, “Organizational, Structure of Department of Campus Safety Services,” last updated in 2016, codifies the organizational structure of CSS. 21CP is aware that Vice President Griffin is reviewing personnel, functions, and structure and that an updated order and organizational structure is likely to follow the completion of her review.¹³⁹ Additionally, the ability to implement any updated structure will be dependent in part on filling required

positions and ensuring that key personnel have the knowledge, skills, and abilities necessary to perform their roles.

As this report makes clear, CSS faces major challenges and opportunities that may require some changes and enhancements to the way that TUPD and security personnel operate and are structured. In many areas, these changes will also require the building, strengthening, and/or re-commitment to fostering collaborations across resources at Temples and between the University and outside safety stakeholders including the North Philadelphia community surrounding Temple, the City of Philadelphia, and Philadelphia Police Department. Meanwhile, daily operations and the implementation of various initiatives and programs within TUPD most also occur.

In light of the substantial scope of responsibilities that meeting these demands and opportunities presents, 21CP recommends that TU consider separating the responsibilities of building strategy, partnerships, and collaboration from the day-to-day operations of the Police Department.

For these and other reasons, the model of having an overall Director or Vice President of Public Safety, overseeing the Police Department along with other public safety services like non-sworn security personnel, is one that some other campuses and universities have adopted.¹⁴⁰ To be clear, this does not mean that the Vice President would not be involved with TUPD under such a model. Instead, the Chief of Police would report directly to the Vice President. It also does not suggest that current Vice President Griffin is not well-equipped to handle all of the responsibilities under her current portfolio. To the contrary, Vice President Griffin exhibits the kind of thoughtfulness and commitment to community-focused public safety services that can enable her to tackle many areas and initiatives at once. Ultimately, this recommendation that the University consider establishing a separate Chief of Police who reports to the Vice President of Public Safety reflects 21CP’s recognition that the scope of responsibilities and duties relating to safety at Temple are

¹³⁹ Temple University Police Department, General Order 11.1.

¹⁴⁰ See, e.g., University of Pennsylvania, Division of Public Safety, “About,” <https://www.publicsafety.upenn.edu/about/> (last visited Jan. 10, 2023).

likely too substantial for any one person – regardless of how good they are or how hard they work – to perform.

Recommendation 16.2. TU and TUPD should explore intermediate- and long-term mechanisms for having TUPD physically located in one location.

21CP heard across multiple focus groups and interviews that the two buildings promote a separation between patrol and administration. As one TUPD participant said, “The two buildings create a divide between the public safety community and contributes to a silo effect, but we are not big enough to be siloed.” Another TUPD focus group participant indicated that, while there are many other causes or contributors, the building separation contributes to “a total lack of communication” from leadership to rank-and-file officers “over the past eight to ten years.” A supervisor explained that the “separation is not only physical” but also influences “the interaction between the employee and our support staff,” with some employees “outside of” TUPD’s Headquarters purportedly believing that employees inside that building “got hooked up with their positions” due to “favoritism.” In another focus group with TUPD personnel, participants indicated that it feels like each of the Department’s locations “has varying technology – one building has one thing, the other has another.”

TUPD personnel agreed that having all TUPD personnel working from the same physical location would help to address ongoing challenges. Indeed, when asked what they would do if they had a blank check to make enhancements or changes to TUPD, a member said that they would make sure there was “one building” or “one space for the whole Department.”

At the same time, TUPD personnel do appear to recognize that multiple building locations are not the sole cause of poor communication or internal mistrust. Many larger police departments must, by virtue of their size and the geographical expanse that they police, be located in and operate from many discrete locations. However, given the relatively compact footprint of Temple’s patrol area, it appears that TUPD maintaining two buildings may not be promoting the sharing of information and collaboration. Especially to the extent that TUPD personnel may focus increasingly on crime prevention and violence deterrence, including through ongoing partnerships and engagement with community members,

enhanced coordination and supervision may be especially important – which a centralized location would help to facilitate. For all of these reasons, 21CP recommends that the University and TUPD explore ways that TUPD personnel can be physically located in one location in the intermediate- and longer-term.

Recommendation 16.3. TU and TUPD should establish cross-functional work teams to develop and improve policies, programs, equipment, tech, and training.

TUPD across ranks and positions uniformly expressed a willingness to contribute to improving and strengthening the operations of TUPD. Indeed, most personnel with whom 21CP interacted identified many areas where they indicated the Department could benefit from new approaches, dynamics, personnel, technology, and strategic approaches to addressing public safety concerns. In particular, 21CP’s interviews and focus groups confirmed that the Department’s front-line officers, staff, and their supervisors all have a wealth of detailed, first-hand knowledge of issues, needs, and opportunities with respect to procedures, equipment, technology, and other areas. Numerous officers expressed frustration about the extent to which the input and insight from Department personnel went unsolicited, unacknowledged, or unaddressed in the past. As one focus group participant put it, “I want my suggestions to be at least acknowledged.”

Vice President Griffin indicated to 21CP that she is establishing three committees – uniform standards, recruitment and retention, and technology – to serve as formal structures for involving and soliciting input, feedback, and participation from TUPD personnel. 21CP suggests that TUPD pull members of these committees from both administration and patrol and are constituted in a way that involves both civilian and sworn members across all ranks. So long as the committee’s work is substantive, structured, and receives formalized consideration from TUPD leadership, these efforts may be able to enhance the job satisfaction of public safety employees, TUPD’s internal culture, and the ultimate quality of TUPD’s performance.

Additionally, 21CP learned from some TUPD stakeholders, including Dr. Griffin, that some functions and even personnel lack a clearly designated supervisor or manager. Dr. Griffin has indicated an intent to hire several additional individuals,

including both civilian and sworn personnel, to build out the supervisory and management functions more intentionally and comprehensively within TUPD.

II. Staffing and Deployment

Area 1 of this report discussed several short-term staffing initiatives that might increase the TUPD's capacity. The recommendations in this section are focused on determining and ensuring personnel are used in the most effective manner.

Recommendation 17. TUPD should create and staff a variety of training-focused positions to ensure robust, meaningful adoption of an enhanced officer training paradigm.

Consistent with this report's recommendations regarding officer training, TUPD should create and staff positions focusing on TUPD officer training, education, and professional development – including, but not limited to a director of training (who may be civilian); a senior trainer to conduct in-person training; other in-person trainers as necessary; and specialized trainers to address firearms, active shooter, and dispatch training. Not all of these functions need to be a full-time position, but sufficient time must be allocated so that work with respect to the training function is comprehensive, coordinated, and sustained.

21CP understands that there are efforts underway to reinvigorate the Captain of Training position and to have body-worn camera, firearms, and communications/dispatcher trainers report, along with a new senior trainer, reporting to the Captain of Training. These are promising, foundational steps toward enhancing the training function in TUPD, and 21CP recommends that they be finalized as soon as possible and that the person filling the top training position have experience in curriculum development and adult learning principles.

Recommendation 18. TU should (a) conduct a staffing analysis, and (b) implement a comprehensive staffing plan to ensure appropriate personnel and deployment across public safety resources (including

TUPD, Temple security, and Allied security) (the “Staffing Analysis & Plan”).

Staffing analyses and plans are used by police departments to help identify and ensure that key functions are staffed according to real-world workloads and community demands. Typically, staffing analyses focus on patrol workloads, as the patrol function usually represents the bulk of uniform staffing and conducts the work – responding to calls for services – that is both most central to the core, traditional policing function and easiest to quantify in the context of such an analysis.

The level of sophistication of the analysis may vary, ranging from simply looking at aggregate data for calls of service by time and day to conducting a more detailed analysis that considers specific categories of calls for service by day, time of day, and the time it typically takes officers to complete that type of call.¹⁴¹ The analysis should also consider proactive policing activities such as community engagement, problem-solving, and the adoption of alternatives to motorized patrol (discussed elsewhere in this report). The Department of Justice has provided guidance on the types of factors that may affect a campus police department's staffing model, which include:

- Age and gender profile of the student body
- Number of students resident on campus
- The number and security requirements of buildings on and off campus
- Size of the campus
- Teaching hours
- Patrol boundaries and responsibilities
- Use of separate security companies
- Recruitment and retention issues
- Composition of the department—i.e., sworn or non-sworn, armed or non-armed
- The need for some campus public safety departments (CPSD)'s to rely on student employees
- CPSD responsibilities, including those not specifically related to their role;
- Policing style/range of community policing activities undertaken

¹⁴¹ See James McCabe, International City/County Management Association “An Analysis of Police Department Staffing: How Many Officers Do You Really Need?,” https://icma.org/sites/default/files/305747_Analysis%20of%20Police%2

[ODepartment%20Staffing%20 %20McCabe.pdf](#) (last visited Jan. 3, 2023); Alexander Weiss, *Baltimore Police Staffing Plan* (Dec. 13, 2019), https://www.alexanderweissconsulting.com/wp-content/uploads/2020/02/BPDFinalDraft12_13-1.pdf (last accessed January 3, 2023).

- Efficiency of work schedules
- Institution expectations
- Budget restrictions¹⁴²

Determining staffing needs for non-patrol functions tends to be more difficult but possible.¹⁴³

The critical point is to know how many and what kind of positions are needed to fulfill the mission of the TUPD – and then to establish a specific plan geared toward hiring, training, and placing personnel in those positions. The analysis and plan should reflect alignment and engagement with the demands and expectations of the community that TUPD serves, as well as the requirements of the Safety Partnership Zone discussed in Area 1 of this report.

The Staffing Analysis & Plan should evaluate current functions and create, or transition, a variety of senior, civilian administrative positions. TUPD should make greater use of qualified, experienced civilians to address senior administrative and leadership positions – such as social media manager, human resources manager, a manager of the Department’s CALEA accreditation process, a director of training, and other functions. The Vice President of Public Safety has already identified nine new managerial positions to perform key functions like communications, training, accreditation, and others. Based on 21CP’s experience and discussions with TUPD stakeholders, it appears that many of these positions can and should be filled by non-sworn professionals.

The expanded civilization of law enforcement agencies can have several significant benefits:

First, it saves money. Civilians cost less to train, equip, and pay Second, . . . using civilian employees improves police-community relations as the employees become, in effect, agency ambassadors in the community. They also bring the community perspective into their agencies. Third, civilian employees give the

organizational structure more flexibility [with respect to who is] hired, transferred, promoted and demoted, and fired than sworn staff.¹⁴⁴

Perhaps even more importantly at Temple, civilian professionals can “replace sworn officers in assignments” such that “sworn officers can then be redeployed to policing tasks such as patrol.”¹⁴⁵ More civilianization can allow existing TUPD officers and supervisors to focus in a more sustained manner on deterring and preventing crime and violence – and engaging in community and problem-oriented policing activities.

The Staffing Analysis & Plan should also incorporate current and potential new primary response opportunities by other non-police resources and/or diversified response strategies. Area I, Section 1 of this report makes recommendations regarding the creation and utilization of a differential, diversified response approach in which other University resources beyond the police serve as the primary response for particular calls for service or community issues. As this sort of system may be implemented, the workloads of TUPD personnel – particularly patrol officers – may change. Indeed, other University personnel, offices, or resources taking the lead in particular situations may free TUPD officers to spend their time addressing other concerns.

Consequently, TUPD’s formalized, in-depth staffing evaluation and planning process should incorporate and consider the many components of TU’s public safety infrastructure and contemplate how changes in their involvement could dynamically transform police workloads and requirements. This may include University resources such as Tuttleman Counseling Services, University Housing and Residential Life, and others. In this way, a staffing analysis and plan should reflect not just historical patterns or the current state of safety but should, instead, be geared toward providing staffing and deployment levels in alignment with the desired, future state of public safety at Temple. That is, even as a staffing analysis and plan need not specifically set the staffing levels of many other University functions, offices, or

¹⁴² Sue Woolfenden & Bill Stevenson, U.S. Department of Justice, Community Oriented Policing Services Office, *Establishing Appropriate Staffing Levels for Campus Public Safety Departments* 25 (2013).

¹⁴³ Alexander Weiss, *Baltimore Police Staffing Plan* (Dec. 13, 2019), https://www.alexanderweissconsulting.com/wp-content/uploads/2020/02/BPDFinalDraft12_13-1.pdf (last accessed January 3, 2023).

¹⁴⁴ Edward Maguire & William Wells, U.S. Department of Justice, Office of Community Oriented Policing Services, *Implementing Community Policing: Lessons from 12 Agencies* 66 (July 2009), <https://cops.usdoj.gov/RIC/Publications/cops-p172-pub.pdf#page=89>.

¹⁴⁵ *Id.*

resources, what other people and entities that address aspects of campus safety and well-being do, how they respond, and how much they have in the way of resources should be considered in detail in establishing a TUPD staffing plan.

Recommendation 19. TUPD should develop a revised, codified deployment plan – accommodated and reflected in the Staffing Analysis & Plan – that give greater emphasis to bike, foot, and other non-motorized modes of patrol.

Currently, most TUPD officers are in patrol cars, with officers saying that bike or foot patrols occur only when the Department has insufficient cars at a given time. 21CP understands that although TUPD designates a certain number of officers as “bike officers” based on their completion of training, those officers are not routinely deployed or patrolling on bikes. Although officers are “encouraged” to get out of cars and walk the campus and are “asked” to conduct checks of buildings, it appears that this is insufficient to ensure regularized non-vehicle patrol.

Many studies suggest that the effective implementation of alternatives to motorized patrol, including foot and bike patrols, can both lower crime and support an overriding “community policing” approach.¹⁴⁶ For example, a 2011 study conducted by Temple Criminal Justice Professor Jerry Ratcliffe concluded that a then-program in Philadelphia prioritizing foot patrols found that, relative to areas without foot patrols, violent crime decreased by 23 percent.¹⁴⁷ Other studies suggest that foot patrols may be more effective than motorized patrols in addressing crime and public safety issues,¹⁴⁸ as “[o]fficers on foot patrol can observe more than officers in vehicles.”¹⁴⁹

Separately, foot patrols may also promote community engagement and problem-solving. A 2016 National Policing Institute study evaluating foot patrol programs nationwide found that, among other benefits, foot patrols “facilitate relationship-building between officers and the community,”

“[e]nhance the enforcement and problem-solving capability of law enforcement,” “can change how the community views police officers,” and can “increase the legitimacy of the police in the eyes of the community.”¹⁵⁰

Although some argue that foot patrols are overly resource-intensive because they limit the ability of an officer to move quickly to respond to calls, given the relatively compact size of Temple’s campus and patrol boundaries, campus community safety may be especially well-served by the high visibility and enhanced effectiveness of non-motorized patrol. A deployment plan which includes car, bike, and foot patrol can be utilized once the workload for officers is understood across times and geography.

Recommendation 20. TUPD’s revised, codified deployment plan should be based on, and reflect, call volume, and community needs.

Based on interviews, 21CP understands that TUPD currently tries to distribute officers evenly across all three of its shifts. This means that the same number of officers generally work each shift and across all times of day and day of the week.

However, no jurisdiction encounters equal distribution of calls for service and need – and, indeed, 21CP’s preliminary analysis of Temple’s calls for service data affirms that community needs change based on time of day, day of week, and time of year. Table 6, above, shows that most calls for service to which TUPD officers were dispatched during the period of 2021 through July 2022 occurred between 3:00 PM and 1:00 AM, with roughly 60 percent of all calls occurring during that time span. Perhaps unsurprisingly, the weekend (from Friday evening to Monday early morning) sees the highest volume of calls – with demand generally cresting during 12:00 AM and 2:00 AM.

Other days of the week show high call volume between 3:00 PM and 9:00 PM. This data is consistent with student representations that they feel less safe on campus in the

¹⁴⁶ See Gary W. Cordner, “Community Policing: Elements and Effects,” 5 *Police Forum* 1, 4 (1995); A. Gerasimos Gianakis, et al, “Reinventing or Repackaging Public Services? The Case of Community-Oriented Policing,” 58 *Public Administration Review* 485 (1998).

¹⁴⁷ Jerry Ratcliffe, et al, “The Philadelphia Foot Patrol Experiment: A Randomized Controlled Trial of Police Patrol Effectiveness in Violent Crime Hotspots,” 49 *Criminology* 795 (2011).

¹⁴⁸ Elizabeth R. Groff, et al, “Exploring the Relationship Between Foot and Car Patrol in Violent Crime Areas,” 36 *Policing* 119, 119 (2013).

¹⁴⁹ Michael J. Palmiotto, *Community Policing: A Police-Citizen Partnership* 99 (2011).

¹⁵⁰ Brett M Cowell & Anne L. Kringen, Police Foundation, *Engaging Communities One Step at a Time: Policing’s Tradition of Foot Patrol as an Innovative Community Engagement Strategy* iv (2016), https://www.policefoundation.org/wp-content/uploads/2016/09/PF_Engaging-Communities-One-Step-at-a-Time_Final.pdf.

evening hours. Conversely, comparatively little activity occurs most weekdays between 3:00 AM and 12:00 PM.

A plan that is tied closely to need may well not staff an equal number of people across times of day and days of week and instead be indexed dynamically to reflect community need. 21CP recommends that TUPD develop a deployment plan that is strategic and closely tied to real-world trends and current community needs, including crime dynamics and patterns with respect to community calls and problems. The deployment plan should also be adjusted to reflect the initiatives and strategic imperatives of the Safety Partnership Zone.

Recommendation 21. TUPD should consider growing the ranks of supervisor to ensure enhanced supervision across all shifts.

Currently, TUPD employs six lieutenants, eight sergeants, and two corporals (with some of these positions assigned outside of patrol). Many TUPD personnel, including rank and file patrol officers, said that the Department would benefit from having more supervisors on duty across all shifts. 21CP recommends that the Department consider expanding its supervisor ranks, with the staffing analysis recommended above helping to determine the appropriate number and assignments of supervisory positions.

Relatedly, an analysis of existing supervisory positions may be useful to ensuring that various ranks are appropriate for specific positions. Some TUPD members who engaged with 21CP reported that there are some existing issues with respect to what responsibilities are associated with what level of supervisory position. As one TUPD member observed, “A Corporal carries the same responsibilities as a Lieutenant, which is frustrating.”

Finally, filling supervisory positions without providing the requisite supervisory and managerial training to ensure the performance and success of new supervisors will be of minimal benefit. TUPD should ensure that new supervisors receive targeted training and on-the-job development opportunities (job shadowing, active mentorship, etc.). Vice President Griffin has indicated that establishing substantially enhanced professional and leadership development pathways

for personnel, including new supervisors, is an area of focus going forward.

III. TUPD Recruitment, Hiring, Promotions, Retention, and Departmental Culture

According to the United States Department of Justice, law enforcement “agencies thrive when they”:

- “[R]ecruit and hire talented personnel who reflect the community’s diversity”; and
- “[R]etain talent by providing incentive structures, mentorship, and transparent organizational justice”; and
- “[P]rovide clear, merit-based, and objective pathways to promotion or transfer.”¹⁵¹

For a number of years, and acutely since 2020, police departments of all types have experienced challenges maintaining staffing levels due to increases in retirements and decreases in the number of qualified, new applicants. A 2021 survey by the Police Executive Research Forum of law enforcement agencies reported an 18% increase in resignations and a 45% increase in retirements compared to the prior year.¹⁵² Law enforcement agencies are finding it difficult to replace those who left policing, as reflected by the findings of an International Association Chiefs of Police survey in 2019, which found that:

- “78% of agencies reported having difficulty in recruiting qualified candidates”;
- “65% of agencies reported having too few candidates applying to be . . . officers”;
- “75% of agencies reported that recruiting is more difficult today than it was five years ago”;
- “50% of agencies reported having to change agency policies to increase the chances of gaining qualified applicants”; and

¹⁵¹ U.S. Department of Justice, Office of Community Oriented Policing Services, *Law Enforcement Best Practices: Lessons Learned from the Field* 94 (2019).

¹⁵² Police Executive Research Forum, “*PERF Special Report: Survey on Police Workforce Trends*,” (June 21, 2021).

- “25% of agencies reported having to reduce or eliminate certain agency services, units, or positions because of staffing difficulties.”¹⁵³

University and college public safety departments have not been immune to these staffing dynamics. Consequently, campus public safety departments must have in place systems, processes, and strategies geared toward attracting qualified applicants who are subject to a selection process that is standardized, objective, reliable, and capable of bringing on new personnel who are aligned with the mission, vision, and values of campus policing. At the same time, recruiting and hiring campus safety personnel is only one element of the staffing picture. Agencies must also retain employees who perform at a consistently high level.

Many of the stakeholders who engaged with 21CP acknowledged the importance of recruiting, hiring, and retaining qualified personnel to fill public safety roles at Temple, including TUPD. As one respondent said, “one of the most important parts of the PD should be the hiring, recruitment and retention” and another said, “we should have a recruitment program.” There appears to be a general recognition across TUPD that resources and focus should be afforded to these critical functions.

The following recommendations address some of the specific steps that TUPD, and TU, can take with respect to the recruitment, hiring, promotion, and retention of public safety personnel. Some recommendations also relate to more generalized issues relating to TUPD’s leadership and culture.

Recommendation 22. TUPD should update its current policy on recruitment and hiring, GO 32.1, which was last updated more than five and a half years ago.

TUPD General Order 32.1 addresses the hiring process and “recruitment plan” for TUPD.¹⁵⁴ Last updated in May 2017, the Order currently states that, “due to the volume of applications Temple University receives when the career postings become available[,] recruiting is not conducted.”¹⁵⁵ However, senior TUPD leadership indicated that specific personnel are assigned to the task of recruiting on a part-time basis.

¹⁵³ International Association of Chiefs of Police, *The State of Recruitment: A Crisis for Law Enforcement* 3 (2021), https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf.

Specifically, a detective and three officers, described by one departmental personnel as “passionate and trained” with respect to recruiting, participate in various recruiting activities such as job fairs, and perform certain hiring-related tasks, like conducting background checks on applicants. At the same time, personnel suggested that the detective who has focused on hiring and recruitment “largely handles everything” in the detective unit, suggesting, at the least, a highly split focus.

Given that the current Order does not match the Department’s practices, TUPD should revise and update General Order 32.1 to reflect current recruitment dynamics, personnel, and the other recommendations outlined below.

21CP understands from Vice President Griffin that she has established a recruitment working group within TUPD. This work group may be ideally situated, along with personnel who have been working on recruiting matters, to help revise the existing General Order and to craft the written, strategic recruitment plan recommended below. Additionally, Dr. Griffin told 21CP that she plans to have a Director of Personnel Affairs and Human Resources to manage TUPD’s recruitment, hiring, onboarding, retention, and related matters hired soon.

Recommendation 23. TU and TUPD should construct a written recruitment plan for TUPD and Temple security personnel.

Even as an updated General Order on hiring and recruitment is necessary, TUPD and TU can benefit from a written recruitment plan for sworn and security officers at Temple that specifically outlines the various approaches, initiatives, processes, and plans that the University and Department will use to attract high-quality new public safety employees. Such a plan can ensure a common alignment across the Department and University, with personnel working on recruitment and hiring, and various programs and initiatives.

Among other features, a recruitment plan should project anticipated attrition, scope the need for the creation of new positions, anticipate planned promotions or upcoming vacancies, and identify necessary hiring timelines such that specific recruitment targets can be identified. As with any

¹⁵⁴ Temple University Police Department, General Order 32.1 at 1.

¹⁵⁵ *Id.* § V(A)(1)(b).

strategic plan, it should include clear benchmarks, deliverables, assignments of specific tasks to particular personnel, and particular action steps. Such a plan should be updated at least annually and tied to the budgeting process.

From a substantive perspective, TUPD and campus stakeholders shared with 21CP a number of ideas about how Temple might improve and enhance its efforts to recruit high-quality police officer candidates. For example, many cited a need to attract and cultivate interest in new employees who understand the important differences between general municipal and campus policing. Others cited a need to attract younger new officers rather than “[o]fficers [who] are coming from [other] counties” or who are “retired from PPD.” One non-sworn TUPD employee suggested that the Department “have a recruitment program here on campus” focused on getting students to think about future careers in campus law enforcement.

Many existing TUPD officers indicated that TUPD’s marketing materials and messaging need improvement. One TUPD officer offered that TUPD’s recruitment “advertisement doesn’t say much – [it] could be so much more appealing.” Another officer agreed that “more could be done to market the department,” suggesting – though 21CP was unable to verify, one way or another – that the Department had previously used an image of “a vehicle with a broken window” on a recruiting flyer. Regardless, several officers had the sense that the Department’s outreach to potential recruitment candidates has not been as strong in the past as it should be going forward.

These and other ideas could be the kinds of strategic or substantive initiative that a plan memorializes and makes the Department, and personnel within it, responsible for carrying out.

Recommendation 24. TUPD should draft and implement written policies on promotional processes and assignments.

Many current TUPD employees believe favoritism plays into promotions and assignments decisions. Focus group and interview participants brought this up, without prompting, in numerous discussions. Personnel with knowledge about TUPD exit interviews also independently confirmed that issues related to favoritism and internal unfairness are regularly raised by department TUPD employees leaving the

Department. Although 21CP cannot know the extent to which specific, cited instances or examples of favoritism are fully accurate, the perception of unfairness and partiality when it comes to various aspects of the Department’s operations is something that is both widespread and has the potential to continue to impede the Department’s culture if not substantively addressed.

With respect to promotions and internal advancement, several respondents were very blunt, with one offering simply that “the promotional process is unfair and not competitive.” TUPD personnel indicated that the promotional process consists of “all oral interviews and no exam,” which introduces a perception that favoritism factors substantially into final decisions. One employee who engaged with 21CP explained that “when someone gets a rank advancement or an administrative position or even a unit placement, the new people see it and assume it[’s] favoritism versus an earned position.” Another TUPD personnel member observed:

[P]eople who are doing good should be acknowledged . . . Promotions should be based on availability, qualifications, [and] performance, and not on who you know or who you are. Many don’t even bother with the process because they know someone else is [the] favorite.

For several personnel, this favoritism is associated with a perceived “inner circle” of personnel who “are connected to the 1101 [TUPD Headquarters].”

In other discussions, personnel asserted that work assignments are subject to favoritism. A more senior TUPD command staff member indicated that many TUPD officers have a perception that there is “favoritism for assignment into administrative positions. There is some truth to this perception.” Another command staff member told 21CP that, in their view, there is “now a sub-culture of favoritism” within the Department when it comes to decisions about things like work assignments, roles, and promotions.

Currently, TUPD does not maintain a General Order addressing the promotional process or assignment process. The lack of express policies and clear guidance about promotional decisions and assignments does little to counter the perception of favoritism or procedural unfairness within the organization. The principles of procedural justice apply to

assignments and promotions: personnel should be able to understand clearly, in advance and separate from any particular encounter, what processes apply to promotional decisions. Clearly explaining these processes in policy, allowing affected members a voice in the process, and being transparent in the steps and outcomes all contribute to a sense of fairness in the decision-making process.¹⁵⁶ 21CP recommends that the Department develop and implement codified policies on promotions and assignments that both make criteria clear but also memorialize efforts to ensure career and leadership development among personnel.¹⁵⁷

Of course, a process that exists on paper but does not translate to a perception of fairness in practice will have limited value by itself. To increase confidence in the promotional process and decision-making, TUPD might consider using outside evaluators to conduct interviews of candidates for promotion. To this end, the Department could engage peers at the University of Pennsylvania Police Department and/or Drexel University Police Department to serve as assessors of promotional candidates.

21CP learned from the Department that steps are already being taken to establish a new process for job openings going forward, which is promising. These include a new process for publicizing job postings, identifying minimum standards for positions, and expanding the requirements for applying for new roles. Going forward, employees meeting requirements will be assessed by both TUPD and external assessors, with that panel making recommendations. To the extent that these new procedures are successful, TUPD should codify them within a General Order.

Separately, TUPD personnel suggested that favoritism also manifests in some other areas, which the Department should consider going forward. For instance, some TUPD personnel suggested that, for some specialized trainings conducted by other agencies, the Department “put up a posting [encouraging] officers [to] sign up, but it is more favoritism” by supervisors “about who gets to go.” Other TUPD personnel said that, especially among supervisor ranks, there is some “entitlement because of favoritism,” which manifests in a number of “different soft benefits – days off, for example.” TUPD should look for similar, formal avenues for addressing

favoritism in other administrative elements or decisions through the creation of codified internal policies, protocols, and procedures.

Finally, it should be noted that perceptions of favoritism extend beyond TUPD and into the security function. Temple security officers told 21CP that “management hires on favoritism” because “there are no exams for promotion,” which means that “everything is so personal and not professional, and that is at all the levels.” Consequently, promotional processes in the Temple-administered security function should also be addressed.

Recommendation 25. Every TUPD employee should have an individualized training plan that reflects and incorporates mandatory requirements for certifications, opportunities for employee development, and instruction that addresses performance improvement needs.

Another recurring theme among conversations with TUPD personnel is the sense that the Department does not invest in employee development, skill development, and professional growth. Many personnel specifically indicated a desire for more training, with some officers noting that they had sought out outside training opportunities on their own initiative. It must be noted that such self-initiative is helpful, but, without some review of the outside training that its personnel have utilized, TUPD cannot know if the training aligns with the Department’s mission, vision, and values.

To improve job satisfaction and retention while growing employee skills and knowledge, all employees – both sworn and non-sworn – would benefit from a tailored training plan aimed at personal and professional development. Some departments, like the Tempe (Arizona) Police Department, develop an annual individual development plan for every employee which is done at the same time of an annual evaluation.¹⁵⁸ Such a plan reflects the employee’s current strengths, future desires, and possible pathways to that future. The plan can also identify the areas to which the employee would like to contribute within TUPD – and could be used to cultivate participation in the various internal work groups described elsewhere in this report. Succession planning can

¹⁵⁶ Scott E. Wolfe and Alex R. Piquero, “Organizational Justice and Police Misconduct,” 38 *Criminal Justice and Behavior* 332 (2011).

¹⁵⁷ See Patrick J. Hughes, “Increasing Organizational Leadership Through the Police Promotional Process,” *Law Enforcement Bulletin* (Oct. 1, 2010),

<https://leb.fbi.gov/articles/featured-articles/increasing-organizational-leadership-through-the-police-promotional-process>.

¹⁵⁸ Police Executive Research Forum, *The Workforce Crisis and What Police Agencies are Doing About It* 52–53 (2019).

also feed into this process – ensuring that interested employees are getting the required experience and training to apply for positions. Constructing such a training plan as part of annual performance evaluations can facilitate supervisors acting as coaches to improve work skills and experiences of their subordinates.

Recommendation 26. TUPD should identify mechanisms for encouraging and incentivizing employees to take advantage of advanced educational opportunities.

A 2017 survey of 958 police agencies found that:

Almost three-quarters (73.5%) of agencies pay officers an extra 1%-7.49% for having a bachelor's degree. Most (37.2%) agencies pay officers 1%-2.49% more for a four-year degree than an AA or high school diploma.¹⁵⁹

As University employees, TUPD personnel get access to academic opportunities at Temple. TUPD may want to incentivize members to take advantages of educational opportunities by offering pay incentives consistent with what many other police agencies provide. Of course, in addition to the general benefits of higher education and learning, TUPD personnel that complete their studies at Temple will interact closely with the larger Temple campus community – almost inevitably gaining important relationships with and exposure to the community that they serve. In this way, TUPD personnel taking advantage of academic pursuits at the University can be an informal but important community policing and engagement opportunity.

In engagement with 21CP, several TUPD personnel recognized that getting a free college education for themselves and family members is a significant employee benefit at Temple. However, some indicated that doing so presented some challenges in balancing shift schedules and Temple's class schedules. TUPD and the University should explore ways of helping to facilitate officers who want to take advantage of academic benefits – perhaps by allowing for greater shift scheduling flexibility or by permitting officers to take some, defined portion of classes while “on duty” as an expanded benefit.

¹⁵⁹ Christie Gardiner, Police Foundation and California State University, Fullerton, *Policing Around the Nation: Education, Philosophy, and Practice 3* (Sept. 2017), <https://www.policinginstitute.org/wp->

Recommendation 27. TUPD and TU should explore whether a buy-out for TUPD employees eligible for retirement is feasible.

21CP heard from participants in our focus groups and interviews concerns about the longevity of members in the department. Some officers asserted that TUPD has “had a huge turnover in recent years” with a “newer, younger generation coming in and bringing in different views.” For many, this has resulted in a Department where “it’s like everyone has been on duty for 100 years or two years.”

21CP heard a fair bit from officers about how the pension and retirement benefit system contribute to these dynamics. Specifically, TUPD officers are not, unlike most municipal police officers, eligible for pensions upon retirement. Although, as Temple employees, officers are eligible for participation in things like 401k plans, TUPD personnel – likely not inappropriately – view these benefits as well-suited for typical University employees but less well-suited for law enforcement officers given the particular (especially physical) demands of the job.

The perception among many officers is that, because there are more limited retirement benefits, older officers essentially “have to stick it out.” Ultimately, because there are “no retirement plans that are strong,” “there is no incentive to leave.” As one TUPD member observed, “I know we are not going to get a pension, but something needs to give like retirement benefits or extra money toward the end of your career.” Another officer agreed that “it is crazy we have to stay until 62 or even into our 70s.” A further officer echoed this, saying, “You come in, and you are a young guy and see a 70-year-old and think, ‘That’s what it’s going to take? I have to stay until 70?’”

The dynamics surrounding career longevity and retirement options may also be having some effects on the Department’s culture and day-to-day interactions with the campus community. Specifically, early- to mid-career employees express some significant frustration over not being able to promote, with more senior members of the Department often occupying their positions for extended periods of time. Indeed, exasperation with professional development opportunities may be leading TUPD to lose employees to jobs

<content/uploads/2017/10/PF-Report-Policing-Around-the-Nation-10-2017-Final.pdf>.

elsewhere. Likewise, some community members and TUPD personnel question whether employees more advanced in their career are best situated to interact with younger student populations. Although a diverse work force is critical for a well-functioning, modern organization, a police department's personnel should possess the attributes, qualities, and experiences that allow them to engage, serve, and partner with the community that they serve – which, on a university campus, will involve a large number of students who are well under the age of 30.

Some police departments have used early retirement incentives,¹⁶⁰ or a one-time buy out¹⁶¹ to incentivize early retirement. 21CP recommends that Temple University consider exploring these types of incentives and how they might be applied to TUPD.

Recommendation 28. TUPD should hold regular leadership team meetings that include lieutenants to discuss crime and disorder issues and solutions, community concerns and complaints, and progress in supporting and advancing the Safety Partnership Zone initiative.

In small and mid-size police departments, the command staff usually consists of lieutenants, captains, inspectors, assistant chiefs, and chiefs. As of April 2022, TUPD reported having six lieutenants, three captains, one inspector, and one commander. This core group of eleven sworn plus civilian equivalents are the command staff of TUPD.

Lieutenants at TUPD are shift commanders in Patrol, while other command staff members are responsible for specific administrative functions. 21CP heard in focus groups and interviews a desire among participants to re-establish quarterly leadership meetings involving lieutenants and higher rank members of TUPD. Some indicated that lieutenants “never see the bosses” and that operations might be improved through the implementation of some of the lieutenants' suggestions.

Because lieutenants are critical members of the Department's operational management, they should be treated as such –

which includes ensuring that they have regular opportunities to interface both formally and informally with more senior command staff. To the extent that their participation in regular leadership team meetings helps to facilitate this, these opportunities should be provided. To make these meetings or other opportunities as useful and productive as possible, TUPD lieutenants should be specifically charged with ensuring sergeants and officers understand the direction of the department, new initiatives, and to share concerns with upper management. The frequency of the meetings going forward should be driven by the amount of change occurring and the level of communication required to ensure the change efforts are being cascaded down the division. Additional topics for discussion and interaction might include changes to General Orders, training opportunities, assignment vacancies, promotional processes, discussion of issues and solutions, assignment and report out of specific work efforts.

Recommendation 29. TUPD should conduct an annual leadership retreat to review areas of progress, challenges, potential solutions, and actions for the next year.

21CP understands that Vice President Griffin is working with the Fox Business School to develop a three- to five-year strategic plan. That plan promises to lay out priorities, strategies, and performance indicators using this report, the Violent Crime Task Force report, and the University's Strategic Plan as a foundation.

The development of a strategic plan is a crucial step to move TUPD forward as an organization. However, 21CP strongly encourages TUPD and CSS to gather the insights and commitments from the TUPD leadership team in this effort. A collaborative approach to strategic planning will foster team and trust building, a shared vision, and the ability of the managers to better communicate the plan and associated actions.

Holding a leadership retreat is one tangible way of incorporating TUPD leadership into the strategic planning effort. Even if it is simply held within a TUPD or TU conference room, during such a retreat, TUPD leaders can

¹⁶⁰ City of Lancaster, Pennsylvania, *Police Officers' Early Retirement Incentive Program*, Administrative Legislation §§64-38–40, <https://ecode360.com/14319674> (last accessed Jan. 16, 2023).

¹⁶¹ Lacey Crisp, “More than 200 Columbus Police Officers Apply for Retirement Incentive Program,” *WBNS, 10tv.com* (Feb. 7, 2022),

<https://www.10tv.com/article/news/local/officers-apply-for-retirement-incentive-program/530-1f741623-e0d9-4f01-a951-866de932f1a7> (last accessed Jan. 16, 2023).

convene together for a longer, more sustained expanse of time than their typical responsibilities and duties typically allow.¹⁶²

IV. Public Safety Personnel Training

Public safety personnel learn about policies, develop skills, and practice adhering to performance expectations within the context of training. Indeed, formalized training and instruction is what translates paper into practice – and is a significant driver of organizational management.¹⁶³ Training also is a critical mechanism for ensuring professional and career development for personnel.¹⁶⁴

21CP requested, and TUPD provided, training curricula for all new-officer and ongoing in-service training for current officers provided since 2017 in the areas of use of force; stops, searches, and arrests; fair and impartial policing; crisis intervention; and First Amendment topics. 21CP also requested an inventory of all in-service and field training provided to TUPD officers since 2015.

Based on the training materials provided to 21CP, it appears that TUPD’s provision of ongoing, professional development training for existing Department personnel has been somewhat minimal since 2015. Although it appears that the Department has kept pace with various state requirements and certifications for officers, it does not appear that officers received much, if any, TUPD-specific instruction on use of force; stops, searches, and arrests; or crisis intervention since 2015. A civil disorder training, provided by the Pennsylvania State Police, was offered in 2021 and addressed First Amendment issues. As this report previously summarizes, Crisis Intervention Training was provided to some TUPD officers. An ethics training, provided by Temple’s Ethics and Compliance Office, was provided to personnel. Training on the use of inclusive language was also provided. It should be noted, however, that a large majority of the training offered to TUPD officers is either conducted by the Philadelphia Police Department or on-line from the state – and is not specifically designed or implemented by TUPD itself.

TUPD emphasized, and 21CP received an overview regarding, the mandatory training that TUPD personnel receive each year per the requirements of the Pennsylvania Municipal Police Officers’ Education and Training Commission (“MPOETC”).¹⁶⁵ MPOETC sets mandatory training requirements for police officers across Pennsylvania. Pursuant to state requirements, TUPD officers have been offered generalized in-service training on topics relating to use of force, bias, legal updates, interactions with LBTQ+ individuals, vehicle stops, sexual harassment, critical decision-making, and other topics.

With both the limited, TUPD-specific training offered and more generalized training provided to comply with MPOETC requirements, the Department did not provide the kind of detailed curricula that would enable 21CP to understand in detail the specific topics covered, modes of instruction, and the like. However, 21CP observes that, in its experience, state-dictated trainings are designed to be broadly or applicable – providing strong, general foundations but likely to be tilted more in the direction of municipal, rather than, campus policing. Even as this general training may be useful, it cannot take the place of TUPD-specific training on the Department’s policies, campus protocols, and the campus community’s specific needs.

Additionally, many TUPD personnel indicated a general dissatisfaction with the current state of training opportunities and expressed a strong desire for enhanced opportunities in the future. One TUPD officer indicated that, if they “had a magic wand,” they “would offer more professional development opportunities for all department members.”

The following recommendations outline some mechanisms for TUPD and CSS to enhance its existing training paradigm to ensure greater alignment across the organization with respect to personnel skills and performance expectations – and to provide enhanced career and professional development opportunities for public safety personnel.

¹⁶² See generally Robert Tucker, “Seven Ways to Rethink Your Next Leadership Retreat,” *Forbes.com* (Apr. 8, 2019), <https://www.forbes.com/sites/robertbtucker/2019/04/08/seven-ways-to-rethink-your-next-leadership-retreat/>; James K. Stoller, et al. “Teambuilding and Leadership Training in an Internal Medicine Residency Training Program,” 19 *Journal of General Internal Medicine* 692 (2004), <https://onlinelibrary.wiley.com/doi/pdf/10.1111/j.1525-1497.2004.30247.x>.

¹⁶³ See, e.g., University of California, Berkeley, People & Culture, Guide to Managing Human Resources, Section 2: Managing Successfully, Chapter 11:

Employee Development and Training, “Employee Development and Training: Introduction,” <https://hr.berkeley.edu/hr-network/central-guide-managing-hr/managing-hr/managing-successfully/development/introduction> (last visited Dec. 31, 2022).

¹⁶⁴ *Id.*

¹⁶⁵ Pennsylvania Municipal Police Officers’ Education and Training Commission, <https://mpoetc.psp.pa.gov/Pages/mpoetc.aspx> (last visited Dec. 31, 2022).

Recommendation 30. TUPD should adopt and incorporate an enhanced, updated training paradigm grounded in adult learning techniques, skill-based instruction – including the use of integrated scenarios, group discussions, oral and verbal scenarios, interactive exercises, and evaluated opportunities to practice real-world situations.

Police training in the twentieth century tended to take the form of static, classroom-based instruction focused on technical skills and legal principles.¹⁶⁶ Training was siloed, redundant, and often limited to that necessary to meet state requirements or retain qualification. Instruction often “focuse[d] on range shooting, classroom-based learning, and minimal exposure to realistic scenarios.”¹⁶⁷ Officers typically were required to passively consume large streams of content about rules, laws, policies, and regulations rather than having an opportunity to practice implementing skills or confronting real-world problems. Training was typically provided by in-house instructors – often simply supervisors called into preside over classroom-based instruction – recycling existing knowledge and beliefs without introducing new ideas and concepts. If new topics or areas for training were introduced, they were often driven by headlines, lawsuits, or new technologies¹⁶⁸ rather than strategic determinations about professional development.

As part of this shift, there has been an ever-growing focus in policing on using “realistic, scenario-based training,” rather than static classroom instruction, “to better manage interactions and minimize force.”¹⁶⁹ In the same way that continuing training for pilots puts them in flight simulators to practice the response to real-world flight scenarios,¹⁷⁰ effective law enforcement training can present real-world scenarios and asks officers to practice responding and implementing practical decision-making skills. For instance, rather than having officers passively consume a never-ending progression slides or written material about policy provisions or recent legal cases regarding the use of force, “[o]fficers

should practice, in interactive environments” topics like “de-escalation techniques and threat assessment strategies that account for implicit bias in decision-making.”¹⁷¹

Several TUPD members indicated that the quality of existing training should be improved. For example, one officer recounted rote, passive training courses where officers sat “in a room where nothing happened.” Given that a large portion of ongoing training and professional development opportunities for existing TUPD officers come from outside agencies, it appears likely that TUPD will need both to grow its “in-house” capacity for training and ensure better alignment between outside training opportunities and its overall approach to training.

With respect to that overall approach to training, 21CP recommends that TUPD emphasize the development of real-world decision-making skills; the use of a diversity of adult learning techniques; and realistic, scenario-based training opportunities. The hiring of a training director with experience in curriculum development and adult learning techniques will advance this recommendation.

It should be noted that interactive, “scenario-based” instruction does not need to be, and should not be, confined to the use of “shooting simulators” that gained prominence in police departments in the 1990s and 2000s. Instead, “scenarios” can be role-playing exercises, verbal descriptions of situations that officers discuss or analyze, real-world videos of police interactions that officers discuss, and other sorts of presentations of situations that form the basis for officers to apply TUPD policy and grow their skills. Many practical strategies grounded in adult learning techniques can indeed be effectively incorporated in police instruction, including verbal scenarios, group discussions analyzing officer performance from an incident captured on video, role playing, demonstration, group analysis of scenario performance,

¹⁶⁶ See, e.g., David Bradford and Joan E. Pynes, “Police Academy Training: Why Hasn’t It Kept Up With Practice?,” 2 *Police Quarterly* 283 (1999) (describing historical deficiencies in police training).

¹⁶⁷ Judith P. Andersen, et al, “Highly Realistic Scenario Based Training Simulates the Psychophysiology of Real World Use of Force Encounters: Implications for Improve Police Officer Performance,” 5 *Journal of Law Enforcement* 1, 1 (2016), https://tspace.library.utoronto.ca/bitstream/1807/73822/3/highly_realistic_scenario_based.pdf.

¹⁶⁸ See generally Michael Buerger, “Educating and Training the Future Police Officer,” 73 *FBI Law Enforcement Bulletin* 26 (2004) (summarizing static and largely non-interactive approaches used in law enforcement training).

¹⁶⁹ *Final Report of the President’s Task Force on 21st Century Policing* 52 (2015).

¹⁷⁰ See, e.g., Marcel Bernard, “Real Learning Through Flight Simulation: The ABCs of ATDs,” FAA Safety Briefing (Sept./Oct. 2012), https://www.faa.gov/news/safety_briefing/2012/media/SepOct2012ATD.pdf.

¹⁷¹ The Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 143 (2019).

“teach-backs” in which students provide instruction to fellow students on designated topics, and many others.¹⁷²

The adoption of an enhanced training paradigm can be supported by a training coordinator with experience in campus policing and adult curriculum development.

Recommendation 31. CSS should develop, implement, and periodically update a strategic training plan (the “Training Plan”) for public safety personnel.

It does not appear that TUPD currently maintains a strategic training plan or process for systematically addressing personnel needs and designing instruction and professional development that might meet those needs. This seems to result, in part, in an overall approach to training that seems to many officers and Department personnel to be haphazard and less readily applicable to the day-to-day duties of personnel than it should be.

Although some officers said that their prior experience with “training was good,” a general sense among many other officers is that the training that TUPD does provide does not address the content that would be most valuable. As one TUPD member put it to 21CP, “I do not know what training the training unit comes up with. They have to be spoon-fed ideas.” Another TUPD member indicated that TUPD “is a reactive department” where “a major incident” is required to get training initiatives in place on emerging issues. Another officer indicated that even “initial training” about the University “is not good,” with basics like the location of major buildings and assets on campus not being explained. Meanwhile, police officers and security personnel separately but similarly identified a need for training on the use of radios to ensure proper etiquette and utilization.

In a focus group of non-sworn Temple employees, multiple participants offered, without prompting, that TUPD “is not being trained right to see that [a] University officer ha[s] to be more engaged” with the community “because of the unique environment of a campus.” Instead, TUPD currently “is being trained in too much of a municipal way and not [as] a University” safety service.

Several officers also expressed a desire for more training. As one focus group participant, echoing several, indicated, “We do not train enough. It’s been about three years since we’ve done active shooter” training. A few officers indicated that they have previously needed to pursue conduct training or professional development opportunities on their own time – and their own dime – to address specific training needs.

Another TUPD leader compared the Department’s current training function to a “scheduling program” because it primarily coordinates TUPD personnel attending training that either the City of Philadelphia or state of Pennsylvania provides. However, some personnel suggested to 21CP that some “officers are being de-certified” from necessary state qualifications “because they’re missing training” on topics like CPR – suggesting that the process of ensuring that necessary training requirements are met may benefit from a re-evaluation and enhancement.

21CP recommends that TUPD establish a multi-year, comprehensive Training and Professional Development Plan (a “Training Plan”) for all campus safety and security personnel that addresses the dynamics of policing a campus environment and the specific needs, issues, and values of the TUPD campus community. Among other key features, such a Training Plan should:

- Prescribe programs for various types of public safety personnel that relate directly to the development of skills and knowledge applicable to the scope of community issues, and nature of the community, that TUPD safety personnel encounter.
- Be informed by a structured, strategic planning process that considers real-world lessons learned, aggregate data about TUPD performance and calls for service, and emerging community issues and needs.
- Include not merely individuals like security personnel, police officers, or others who have full- or part-time jobs devoted exclusively to campus security. Instead, consistent with a 360-degree approach to campus well-being, the Training Plan should explore the provision of training with and for other professionals and services on campus who

¹⁷² NHI Instructor Development Course 1, 2, <https://www.nhi.fhwa.dot.gov/downloads/freebies/172/pr%20pre-course%20reading%20assignment.pdf> (last accessed Jan. 17, 2021).

provide for campus well-being, such as Student Health Services.

- Set forth with specificity a one to two-year schedule of training, listing specific training the courses to be developed and/or offered, the number of training hours targeted, the number of classes that will be convened, the number of students who will need to complete the training, and the projected dates. This should encompass both mandatory state requirements and TUPD-specific training initiatives.
- Be regularly updated to reflect updated and ongoing training needs.

As part of the strategic planning effort, TUPD should also evaluate and update, as appropriate, its University-specific training initiatives for new officers. Currently, TUPD uses PPD for all basic officer training, which is primarily a weeks-long Academy course. Although this may be suitable for providing new personnel with the basics regarding broadly applicable responsibilities, duties, and skills of law enforcement officers, PPD is a municipal, and not a campus, police department. Given the different mission, scope, and communities that TUPD and PPD serve, TUPD provides a Department-specific, post-Academy training. This training, which takes place over approximately three weeks, is held “in-house.”

Recommendation 32. TUPD should strengthen and expand the training that it provides to new employees by (a) updating and strengthening the FTO program, and (b) including in the initial FTO or on-the-job period an opportunity for new employees to rotate among various functions (dispatch, investigations, patrol, etc.).

Field training is an important part of preparing police officers to effectively carry out their duties and responsibilities. In most programs and departments, new officers participate in a field training program for approximately 12 to 16 weeks

following completion of academy training. Those officers start their work in the field under the guidance and supervision of a Field Training Officer (“FTO”), who is generally a senior patrol officer that has been specifically trained for the role.

Most law enforcement agencies have modeled their FTO program after one established by the San Jose Police Department in the early 1970s.¹⁷³ In this model, trainee performance is assessed each day against expressly defined standards on a specified scale.¹⁷⁴

The Reno, Nevada Police Department introduced a different approach in 1999 that focuses on using adult learning methods and emphasizes problem-solving.¹⁷⁵ As noted in the Final Report of President Obama’s Task Force on 21st Century Policing, the “Reno Model,” developed in collaboration with the United States Department of Justice’s Community Oriented Policing Services (“COPS”) Office and the Police Executive Research Forum (“PERF”), “use[s] adult learning theory and problem solving tools to encourage new officers to think with a proactive mindset, enabling the identification of and solution to problems within their communities.”¹⁷⁶ The Reno method modifies the San Jose model by focusing the FTO environment on new officers learning about the community challenges and problems officers encounter in the work environment. The model attempts to ensure that academy graduates’ initial experiences as law enforcement officers reflect policing in the 21st century and reinforce problem-solving and community engagement skills.¹⁷⁷

Both the more traditional San Jose model and the newer Reno model are based on the idea that a seasoned officer is the best teacher for an officer who is making the transition from the controlled, structured environment of a training academy to the community to conduct the day-to-day work of an officer. This assumption is valid if, and only if, a department selects the best officers to be FTOs and structures the FTO program in a manner in which trainee officers receive ongoing, real-time feedback along important performance dimensions throughout their time in the program.

¹⁷³ San Jose Police Department, About Us, Organization, Bureau of Field Operations, *Field Training Officer (FTO) Program*, <https://www.sjpd.org/about-us/organization/bureau-of-field-operations/field-training-program> (last visited Jan. 4, 2023).

¹⁷⁴ *Id.*

¹⁷⁵ U.S. Department of Justice, Office of Community Oriented Policing Services, *A Problem-Based Learning Manual for Training and Evaluating*

Police Trainees: PTO An Overview and Introduction (2004), <https://cops.usdoj.gov/RIC/Publications/cops-w0150-pub.pdf>.

¹⁷⁶ *Final Report of the President’s Task Force on 21st Century Policing* 60 (2015).

¹⁷⁷ Margaret A. Fischer, U.S. Department of Justice, International Association of Chiefs of Police, *Best Practice Guide Field Training for Today’s Recruits*, <https://www.theiacp.org/sites/default/files/2018-08/BP-FieldTrainingforTodaysRecruits.pdf> (last accessed Jan. 4, 2023).

On paper, TUPD maintains an FTO program. General Order 53.2 outlines “policy and procedures for implementing a structured and closely-supervised Field Training Officer (FTO) Program for newly hired police officers,” which is to “be based on tasks frequently assigned to Temple University Police Officers.”¹⁷⁸ The policy includes appendices that serve as the daily and weekly performance assessment records that FTO officers should use to assess trainee officer performance, as well as a “field training check list” for logging additional performance aspects.¹⁷⁹

Per that current policy, which was last updated in 2012, newly hired officers proceed through a “three-week” field training period.¹⁸⁰ During that period, FTOs must complete the performance assessment reports summarized above. Based on the policy alone, it is unclear how a final determination may be made about whether a trainee officer has successfully completed the FTO period, even as the policy contemplates that command staff may “extend” the duration of FTO program if, “[a]fter reviewing all submitted training reports, . . . it is apparent that any of the officer’s training should be extended.”¹⁸¹ Specifically, it can be expected that a trainee officer may make some mistakes as they learn about TUPD and its operations and/or exhibit areas of performance that could be improved or strengthened. The policy does little to detail what performance deviations or issues identified would warrant an FTO program extension as opposed to real-time counseling or mentoring on the one hand or more serious employment repercussions on the other.¹⁸²

Given the brevity of the program and relatively imprecise parameters for determining successful FTO trainee performance and program completion, the relatively short FTO policy, as written, would need to be substantially enhanced and expanded. However, in interviews with TUPD personnel and current leadership, 21CP heard that the FTO program, in practice, should be substantially improved and modernized.

For example, one officer suggested that TUPD simply “do[e]s not onboard [new officers] correctly.” Another recounted that “there are certain FTOs [who] are going to sleep through the night, and their trainee gets to watch them sleep.” Other

personnel described their experiences in the FTO program as perfunctory and of minimal value in helping them learn about the Department, expectations of public safety services, or the campus community. In a focus group, an officer indicated that recommendations from FTOs about the program “are ignored.” Indeed, as one member described, “I am an FTO, and we have guys who are FTO who don’t want that job. I think that’s problematic.”

A TUPD leader noted significant dissatisfaction with the overall TUPD training and on-boarding process for new recruits:

Think about it: They get here, they have a horrible on-boarding experience, they finally get out for FTO and there is no structure, and it’s awful, too. So it’s no wonder we lose [new officers] so early.

Consequently, 21CP recommends that TUPD re-launch an overhauled, substantially strengthened and formalized FTO program that incorporates some of the key insights and features of the “Reno Model” – and its important focus on community policing and problem-solving skills. Among other things, the duration of the program should be expanded from 3 weeks to 14 to 16 weeks. Trainee performance checklists and mechanisms should be revised and updated to reflect the constellation of skills and performance attributes that CSS wants its public safety personnel to develop and exhibit. The policy should be more specific about how and when FTO officers evaluate particular performance parameters. It should also provide greater detail about how and when trainee officers successfully complete the FTO program.

Additionally, an enhanced FTO program should craft opportunities for new hires to rotate among various TUPD functions so that they gain a better, more comprehensive understanding of the Department and public safety at Temple. For instance, new hires might spend time in patrol, working with dispatch, working with investigators, and even working alongside Temple and Allied security. This type of broader exposure to public safety functions can help to foster a system of campus safety in which TUPD patrol officers are seen, and

¹⁷⁸ Temple University Police Department, General Order 53.2.

¹⁷⁹ *Id.* at 6–10.

¹⁸⁰ *Id.* § IV(A)(3)(a).

¹⁸¹ *Id.* § IV(B)(1).

¹⁸² Indeed, although General Order 53.2 memorializes the “six-month probationary period” for all new officers, which may encompass the period of the FTO program and beyond, the policy itself does not address how the probationary period may function in practice and in relation to FTO performance.

understand themselves to be, a critical component of a larger infrastructure serving the Temple community.

Recommendation 33. Temple University needs to develop and implement joint training across all public safety entities – including but not limited to TUPD, Temple security, Allied security, and other campus entities with response duties, such as Residential Advisors.

Campus safety personnel and stakeholders told 21CP that very little training has ever involved all public safety entities across the Temple campus. Although TUPD referenced an on-line FEMA course as an example of some integrated training that has occurred, all employees are required to take that. The type of integrated, cross-functional training that can benefit the University will focus on the specific needs, problems, and opportunities facing the TU campus. Indeed, Allied leadership and personnel alike expressed a desire for joint training among TUPD officers, Temple security, and Allied personnel.¹⁸³

The primary objective of joint training among all major entities with a role in campus safety should be to ensure that, regardless of the affiliation of the individual who may first identify a campus problem or respond to an emergent situation, the services or response that they provide is aligned with the protocols and overall campus safety approach that TU and CSS are seeking to implement.

At the same time, as this report discusses elsewhere, 21CP heard from Allied personnel that “there is a gap in relationships across the board.” A pervasive sense among Allied personnel is that Allied has lost their “prior relationship” with TUPD such that TUPD personnel “don’t take us seriously now.” Security and police personnel “training together could really blend and heal that gap.” Others observed that because “Temple [Police] recruit [] out of Allied Security,” joint training can also be seen as a long-term tool to develop qualified, knowledgeable TUPD recruits.

Recommendation 34. Temple and CSS need to develop and provide regular, ongoing, and more robust training to Allied security personnel to ensure a more

unified, strategic safety response across public safety services on campus.

Consistent with, and closely related to, the prior recommendation, the University should work to ensure that Allied Universal Security personnel receive initial and on-going training that is specific to Temple and its campus community. Currently, Allied security personnel receive basic training provided by Allied itself. A 2016 document provided to 21CP, an *Allied Security Services Temple University Orientation Guide*, outlines a three-day initial training for security personnel (with a few elements occurring at some later interval).¹⁸⁴ The content addressed is primarily administrative and technical – dealing with the logistics of deployment, how to use communications equipment, and uniforms rather than campus safety strategies (aside from some content on active shooter, lockdown, shelter-in-place, and lockdown situations). Further, the materials emphasize the mission statement and core values of the Allied Universal Security company, not Temple.¹⁸⁵ Basic information about TUPD is provided, but only three highly general paragraphs address the University and its community more generally.¹⁸⁶

Separately, Allied personnel and representatives told 21CP in interviews that, in their experience, the training in practice consists primarily of trauma response and first aid training. Subsequently, after a relatively unstructured one- or two-day orientation with some TUPD bike officer leaders, new security personnel are sent to perform their duties.

Because Allied Universal Security is a large company working at and with numerous entities across the country and around the world, it will, practically, always remain TU’s responsibility to ensure that Allied personnel are appropriately integrated into the campus community generally and the public safety infrastructure and team more specifically. With Allied security personnel serving as key “eyes and ears” when it comes to physical safety and security on campus, they will benefit from more detailed training on campus safety issues; campus community needs; and the overall mission, vision, and values of the University generally and CSS specifically. More detailed, intensive Temple-specific training can ensure better integration between police and security functions – promoting the idea that police and security are part of the “same team” working to provide for the

¹⁸³ 21CP understands that some joint training occurs between Allied Security and Temple security personnel.

¹⁸⁴ Allied Universal Security Services, *Orientation Guide* 13 (Nov. 2016).

¹⁸⁵ *Id.* at 3.

¹⁸⁶ *Id.* at 6.

safety of all on TU's campus. Further, any type of dynamic campus safety response program that fashions a role for non-police, alternative responders or co-responders will benefit from all public safety personnel understanding the preferred responses to specific types of campus problems or issues.

V. Accountability and Transparency

“Accountability” broadly refers to “the quality or state of being accountable” and an individual or entity’s “obligation or willingness to accept responsibility for one’s actions.”¹⁸⁷ Police are fundamentally accountable to the communities they serve:

Rethinking . . . the role of police in a democracy requires leadership and commitment across law enforcement organizations to ensure internal and external policies, practices, and procedures that guide individual officers and make organizations more accountable to the communities they serve.¹⁸⁸

Often, “[w]hen people talk about accountability in policing, they usually are referring to the back end. Something bad has happened, it is not what should have happened, and so someone must be held accountable.”¹⁸⁹ However, the umbrella term “accountability” also encompasses *front-end* accountability, which involves ensuring that there are “rules in place before officials act, which are transparent, and formulated with public input.”¹⁹⁰ In this way, accountability can be thought of in the narrow, retrospective sense – imposing consequences for misconduct or poor performance after it has occurred – and in a broader, forward-looking sense – defining ways of aligning police performance with the community’s values and needs, thereby making the police “accountable” to the community. Although many of this report’s other recommendations and sections involve mechanisms of increasingly aligning TUPD’s operations with community needs and values, this section explores some mechanisms of enhancing transparency, which is a key

prerequisite for communities to help shape advance expectations about police performance.

Recommendation 35. TUPD should explore the creation of a detailed Disciplinary Matrix to ensure that corrective action is fair, impartial, and consistent with the nature of the underlying deviations from Departmental expectations. The Department should create or update other policies to address the disciplinary and civilian complaint processes.

TUPD currently lacks a General Order, or a supporting Special Order or Standard Operating Procedure, addressing officer accountability, discipline, or performance evaluation processes generally. One General Order, 82.2.6, addresses disciplinary ramifications of misusing certain types of information (Federal Bureau of Investigation Criminal Justice Information Services, or CJIS, information). Another policy, General Order 52.1, addresses the citizen complaint process, which contemplates that officers may be subject to remedial action following the completion of a complaint investigation. Various other orders contemplate administrative processes in the wake of performance deficiencies. However, no single policy addresses the disciplinary or performance remediation process generally.

The use of a “discipline matrix” has emerged as a best practice in police agencies as a means of providing fair notice to officers, and the community, about the expected employment ramifications of specific classes or types of misconduct or deficient performance.¹⁹¹ A 2015 study U.S. police departments of 100 or more officers found that some 37 percent used a discipline matrix.¹⁹²

A discipline matrix is a formal schedule for disciplinary actions, specifying both the presumptive action to be taken for each type of misconduct and any adjustment to be made based on an officer’s previous disciplinary record.

¹⁸⁷ Accountability, Merriam-Webster Online Dictionary, <https://www.merriam-webster.com/dictionary/accountability> (last visited Jan. 17, 2023).

¹⁸⁸ *Final Report of the President’s Task Force on 21st Century Policing 2* (2015).

¹⁸⁹ Maria Ponomarenko & Barry Friedman, “Democratic Accountability and Policing,” in *4 Reforming Criminal Justice: Punishment, Incarceration and Release 5, 5* (Erik Luna ed., 2017).

¹⁹⁰ *Id.* at 8.

¹⁹¹ Jon Shane, “Police Employee Disciplinary Matrix An Emerging Concept,” *15 Police Quarterly* 62 (2012).

¹⁹² Christopher J. Harris, et al., “The Prevalence and Content of Police Discipline Matrices,” *38 Policing: An International Journal* 788 (2015).

The primary purpose of a discipline matrix is to achieve consistency in discipline: to eliminate disparities and ensure that officers who have been found to have committed similar forms of misconduct will receive similar discipline.¹⁹³

A matrix helps to establish – “in advance – the most appropriate penalty for common forms of misconduct” and to ensure that individuals “committing the same act of delinquency will receive equal punishment.”¹⁹⁴ A typical matrix describes offenses, policy violations, or categories of misconduct and describes the range of potential penalties associated with sustained findings.¹⁹⁵

To ensure fairness and transparency with respect to officer accountability, 21CP recommends that TUPD formally adopt a disciplinary matrix. “The codification and implementation of a discipline matrix can be collaboratively designed by management in partnership with line employees”¹⁹⁶ – which helps to foster transparency both within and outside the organization with respect to accountability measures.

The adoption of the disciplinary matrix is often accompanied by the introduction of additional policy material addressing internal misconduct investigations – providing a detailed accounting of the process – and civilian complaint investigations. 21CP recommends that the process of creating a disciplinary matrix include consideration of additional policy materials that may be necessary to ensure the full implementation of the matrix.

Recommendation 36. Temple should work to ensure greater clarity and transparency regarding the receipt, investigation, and adjudication of misconduct complaints against Allied Security personnel.

The process that stakeholders described to 21CP for making and investigating complaints involving Allied Security personnel was not as clear or transparent as it could be. Instead, several individuals of varying roles and affiliations

within the University suggested that complaints are, in practice, often addressed informally.

Indeed, 21CP heard most directly from TU that, when a complaint is received about Allied personnel, the complaint is forwarded to an employee who is an Allied and TU liaison and who investigates the issue (which may include interviewing the involved employee). Following the investigation, a summary and identified remedial actions are shared and discussed with CSS. Stakeholders told 21CP that “[o]ver the past 4 months, Allied employees have been dismissed and removed from campus, required to go through additional training, and have been placed on performance plans.”

Area 3, Section I of this report discusses dynamics involving Allied security on campus in greater detail. Nevertheless, for the purposes of this recommendation, 21CP observes that the visibility of security personnel on campus and the frequency with which campus community members indicate that they interact with security personnel means that, for many, Allied security personnel are the primary interaction that they have with campus security. All

21CP understands that Allied Security personnel work for Allied, with the University contracting with Allied as a company for services. Nevertheless, it would likely be beneficial both to TU and to Allied to establish clearer, more transparent procedures for addressing performance or misconduct complaints that implicate Allied personnel. Among other things, this policy or procedural protocol should include information about how complaints are received, who investigates, what the investigation entails, what an investigative summary must include, who makes decisions adjudicative decisions, the evidentiary standard that will be applied when making such adjudications, and the array of remedial or disciplinary measures that may be imposed if misconduct or problematic performance is identified. These procedures might be included in contract addenda or future agreements between the University and Allied.

Recommendation 37. To promote transparency and an expanded understanding of TUPD’s duties and responsibilities, the Department should make its

¹⁹³ Sam Walker, *The Discipline Matrix: An Effective Police Accountability Tool?*, Conference Report, University of Nebraska (2004) quoted in Darrel W. Stephens, National Institute of Justice, “Police Discipline: A Case for Change” (June 2011) at 10, <https://www.ncjrs.gov/pdffiles1/nij/234052.pdf>.

¹⁹⁴ Richard R. Johnson & Matt Nolan, Federal Bureau of Investigation, “Making Discipline Stick Beyond Arbitrator Review,” *Law Enforcement Bulletin* (Dec. 9,

2019), <https://leb.fbi.gov/articles/featured-articles/making-discipline-stick-beyond-arbitrator-review>.

¹⁹⁵ See, e.g., Portland Police Bureau, *Discipline Guide* (Feb. 28, 2014), <https://www.portlandoregon.gov/police/article/482707>.

¹⁹⁶ Vera Voglesang-Coombs, *The Political Ethics of Public Service* 294 (2016).

policies easily accessible on-line to the campus community and general public.

President Obama’s Task Force on 21st Century Policing found that, “[t]o embrace a culture of transparency, law enforcement agencies should make all department policies available for public review”¹⁹⁷ “When a manual is posted online, it informs the community about the department, demonstrates the department’s commitment to transparency and community involvement, and allows the department to showcase new or innovative policies.”¹⁹⁸

Currently, although all TUPD policies are in the Department’s internal Power DMS system, which makes policies accessible to Department employees, TUPD’s General Orders are not available to the campus community or wider public. As CSS and TUPD update and re-imagine its web presence and related community resources, it should join many of its peer agencies and make its manual available via its website. (Indeed, for many of municipal and police department policies cited or quoted throughout this report, the policy itself is publicly available via the web.). The Department’s policy manual “should be easy to find,” “easy to navigate either through a logical structure or a table of contents,” “fully searchable,” “updated regularly,” feature minimal redactions for sensitive material, and include mechanisms as appropriate “to make the content of . . . policies more accessible to the general public.”¹⁹⁹

VI. Technology and Equipment

As with most other enterprises in modern life, police departments increasingly rely on technology and specialized equipment to help them fulfill their missions. As the National Institute of Justice has observed, “technology is having a positive impact on U.S. law enforcement agencies in terms of increasing efficiency, providing communication, enhancing information-sharing practices, and improving informational and analytical capacities.”²⁰⁰ Technology can make at least some aspects of policing more effective, efficient, and safe – and can enhanced transparency and accountability.

At the same time, police technology and its use often moves faster than the laws, regulations, and ethical guidelines governing it. Often, the adoption of new technologies and systems can have unintended consequences. As President Obama’s Task Force on 21st Century Policing noted:

[D]espite (and because of) the centrality of technology in policing, law enforcement agencies face major challenges including determining the effects of implementing various technologies; identifying costs and benefits; examining unintended consequences; and exploring the best practices by which technology can be evaluated, acquired, maintained, and managed.²⁰¹

The following recommendations are not, and were not designed to be an exhaustive inventory of TUPD’s needs and opportunities regarding technology and equipment. Such detailed technology studies – often resulting, on their own, in reports at least the length of this report – are major undertakings in their own right. Instead, this section is geared toward outlining some of the major steps that TU and the Department might take to enhance the ability of public safety personnel to meet the community’s needs and expectations.

Recommendation 38. TUPD should (a) conduct a comprehensive assessment of TUPD’s current technology, and (b) develop a plan to ensure that the Department’s technology aligns with the mission, vision, and needs of TUPD and the Temple community. This Technology Assessment & Plan should address software and hardware requirements; address new, replacement, and maintenance requirements; should be reviewed annually and be submitted as part of the budget process; and should, among other areas, include:

- **A vehicle replacement plan that (a) assesses the current state of TUPD’s patrol vehicle fleet, (b) addresses current or upcoming deficiencies in that fleet, and (c) provides an ongoing process for TUPD to**

¹⁹⁷ *Final Report of the President’s Task Force on 21st Century Policing* 13 (2015).
¹⁹⁸ Policing Project at New York University School of Law, *How to Post an Accessible Manual*, <https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/5df3dce84c2e38505c10396c/1576262889009/How+to+Post+an+Accessible+Manual.pdf> (last accessed Jan. 17, 2023).

¹⁹⁹ Policing Project at New York University School of Law, *The Manuals Initiative*, “What Makes for a Better Manual?,”

<https://www.policingproject.org/better-manual-guide> (last visited Jan. 17, 2023).

²⁰⁰ RTI International and the Police Executive Research Forum, *Research on the Impact of Technology on Policing in the 21st Century*, 2-3 (May 2016), <https://www.ncjrs.gov/pdffiles1/nij/grants/251140.pdf>.

²⁰¹ *Final Report of the President’s Task Force on 21st Century Policing* 31 (2015).

regularly assess and address the age and condition of vehicles;

- **A detailed pathway for the implementation of a records management and case management system that meets the needs of all public safety employees; and**

- **A process for assessing and addressing, as appropriate, the technology and equipment needs of the communications function.**

Technology was an issue that nearly everyone at TUPD raised in conversations with 21CP. In many instances, officers say they are using old or outdated equipment; technological systems that are not well-suited to law enforcement application; or computer technology that does not interface well with other police or University systems. Some types of data are captured in rudimentary ways, such as Microsoft Excel, or in duplicative systems, which can cause issues with data reliability.

Again, although a full evaluation or inventory of Temple’s community-safety-related technology and equipment needs is beyond the scope of this report, some areas were of particular note or importance to TUPD personnel who engaged with 21CP. First, many officers identified issues with an application called MobiTask, which TUPD personnel use to provide various reports in the field via Department-issued iPhones and/or tablet devices. However, it is “not a police-specific app” and “is not geared particularly to policing” per one TUPD personnel with particular knowledge in the matter. A TUPD supervisor agreed that MobiTask is “problematic,” “not flexible,” and “doesn’t work as advertised.” Another supervisor observed that “we are getting by [with MobiTask], but it is onerous and it’s hard to build it for what we need.” One TUPD stakeholder suggested that the specific “hardware and software [that TUPD currently uses] are not big issues” in terms of stability or reliability, “but the problem is what the University provides us” overall in terms of the technology platforms, which “comes down to budget allocation.”

Second, 21CP understands from interviews that TUPD has, in the past, maintained its “own IT person,” but “it’s only one person” who “needs more help, especially from the University.” TUPD stakeholders suggested that TUPD “need[s] a little time and investment” on the IT front.

Third, numerous TUPD personnel, both sworn and non-sworn, asserted that the condition of TUPD “vehicles are terrible.” As a TUPD supervisor explained, the Department’s

“vehicles often out-live their shelf life,” with the Department “continu[ing] to hold on to them, and they get beat up,” “used, and they just get killed.” Officers described the Department’s patrol cars as “very outdated” and suffering from poor or “little maintenance” – resulting in “wires hanging from floorboards” and officers “often hav[ing] to bring cars right back” after taking them out. Although 21CP learned that Temple expected to receive new vehicles in the Summer and Fall of 2022, which had been delayed due to supply chain and computer chip shortage issues, 21CP understands that the Department does not practically maintain a fleet of spare cars – and it does not appear that TUPD has a fleet management plan in place.

TUPD personnel cited a number of other operations-related issues. A focus group of TUPD supervisors agreed that the current systems used for “report writing is so slow” and compromises supervisor ability to provide timely feedback to officers under their command. Some systems appear to differ based on the police building or location on campus (“One building has one thing, the other has another.”). Some police radios do not function appropriately across all campus buildings. Many TUPD personnel indicated that, in their view, the equipment and technology available to dispatchers “is bad” and “completely sub-par here.”

To address these and many other concerns relating to equipment and technology that TUPD personnel raised, 21CP recommends that CSS and the Department assess its equipment and technology needs in a structured way and then develop a strategic technology plan to guide and manage investments and efforts in that space. As the Department of Justice’s Community Oriented Policing Services Office as observed, the creation of a technology strategic plan is a primary “best practice”:

An agency’s use of technology should support and enhance the organization’s functions, expand its ability to make intelligence-based decisions, and provide solutions to complex problems—not create complexity and inefficiencies. Whether an agency is developing a new data system or leveraging existing internal or external resources for data collection, analysis, and sharing, law enforcement executives should

begin by developing a formal technology strategic plan.²⁰²

The development of a strategic plan likely has two parts. The first is a Technology Assessment that inventories CSS and the Department's current equipment and technology and considers that in light of operational needs. The second component builds on the Technology Assessment to development a Plan for addressing gaps, shortfalls, necessary upgrades, enhancements to existing platforms, or the procurement of new capabilities. Ultimately, the development and execution of a technology strategic plan can help better coordinate priorities, resources, and efforts in alignment with TUPD's mission, vision, and values.

Going forward, the Technology Assessment and Plan should be regularly updated to ensure identification of new and emerging needs. Updates to the Plan should be completed to align with the University's budgeting cycle.

VII. Communications

Recommendation 39. TUPD should ensure that permanent supervisors (sworn or civilian) with clearly identified supervisory tasks and responsibilities work each shift at communications.

21CP understands that TUPD has a communications supervisor, a sergeant, but that the supervisor primarily is scheduled to work during the day rather than in evenings or the graveyard shift. Consequently, instead of designated supervisors, communications uses "team leaders" across all shifts who fill supervisory or leadership roles. However, these "team leaders" also have responsibilities related to training.

In 21CP's experience, most functions, including emergency communications, benefit from ongoing, permanently-assigned supervisors providing leadership across all working shifts. Line personnel working in supervisory positions on a temporary, *ad hoc*, or "acting" basis can be challenging – with the temporary nature of the assignment leading supervisors and line personnel alike to treat the reporting relationship

differently than if the assignment were long-term. Accordingly, 21CP recommends that TUPD work to ensure that permanent supervisors work each communications shift.

Recommendation 40. TUPD should ensure adequate space for communications dispatchers to use during breaks.

Emergency dispatch is a stressful job. "Vicarious trauma, compassion fatigue and burnout result from being exposed to the suffering of others, manifesting as lower feelings of life satisfaction, depression anxiety, weight gain and other negative health effects."²⁰³ Increasingly, attention is being given to the "workplace environments, support services, and employer strategies [that can help] to mitigate stress experienced by emergency dispatchers."²⁰⁴

In focus groups with 21CP in late June 2022, dispatchers lamented the lack of a break area where they could decompress and re-charge during a hectic shift or handling a particularly high-stress call. 21CP agrees that emergency communications personnel can benefit from separate, dedicated space to use for breaks.

21CP understands that a break room has recently been created for dispatchers, and any employees who need it, at the 1101 West Montgomery Avenue police administration building. TUPD is also receiving contractor bids for creating a kitchenette at that location to enable employees to eat meals. The Department further notes that employees, including dispatchers, can use conference rooms for taking a break or eating a meal when they are available.

Recommendation 41. TUPD should provide enhanced training curriculum for communications personnel.

Communications personnel indicated to 21CP that they have engaged in minimal practical or scenario-based exercises. Likewise, dispatchers report that there is not a set number of hours of training that they receive each year.

²⁰² U.S. Department of Justice, Office of Community Oriented Policing Services, *Law Enforcement Best Practices: Lessons Learned from the Field* (2019), <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>.

²⁰³ Adam Timm, "9-1-1 Emergency: Battling Stress in the Communications Center," *Police1.com* (Nov. 23, 2020), <https://www.police1.com/health-wellness/articles/9-1-1-emergency-battling-stress-in-the-communications-center-siYDALUyJsz0vHe/>.

²⁰⁴ Paul J. Bourgeois & Emily Hotz, "Stress & Wellbeing in Emergency Dispatchers," *9 Annals of Emergency Dispatch & Response* 12, 12 (2021), <https://prioritydispatch.widen.net/view/pdf/t4tme1link/AEDR-2021-3-Stress--Wellbeing-in-Emergency-Dispatchers.pdf?t.download=true&u=gai7my>.

Many dispatch personnel expressed a keen interest receiving training that was better “aligned with what [they] actually do.” 21CP recommends that TUPD provide increased opportunity going forward for communications personnel to engage in practical training geared toward both day-to-day skill development and accomplishing duties in significant incidents such as active shooter or mass-casualty situations.

Recommendation 42. To promote an enhanced relationship between patrol and communications, TUPD should conduct ongoing, reciprocal “ride-alongs” between personnel from both functions.

Another theme from 21CP focus groups was that emergency dispatch personnel “wish [that] police respected dispatch more” safety professionals. Many dispatchers simply do not feel as though TUPD’s sworn personnel interact with them as equal, trusted partners. One individual observed that previously, when the Department “used to do an appreciation event for families,” “relationships were so much better” because officers and dispatchers got a chance to know one another personally. Now, however, interactions occur primarily in the context of work during shifts – leaving little opportunity for relationship-building.

To promote an enhanced relationship between patrol and communications personnel, and to enhance the quality of safety services that the Department provides overall, 21CP recommends that the Department conduct ongoing, reciprocal “ride-alongs” between personnel from both functions. Within the context of such a program, TUPD officers might spend a shift shadowing dispatchers in the communications center in order to be exposed to the specific details and finer nuances of dispatch work. Likewise, dispatchers might spend a shift with patrol officers – and, in so doing, learn about some of the specific realities and dynamics that shape their work. This type of cross-functional partnership opportunity could establish an environment for the development of one-on-one personal relationships between dispatchers and officers while giving both communications and patrol personnel greater insights into how, back in their assignments, they might optimize their own work to help optimize the work of those in the other function.

Recommendation 43. As part of TUPD’s overall Staffing Analysis & Plan, it should conduct a detailed, strategic analysis of communications staffing.

TUPD should formally analyze current emergency dispatch staffing levels. First, it appears that existing personnel are working at or near their current capacity. Communications personnel told 21CP that they currently have a mandatory 8 hours of overtime for each pay process. Although TUPD communications personnel once worked 8-hour shifts, they now work 12-hour shifts, which may be extended based on needs. Even as some personnel indicated that they did not mind the 12-hour shifts, others said that “12-hour shifts take a toll.”

Second, communications personnel have a large scope of responsibilities. Currently, personnel who field calls for service also must monitor TUPD’s hundreds of security cameras. This may mean that, especially during some shifts, the 4 (and occasionally 5) communications personnel assigned to any one shift simply may not be sufficient to perform their duties at a high level. As one dispatcher noted to 21CP, “it would be good to have someone just operating cameras,” especially when emergency calls are being fielded.

21CP therefore recommends that TUPD’s recommended Staffing Analysis & Plan, described previously, specifically consider communications staffing and the potential need for additional communications personnel.

VIII. Employee Wellness Programs and Initiatives

Recommendation 44. TUPD should explore creating a dedicated Employee Wellness Program to promote the mental and physical health and well-being of Departmental employees.

The murder of Sergeant Christopher Fitzgerald has tragically, and traumatically, illustrated how potentially dangerous being a police officer can be – especially in a country with nearly 400 million guns in circulation,²⁰⁵ where the possibility of being called to respond to serious physical threats serves as a continual, background reality. Even when not dealing with acute threats of harm, law enforcement officers regularly are

²⁰⁵ See Chris Dorsey, “Gun Sales Skyrocket Amid Pandemic Unrest Fears,” *Forbes* (June 24, 2020),

<https://www.forbes.com/sites/chrisdorsey/2020/06/24/gun-sales-skyrocket-amid-pandemic-and-unrest-fears/>.

called upon to respond to situations that others have not been able to resolve themselves or to interact with people in their worst or most vulnerable moments.

Numerous studies have concluded that, as a result of these significant demands and unpredictability, officers are at elevated risk for physical and mental health challenges as a result of stress and trauma experienced on the job.²⁰⁶ For instance, one 2015 study found that law enforcement officers “experience long-term health morbidity and mortality at rates exceeding other occupations and the general population” while “screen[ing] positive for elevated rates of posttraumatic stress disorder, common mental disorders, and alcohol misuse” at rates higher than “the general population.”²⁰⁷

These dynamics can impact not just the officers themselves but the quality of the officer’s performance in the field.²⁰⁸ “Exposure to police stress and trauma presents external challenges to wellness which makes officers vulnerable to experiencing compassion fatigue, moral injury, and burnout . . . The interconnectedness of challenges to officer wellness are detrimental to physical, cognitive, emotional spiritual, behavioral, and social health.”²⁰⁹ Ultimately, “[a]n officer whose capabilities, judgment, and behavior are adversely affected by poor physical or psychological health not only may be of little use to the community he or she serves but also may be a danger to the community and to other officers.”²¹⁰

Especially in the wake of Officer Fitzgerald’s death, TUPD and the University will need to ensure ongoing mental health and wellness resources to the Department’s officers and employees. The death of a colleague and friend within an organization with the intimate size of TUPD, can activate significant mental and emotional health needs, and 21CP has

been impressed with the initial responses of the University and the Department to provide services to meet those needs.

21CP learned from TUPD personnel that all resources and services that might be considered as related to wellness and well-being operate through the University. As a TUPD leader indicated, “The PD doesn’t have anything specific [related to officer wellness.]. We have to connect officers to” the University’s Employee Assistance Program (“EAP”).²¹¹ It appears, then, that there are no health and wellness resources specifically geared toward TUPD officers or Temple security personnel.

In contrast to some police agencies with which 21CP has interacted, relatively few TUPD officers or non-sworn employees specifically addressed – either positively or negatively – the subject of officer wellness resources. When 21CP asked in focus groups and interviews with officers what they might do if they had a hypothetical “blank check” within the Department, things related to officer safety and officer wellness did not surface in responses. Indeed, discussion about those topics arose from 21CP’s direct questions.

Nevertheless, and especially in light of TUPD personnel grappling with the senseless killing of Officer Fitzgerald, TUPD and the University would be well-advised to consider the provision of resources or programs beyond or in addition to the general University employee EAP that might more closely match the experiences and meet the needs of public safety personnel. As the University and TUPD consider expanded wellness resources for public safety personnel, they might consider resources available through the U.S. Department of Justice,²¹² including the Office of Community Oriented Policing Service’s National Officer Safety and Wellness Group.²¹³

²⁰⁶ See, e.g., Gregory S. Anderson, et al, “Physical Evidence of Police Officer Stress,” *25 Policing* 2 (June 2002); John M. Violanti, et al, “Highly Rate and Most Frequent Stressors Among Police Officers: Gender Differences,” *41 American Journal of Criminal Justice* 645 (2016); see generally Deborah L. Spence, et al, *Law Enforcement Mental Health and Wellness Act: Report to Congress* (2019).

²⁰⁷ Elizabeth A. Mumford, et al, “Law Enforcement Officer Safety and Wellness,” *18 Police Quarterly* 111, 111 (2015).

²⁰⁸ Police Executive Research Forum, *Building and Sustaining an Officer Wellness Program: Lessons from the San Diego Police Department* 7 (2018).

²⁰⁹ Brooke McQuerrey Tuttle, et al, “Critical Challenges to Police Officer Wellness,” in *Oxford Research Encyclopedia of Criminology and Criminal Justice* (2019).

²¹⁰ *Final Report of the President’s Task Force on 21st Century Policing* 61 (2015).

²¹¹ See Temple University, HR Resources Our Functional Areas, Benefits Administration, Additional Benefit Options, “Employee Assistance Program,” <https://careers.temple.edu/hr-resources/our-functional-areas/benefits-administration/additional-benefit-options/employee> (last visited Jan. 18, 2023).

²¹² Office of Community Oriented Policing Services, U.S. Department of Justice, *Officer Safety and Wellness*, <https://cops.usdoj.gov/officersafetyandwellness> (last visited Jan. 18, 2023).

²¹³ Office of Community Oriented Policing Services, U.S. Department of Justice, *National Officer Safety and Wellness Group*, <https://cops.usdoj.gov/oswg> (last visited Jan. 18, 2023).

Area 3: TUPD Engagement and Coordination with Outside Entities

I. Allied Security Services

Given the significant role of Allied Universal Security (“AUS”) personnel on campus, and the substantial resources that the University invests in AUS on campus, any efforts geared toward enhancing and strengthening TU’s public safety services necessarily implicate AUS.

However, during its time at Temple, 21CP identified a perception among several campus stakeholders that Allied personnel are not appreciated or recognized as discrete contributors to campus safety. As described further below, Allied personnel do not believe that TUPD personnel see them as valuable campus safety resources. At the same time, several students and faculty alluded to not having confidence or seeing value in security personnel who “sit on the steps of my building . . . and play on their phone”:

- “Every time I see security, they are on their phones, talking to one another, and not paying attention, more often than not. I don’t trust them to keep anyone safe if they can’t even keep themselves attentive.”
- “I rarely see security, and when I do[,] they’re on their phones or not paying attention. I’d feel a lot safer if I knew there was an alert officer nearby when I’m walking by myself.”

For some others on campus, these dynamics are ironic given that a not insubstantial portion of Allied Security personnel live in or have some other affiliation with the communities that surround Temple – and who in many instances have some vested interest in safety at Temple and surrounding areas.

Several of this report’s previous recommendations have addressed Allied Security as a core safety service on campus and have recommended a more formalized role and training for Allied personnel going forward. The following, additional recommendations are further geared toward ensuring that non-sworn security officers at Temple can provide services that align with the University’s overall safety strategies and imperatives.

Recommendation 45. TU and Allied Security should work to update its existing contract to ensure that Allied is incorporated in an enhanced, robust way as a critical public safety resource on campus.

Several stakeholders told 21CP that, in their view, TUPD, CSS, and, at least some elements of the larger campus community, “do not take us as seriously as they should.” With respect to TUPD, one security officer described it as feeling “like we are adding to their [TUPD’s] stress instead of helping.” A supervisor explained that some officers have treated security personnel dismissively – telling security personnel that they “are not needed anymore, you can go away” when they arrive to the scene of an incident – even though “security officers have to do incident reports as well, so that dismissive attitude is not helpful.” Another agreed that “they [TUPD] get annoyed at us like we are the burden, but we are their eyes and ears.” A twenty-year security veteran suggested to 21CP that some of these issues may relate to Allied personnel, at least at one time, being seen as having replaced some TUPD personnel.

Feedback from some TUPD members tends to confirm some frustration about Allied’s role and personnel. Some suggested that Allied personnel do little that is proactive to advance or support campus safety. For example, one TUPD member shared an instance in which Allied asked for assistance “with a car with the trunk open.” The member wondered, “Why can’t they just shut the trunk?” Others agreed that “University security people don’t respond. They sit at a desk and only call in incidents . . . They show up at scenes. They don’t know how to talk to people.” Indeed, several TUPD members and supervisors expressed reticence to the idea of security personnel playing a safety role beyond sitting at a desk at campus buildings – even as several nonetheless expressed some approval of Allied’s bike patrol function.

Earlier sections and recommendations of this report have proposed that Temple systematically explore a re-imagined, differential response model aimed at ensuring the right resources respond to the right campus needs. With some class of calls for services or issues not necessarily requiring or implicating a TUPD response, other campus resources – including Allied and Temple Security – may be well-equipped to serve as an initial response. In a dynamic response system,

non-sworn response personnel liked Allied Security personnel can play a critical role in ensuring good outcomes while allowing sworn police officers to focus on responsibilities more closely aligned with their training and skills.

To the extent that Temple formally identifies general classes of problems or issues that are typically able to be addressed by non-TUPD personnel, TU and Allied should memorialize more detailed understandings about roles and responsibilities in an updated Services Agreement.

Recommendation 46. TU should craft strategic communications and outreach initiatives aimed at ensuring that TU stakeholders understand the distinct, important roles of various public safety services on campus.

21CP's focus groups and listening sessions surfaced a number of insights and opportunities that appear related, in one way or another, to a need for a greater awareness among campus community members about the distinctions among, and the different roles fulfilled by, TUPD, Temple security, and Allied security personnel, respectively.

First, limited information in public documents or websites is available on the role of the TUPD versus the role of Allied Security personnel. In fact, the only reference to Allied Security mention on Campus Safety Services website is very brief.²¹⁴

Next, there appears to be some confusion among the campus community about how what TUPD does may be different than what Allied Security personnel do. For example, with respect to escort services, Allied Security currently provides escorts, but when Allied personnel are not available, the TUPD serves as a back-up. Stakeholders are not sure if and when each unit serves as the responding escort.

This results in at least some Temple stakeholders confusing security personnel with Temple Police officers. As one Allied Security member put it, "We look a lot like Temple Police, and we end up getting bad feedback from the community because they think we are TUPD." Another

agreed that stakeholders "often . . . can't tell the difference between [Temple] security, police, and Allied." Comments by some Temple students, faculty, and staff suggested a belief that security personnel stationed at desks at Temple's buildings all work for the Police Department.

It appears, then, that at least some portion of the campus community could benefit from additional communication and information about the roles and responsibilities of various types of public safety response personnel on campus.

Recommendation 47. TU should work with Allied to enhance the consistency and quality of security service at campus buildings.

As discussed in this report previously, some campus stakeholders shared concerns with 21CP regarding the security of TU facilities, especially on-campus residences. Some say that security personnel do not adequately supervise visitors to dorms, faculty offices, and gathering spots such as the library and study lounge areas. As noted previously, some campus community members say they feel less safe due to a perceived lack of attentiveness by security personnel. This may include enhancing the consistency of supervision of Allied personnel and ensuring that individual security personnel can monitor cameras at the entrances and exits of residence buildings where they are working.

21CP is aware that CSS has already begun to focus on security at TU facilities and buildings. Vice President Griffin has met with Allied Security leadership, both local and regional. Especially given higher rates of turnover among Allied personnel in recent years, CSS is working to create enhanced training for Allied personnel assigned to work at residence halls and buildings to ensure standardized expectations going forward. 21CP recommends that these efforts be prioritized, and institutionalized in the future in Temple's contract with Allied, especially in light of current employee turnover dynamics.

Recommendation 48. CSS should ensure improved, enhanced communication, information-sharing, and

²¹⁴ Temple University, Campus Safety Services, About Us, Our Team, "Security Operations," <https://safety.temple.edu/about-us/our-team/security-operations> (last visited Jan. 19, 2023).

training between and among TUPD and Allied Security personnel.

Focus group participants suggested that there is not enough communication between TUPD, other University units, and Allied personnel while on duty. Allied personnel say that they are not as consistently informed as they could be about important information about campus happenings and other information that would allow them to function better in their roles. At the same time, TUPD personnel do not seem to be particularly confident in the abilities or utility of involving Allied personnel to resolve campus problems.

Therefore, CSS should work to foster enhanced communication, information-sharing, and training between, and among, TUPD and Allied personnel. Although 21CP intentionally leaves the specific mechanisms up to CSS and the University to determine, periodic, strategic public safety briefing or roll call sessions involving both TUPD officers and security personnel might be one way of substantively ensuring alignment among safety services with Temple's safety approaches while offering tangible abilities for relationship-building.

II. Relationship and Coordination with Neighboring Police Departments

As this report's discussion of PPD's relationship with Temple and TUPD underscore, interactions between university police departments and local police departments are often complex.²¹⁵ In addition to what has been previously emphasized, challenges include differences in policing strategies and training; ensuring that officers of both departments are aware of their roles and responsibilities when working together; and understanding how the departments patrol neighborhoods surrounding or bordering a campus footprint.

Indeed, there can be significant consequences to leaders and officers from different departments interacting for the first time during an emergency or moment of crisis. Confusion about responsibilities, lines of authority, and overall response protocols can complicate and adversely impact the ability of

involved agencies or personnel to respond as effectively as may be required. Consequently, campus police departments and nearby municipal departments need to establish ongoing partnerships and collaboration – both formal and informal – aimed in part on preparing for situations where the response of both campus and neighboring municipal police agencies may be implicated.

Recommendation 49. TUPD should conduct joint training and cross-trainings with City of Philadelphia safety resources and Temple safety responders, including training on active shooters, large protests, and hazmat response.

By training and conducting exercises on campus, officers from nearby municipalities can familiarize themselves with the campus and develop a common set of skills and expectations for various types of responses or activities.²¹⁶

This report discusses in greater detail elsewhere the value of trainings that involve TUPD and other City of Philadelphia safety entities and personnel with respect to active shooter and other major-incident response. Noted are Vice President Griffin's intention to re-start joint training efforts this year and her optimism that PPD and PFD would participate as collaborative partners.

III. Community Engagement

When a university thinks about engaging the community, especially on issues relating to safety, multiple, significant conceptions of "community" are implicated. Of course, a university as an institution must engage with individuals affiliated with the institution – its faculty, students, staff, and others – to help ensure the safety and well-being of the campus community.

At the same time, most colleges and universities are in constant, dynamic relationship with the larger communities of which they are a part. Especially in recent years, much attention and discussion has focused on the best ways of facilitating university-community engagement and

²¹⁵ Police Executive Research Forum, *Municipal and Campus Police: Strategies for Working Together in Turbulent Times* (2021), <https://www.policeforum.org/assets/MunicipalCampusPolice.pdf>.

²¹⁶ Major Cities Chiefs Association, Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, *Campus Security Guidelines – Recommended Operational Policies for Local and Campus Law Enforcement Agencies* (2009).

collaboration that can be meaningful and beneficial to all.²¹⁷ Like many institutions of higher education, and recognizing that a significant number of campus community members are also members of the Philadelphia community, Temple University has invested in an array of efforts and initiatives in their work to not only be a good neighbor but also to foster engagement and service by members of the campus community vis-à-vis the larger, local community. At the University generally, the Office of Community Affairs and Engagement seeks to serve as an institutional facilitator of engagement and volunteerism and a means of making tangible TU's commitment to those that live and work in and around the University campus.

The TU Police Department specifically engages with the broader Philadelphia community across an array of programs and partnerships, many of which are facilitated through the TUPD's External Relations Unit. External programming and partnerships include holiday parties and dinners, coffee with the cops, Good Neighbor Initiative, the Broad Street Run and the Spring Fun Run, the Welcome Wagon, Avenue of the Arts, Ben at the Shore, programming focused on quality-of-life issues (e.g., waste and trash management, clean streets initiatives), and a number of efforts centered on improving law enforcement relationships with young people in the community. Other initiatives involve TUPD outreach and engagement to neighborhood schools, such as the GREAT (Gang Resistance Education and Training) program. In listening sessions with 21CP, community members and representatives indicated that many in the community welcome and appreciate TUPD's engagement with the Philadelphia community.

In terms of TUPD's engagement with the on-campus community, self-defense classes, student and employee orientations, listening circles, fingerprinting services, walking escorts, bicycle safety and registration programming, and class presentations were cited as primary mechanisms of non-incident-related engagement with the campus community. Additionally, in focus groups and listening sessions, several faculty and staff members shared that partnerships with TUPD and security personnel were critical to planning and implementing large-scale and special events on campus. 21CP also heard positive reviews from student groups that spoke of the TUPD's willingness to partner on the campus-wide

student survey conducted in 2022 and cited throughout this report – and meeting with various groups to talk about safety issues and TUPD's work. In 21CP's listening sessions, many campus stakeholders referred positively to campus safety interactions with, with many noting that collaboration was critical to their own safety and success.

As Part II, Section B of this report discusses in detail, many from the campus community have positive views about TUPD and campus security personnel and believe that Temple's safety personnel contribute positively to feelings of safety on campus. A good portion of students (69% of student survey participants) also say – even some of those who believe that TU must take additional steps or do some things differently to address safety concerns – that the University overall “is attentive to campus safety issues.”²¹⁸

Even as many stakeholders say positive things about TUPD and TU's safety initiatives, and even as TUPD and others at TU conduct a variety of safety and partnership initiatives, 21CP's review found that outreach and engagement with the campus community on safety issues often appears sporadic and disjointed to campus community members. In particular, the University and TUPD do not appear to have a sufficiently developed or memorialized strategy, philosophy, and approach to community engagement surrounding campus community safety that is embedded and institutionalized. Rather than there being a single “playbook,” strategy, or plan, it appears that disparate personnel, offices, and initiatives operate in silos. For example, some TUPD staff shared that they occasionally visit local schools to talk with students, and they participate in various on-campus safety events, but that this work is conducted on their own initiative and in isolation from any type of larger community engagement strategy.

Further, it appears that some high-achieving or prominent personnel play an outsized role in engagement – leading to potential worries, down the road, should such personnel take on different assignments at the University, pursue an opportunity at another institution or organization, or retire. For example, 21CP heard a fair bit about one TUPD Captain who is a well-respected member of the Department and TU community. However, the fact that many Temple community members do not know other TUPD personnel suggests that the community engagement function is not well-dispersed or

²¹⁷ See e.g., Linda D. Dostillo, et al. “Reciprocity: Saying What We Mean and Meaning What We Say,” 19 *Michigan Journal of Community Service Learning* 17 (2012).

²¹⁸ *TSG Campus Safety Survey: Overview of Findings* 15 (Apr. 13, 2022).

institutionalized across the Department. Indeed, several community members from North Philadelphia shared in focus groups and listening sessions with 21CP that they would like to have more formal introductions to and more sustained engagement with a broader set of TUPD personnel.

Recommendation 50. TUPD should develop and utilize a comprehensive Community Engagement and Partnership plan that communicates and coordinates its internal and external public safety engagement and partnership efforts.

As noted above, the University and TUPD engage in a variety of efforts related to both internal and external community engagement. However, these efforts do not appear to be coordinated across University personnel and entities and communicated to the campus and wider Philadelphia communities as robustly or effectively as they might.

Given the lack of cohesion and alignment with respect to proactive and reactive community engagement and partnership efforts to date, 21CP suspects that a structured, strategic planning process – culminating in a codified Community Engagement and Partnership Plan – can help to ensure that disparate initiatives and efforts are communicated widely, have maximum impact, and are coordinated with the University’s many other initiatives. A 2019 meta-analysis concluded that this type of formal strategic planning can have a “positive” and “significant impact on organizational performance,” with the structure and “formality” of the planning – including both “internal and external analyses” – an important predictor of success.²¹⁹

This Community Engagement and Partnership should identify specific objectives, roles and responsibilities for various TUPD and University organizations and staff with respect to engaging and partnering with both (1) the Temple campus community, including students, faculty, and staff; and (2) the wider Philadelphia community, including members of the community who live and work in the neighborhoods located near to Temple’s campus. This strategic plan should be rigorous, codified, and a foundational document for both public safety personnel and broader University personnel who have functions that touch on community engagement

surrounding safety and well-being (from the Division of Student Affairs to the Office of Government Affairs and Civic Engagement).

21CP observes that, unlike the initiatives discussed in Area 1 of this report, which address how Temple will substantively address issues relating to safety and well-being in dynamic partnership with University and non-University stakeholders alike, a Community Engagement and Partnership Plan is a way for University personnel and entities to ensure alignment across initiatives, activities, and communications. Although some part of the University’s engagement efforts will undoubtedly need to be driven and addressed by the initiatives outlined in Area 1, a Community Engagement and Partnership Plan will also address the type of ongoing, more limited engagement and relationship-building efforts of which campus and Philadelphia community members appear broadly supportive. Additionally, some relevant portion of the Plan will likely be a codification, synthesis, or inventory of existing initiatives, with the Plan serving as an overriding framework to ensure alignment with the University’s overall efforts and broad-based understanding of all of the University and TUPD’s efforts with respect to community engagement on safety and well-being issues.

Recommendation 50.1. TUPD should develop policies and procedures for tracking and cultivating the Department’s engagement with individuals and groups in the greater Philadelphia community.

TUPD should identify specific mechanisms for tracking TUPD’s relationships with individuals and groups in the community beyond Temple’s campus. As Vice President Griffin told 21CP, “numerous officers do an amazing job with community interactions, but [those] efforts are not organized, collaborated[,], or communicated.”

As TUPD moves closer to ensuring that community engagement and problem-solving is seen as the core of all personnel’s day-to-day responsibilities, it can be extremely useful for the Department to have insight and awareness into the relationships and informal collaborations that are taking place between individual officers and community members.

²¹⁹ B. George, et al, “Does Strategic Planning Improve Organizational Performance? A Meta-Analysis,” 79 *Public Administration Review* 810, 810 (2019).

Establishing some formal way of documenting key relationships, efforts that officers take to address community problems not implicating crime or emergency response, and other important community interactions can allow the Department to build upon and strengthen relationships over time across personnel – rather than having such good work remain isolated and largely unknown throughout TUPD or the University.

Recommendation 50.2. TUPD should work to engage community organizations directly in departmental training.

President Obama’s Task Force on 21st Century Policing recommended that “[l]aw enforcement agencies . . . engage community members in the training process.”²²⁰ Community participation in law enforcement training helps to ensure that officer instruction aligns with the values and needs of the community. Accordingly, TUPD should work with campus and wider Philadelphia community members as it modifies its current training paradigm, designs new training, and implements specific training programs.

For instance, TUPD might consider collaborating with community organizations and experts to inform training of TUPD and security on unhoused populations, mental health, behavioral health, substance abuse, and the other types of challenges facing the TU and surrounding communities. The development and implementation of joint trainings with other law enforcement agencies can also be a way of engaging beyond the campus community.

Recommendation 51. Community engagement and problem-solving should be a department-wide philosophy, with each member of the Department an important part of these efforts – instead of having community engagement operating as a specialized “unit” isolated from TUPD’s other work. This philosophy should be expressly incorporated into enhanced policies, training, and supervisory practices.

²²⁰ *Final Report of the President’s Task Force on 21st Century Policing* 54 (2015).

²²¹ A. Gersamos Ginakis, et al, “Reinventing or Repackaging Public Services? The Case of Community-Oriented Policing,” 58 *Public Administration Review* 485 (1998).

²²² Susan Cheurprakobkit, “Community Policing: Training, Definitions and Policy Implications,” 25 *Policing* 709, 712 (2002).

²²³ The Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 9 (2019).

21CP routinely observes that the term “community policing” has “suffered from conceptual confusion in both research and practice”²²¹ – tending to “mean different things to different people.”²²² Although “[t]he concept of community policing took hold in the early 1990s” and has purported to have been “adopted by hundreds of departments . . . , community policing programs vary widely in their approach.”²²³

Often, “community policing” is a synonym for community engagement. Community policing or engagement activities are seen as “optional” or “extra,” such as “Coffee with a Cop” events or sending public safety officials to the meetings of community organizations. In other agencies, “community policing” functionally refers to a type of community engagement or partnership that only some specifically designated personnel perform while other police or public safety personnel do the “real” work of patrol, emergency response, and violence prevention.

Ultimately, however, “community policing,” is something more than a series of disconnected programs, an isolated assignment, or sporadic “extracurricular” activities. Instead, “community policing” should refer to the basic way that public safety personnel conduct their work on an ongoing, minute-to-minute, interaction-to-interaction basis – a philosophy that focuses on identifying, engaging, and working with community members to address community problems and issues.²²⁴ In this way, real “community policing” is not just a standalone activity or a set of outreach initiatives but rather a core approach that “should be infused throughout the culture and organizational structure of law enforcement agencies.”²²⁵

Some studies have found community policing programs to be associated with enhanced community satisfaction and police legitimacy.²²⁶ A 2019 random-control study found that positive contact with the police in a non-enforcement activity has been associated with a greater willingness to cooperate and greater sense among communities that the police and

²²⁴ See, e.g., Gary W. Cordner, “Community Policing: Elements and Effects,” 5 *Police Forum* 1, 5 (1995) (noting that community policing must be the “standard operating method of policing, not an occasional special project”).

²²⁵ *Final Report of the President’s Task Force on 21st Century Policing* (2015).

²²⁶ Center for Evidence-Based Crime Policy, *What Works in Policing*, <https://cebcp.org/evidence-based-policing/what-works-in-policing/research-evidence-review/community-policing/> (last visited Jan. 18, 2023).

their actions are legitimate, particularly among non-white populations.²²⁷

The effect of an engagement-focused community policing approach on crime and public safety remains subject to some debate. For example, the 2019 study just discussed found that community policing may have only “a small impact on violent crime, a non-significant impact on property crime, and a small effect on fear of crime.”²²⁸ In contrast, a study of a community policing approach in Chicago in the 2000s found that violent crime dropped 56 percent, property crime dropped 37 percent, and public confidence in police increased during the implementation of a community policing approach.²²⁹ Similarly, the Philadelphia foot patrol study conducted in the early 2010s and discussed in this report previously – which adopted foot patrols in part as a means of enhancing opportunities for police-community interactions – found that areas, in areas with foot patrols, violent crime decreased by 23 percent.²³⁰

Some TUPD personnel shared their own views on community engagement with 21CP during our engagement – with many offering that relationship-building can only help in public safety service delivery. As one TUPD member observed, “I believe our jobs would be a lot easier if we had better relationship with the students, staff, faculty and our community.” Another non-sworn TUPD employee agreed that TUP can “try to prevent crime by building relationships.” A senior TUPD leader agreed that the Department “need[s] to increase the [community] outreach.”

Currently, TUPD’s General Orders and other protocols and procedures do not mention community engagement or partnership in any formal or institutionalized ways. The community engagement function is performed primarily by two police officers and two civilian employees who are assigned to the Department’s External Relations Unit. A Temple security employee also is engaged to work on larger community events and initiatives.

It appears, then, in talking with TUPD focus group participants that, at least historically, community engagement has been seen by at least some TUPD employees as outside the

scope of their job – or something that is handled entirely by the dedicated personnel within the External Relations Unit. As one focus group participant told us, “no one here . . . ever talk[ed] community engagement until 21CP showed up.” A Department supervisor indicated that, in their view, “supervisors don’t hold the officers accountable for things like visibility, engagement, [and] proactive policing.” Another explained:

Community policing is not considered a pillar of the whole department. Officers are not problem solvers on campus. [Where something needs to be addressed,] it likely comes from a complaint from the University to the upper management or a complaint from the community.

Going forward, TUPD should formally situate community problem-solving as a core duty of all TUPD officers across their daily job duties. As one TUPD member explained, “the whole Department” needs to understand “that it’s their responsibility to be able to talk to the community and be able to share our roles” and help address community problems that do not necessarily implicate law enforcement. Policies, training, and supervisory practices should be established that emphasize community engagement and problem-solving as primary duties and metrics for gauging the Department’s overall success.

At the same time, the Department should define the scope and duties of dedicated External Relations Unit as helping to cultivate structured, formal, organizational community partnerships – which occurs in addition to, rather than in place of, ongoing, day-to-day engagement with the community by all TUPD personnel. The External Relations Unit should help cultivate more structured, formalized engagement opportunities for all TUPD personnel and “pull in patrol officers into the engagement opportunities,” in the words of one TUPD focus group participant.

Recommendation 52. Temple and TUPD should establish a Temple Public Safety Advisory Board to ensure ongoing campus community participation on

²²⁷ Kyle Peyton, Michael Sierra-Arevalo and David G. Rand, “A Field Experiment on Community Policing and Police Legitimacy, 116 *PNAS* 19894 (2019), <https://www.pnas.org/content/116/40/19894>.

²²⁸ *Id.*

²²⁹ Wesley Skogan, *Police and Community in Chicago: A Tale of Three Cities* (2006).

²³⁰ Jerry Ratcliffe, et al, “The Philadelphia Foot Patrol Experiment: A Randomized Controlled Trial of Police Patrol Effectiveness in Violent Crime Hotspots,” 49 *Criminology* 795 (2011).

matters relating to campus community safety and the operations of TUPD.

Many institutions of higher education have advanced community engagement and participation public safety matters by establishing formalized advisory boards for their campus police departments. “[O]ne of the most common forms of police-community engagement bodies in the country,” community advisory boards (“CABs”) are:

. . . [G]roups of community representatives who are assembled to meet with police to discuss the means, ends, and consequences of local policing . . . Typically, CABs are purely advisory. They are asked to provide advice and recommendations to policing leadership or to other officials, but the suggestions made by CABs are non-binding.²³¹

CABs usually “make recommendations to the police department regarding high-level policy and operational strategies,” though they may not have any authority to mandate the adoption of their recommendations.²³²

Typically, this type of group is comprised of representatives from the diversity of the community that the advised agency serves.²³³ At Temple, this might include students, faculty, staff, parents, alumni, and members of the Philadelphia community.

Community Advisory Boards adopt various structures and have different charges or scopes of work.²³⁴ Within the University context, some Advisory Boards have a more formal role in reviewing or advising on civilian complaints about the police,²³⁵ while others have a more express role in weighing in on the policies and procedures of the campus police department.²³⁶

As TU considers this recommendation and the potential duties and responsibilities of an Advisory Board, 21CP recommends that Temple consider the many real-world examples – both briefly cited here and in operation at many other colleges and universities nationally – of University CABs so that TU benefits from real-world lessons learned from other campuses. Regardless of the specific CAB model adopted, a Board must be designed, from the outset, to be as transparent, engaged, and diverse as possible.

²³¹ Julian Clark & Barry Friedman, NYU School of Law Policing Project, *Community Advisory Boards: What Works and What Doesn't: Lessons from a National Study* 1, 3, <https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/6009b0752b76712ea7ca955d/1611247735950/Clark+and+Friedman+-+Policing+Project+CAB+report-1-21-20.pdf> (last visited Jan. 17, 2023).

²³² Sharon R. Fairley, “Survey Says: U.S. Cities Double Down on Civilian Oversight of Police Despite Challenges and Controversy,” *Cardozo Law Review De Novo* 8 (2020), http://cardozolawreview.com/wp-content/uploads/2020/01/FAIRLEY.DN_2019.pdf.

²³³ Julian Clark & Barry Friedman, NYU School of Law Policing Project, *Community Advisory Boards: What Works and What Doesn't: Lessons from a National Study* 1, 14, <https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/6009b0752b76712ea7ca955d/1611247735950/Clark+and+Friedman+-+Policing+Project+CAB+report-1-21-20.pdf> (last visited Jan. 17, 2023) (“It is essential that board membership on CABs is diverse across a variety of factors.”).

²³⁴ See, e.g., Brown University, President’s Staff Advisory Council, *University Advisory Boards & Committees*, <https://www.brown.edu/staff-advisory-council/get-involved/university-advisory-boards-committees#psoc> (last visited Jan. 18, 2023); University of California Berkeley, Office of the Chancellor, Task Forces, *Chancellor’s Independent Advisory Board on Police Accountability and Community Safety*, <https://chancellor.berkeley.edu/task-forces/chancellors-independent-advisory-board-police-accountability-and-community-safety> (last visited Jan. 18, 2023).

²³⁵ See University of Chicago, Life on Campus, Committees & Advisory Boards, University-Wide Committees and Boards, “Independent Review Committee for the University of Chicago Police Department,” <https://csl.uchicago.edu/life-on-campus/committees-advisory-boards/university-wide-committees-and-boards/independent-review-committee-for-the-university-of-chicago-police-department/> (last visited Jan. 18, 2023).

²³⁶ See Wake Forest University, University Police, About Us, Police Advisory Board, *Advisory Board Members & Bylaws*, <https://police.wfu.edu/about-us/pab/advisory-board-members-bylaws/> (last visited Jan. 18, 2023).

Area 4: TUPD Critical Interactions

TUPD officers engage, as this report discusses elsewhere, in a range of activities and interactions. Some of these implicate areas of particularly foundational or heightened import, significance, and/or community concern. The following sections discuss recommendations relating to officer use of force; stops, searches, and arrests; fair and impartial policing; mental health and the response to individuals experiencing mental, behavioral, or emotional health crises; and demonstration management, protest response, and the protection of First Amendment rights.

A Note on Accreditation

A number of the recommendations across the topics covered in this Area relate to TUPD policies, protocols, processes, and/or training. 21CP understands that the Department is endeavoring, in early 2023, to hire an Accreditation Manager as part of beginning the process of becoming accredited through the Commission on Accreditation for Law Enforcement Agencies (“CALEA”), the International Association of Campus Law Enforcement Administrators (“IACLEA”), or both. Administrators have expressed the hope that the accreditation process will help to address outstanding issues relating to policies, training, and other operational considerations.

The law enforcement accreditation process – which, as of 2020, only about 2 percent of police agencies nationally had successfully completed²³⁷ – primarily involves an agency assessing itself against a set of codified standards.²³⁸ For example, CALEA does not provide an agency with model policies, procedures, or protocols; instead, although a limited site visit may be involved, it provides a mechanism for the

Department to assess itself along many dimensions and for CALEA representatives to verify compliance with these standards. Many CALEA standards relate to organizational, managerial, and administrative concerns like “personnel administration,” “detainee and court-related services,” and “auxiliary and technical services.”²³⁹

Some evidence suggests that accreditation may be beneficial, especially with respect to how people view the professionalism of a police department. Some studies have identified meaningful differences in accredited agencies with respect to police officer selection and training.²⁴⁰ When surveyed, police departments say that they “view accreditation as beneficial to their departments.”²⁴¹

However, other studies cast doubt on whether accreditation is linked to enhanced performance. Because accreditation “standards reflect[] greater concern with internal organization issues than with substantive community problems,” being CALEA-accredited does not automatically correspond to better policing outcomes.²⁴² For instance, a 2001 study found that an agency’s accreditation was not statistically related to the organization’s number of use of force incidents.²⁴³ Other studies have found no difference between accredited and non-accredited police departments in terms of “violent and property crime clearance rates,”²⁴⁴ “the total number of complaints received[,] the number of sustained citizen complaints,”²⁴⁵ and “the degree to which officers engaged in community oriented policing activities.”²⁴⁶ Consequently:

Police agency accreditation endures because it provides a veneer of professional

²³⁷ “Should Tacoma Police Keep National Bragging Rights? You Have a Say In That,” *New Tribune* (June 16, 2020), <https://www.thenewtribune.com/opinion/editorials/article243566112.htm>.

²³⁸ S. Daughtry Jr., “Time to Take Another Look at Law Enforcement Accreditation,” 63 *Police Chief* 20 (1996). (“The heart of the accreditation process is the ‘self-assessment’ phase, in which the agency measures its efforts against each standard and prepares a brief file that documents compliance.”)

²³⁹ Jim Burch, National Policing Institute, “CALEA Accreditation – A Platform for Excellence and Reform,” <https://www.policinginstitute.org/onpolicing/calea-accreditation-a-platform-for-excellence-and-reform/> (last visited Dec. 28, 2022).

²⁴⁰ Stephen A. Baker, *Effects of Law Enforcement Accreditation: Officer Selection, Promotion, and Education* (1995).

²⁴¹ S. Cheurprakobkit, “Law Enforcement Accreditation,” 3 *Telemasp Bulletin* 2 (May 1996).

²⁴² G.W. Cordner & G.L. Williams, “Community Policing and Accreditation: A Content Analysis of CALEA,” in *Quantifying Quality in Policing* (Larry T. Hoover, ed.) (1996).

²⁴³ Geoffrey P. Alpert & John M. MacDonald, “Police Use of Force: An Analysis of Organizational Characteristics,” 18 *Justice Quarterly* 393, 405–06 (2001).

²⁴⁴ William M. Doerner & William G. Doerner, “Police Accreditation and Clearance Rates,” 35 *Policing* 1, 1 (2012).

²⁴⁵ Ross A. Wolf, “Accreditation in Police Agencies: Does External Quality Assurance Reduce Citizen Complaints?,” 90 *The Police Journal* 1 (2016).

²⁴⁶ Richard R. Johnson, “Examining the Effects of Agency Accreditation on Police Officer Behavior,” 15 *Police Organization Review* 139 (2013).

Table 8. TUPD Use of Force Incidents, 2017–2021

Year	Number of Force Incidents
2017	51
2018	72
2019	101
2020	85
2021	84

Source: TUPD

assurance while accepting a wide range in the substance of formal policies, most of which have little consequence for the day-to-day practices of police . . . Its greatest significance is in the symbolic realm, not the everyday experiences of the police and the public.²⁴⁷

Undoubtedly, the framework and structure that accreditation processes can provide to departments like TUPD can be useful in helping to organize operations and strategic initiatives. However, accreditation processes generally “provide[] agencies with a blueprint for ‘what, not how’”²⁴⁸ – leaving police departments to determine for themselves the best ways for precisely *how* to address issues for their communities. Accreditation bodies do not certify the *effectiveness* of what a department like TUPD is doing to realize the *outcomes* that its community wants. Accreditation is a framework, not a prescription. A department’s assertion that something has been certified by an accreditation process does not necessarily mean that it aligns with best practices; that it is effective in realizing positive outcomes; or that it aligns with the values and needs of the community.

As such, the accreditation process is not a ceiling for TUPD’s efforts to provide effective, just, fair, and equitable public safety services. Therefore, and as previously described, this report looks to best practices, the promising experiences of peer departments, research, evidence, data, and the experiences of the campus community to identify opportunities for TUPD to better serve the University.

I. Use of Force

Recommendation 53. TUPD should revise its use of force policies to provide clearer guidance to officers on when force may be used and to reflect additional best practices.

Although TUPD officers use force relatively infrequently compared to larger municipal departments, force is deployed across a number of instances each year, as Table 8 illustrates. For instance, in 2021, TUPD officers used some type of force once every four to five days.

Between 2018 and 2021, TUPD officers most commonly use hands-on, bodily maneuvers (e.g., “hands,” “take down,” “arm bar”). Tasers were deployed with some frequency. Firearms were drawn in some circumstances but not fired between 2018 and 2021.

TUPD’s primary use of force policy is General Order 1.3. A number of elements of that policy align appropriately with legal requirements and sound practices. For example, the existing TUPD force policy:

- Emphasizes that the use of force is justified only when it is “necessary” under the circumstances;²⁴⁹
- Prohibits the “discharging of any firearm into the air or ground[,] i.e., ‘warning shots’”;²⁵⁰
- Requires that officers report all uses of force, provide details surrounding the circumstances, and “articulate then need and justification for the use of

²⁴⁷ S. Mastrofski, “Police Agency Accreditation: A Skeptical View,” 21 *Policing* 202, 205 (1998).

²⁴⁸ Jim Burch, National Policing Institute, “CALEA Accreditation – A Platform for Excellence and Reform,”

<https://www.policinginstitute.org/onpolicing/calea-accreditation-a-platform-for-excellence-and-reform/> (last visited Dec. 28, 2022).

²⁴⁹ Temple University Department of Campus Safety Services, General Order 1.3 § 1.3.1.(C).

²⁵⁰ *Id.* §11(3).

Table 9. Use of Force Types Deployed in All Force Incidents 2018–2021

	2018	2019	2020	2021
Firearm Discharge	0	0	0	0
Firearm Drawn	0	12	2	6
Taser	23	25	23	32
O/C Spray	0	0	3	2
Baton	0	1	4	0
Hands	22	26	21	33
Knee	1	4	3	1
Take Down	14	10	4	4
Arm Bar	9	20	21	0
Other	3	5	4	5
Long Gun Deployment	0	8	0	1
Total	72	111	85	84

Source: TUPD

force and the reasons(s) why the level of force utilized was selected”,²⁵¹

- Contains detailed guidance on considerations relating to the use of OC (pepper) spray and the Taser (ECW),²⁵²
- Emphasizes that use of force may be authorized only when it is “necessary and reasonable to accomplish . . . lawful objectives”,²⁵³ and
- Permits the use of deadly force “only when: (1) [t]he action is in defense of human life, including the officer’s own life, or (2) [i]n defense of any person in immediate danger of serious physical injury.”²⁵⁴

Unlike some jurisdictions, which have seen substantial community concern focusing directly on police use of force, few community members cited specific instances of TUPD using force inappropriately. Nevertheless, 21CP’s review of TUPD’s force policy identified some areas where TUPD might strengthen existing provisions to better align with best and emerging promising practices. Because these specific recommendations are based on a comparison of the Department’s existing written policies against best practices, and do not specifically stem from specific issues or performance, this set of 11 specific sub-recommendations relating to the use of force appears in Appendix A.

Recommendation 54. Consistent with other recommendations, TUPD should provide regular,

integrated, and scenario-based force training focusing on decision-making skills and the application of TUPD force policy in real-world situations.

This report discusses elsewhere the benefits of TUPD adopting an enhanced and re-energized approach to ongoing training for officers rooted in adult education techniques that focus on developing real-world skills in realistic settings. Although this contemporary training paradigm is broadly applicable across various topics and areas of officer responsibility, it is particularly resonant within the context of use of force. 21CP recommends, then, that TUPD invest specific attention to providing officers with regular opportunities to engage in dynamic use of force training consistent with this new training approach.

II. Stops, Searches, Seizures, and Arrests

The Fourth Amendment of the United States Constitution protects individuals from “unreasonable searches and seizures.” The temporary detention of an individual by a police officer is a “seizure.” Although the Constitution, by its plain language, contemplates that a lawful seizure requires a judge to issue a warrant before effectuating a seizure,²⁵⁵ courts recognize a number of exceptions. One such exception, which police must regularly exercise discretion in applying, relates to investigatory or “*Terry*” stops – temporary detentions of an

²⁵¹ *Id.* §1.3.3(2).

²⁵² *Id.* Appendices A, B.

²⁵³ *Id.* §1(4)(C).

²⁵⁴ Temple University Department of Campus Safety Services, General Order 1.3 §1.3.2(A) (original emphasis omitted).

²⁵⁵ *Katz v. United States*, 389 U.S. 347, 357 (1967).

individual based on a reasonable, articulable suspicion that the individual “is, or is about to be, engaged in criminal activity.”²⁵⁶ In some circumstances, otherwise voluntary encounters can become involuntary *Terry* stops – and may involve searches. In others, *Terry* stops may lead to arrests.

The laws and obligations surrounding stops, searches, seizures, and arrests are notoriously complicated.²⁵⁷ The differences among various types of encounters with individuals, the boundaries and restrictions on various types of searches, and the requisite levels of legal justifications that officers must have before conducting various types of stops, searches, and arrests are complex and nuanced.

At the same time, community confidence and trust are often impacted substantially by a police department’s performance when it comes to stops and searches. Stopping, detaining, and/or searching individuals too frequently when the individuals have been engaged in no wrongdoing can have ongoing, negative effects – especially when concerns arise that individuals of certain racial and ethnic backgrounds may unfairly and disproportionately be more likely to be stopped than others.

Consequently, 21CP recommends that TUPD enhance its policies regarding search and seizure, as well as its policies and systems for logging information about such encounters.

Recommendation 55. TUPD should establish a new, separate General Order that streamlines guidance for officers on all non-voluntary interactions, including stops, detentions, searches, and arrests.

TUPD’s current General Orders provide incomplete guidance to officers on Fourth Amendment issues not relating to the use of force. Some guidance is contained in a General Order addressing Bias-Based Profiling (General Order 1.2.9) and a portion of General Order 41.2 (“Patrol Operations”). In the latter order, a so-called “field interview” is defined as:

The stopping and questioning of a person by a law enforcement officer because the officer:

- a. Has a reasonable suspicion that the subject may have committed, may be committing, or may be about to commit a crime.
- b. Believes the subject may be a hazard.
- c. Believes the interview may have a preventive effect.²⁵⁸

The policy then goes on to suggest that there are “[t]wo levels of field interviews”: (1) a “[c]onsensual encounter,” in which an “[o]fficer merely engages person(s) in conversation to investigate presence, actions, or other circumstances surrounding the contact,” and (2) an investigative stop for which an officer must reach a legal threshold of reasonable articulable suspicion to initiate.²⁵⁹ Among other issues, the definition is unclear as to whether each individual factor, (a) through (c), explains or justifies a “field interview” or if more than one factor must be present. Separately, it fails to explain how a police officer “[believ[ing] the subject may be a hazard” does or does not justify an investigative stop – perhaps leading to the impression that an officer’s view that a subject is hazardous can serve as rationale for a temporary detention (an investigative or *Terry* stop).²⁶⁰

The discussion of “consensual encounter” as a purported type of “field interview” does not address what does, and does not, make an encounter “consensual” or “voluntary” – issues that have been the source of controversy and community concern in a number of jurisdictions. Typically, a police encounter can be considered voluntary if and only if a reasonable subject, under the circumstances, would feel free to leave. The types of factors and circumstances that courts have found to have a bearing in the inquiry of whether a given encounter was a “consensual” or “voluntary” encounter or, instead, a non-voluntary seizure have included:

- The number of officers present;
- An officer’s physical contact with the individual;

²⁵⁶ *United States v. Cortez*, 449 U.S. 411, 417 (1981); see generally *Terry v. Ohio* 392 U.S. 1 (1968).

²⁵⁷ See generally Stephen Budiansky, “Rescuing Search and Seizure,” *The Atlantic* (Oct. 2020), <https://www.theatlantic.com/magazine/archive/2000/10/rescuing-search-and-seizure/378402/> (observing that Fourth Amendment-related legal “rules are hard for a layperson to make much sense of,” with the

application of various exceptions to the Constitution’s warrant requirement especially “bewildering”).

²⁵⁸ Temple University Department of Campus Safety Services, General Order 41.2 § 41.2.5(A)(1).

²⁵⁹ *Id.* § 41.2.5(B)(2).

²⁶⁰ *Id.* § 41.2.5(A)(1)(b).

- Whether the officer’s language or tone of voice suggests that compliance with their requests is compelled;
- Display of a weapon;
- Blocking the individual or the individual’s vehicle; and
- Anything tend to indicate that the choice to end the encounter is not available to the individual.

For all of these reasons, TUPD’s “Field Interview” policy in General Order 41.2 does not provide sufficiently clear, accurate guidance to officers on legal standards surrounding interactions with members of the public.

The overlay of General Order 1.2, “Limit of Authority,” which contains treatment of many Search and Seizure issues, including *Terry* stops, makes the policy guidance on stops, searches, and seizures even more complicated. Of particular concern is General Order 1.2’s express equation of “Stop and Frisk” to “Terry Stop” and its explanation of legal requirements. For instance:

The ‘Terry Stop’ or ‘Stop and Frisk’ is designed to allow an officer to take limited actions for protection (of self and others) in suspicious situations where probable cause to support an arrest has not been developed.²⁶¹

Among other things, that definition suggests (1) that a stop and a frisk are always combined, such that grounds for a stop constitutes grounds for a frisk or search, and (2) that a stop can be justified on the basis of something merely being “suspicious” rather than hitting the legal standard of “reasonable articulable suspicion” that the United States Supreme Court has required.

21CP recommends that TUPD revise and enhance its guidance to officers on stops, searches, seizures, and related Fourth Amendment issues outside the realm of use of force. It is likely that the Department will benefit from establishing a separate, standalone General Order – replacing current guidance under General Order 41.2 and 1.2 – addressing the

array of encounters that officers may have that implicate Fourth Amendment considerations outside of the use of force context. If such a single policy becomes too unwieldy, content might be spread across multiple, clearly identified policies (e.g., “Search and Seizure,” “Stops/*Terry* Stops,” “Search Warrants,” and “Vehicle Stops”²⁶²).

Recommendation 56. TUPD should require that officers document all non-voluntary interactions, preferably in a centralized database, and that supervisors review such documentation pertaining to non-voluntary encounters, including stops, detentions, searches, and arrests.

The collection of data and information about stops “is an essential practice for every law enforcement agency, no matter how small or specialized.”²⁶³ TUPD should take steps going forward to ensure that information about all encounters with individuals that are *not* voluntary or consensual in nature – i.e., are encounters in which a reasonable person under the circumstances would *not* feel free to leave, taking into account the factors discussed previously – are reported uniformly, comprehensively, and in a manner that permits the analysis of aggregate performance trends. For the most part, the documentation of all *non*-voluntary encounters encompasses investigatory stops, searches, and seizures, but this report uses the term “non-voluntary encounter” to emphasize the extent to which any encounter, regardless of how it began, can transition into a non-voluntary interaction depending on whether a reasonable person under the circumstance would feel free to leave. The recommendation regarding documentation does not extend to the wide array of affirmatively voluntary interactions that TUPD officers have (e.g., saying hello to students or staff who they pass while patrolling on campus, engaging in community outreach or problem-solving, and the like).

In interviews, TUPD personnel indicated that information about non-voluntary encounters like *Terry* stops are logged in incident reports in its general records management system (“RMS”) used for field reporting. The Department’s General Order addressing field reporting, General Order 41.9, indicates

²⁶¹ Temple University Department of Campus Safety Services, General Order 1.2 § 1.2.4(D)(1)(a)(2).

²⁶² See New Orleans Police Department, Chapters 1.2.4, 1.2.4.3, available at <https://www.nola.gov/nopd/policies/> (last visited Dec. 19, 2022).

²⁶³ Marie Pryor, et al, Center for Policing Equity & Policing Project at NYU School of Law, *Collecting, Analyzing, and Responding to Stop Data: A*

Guidebook for Law Enforcement Agencies, Government, and Communities 13 (2020), <https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/5f7335d7294be10059d32d1c/1601385959666/COPS-Guidebook+Final+Release+Version.pdf>.

that the purpose of field reporting is “[t]o establish and maintain a permanent written record of all founded offenses, arrests, complaints, and services requiring a police or departmental security service.”²⁶⁴ The policy indicates that an *unfounded* incident is once “which upon an initial inquiry by the responding officer is groundless because no evidence or a witness exists to reasonably show a criminal offense was attempted or occurred.”²⁶⁵ Consequently, at least by the terms of TUPD’s existing field reporting policy, it is unclear whether, for instance, a *Terry* stop that resulted in an individual being told that they are free to leave, without any arrest or contraband identified, would need to be documented in an incident report or not.

The Department’s Patrol Operations policy, General Order 41.2, addressed previously, adds some confusion. That policy suggests that anything that constitutes a “field interview” provides that officers must report “[i]nformation on persons detained” either during consensual encounters or investigative detentions on incident reports “through the normal records process.”²⁶⁶ Thus, this policy appears, appropriately, to require the logging of stop encounters. Further if either of these types of encounters “result in subsequent arrests,” they must be recorded in a “separate” arrest report, with “[a]ll information relative to the encounter or stop, detention, and subsequent arrest . . . documented in the report.”²⁶⁷ However, this process may result in information about the underlying stop encounter being overlooked or “buried” in the arrest report, and an officer’s accompanying narrative, by information about the ultimate arrest. Even if an officer is comprehensive in their narrative account about the rationale and justification for initiating the encounter, that information will be difficult to aggregate and analyze – requiring that officers uniformly provide all of the kind of information that will be useful to the Department in analyzing performance during stops and the Department itself to invest substantial resources in personnel translating officer accounts into the type of numerical data that can be aggregated and analyzed.

Additionally, although stop encounters might be captured on an officer’s patrol activity log,²⁶⁸ the nature of the log also

makes it unlikely the type of detailed information that TUPD needs to capture about temporary seizures of individuals will be found on the log by itself. Similarly, even if officers alert dispatch that they are stopping an individual, this often provides no information about the legal justification for the encounter, who was involved in the encounter, what happened during the encounter, and what the outcome of the encounter may have been.

In this way, even if the Department’s existing policy and systems are resulting in the technical reporting of all stop encounters and searches of individuals in the field, the configuration of the field reporting/records management system makes it unlikely that TUPD is capturing the array of specialized information about the encounters that it should. TUPD policy should expressly require that, for all non-voluntary encounters, officers provide information about:

- The location of the investigatory stop or encounter;
- The race, ethnicity, gender, and age of the subject;
- A specific, free-response description of the legal justification for the stop or encounter (such as the reasonable articulable suspicion necessary to justify a *Terry* stop);
- The duration of the stop or encounter;
- Whether a frisk or other search was conducted, and what, if anything, was discovered pursuant to the search; and
- The outcome of the interaction (such as an arrest, citation, warning, or the interaction concluding without any specific action or activity).²⁶⁹

Based on 21CP’s understanding of TUPD’s records management system and other database systems, no computerized database is specifically equipped to ensure that officers provide systematic information that can then be aggregated and analyzed relating to stop encounters. Likewise, no system appears to be established to require that officers provide, in their own words, an accounting of the rationale and justification for the temporary deprivation of liberty and free movement that non-voluntary police actions entail. Consequently, the recommendation here is for the

²⁶⁴ Temple University Department of Campus Safety Services, General Order 41.9 § I(a).

²⁶⁵ *Id.* § III(c)(a).

²⁶⁶ Temple University Department of Campus Safety Services, General Order 41.2 §§ 41.2.5(B)(3)–(4).

²⁶⁷ *Id.* §§ 41.2.5(B)(5).

²⁶⁸ See Temple University Department of Campus Safety Services, General Order 41.8.

²⁶⁹ See, e.g., Cleveland Division of Police, General Order, Investigatory Stops (Apr. 25, 2019), <https://static1.squarespace.com/static/5651f9b5e4b08f0af890bd13/t/5d81088a7a152a6219030763/1568737418788/Ex+B+Investigatory+Stops.pdf> (listing required types of information and data that officers must report).

Department to establish a discrete, electronic reporting environment where all non-voluntary encounters can be uniformly reported and logged.

TUPD indicated to 21CP that it has submitted a grant for a new Records Management System and related reporting system, with the outcome of the University's procurement review process expected in the first quarter of 2023. Department leadership expects that the new system will allow more data gathering and analysis functionality, including with respect to stops, searches, and arrests.

Collecting information about individual stops, searches, and seizures does not involve the collection of "data" for the sake of it. Instead, it involves logging critical information about important encounters that go to the heart of issues of police legitimacy, equity, public confidence, and overall community well-being. As TUPD develops a mechanism for uniformly capturing information across all non-voluntary encounters, it can consult a wide body of national guidance on the topic of systematically capturing information about non-voluntary police-civilian interactions.²⁷⁰

III. Fair & Impartial Policing

Fairness and impartiality – and issues surrounding bias and discrimination – are at the heart of the ongoing, national conversation about policing. Even as many students, faculty, staff, and administrators tended to emphasize topics related to crime and physical security rather than bias, profiling, or racial disparities when it comes to TUPD performance, the effectiveness and credibility of any law enforcement agency depends in part on a sustained commitment to carrying out its responsibilities in a fair and equitable way.

²⁷⁰ The Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 104–05 (2019); Marie Pryor, et al, Center for Policing Equity & the Policing Project at NYU School of Law, *Collecting, Analyzing, and Responding to Stop Data: A Guidebook for Law Enforcement Agencies, Government, and Communities* (2020), https://policingequity.org/images/pdfs-doc/COPS-Guidebook_Final_Release_Version_2-compressed.pdf.

²⁷¹ Evelyn Rosset, "It's No Accident: Our Bias for Intentional Explanations," 108 *Cognition* 771 (2008).

²⁷² Justin D. Levinson, "Forgotten Racial Equality: Implicit Bias, Decision-making, and Misremembering," 57 *Duke Law Journal* 345, 360 (2007) ("[I]mplicit racial attitudes... frequently diverge from explicit racial attitudes."); accord Anthony G. Greenwald & Linda H. Krieger, "Implicit Bias: Scientific Foundations," 94 *California Law Review* 945 (2006) (defining implicit biases as "biases based on implicit attitudes or implicit stereotypes" that "can produce behavior that diverges from a person's avowed or endorsed beliefs or principles").

Although disparate impact and unfair treatment based on race, identity, or other personal characteristics may stem from racism or explicit bias, not all problematic performance may necessarily arise from intentional or conscious bias. (Indeed, humans may have an "implicit bias" to judge all actions as "intentional by default."²⁷¹). Research has increasingly confirmed that, even among individuals with an express commitment to treating people equally,²⁷² "attitudes or stereotypes . . . [may] affect our understanding, actions, and decisions . . . involuntarily and without an individual's awareness or intentional control."²⁷³ Indeed, everyone – from lawyers and judges to physicians and teachers²⁷⁴ – appears to have implicit, or subconscious, biases to some extent because, in the same way that the brain is hard-wired to identify patterns and associate certain characteristics with certain phenomena:

Over time, the brain learns to sort people into certain groups (e.g., male or female, young or old) based on combinations of characteristics as well. The problem is when the brain automatically associates certain characteristics with specific groups that are not accurate for all individuals in the group . . .²⁷⁵

Thus, culturally ingrained modes of thinking, which may not be readily apparent or obvious to individuals as they operate within the world, can enter into law enforcement decision-making and interactions in a way that, even if it is unintentional, is impactful and damaging.

It may also be the case that some explanation for disparity with respect to a police department's activity is related to disparities across the criminal justice system and broader

²⁷³ Kirwan Institute for the Study of Race and Ethnicity, *State of the Science: Implicit Bias Review 2014* 16, <http://kirwaninstitute.osu.edu/wp-content/uploads/2014/03/2014-implicit-bias.pdf>.

²⁷⁴ Christine Jolls & Cass R. Sunstein, "The Law of Implicit Bias," 94 *California Law Review* 969, 975 n.31 ("The legal literature on implicit bias is by now enormous"); Theodore Eisenberg & Sheri Lynn Johnson, "Implicit Racial Attitudes of Death Penalty Lawyers," 53 *DePaul Law Review* 1539, 1553 (2004) (implicit bias among defense attorneys); Alexander R. Green, et al, "Implicit Bias Among Physicians and its Prediction of Thrombolysis for Black and White Patients," 22 *Journal of General Internal Medicine* 1231, 1237 (2007) ("[P]hysicians, like others, may harbor unconscious preferences and stereotypes that influence clinical decisions.").

²⁷⁵ National Center for State Courts, "Helping Courts Address Implicit Bias: Resources for Education" (2012), http://www.ncsc.org/-/media/Files/PDF/Topics/Gender%20and%20Racial%20Fairness/IB_report_033012.ashx.

social life. Systemic racism and enduring bias in education, housing, employment, the courts, public health, and other foundational areas of American life may be reflected in data on those with whom police departments interact, arrest, and the like.

Nevertheless, regardless of the reasons and the causes, police departments themselves occupy a singular position in helping to consider and implement solutions that might address and affect disparate outcomes and more fairly and equitably spread the benefits and the burdens of policing. A critical part of addressing disparities in law enforcement is ensuring that a department has the policies, procedures, training, and processes in place to engage in the type of critical self-analysis that can identify disparities and work with the community to determine if the Department might adopt different approaches that would reduce disparity and ensure effective policing. It is in this spirit that 21CP offers TUPD some recommendations regarding the promotion of fair and impartial policing.

Recommendation 57. TUPD should revise its existing policy on Biased-Based Profiling (General Order 1.2.9) to ensure that it specifically and clearly communicates expectations to officers and the campus community. Temple and Allied security personnel should also adopt policies and practices consistent with these changes.

Recommendation 58. TUPD should require the regular, independent analysis of data on officer and aggregate departmental performance to determine if any of its activities, programs, or enforcement approaches are having a disproportionate impact on specific groups, communities, or types of individuals.

All law enforcement agencies need to analyze data regularly and systematically on personnel performance to determine if any of its activities, programs, or approaches may be disproportionately affecting particular groups, communities, or individuals. Consequently, across all forms and types of officer performance and TUPD activities, the Department should collect information about performance and then

systematically analyze data to determine whether the Department's performance or activities are having unwanted, disparate impacts.

Police departments are increasingly working with their communities to formalize approaches to systematically consider the ways that their activities may be burdening or affecting some individuals more, or differently, than others. For instance, the **Seattle Police Department's** policy on bias-free policing commits that department "to eliminating policies and practices that have an unwarranted disparate impact on certain protected classes."²⁷⁶ To advance this objective, the policy expressly requires the department to periodically analyze data which will assist in identification of SPD practices . . . that may have a disparate impact on particular protected classes relative to the general population Where unwarranted disparate impacts are identified and verified," the Department must work with community stakeholders to identify if "equally effective alternative practices . . . would result in less disproportionate impact."²⁷⁷

The process of a police department systematically gathering data about its activities, analyzing such information to determine if the burdens or impacts are falling disproportionately on particular populations or communities, and exploring whether alternative approaches could address or alleviate disparity is critical to implementing a comprehensive approach to policing that is committed to equity and fairness.

Recommendation 59. As possible, TUPD should make information about complaints relating to bias, profiling, and discrimination available on its website, along with information about the adjudication of investigations of such complaints.

"Open data in areas like public complaints . . . provides the foundation for informed research, policy reforms, and oversight."²⁷⁸ Specifically with respect to complaints about discrimination and bias, the United States Conference of Mayors has recommended that "[i]n an effort to promote

²⁷⁶ Seattle Police Department Policy Manual Section 5.140, Bias-Free Policing, <https://www.seattle.gov/police-manual/title-5---employee-conduct/5140---bias-free-policing>.

²⁷⁷ *Id.*

²⁷⁸ Open Government Partnership, *Transparency and Accountability at the Frontlines of Justice: Police Data Transparency* (July 8, 2020), <https://www.opengovpartnership.org/documents/transparency-and-accountability-at-the-frontlines-of-justice-police-data-transparency/>.

transparency, departments should . . . publicly report data related to biased policing.”²⁷⁹

Generally, and as this report also emphasizes elsewhere, TUPD and Temple University can enhance the quality and robustness of its web-based resources. Consistent with this significant opportunity, the Department should make information about complaint allegations, and the final adjudication of those allegations, relating to bias and discrimination available for community members to access. Although identifying information and details may need to be omitted to ensure the privacy of involved individuals, TUPD can enhance transparency and public-facing accountability by providing information to the campus community in an accessible, timely manner.

Recommendation 60. TUPD should work with the Temple campus community – including students; faculty; staff; and representatives of the University’s Diversity, Equity, and Inclusion-related (“DEI”) and Institutional Diversity, Equity, Advocacy and Leadership (“IDEAL”) departments and initiatives – and those from the neighborhoods surrounding Temple to design enhanced Department training on cross-cultural competency, the history of and effects of policing on (a) campus communities and (b) the Philadelphia community, and cultural efficacy.

TUPD should partner with the campus community to design and implement training programs that expand officer awareness of the experiences, histories, and backgrounds of individuals of various racial, ethnic, cultural, religious, and identity groups both on campus and in the wider Philadelphia community that interacts with the Department and the University. Although many TUPD officers have worked at Temple for many years, and many are from or have spent significant time living or working within the greater Philadelphia community, this type of training can expose personnel to realities, experiences, and challenges that simply fall outside their own, unique experiences.

This training could focus on cross-cultural communication and competency; the history and effects of public safety and/or police systems for Philadelphia’s communities; and

community efficacy, or the mechanisms through which communities themselves work together to promote their well-being and safety. For this type of training to be effective, community stakeholders must play a leading and significant role in designing and implementing the training. This means that, although the Department must play an organizing role and must be “at the table” to design and implement the training, it must occupy only one chair around a very large table of equal, community-based and community-focused stakeholders. Students, faculty, and staff should be actively involved – as should representatives of the University’s various diversity, equity, and inclusion-oriented groups, initiatives, and resources. Likewise, representatives of the Philadelphia neighborhoods and communities that are adjacent to Temple’s campus and that interact with the Temple community regularly should help contribute to the design and implementation of such training.

Vice President Griffin indicated to 21CP that she speaks regularly with the Temple Vice President of Diversity, Equity, and Inclusion and has met with the Director of the Center for Anti-Racism about potential areas of collaboration. These are important first steps in creating and implementing community-driven training that addresses fair and impartial policing issues.

IV. Mental Health and the Response to Individuals Experiencing Mental, Behavioral, or Emotional Health Crises

The response to mental, behavioral, and emotional health challenges is an increasingly acute concern on college campuses. Even prior to the global pandemic, mental and behavioral health challenges were “very common among college students.”²⁸⁰ A study from the early 2010s found that “one-third of college students across the United States had problems functioning because of depression in the last 12 months,” with “almost half sa[ying] they had felt overwhelming anxiety in the last year, 20 percent sa[ying] they

²⁷⁹ The United States Conference of Mayors, *Equality and Due Process*, <https://www.usmayors.org/issues/police-reform/equality-and-due-process/> (last visited Dec. 28, 2022).

²⁸⁰ Paola Pedrelli, et al, “College Students: Mental Health Problems and Treatment Considerations,” 39 *Academic Psychiatry* 503 (2015), <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4527955/>.

had seriously considered suicide in their lifetime, and 5.8 percent sa[ying] they had attempted suicide.”²⁸¹

The COVID-19 pandemic and its numerous effects appears to have only exacerbated these dynamics. In two surveys of college students, nearly three-quarters (75 percent) “of college students said the pandemic has worsened their mental health.”²⁸² A June 2022 study “found that the mental health of college students across the United States has been on a consistent decline for all eight years of data analyzed” between 2013 and 2021 – “with an overall 135 increase in depression and 110 percent increase in anxiety from 2013 to 2021.”²⁸³

Because three-quarters of “all lifetime mental disorders” start “by the mid-20s,” many students with mental health challenges either arrive on campus already experiencing those challenges or will begin to experience them during their college careers.²⁸⁴ This makes the availability and accessibility of mental health resources on campus particularly important and impactful. However, national surveys also suggest that many students encounter difficulty accessing mental health care on campus – with “30 [percent] of students report[ing] more challenges in accessing mental health care” since the start of the pandemic.²⁸⁵ Access to services also implicates racial equity concerns, with college “[s]tudents of color ha[ving] the lowest rates of mental health service utilization”²⁸⁶ even though they are “equally likely to enroll in an initiate online and face-to-face treatment” when offered.²⁸⁷

These mental health dynamics are not limited to the student population. “Recent data suggest that the mental health of faculty and staff has also been impacted by the pandemic, with more than 50% of faculty respondents reporting a significant increase in emotional drain and work-related stress.”²⁸⁸

Campus safety and well-being extends to issues surrounding mental health – and relates directly to how the University and

its various resources help to support and foster such well-being among community members. Part of providing for the mental health and well-being of a campus community is providing students, faculty, and staff with sustainable resources that provide ongoing, longer-term assistance, such as access to counseling or psychiatric care, to individuals who are encountering challenges or concerns that warrant help but do not rise to the level of a crisis. Another part is ensuring that mechanisms are in place to help to assist community members if they experience an acute mental or behavioral health crisis – where a more immediate response or intervention is necessary.

Undoubtedly, campus police are one of many critical stakeholders when it comes to mental health and well-being on college campuses. Indeed, national studies of campus police estimate that approximately 1 in 10 calls for service to campus police departments implicate “a mental health issue, with wellness checks and suicidality being common student issues”²⁸⁹ Although TUPD’s existing data makes a precise accounting of the number of incidents implicating mental and behavioral health issues challenging, as this report discusses below, 21CP’s interviews with TUPD personnel and campus community members alike affirmed that TUPD regularly have interactions that involve individuals experiencing mental health challenges.

The following recommendations explore mechanisms that Temple University might explore to provide appropriate and tailored responses to individuals experiencing behavioral or mental health crises.

Recommendation 61. TU should explore establishing a diversified response approach to mental health crises on campus. The deployment of alternative responders or co-responders to situations involving mental or behavioral health challenges must be

²⁸¹ Louise A. Douce & Richard P. Keeling, *A Strategic Primer on College Student Mental Health* 4 (2014), https://www.naspa.org/images/uploads/main/Campus_Mental_Health_Primer_web_final.pdf.

²⁸² Michelle B. Riba, et al., “Mental Health on College Campuses: Supporting Faculty and Staff,” *Psychiatric Times* (Mar. 18, 2022), <https://www.psychiatrictimes.com/view/mental-health-on-college-campuses-supporting-faculty-and-staff>.

²⁸³ Jessica Colarossi, “Mental Health of College Students is Getting Worse,” *The Brink* (Apr. 21, 2022), <https://www.bu.edu/articles/2022/mental-health-of-college-students-is-getting-worse/>.

²⁸⁴ Ronald C. Kessler, et al., “Age of Onset of Mental Disorders: A Review of Recent Literature,” 20 *Current Opinion in Psychiatry* 359 (2007), <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1925038/>.

²⁸⁵ Michelle B. Riba, et al., “Mental Health on College Campuses: Supporting Faculty and Staff,” *Psychiatric Times* (Mar. 18, 2022), <https://www.psychiatrictimes.com/view/mental-health-on-college-campuses-supporting-faculty-and-staff>.

²⁸⁶ Sarah Ketchen Lipson, et al., “Trends in College Student Mental Health and Help-Seeking by Race/Ethnicity: Findings From the National Healthy Minds Study, 2013–2021,” 306 *Journal of Affective Disorders* 138, 138 (2022).

²⁸⁷ Tamar Kodish, et al., “Enhancing Racial/Ethnic Equity in College Student Mental Health Through Innovative Screening and Treatment,” 49 *Administration and Policy in Mental Health*, 267, 267 (2022).

²⁸⁸ *Id.*

²⁸⁹ Jennifer L. Schriver, “Campus Police Response to Mental Illness: Training, Collaboration, and Perceived Effectiveness,” 36 *Journal of Police and Criminal Psychology* 307, 307 (2021).

accompanied by related policies and training protocols for effective implementation.

Currently, if an individual is experiencing a mental or behavioral health crisis within the physical boundaries of the University, it is likely that a TUPD police officer will respond. In focus groups and interviews with 21CP, several community members suggested that TUPD should not be the primary or exclusive response situations implicating acute to mental health issues on campus. One campus community member explained to 21CP, “I don’t believe the police belong in a space where a young Black man might be having a mental health crisis. Most police have proven themselves to be unreliable and untrustworthy in those scenarios.” Another suggested that “interactions [with TUPD] come[] off as aggressive, rude, disrespectful . . . and that’s what our students are getting . . . in one of their most stressful, traumatic times” when experiencing mental or behavioral health issues.” Yet another suggested that “[a] better world is [one] where mental health . . . is addressed in a way that is meaningful and not just through punishment” or law enforcement alone.

At least a number of TUPD’s current personnel have received training on interactions with individuals in crisis. According to training information that the Department made available to 21CP, a number of TUPD officers have completed a 40-hour crisis intervention training (“CIT”) provided by the Philadelphia Police Department. In CIT training, officers receive instruction relevant to responding to individuals in crisis – with curricula focusing on identifying signs of specific mental and behavioral health challenges, developing skills for interacting with individuals experiencing such challenges, and cultivating awareness of community-based treatment and intervention options.²⁹⁰

In a police agency with a fully-implemented CIT program, these officers who have received the 40-hour CIT training are considered “CIT officers” and are specially dispatched to take the lead on calls implicated behavioral health issues or acute mental health crises.²⁹¹ However, TUPD’s General Orders and its communication center Standard Operating Procedures (the “Master Dispatcher Standard Operating Procedures”) do not detail formal mechanisms for ensuring that specially-

trained officers respond to the scene of individuals experiencing mental or behavioral health emergencies. Instead, communications personnel must “[e]nsure that a minimum of two police officers . . . and a patrol supervisor are assigned to all incidents involving a severely mentally disturbed person”²⁹² – without any specification or preference for officers who have received more in-depth training in mental health and crisis response. Consequently, although a number of officers have received CIT *training*, TUPD does not appear to maintain a full, dynamic CIT *program*.

Separately, the Department provided information about a one-hour Zoom that the Philadelphia Police Department’s CIT Program facilitator provided in December 2020 to TUPD officers who had not previously completed the 40-hour CIT training. That training addressed mental health “committals, the mental crisis system in general, and general de-escalation tactics”²⁹³ A syllabus for police officer basic training conducted in late 2020 included “counseling services” as a covered topic.²⁹⁴

Instead of Temple relying exclusively on officers who may have received limited training on mental health crises and who lack professional expertise in the area to respond to all situations involving individuals experiencing any of a myriad of mental or behavioral health issues, the University should consider establishing a diversified response approach for calls for service involving mental and behavioral health issues on campus. Such an approach might rely on non-police professionals to respond instead of police whenever appropriate or might involve non-police professionals prominently taking the lead in responding, alongside police officers, to calls involving mental or behavioral health issues.

Practically, Temple can look to some concrete models that other institutions are using to transition exclusive responsibility over mental and behavioral health crisis from police to other responders entirely or to a shared system of response responsibility that involve but do not exclusively rely on police. First, close to one-third of the country’s 50-largest law enforcement agencies have “created programs that either pair[] specialists – like paramedics or therapists – with police

²⁹⁰ See, e.g., Amy C. Watson & Anjali J. Fulambarker, “The Crisis Intervention Team Model of Police Response to Mental Health Crises: A Primer for Mental Health Practitioners,” 8 *Best Practices in Mental Health* 71 (2012); University of Memphis, *CIT Center*, <http://www.cit.memphis.edu/overview.php?page=2> (last visited Dec. 20, 2022).

²⁹¹ *Id.*

²⁹² Temple University Police Department, General Order 46.3, §IV(F)(A) (emphasis in original).

²⁹³ Temple University Police Department, “Modified CIT Training,” undated.

²⁹⁴ Temple University Department of Campus Safety Services, Police Division, “Police Officer Basic Training Syllabus” (Nov. 23, 2020).

or sen[d] them to incidents in lieu of officers.”²⁹⁵ In recent years, several universities and colleges have also begun to “establish a community mental health and support services department to provide first responder services for calls about individuals experiencing mental or behavioral health or substance-use issues” instead of the police.²⁹⁶ For example:

- **Oregon State University** established in August 2022 the “OSU Assist” program, which seeks to “recognize[] that it is not necessary for every first responder to a crisis to be law enforcement” and to have public safety dispatchers send unarmed resources to assist across a defined set of issues and problems.²⁹⁷ At the heart of the program is “a multidisciplinary support team that provides compassionate mobile crisis response and wraparound services for students facing mental health challenges or experiencing other forms of distress.”²⁹⁸ This non-police entity serves as primary response “for situations such as crisis support, conflict resolution, substance abuse issues,” and others where “there are no reports of weapons[,] . . . threats of violence[,]” or individuals are “actively attempting suicide.”²⁹⁹ although “[t]he primary focus of OSU Assist is to serve students[,] . . . the OSU Assist Team will help when called to an incident, regardless of whether the person is a student, non-student, staff or faculty.”³⁰⁰
- At **Johns Hopkins University**, a Behavioral Health Crisis Support Team – comprised of “behavioral health clinicians” and that University’s equivalent of UO’s current unarmed CSOs – “provide immediate

assistance to individuals experiencing behavioral health crises.”³⁰¹ This support extends to providing the same service to individuals not affiliated with the University through a community-based partnership.³⁰²

- At the **University of Utah**, “dedicated crisis support specialists . . . provide around-the-clock assistance on service calls that involve mental health or otherwise require the skills of trained counselors.”³⁰³ Unlike the programs at Oregon State and Johns Hopkins, the University of Utah’s crisis support team is located within the police department structure.

Separately, other institutions have explored a “co-response” model, in which specially-trained clinicians or social workers and police officers “respond[] jointly to situations in which a behavioral health crisis is likely to be involved, often in the same vehicle, or arriving on scene at generally the same time.”³⁰⁴ Typically, clinicians or behavioral health experts take the lead wherever possible to secure information from the subject, make assessments as to the mental state or condition of the subject, and identify pathways for resolving the situation or steering the individual to necessary care. Police officers are present, either with the subject or at some distance away, to assist in the event that the subject poses a threat to themselves, the behavioral health responder, or others. For example:

- The **University of Texas at Austin** is “dispatch[ing] mental health professionals alongside plainclothes police officers to respond to individuals in crisis

²⁹⁵ Lyndsay Winkley, “Study: More Law Enforcement Agencies Turning to ‘Non-Police responders’ In Mental-Health Crises,” *San Diego Union-Tribune* (Nov. 29, 2022), <https://www.sandiegouniontribune.com/news/public-safety/story/2022-11-29/study-more-law-enforcement-agencies-turning-to-non-police-responders-in-mental-health-crises>.

²⁹⁶ American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 6, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jul. 13, 2022); see also Kate Hidalgo Bellows, “More Colleges

²⁹⁷ *Id.*

²⁹⁸ Oregon State University, Student Affairs, Office of the Dean of Students, OSU Assist, <https://studentlife.oregonstate.edu/osu-assist> (last visited Dec. 20, 2022).

²⁹⁹ *Id.*

³⁰⁰ *Id.*

³⁰¹ Johns Hopkins University, “The Behavioral Health Crisis Support Team (BHCST) Pilot Program,” <https://publicsafety.jhu.edu/assets/uploads/sites/9/2021/09/08.31.21-BHCST-one-pager.pdf> (last visited Dec. 20, 2022). 21CP notes that Johns

Hopkins University has engaged 21CP to provide counsel and recommendations on best campus safety practices.

³⁰² John Hopkins University & Medicine, Public Safety, *Behavioral Health Crisis Support Team*, <https://publicsafety.jhu.edu/initiatives/behavioral-health-crisis-support-team/> (last visited Dec. 20, 2022).

³⁰³ “3 Models for Differentiated Mental Health Responses on Campus,” *EAB.com*, <https://eab.com/insights/expert-insight/business-affairs/differentiated-mental-health-crisis-response-on-campus/> (last visited Dec. 20, 2022).

³⁰⁴ Ashley Krider & Regina Huerter, National League of Cities & Policy Research, Inc., “Responding to Individuals in Behavioral Health Crisis Via Co-Responder Models: The Roles of Cities, Counties, Law Enforcement, and Providers” (Jan. 2020), <https://www.nlc.org/resource/responding-to-individuals-in-behavioral-health-crisis-via-co-responder-models-the-roles-of-cities-counties-law-enforcement-and-providers/>; Katie Bailey, et al, “Barriers and Facilitators to Implementing an Urban Co-Responding Police-Mental Health Team,” *6 Health and Justice* 21, 22 (2018); Jeremy Bauer-Wolf, “Flawed Judgment in Use of Force Against Students?,” *Inside Higher Ed* (Apr. 19, 2018), <https://www.insidehighered.com/news/2018/04/19/campus-police-officers-only-some-cases-equipped-deal-mental-health-crises-experts>.

The input of students and staffers played a key role in the conception” of the program.³⁰⁵

- At the **University of Florida**, “[c]o-responder clinicians respond to calls with situations involving a mental health component” along with campus police department officers.³⁰⁶
- **Colorado State University** has established a “co-responder mental health program” that embeds “a behavioral health provider” from outside the University with the campus police to respond to the scene of mental health issues.³⁰⁷
- The **University of Wisconsin–Madison** began a “co-responder model” for “911 calls on campus about students experiencing a mental health crisis” in September 2021.³⁰⁸ The program involves mental health professionals responding to calls in partnership with the University’s Police Department, with those professionals also “include[ing], where appropriate, transporting students to the hospital.”³⁰⁹

Since her tenure began in Summer 2022, Vice President Griffin has established a working group on co-response, which also includes the Dean of the College of Public Health and academic experts. Dr. Griffin has indicated that this working group is currently working to create a program that would potentially pair TUPD officers with a Temple Master of Social Work (“MSW”) student to respond to calls involving mental health issues within the Department’s patrol zone.

At the heart of all of these diversified response approaches is a recognition that professionals whose training and day-to-day work focuses on caring for individuals in mental or behavioral health crisis are best situated to respond to situations that implicate such issues. The presence of unarmed mental health professionals is seen by many communities as likely to promote better interactions and outcomes. At Temple, a diversified response approach – in which police officers do not

necessarily respond to all mental health calls – might free up resources and allow TUPD officers to spend more time addressing other community needs and issues, including problem-solving, engagement, and crime and violence prevention.

Recommendation 62. TU and TUPD should ensure that calls for service data better captures the prevalence and nature of calls related to mental and behavioral health issues.

Early in its engagement, 21CP requested that TUPD provide any data or information that it maintains about the incidence of encounters and calls for service that implicate mental or behavioral health issues. No detailed information was provided, with 21CP understanding that the Department’s computer-aided dispatch system could not readily identify what calls may have implicated an individual experiencing a mental or behavioral health crisis or challenge. Consequently, 21CP was largely unable to use overall calls for service data assess the extent and nature of calls implicating mental or behavioral health issues and crises.

However, in early 2023, TUPD was able to provide some more specific information to 21CP about what the Department classified as total numbers of incidents relating to mental health and well-being checks in 2021 and 2022. This information is summarized in Table 10. 21CP understands from the Department that the data was gathered using an internal system called Informant, which is used to log reports that officers separately enter into another, entirely different system called Mobitask.

In conversations with 21CP, TUPD personnel expressed a belief that calls logged as “welfare checks” would encompass a sizable portion of instances where mental health was a consideration. However, these checks, in 21CP’s experience, may not always implicate mental health considerations. It may be, for instance, that a parent calls TUPD concerned about their child’s welfare, and, upon checking, the student is

³⁰⁵ University of Texas, News, “UT Austin to Improve Mental Health Crisis Response” (Aug. 31, 2021), <https://news.utexas.edu/2021/08/31/ut-austin-to-improve-mental-health-crisis-response/>.

³⁰⁶ Troy Myers and Kyle Bumpers, “University Police Reevaluate Active Shooter Procedures, Launch Mental Health Initiative” (July 11, 2022), <https://www.alligator.org/article/2022/07/university-police-reevaluate-active-shooter-procedures-launch-mental-health-initiative>.

³⁰⁷ Dell Rae Ciaravola, Colorado State University, College News, “Colorado State University Launches Mental Health Co-Response Program Through

CSU Police Department” (Sept. 2021), <https://source.colostate.edu/colorado-state-university-launches-mental-health-co-responder-program-through-csu-police-department/>.

³⁰⁸ University of Wisconsin–Madison, Police Department, News & Incident Reports, “UWPD, UHS Mental Health Services Partner to Help Students in Crisis” (Oct. 1, 2021), <https://uwpd.wisc.edu/uwpcd-uhs-mental-health-services-partner-to-help-students-in-crisis/>.

³⁰⁹ *Id.*

Table 10. Calls Classified by TUPD as Involving Mental Health Issues & Well-Being Checks

	2021	2022
Mental Health		
Main Campus	99	130
HSC	69	72
Check Well-Being		
Main Campus	107	155
HSC	3	3

Source: TUPD

Notes: Per TUPD, calls classified as “mental health” include officer-initiative mental health committal encounters, instances in which individuals themselves seek a mental health committal, and other mental health-related calls or complaints. These include all incidents occurring within TUPD’s patrol zone, regardless of whether the subject is affiliated with the campus.

experiencing no issues. Additionally, it does not appear that the numbers in Table 10 encompass all instances across all encounters where an officer may identify that an individual is experiencing a mental health encounter. In the absence of clear reporting protocols and a policy for systematically logging such information, neither 21CP nor TUPD can be certain that the numbers presented in Table 10 are not simultaneously over- and under-inclusive.

Going forward, 21CP recommends that TUPD develop a mechanism for logging, for each call for service of police-initiated encounter and in a way that can be objectively aggregated across calls, encounters, and time periods, information about whether dispatchers and police officers, respectively, appreciate whether an individual is experiencing an acute mental health crisis and, separately, whether mental, emotional, or behavioral health issues appear to be at issue. That is, TUPD needs to collect uniform data about whether encounters implicate mental health crisis or considerations – so that it can analyze its own performance and so that the University can consider how to provide the right mental and behavioral health support services to community members that need it.

Vice President Griffin has indicated to 21CP that TUPD anticipates having a singular system in the future that will be able to enter police reports and perform data analysis, including with respect to the incidence of encounters involving subjects experiencing a behavioral or mental health issue. This type of system upgrade, combined with updates to policy, protocol, and officer training for logging information

about subjects encountered who may be experiencing mental or behavioral health challenges, can help the Department better serve the campus community.

Recommendation 63. TUPD should revise and update its General Orders, in collaboration with professional staff from Tuttleman Counseling Services, Student Affairs, and other University resources on campus that interact with individuals experiencing mental or behavioral health challenges.

Even if Temple develops diversified response mechanisms, TUPD officers will likely still have interactions with individuals in crisis – making initial contacts with individuals as they patrol or being specifically dispatched to address situations where individuals are purported to be a risk to themselves or others. Consequently, TUPD officer policies, “training[,] and access to resources [will] influence decisions to direct the individual to support services” or the other types of responses that may be appropriate.³¹⁰

TUPD can benefit from revising and updating its existing policies regarding the response to, and interaction with, individuals experiencing mental, emotional, and/or behavioral health, as well as substance abuse, challenges. Rather than being narrowly focused on interactions with individuals experiencing significant mental illnesses, TUPD should overhaul its policies to reflect the reality that “[c]ampus police officers are an important link to on- or off-campus mental health and substance use services.”³¹¹

³¹⁰ Gary J. Margolis, “The Police Response to Mental Illness on Campus,” 26 *Journal of College Student Psychotherapy* 307, 307 (2012).

³¹¹ April Miller, “Campus Police: A Vital Connection to Mental Health and Substance Misuse Services,” *Campus Drug Prevention*,

<https://www.campusdrugprevention.gov/views-from-the-field/campus-police-vital-connection-mental-health-and-substance-misuse-services> (last accessed Dec. 26, 2022).

“The scope and depth of community involvement in the crisis response process is regularly cited as a significant predictor of its success.”³¹² Consequently, “[c]ommunities, police departments, [and] social service providers . . . should work together to provide a comprehensive continuum of crisis prevention and response services”³¹³ to those experiencing mental health difficulties – ranging from acute, emergent crises to less urgent but nonetheless significant issues or challenges.

In a university setting, this means that a police department must work in a dynamic, collaborative way with other resources, services, programs, and initiatives on-campus that address the various parts of the mental health continuum of care. Such ongoing collaboration means that police policies for interactions with individuals experiencing mental health needs should be crafted with the active, full input and participation of – and should expressly account for the services that might be provided by – these other campus resources.

In some conversations with TUPD personnel and University stakeholders, 21CP encountered some initial confusion about why, and how, TUPD and Temple Public Safety might partner beyond its structures to craft policies addressing mental health issues. Beyond community co-development of police policies serving as an important, overall best practice that should guide TUPD going forward, TUPD and its future policies must better account for the idea that its personnel are only one of many potential resources, services, programs, initiatives, or personnel that can be brought to bear when someone is experiencing mental or behavioral health challenges on campus. The goal of TUPD policies should be to give officers the guidance they need to respond safely, professionally, and empathetically with such individuals but also to guide individuals to the types of other University resources that may be best equipped to address their health and well-being needs.

Recommendation 63.1. GO 46.3 (last revised in 2015) should be reviewed in conjunction with Counseling Services personnel and updated to better reflect best practices, emerging campus safety practices, and current community needs.

TUPD’s current General Order 46.3 addresses “Mental Health Emergencies”³¹⁴ – a term that it uses repeatedly without an express definition. Although the current policy contains some sound and important guidance to officers – emphasizing, for instance, that “de-escalating the incident” is an important consideration in interacting with some individuals experiencing mental health challenges³¹⁵ – the policy should be significantly revised and overhauled to better align with best practices, emerging campus safety practices, and community needs.

For example:

- The current policy speaks primarily of TUPD interactions with “Severely Mentally Disturbed Person[s],” or “SMDP[s].”³¹⁶ An SMDP is described as one who, “[a]s a result of mental illness,” has a “capacity to exercise self-control, judgment and discretion in the conduct of his/her affairs and social relations or to care for his/her own personal needs” that “is so lessened that he/she poses a clear and present danger of harm to him/herself or others.”³¹⁷

There are multiple problems with this emphasis. First, “SMDP” is not a term of art in mental health or crisis response, nor is it a feature of many other policies of municipal or campus police departments addressing mental health or crisis response.

Second, the definition of SMDP depends itself on another definition, of “mental illness.” By suggesting that a mental illness is something that “lessens [sic] the capacity of a person to use his/her customary self-control, judgment and discretion in conducting his/her affairs and social relations so as to make it necessary or advisable for him/her to be under care,”³¹⁸ this definition is inappropriately stigmatizing, significantly mis-aligned with the needs of a contemporary college campus and its community, and a very long way from mainstream

³¹² Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 158 (2019).

³¹³ *Id.*

³¹⁴ Temple University Police Department, General Order 46.3.

³¹⁵ *Id.* § II(A), IV(C).

³¹⁶ *Id.* § III(B), III(B).

³¹⁷ *Id.* § III(B).

³¹⁸ *Id.* § III(A).

understandings of mental illness³¹⁹ and mental health.³²⁰

Separately, the policy's narrow focus on SMDPs means that TUPD largely lacks formalized policy on interactions with individuals experiencing an acute mental health crisis or difficulty who are not necessarily experiencing a diagnosable "mental illness," not experiencing a loss of self-control or judgment, and/or not "pos[ing] a clear and present danger of harm" to themselves or others.³²¹ That is, with TUPD generally responding to all types of calls involving individuals experiencing mental, emotional, or behavioral health distress, they likely interact regularly with students, faculty, or staff encountering mental health difficulties that are significant but do not meet the definition of a SMDP. With the policy oriented around SMDP response, the Department lacks express policy guidance on these non-SMDP environments.

Finally, the policy does not align with the terms, definitions, and overall approach of most crisis intervention training programs – potentially leading to confusion between the specialized CIT training provided to some officers and the Department's policies addressing mental health issues.

- The current policy references some other interactions with non-TUPD resources, but it is geared toward individuals in acute crisis that may need to receive care from a Crisis Response Center at a hospital³²² – including through involuntary commitment.³²³ The policy provides no guidance to officers on how to guide individuals who are not an immediate danger to themselves or others but express a desire for assistance to non-hospital but immediate or timely care.

- The policy makes no reference to how specially trained CIT officers should be involved in interactions with individuals experiencing mental and behavioral health crises.

Consequently, 21CP recommends that, working in partnership and collaboration with other University resources and stakeholders, TUPD revise General Order 46.3 to provide more specific guidance to officers on interactions with any individual experiencing mental health, behavioral health, or substance abuse issues or challenges.

In particular, the General Order should define and operationalize terms including "crisis intervention," "mental health," and other key concepts. It should describe how specialized CIT officers are involved in response – prioritizing their dispatch and response to calls that dispatchers identify as implicating mental health issues, as appropriate and consistent with any diversified response approach, described above.³²⁴ It should outline available University resources so that police, whenever they may be involved in an interaction with someone who may be encountering mental, emotional, or behavioral health challenges, can help to facilitate individuals being matched with the right resource to help their specific situation.

Recommendation 63.2. GO 53.2, addressing the Field Training Officer Program, should reference specific training and performance expectations surrounding crisis intervention and the response to individuals experiencing mental and behavioral health challenges.

Current General Order 53.2, which addresses the Field Training Officer ("FTO") Program for new TUPD officers, does not mention any specific expectations surrounding crisis intervention or response. Indeed, in an included "Weekly Performance Assessment Record" that training officers regularly complete to grade trainee officer performance, no

³¹⁹ See, e.g., National Institute of Mental Health, Mental Health Information, "Statistics," <https://www.nimh.nih.gov/health/statistics/mental-illness> (last visited Dec. 26, 2022) (defining "mental illness" as "a mental, behavioral, or emotional disorder" that "can vary in impact, ranging from no impairment to mild, moderate, or even severe impairment"); National Alliance on Mental Illness, About Mental Illness, "Mental Health Conditions," <https://www.nami.org/About-Mental-Illness/Mental-Health-Conditions> (last visited Dec. 26, 2022) ("A mental illness is a condition that affects a person's thinking, behavior or mood.")

³²⁰ Centers for Disease Control and Prevention, "About Mental Health," <https://www.cdc.gov/mentalhealth/learn/index.htm> (last visited Dec. 26,

2022) ("A person can experience poor mental health and not be diagnosed with a mental illness. Likewise, a person diagnosed with a mental illness can experience periods of physical, mental, and social well-being.")

³²¹ Temple University Police Department, General Order 46.3 § III(B).

³²² *Id.* § II(E)–(K).

³²³ *Id.* § II(K)–(M), IV.

³²⁴ See, e.g., American University, Police, "Crisis Intervention Team," <https://www.american.edu/police/crisis-intervention-training-program.cfm> (last visited Dec. 26, 2022); Purdue University, Police Department, Crisis Intervention Team, <https://www.purdue.edu/ehps/police/community-services/services/crisis-intervention.php> (Dec. 26, 2022).

topics expressly related to mental health interaction or response is listed among thirteen designed “performance assessment categories.”³²⁵ In the more-detailed “Field Training Check List,” which is another mechanism for training officers to track trainee performance, only “check of well being” might be related to mental health or crisis intervention.³²⁶

Consistent with other recommendations relating to the FTO program more generally, TUPD should revise General Order 53.2 to address specific expectations surrounding the response to individuals experiencing mental and behavioral health challenges.

Recommendation 63.3. GO 46.5, which addresses interactions with “severely mentally disabled persons” and barricade/hostage situations, should be reviewed and revised.

Current General Order 46.5 combines the response to SMDPs – the imprecise and antiquated term also used in General Order 46.3 – and its response to hostage-takers and barricaded persons who are failing to comply with law enforcement.³²⁷ Order 46.5 reinforces the extent to which existing TUPD policy is built around response to an unrealistically narrow universe of situations implicating mental or behavioral health dynamics. Although it is necessary and valuable for TUPD to maintain policies on individuals who are posing a significant threat to the campus community or themselves, the common use of “SMDP” in the policies, and Order 46.5’s potential suggestion that all SMDPs require responses analogous to that provided to a hostage taker, needs to be substantially clarified and revised.

Recommendation 63.4. GO 16.6, involving the duties of security officers, should be revised to include reference to expectations regarding interactions with individuals experiencing mental or behavioral health challenges, including how TUPD and a diversified response system should be engaged.

General Order 16.6 addresses the duties and obligations of campus security personnel. Because security personnel may

be in the position to identify individuals experiencing mental or behavioral health challenges, the policy should be updated to reflect that security personnel will receive training and instruction on interacting with individuals experiencing mental, emotional, or behavioral health issues.

Recommendation 63.5. The current Special Order addressing TU Emergency Medical Services should be revised to clarify the role, expectations, and training for student volunteers responding to emergency medical calls that may involve or implicate mental health issues.

A TUPD special order addresses the Temple University Emergency Response Team (“TUEMS”), a “university[-]recognized student organization comprised of student volunteers” that help to respond to in some situations involving a need for emergency assistance.³²⁸ Because some calls involving physical health issues may also implicate mental health considerations, policy and accompanying training should ensure that student volunteers have some basic information about mental health response and University resources relating to mental health.

Recommendation 64. As part of a larger re-evaluation of current officer training, and the creation of a strategic training plan for TUPD, additional, in-depth training on interactions with individuals in mental and behavioral health crisis should be provided to all Temple University public safety personnel, including TUPD, Temple Security, and Allied Security personnel. Training on mental and behavioral health issues should be created in consultation with Counseling Services personnel and may include collaborative training.

This report discusses elsewhere the training that TUPD provides to personnel regarding mental and behavioral health issues. Since 2020, it appears to have primarily consisted of specialized crisis intervention (CIT) training for some officers and a brief, one-hour Zoom training for other personnel conducted by PPD.

³²⁵ Temple University Police Department, General Order 53.2, Attachment B.
³²⁶ *Id.* at Attachment C.

³²⁷ Temple University Police Department, General Order 46.5.

³²⁸ Temple University Police Department, Special Order No. 2008-01 (last rev. Mar. 3, 2016).

Beyond this training, it does not appear that TUPD provides training on mental and behavioral health issues – or on the specific mental health needs of the Temple campus community. Consequently, as part of the Department’s re-evaluation and enhancement of current officer training approaches and consistent with the implementation of alternative or co-response models for situations involving mental and behavioral health crises, the University should ensure that in-depth, regular training on mental and behavioral health issues are provided to all TUPD personnel. Areas for new, revised, or enhanced training may include:

- Recognizing the signs or symptoms of mental health crisis;
- Interacting and working with students and families surrounding mental, behavioral, and emotional health issues;
- Resources and opportunities for collaboration with Counseling Services and other health-related issues
- University-based response and care services for students, faculty, and staff navigating mental or behavioral health challenges (e.g., the University Wellness Resource Center,³²⁹ the College of Public Health’s Social Service Annex³³⁰);
- Criteria for emergency evaluations; and
- Substance abuse and suicide prevention.

Additionally, given their important role in security and safety on campus, Temple Security and Allied Security personnel should also receive training on identifying mental and behavioral health issues and interacting with individuals in crisis.

Recommendation 65. Temple’s Campus Safety Services Website should include enhanced information on mental health services, the role of TUPD in mental health service response, and additional information related to crisis response.

As this report discusses in the context of multiple recommendations, TU does currently provide some important

information to campus community members about safety and well-being. The University’s “Safety” page, within the “Life at Temple” area of the main University website, provides an index of various safety-related services – ranging from links to the Flight campus shuttle’s main page and information on requesting a walking escort to a Frequently Asked Questions page and links to an area featuring recent news about safety on campus.³³¹ A separate page for “Campus Safety Services” focuses on information about TUPD and crime.³³²

Even as these websites provide some useful information about various University resources, the existing websites have some limitations. For instance, the University’s “Campus Safety Services” webpage, the primary landing page regarding TUPD, does not currently provide a clear link to, or mention of, mental health support or services in the way that it currently does, appropriately, provide a link to a separate University web portal containing “Sexual Misconduct Resources.”³³³ No resources or links to other, existing University services that provide assistance to students, faculty, or staff are provided. Meanwhile, the University’s main “Safety” landing page appears less well-designed than it could be to provide students, faculty, and staff with a quick, comprehensive inventory of available safety and well-being resources, programs, initiatives, and responses that are available on - campus. Neither website appears to feature information about up-to-date information about recent incidents, current safety or crime dynamics on or around campus, or information about upcoming events or programming geared toward safety and wellness.

Accordingly, the University and TUPD should explore mechanisms going forward for strengthening, streamlining, and enhancing existing web-based resources relating to campus well-being and safety – making all of the University’s initiatives, programs, and resources relating to campus safety, crime and violence response and prevention, and campus well-being accessible from a centralized area. Enhanced web resources for campus community members should thoughtfully structure an inventory of University resources related – as this report emphasizes elsewhere – not just to crime, violence, or physical security but to mental health, wellness, and general well-being. For example, the **Indiana**

³²⁹ Temple University, Student Affairs, “Wellness Resource Center,” <https://wellness.temple.edu/> (last visited Dec. 26, 2022).

³³⁰ Temple University, College of Public Health, Departments & Research, Departments, Social Work, “Social Service Annex,” <https://cph.temple.edu/departments-research/departments/social-work/social-service-annex> (last visited Dec. 26, 2022).

³³¹ Temple University, Life at Temple, “Safety,” <https://www.temple.edu/life-at-temple/safety> (last visited Dec. 26, 2022).

³³² Temple University, “Campus Safety Services,” <https://safety.temple.edu/> (last visited Dec. 26, 2022).

³³³ *Id.*

University Police Department’s website features an uncomplicated but structured inventory of “mental health services – both national and statewide in Indiana” for campus community members to access.³³⁴

Again, 21CP understands that CSS and TUPD are in the process of updating and enhancing their web resources, which is a promising development. As this proceeds, care should be taken to ensure that resources related to mental health are featured prominently within new web-based public safety resources.

V. Demonstration Management, Protest Response, and the Protection of First Amendment Rights

The First Amendment right to freedom of speech, and the right to exercise that freedom through peaceful assembly and protest, is a foundational characteristic of American society. A critical role of a police agency is to protect the rights of people to peacefully assemble, demonstrate, protest, or rally, while also protecting the lives and property of the community. This is especially true on college campuses, where:

The expression of student voice, both on and off campus, has a long tradition throughout the history of American higher education. The nature of colleges and universities fosters such expression, and American colleges and universities, in particular, provide environments suited for student activism.³³⁵

Because Temple is a place where large gatherings of individuals occur regularly, and individuals exercise their First Amendment rights in the contexts of demonstrations or protests, TUPD and the campus community will benefit from more detailed, codified guidance and training on ensuring the safety of protestors, campus community, and nearby community members alike during such events.

Recommendation 66. TUPD should develop a revise and enhance its General Orders relating to protest response, demonstration management, crowd management, and the protection of First Amendment rights.

TUPD maintains some guidance on protest and demonstration management in General Order 46.8. Although it provides a generally sound overview of police officer obligations during protests, demonstrations, and labor strikes, TUPD should revise and enhance General Order 46.8 to cover more comprehensively the array of issues that protest response, demonstration management, crowd management, and other situations involving the expression of First Amendment rights can implicate.

Based on 21CP’s work with other jurisdictions, including colleges and universities, on demonstration management and crowd issues, and recent national guidance on the topic, some specific areas that an enhanced and more detailed TUPD policy on crowd management should address include:

- **Communication with protest leaders or demonstration participants.** TUPD’s current General Order 46.8 somewhat confusingly suggests that is “[t]he function of the PPD Civil Affairs Unit (CAU) at the scene of a demonstration . . . to identify a line of communication with protest leaders and instruct participants of the police function”³³⁶ – and not of TUPD personnel.

Because open lines of communication can assist significantly in ensuring the First Amendment rights of protestors, the safety of individuals involved in demonstrations and crowd situation, the safety of the general public and community, and the safety of officers at the scene, TUPD should itself work to establish lines of relationship and communication with protests occurring on the Temple campus.

Further, communication during demonstration, protest, and crowd activities can be enhanced substantially when a police agency works to build

³³⁴ Indiana University, IU Police Department, “Mental Health Services,” <https://protect.iu.edu/iu-police-department/mental-health/index.html> (last visited Dec. 26, 2022).

³³⁵ Christopher J. Broadhurst, “Campus Activism in the 21st Century: A Historical Framing,” 167 *New Directions for Higher Education* 3 (2014),

https://www.researchgate.net/profile/Christopher_Broadhurst/publication/265604889_Campus_Activism_in_the_21st_Century_A_Historical_Framing/links/5b86b3254585151fd13b8bc9/Campus-Activism-in-the-21st-Century-A-Historical-Framing.pdf.

³³⁶ Temple University Police Department, General Order 46.8 § V(A).

relationships with participating groups and both formal and informal leaders *prior to* demonstrations or protest activities. Even as some First Amendment activities are spontaneous or unplanned, others are contemplated well in advance of being conducted. This allows law enforcement agencies an ability to cultivate communication and relationships with protest participants – allowing the participating group the opportunity to help shape and inform the police department’s plan for providing safety services within the context of the event or activity while providing the department with the ability and reinforce the agency’s support for demonstrators’ rights to be heard and to assemble, to delineate legal conduct, to interact during events with community members, to facilitate dialogue and cooperation, and to invite, when possible, after-protest input.³³⁷

This process, known as the Madison Method, is an industry standard and best practice and is supported by the Elaborated Society Identity Model of Crowd Behavior, which suggests that proactive engagement encourages acceptable behavior and encourage groups to “self-police.”³³⁸ TUPD’s revised General Order 46.8 should provide much greater detail on how it and its personnel should interact with protest participants – both before planned activity and during demonstrations themselves.

- **Issuance of crowd dispersal orders.** When a crowd situation devolves to a point where a department believes that it cannot maintain the safety of the crowd, the general public, and/or officers, police can declare a crowd as disorderly and instruct the crowd to disperse. Because these actions effectively terminate the ability for protestors to engage further in First Amendment activity, police departments and personnel must be especially thoughtful and deliberate about when such declarations and dispersal orders are necessary and advisable.

TUPD’s General Order 46.8 is silent on the issue of crowd dispersal orders. The Department should the General Order so that it appropriately addresses the possibility that even where the Department *could* declare an unlawful assembly and initiate affirmative measures to disperse a crowd, such actions may not be the *best tactical approach* or the *least intrusive response*. That is, even where the legal definition of an unlawful assembly might technically be met, a more comprehensive crowd and demonstration management policy expressly considers issues such as whether there are available ways to de-escalate the situation, whether there are available mechanisms for isolating those who are engaging in criminal activity without requiring all protestors to disperse (thereby allowing others to continue exercising their First Amendment rights), and the relative likelihood (in light of available facts and circumstances) that a dispersal order will decrease the conflict, or intensify it.

- **Mass arrests.** Mass arrests are a recurring, problematic aspect of crowd response and management. For instance, a 2020 review of mass arrests in Philadelphia conducted by the PPD during protests³³⁹ identified a number of foundational issues.

Many police experts and organizations recommend against using mass arrests during protests and crowd management situations. For instance, the Policing Project at NYU School of Law recommends that mass arrests should be “avoided at all costs” as they escalate tensions with protesters and deplete officer resources at the scene.³⁴⁰ The Major City Chiefs Association contemplates the possibility of using mass arrests only as a “last resort” when “absolutely imperative” to ensure public safety.³⁴¹

³³⁷ See Police Executive Research Forum, *Managing Major Events: Best Practices from the Field* (2011), [https://www.policeforum.org/assets/docs/Critical Issues Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf](https://www.policeforum.org/assets/docs/Critical%20Issues%20Series/managing%20major%20events%20-%20best%20practices%20from%20the%20field%202011.pdf).

³³⁸ See Mike Masterson, “Crowd Management: Adopting a New Paradigm,” *Federal Bureau of Investigations Law Enforcement Bulletin* (Aug. 1, 2012), <https://leb.fbi.gov/articles/featured-articles/crowd-management-adopting-a-new-paradigm>.

³³⁹ CNA & Montgomery McCracken, *Philadelphia’s Police Department Response to Demonstrations and Civil Unrest, May 30-June 15, 2020* (Dec. 2020).

³⁴⁰ NYU Policing Project, *Policing Protests to Protect Constitutional Rights and Public Safety* 8 (Oct. 2020).

³⁴¹ Major City Chiefs Association, First Amendment Assembly Working Group, *Law Enforcement Response to First Amendment Assemblies: Best Practices and Tactics* 9 (Apr. 2021), <https://majorcitieschiefs.com/wp-content/uploads/2021/05/MCCA-First-Amendment-Assembly-Working-Group-Final-Report.pdf> (emphasis added).

Existing General Order 46.8 expressly contemplates that TUPD officers might participate in mass arrests.³⁴² However, it does not provide specific guidance to personnel on the use of mass arrests within a crowd management context. TUPD will benefit from policy guidance articulating when mass arrests may be appropriate and who within the Department provides approval for initiating mass arrests within the context of a crowd or demonstration. 21CP recommends that such policy guidance should expressly instruct officers that mass arrests should be employed only when other crowd control techniques or tactics have been deployed and failed, are not feasible under the circumstances, or are not sufficient to address the imminent threat of violence and harm.

Recommendation 67. TUPD should develop and deliver training to all personnel regarding First Amendment rights after the finalization of a policy on protest response, demonstration management, and related First Amendment issues. These issues should also be the subject of regular, ongoing training.

As noted above, university and college campuses have long been centers of political activity, including large politically focused gatherings, demonstrations, and protests. Perhaps even more than many general municipal settings, it can be expected that larger-scale First Amendment activity may occur regularly on Temple's campus.

Consequently, in concert with the revision and enhancement of its formal policies on demonstration management, the Department should develop and implement ongoing training for personnel on First Amendment issues and crowd management considerations. Such trainings should emphasize real-world skills, situation- or scenario-based decision-making, and adult educational techniques that avoid passive instruction while prioritizing interactive opportunities to practice decision-making and practical skills.

Recommendation 68. The Department should ensure it has a clear policy on responding at the request of other law enforcement agencies to off-campus First Amendment events and should communicate this policy to the campus community.

Some college and university public safety departments have encountered challenges in the context of providing aid to officers during protests or demonstrations occurring off-campus. In particular, some university communities have questioned the need for, or utility of, campus police to assist in protests outside of their campus police department's patrol boundaries.³⁴³ Within this context, it can be particularly important for campus police departments to be clear about what assistance it will, and will not, provide to other police departments in the context of demonstration and protest management. Regardless of the extent to which mutual aid may be contemplated in existing or future Memoranda of Understanding ("MOUs") with outside law enforcement agencies like PPD, TUPD can benefit from a generalized, internal policy on helping other police departments during protests or demonstrations.

³⁴² Temple University Police Department, General Order 46.8 § V(H) ("When mass arrests in Philadelphia County (eight or more) are necessary, the PPD Major Crimes Unit" will process the arrests.)

³⁴³ See, e.g., Ema R. Schumer, "Presence of Harvard Police at Police Brutality Protest Reignites Student Calls for Abolition of HUPD," <https://www.thecrimson.com/article/2020/6/4/hupd-boston-floyd-protests/> (June 4, 2020).

Appendix A: Technical Recommendations on TUPD Use of Force Policies

The accompanying report notes that 21CP, during its review of TUPD policies, identified several highly specific recommendations for further enhancing its policy on officer use of force. The following sub-recommendations fall under Recommendation 53's general recommendation for TUPD to further refine its force policy. These recommendations are not grounded in findings that TUPD has experienced specific performance problems that the policy changes must correct. Instead, they are provided to ensure that the Department's policies, and training, on force align as much as possible with best practices.

Recommendation 53.1. TUPD's revised force policy should contain a comprehensive statement expressly affirming the sanctity of human life, emphasizing the imperative that force be minimized or avoided when possible, and articulating the community's values and expectations regarding the preservation of life and use of force.

TUPD's use of force policy contains a few introductory statements relating to the policy's overall purpose or intent.³⁴⁴ Specifically, it observes that "police officers are frequently confronted with situations where . . . control must be exercised," including, "depending on the dynamics of the situations," "varying degrees of force."³⁴⁵ It observes that TUPD's general policy is "that all persons, regardless of their involvement in a situation, shall be treated with humanity, courtesy, and the dignity due any human being, to the extent that such treatment is allowed by the subject's actions."³⁴⁶ The policy's introductory sections emphasize that the policy is intended "to provide officers with a clear understanding of their performance expectations" regarding force and that "[o]fficers using force must be able to articulate the need and justification" for using force.³⁴⁷

However, the force policy lacks an express, strong commitment to affirming the sanctity of human life – across the Department's interactions and as an overriding value and organizational imperative. As President Obama's Task Force on 21st Century Policing observed, "a clearly stated 'sanctity of life' philosophy must . . . be in the forefront of every officer's mind."³⁴⁸ To "ingrain this fundamental principle," the United States Conference of Mayors indicates that "use of force policies must clearly state this requirement, with specificity . . ."³⁴⁹

Additionally, consistent with a commitment to affirming the sanctity of human life and the more specific recommendations regarding de-escalation below, a revised force policy should also articulate the Department's desire for officers to resolve issues and promote public safety by minimizing or avoiding the use of force whenever possible.

Examples of overarching policy statements from other police agencies that more clearly make the connection between force and the sanctity of life, including the minimization or avoidance of force when possible, include:

- **University of North Carolina at Chapel Hill Police Department** – "The [UNC-CH Police Department] recognizes and respects the value and sanctity of each human life and dignity without prejudice to anyone. The primary duty of members of this department is to preserve the life of all individuals, including the lives of individuals who are in the custody of law enforcement."³⁵⁰
- **University at Buffalo Police Department** – "It is the policy of the University at Buffalo Police Department that officers hold the highest regard for the sanctity of human life"³⁵¹

³⁴⁴ Temple University Department of Campus Safety Services, General Order 1.3 §I-II.

³⁴⁵ *Id.* §I(1).

³⁴⁶ *Id.* §II(1).

³⁴⁷ *Id.* §I(2), II(3).

³⁴⁸ *Final Report of the President's Task Force on 21st Century Policing* 19 (2015).

³⁴⁹ United States Conference of Mayors, *Report on Police Reform and Racial Justice*, <https://www.usmayors.org/issues/police-reform/sanctity-of-life/> (last accessed Dec. 14, 2022).

³⁵⁰ University of North Carolina at Chapel Hill, Knowledge Base, Institutional Integrity and Risk Management, UNC Police, *UNC Police: General Order 01-01R17: Use of Force*, <https://policies.unc.edu/TDCClient/2833/Portal/KB/ArticleDet?ID=132101> (last rev. Nov. 7, 2019).

³⁵¹ University at Buffalo, University Police, Policing, *Use of Force Policy and Statistics*, <https://www.buffalo.edu/police/policing/Use-of-Force.html> (last visited Dec. 14, 2022).

- **Baltimore Police Department** – “Sanctity of Human Life. Members shall make every effort to preserve human life in all situations.”³⁵²
- **San Antonio Police Department** – “The sanctity of human life and individual liberties are fundamental elements of modern society which vests police officers with the responsibility for the preservation and protection of these paramount values.”³⁵³

Recommendation 16.2. TUPD’s revised policy should authorize force only when it is proportional to the nature of the threat that a subject poses under the circumstances.

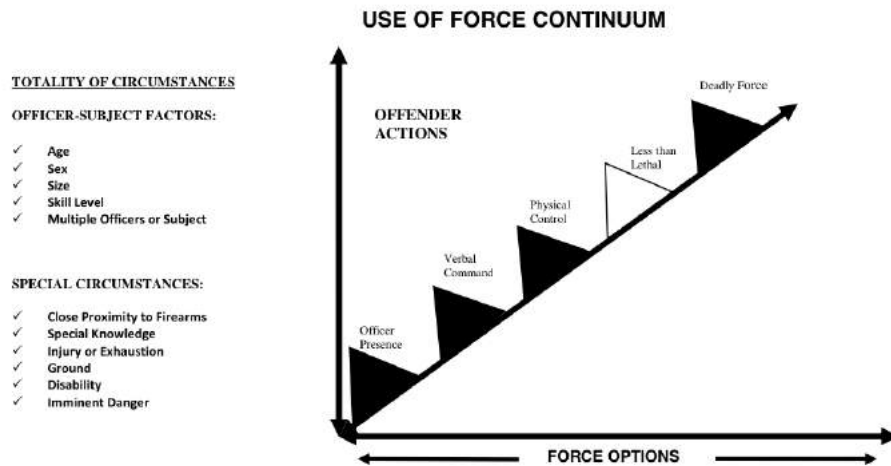
TUPD’s existing force policy appropriately requires that any use of force by a Temple officer be “necessary and reasonable to accomplish” a lawful purpose.³⁵⁴ However, another foundational requirement for any use of force is that it be proportional to the nature of a subject’s threat or resistance – such that the officer’s response is consistent with or aligned to the significance or gravity of the subject’s actions. “Proportionality requires that any use of force correspond to

the risk of harm the officer encounters, as well as to the seriousness of the legitimate law-enforcement objective that is being served by its used.”³⁵⁵ The “requirement of proportionality operates in addition to the requirement of necessity” and “means that even when force is necessary to achieve a legitimate law-enforcement end, its use may be impermissible if the harm it would cause is disproportionate to the end that officers seek to achieve.”³⁵⁶

The only express reference to the concept of “proportionality” in TUPD’s existing force policy relates to its Use of Force Continuum, defined as “[a] training model or philosophy that supports the progression and reasonable escalation and de-escalation of officer-applied force in proportional response to the action and level of resistance offered by the subject.”³⁵⁷ Even as the policy goes on to detail, appropriately, that an officer’s “level of response is based upon the situation encountered at the scene and the actions of the subject in response to the officer’s commands,” the policy is not sufficiently clear that *all* officer force *must* be proportional.³⁵⁸

Instead, the use of force policy attempts to graphically illustrate the concept that an officer’s actions should be

Figure 5. Current TUPD Use of Force Continuum



Source: TUPD General Order 1.3

³⁵² Baltimore Police Department, Policy 1115, *Use of Force* (last rev. Nov. 24, 2019), <https://public.powerdms.com/BALTIMOREMD/documents/51042>.

³⁵³ San Antonio Police Department, *General Manual*, Procedure 501, Response to Resistance, <https://www.sanantonio.gov/Portals/0/Files/SAPD/GeneralManual/501.pdf> (last rev. Nov. 1, 2021).

³⁵⁴ Temple University Department of Campus Safety Services, General Order 1.3 §§1.3.1(C)(2), C(4).

³⁵⁵ *Principles of the Law: Policing* §5.05 cmt. a (Am. Law. Inst. Revised Tentative Draft No. 1, 2017), available at https://www.ali.org/media/filer_public/f2/80/f2804962-6431-4535-9649-34c5f872140e/policing-uof-online.pdf.

³⁵⁶ *Id.*

³⁵⁷ Temple University Department of Campus Safety Services, General Order 1.3 §1.3.1(A).

³⁵⁸ *Id.*

consistent with the nature of a subject's actions or the significance of the threat or resistance that the subject poses, as reflected in Figure 1.

Use of force continuums, like the one that TUPD currently uses, can help to illustrate the concept that an officer's force response should be consistent with the nature of the threat. However, some police departments and police organizations avoid such force matrices or continuums. For example, the Police Executive Research Forum has recommended against "rel[iance] on rigid, mechanical, escalating continuums of force" because:

[C]ontinuums suggest that an officer, when considering a situation that may require use of force, should think, "If presented with weapon A, respond with weapon B. And if a particular response is ineffective, move up to the next higher response on the continuum . . .

[A]ssessing a situation and considering options as circumstances change is not a steady march to higher levels of force if lower force options prove ineffective. Rather, it entails finding the most effective and safest response that is proportional to the threat. Continued reliance on rigid use-of-force continuums does not support this type of thinking.³⁵⁹

Indeed, TUPD's continuum is somewhat confusing as currently constructed. On the one hand, the arrows pointing in opposite directions underneath the x-axis suggests that an officer's selected force options may be more or less severe – moving in different ways depending on a subject's actions (the y-axis). However, no similar bi-directional arrows are clear on that subject-action y-axis – which does not adequately reflect that changes in a subject's actions or level of resistance, from more significant or severe to less significant or severe, are part of the calculus in force decision-making. Additionally, the line at the approximately 45-degree angle between the axes goes in one direction – upward – potentially suggesting that as the

subject actions become more significant at left, then an officer's force options become more severe or significant, progressing from officer presence or verbal commands to physical control, less-than-lethal force, and deadly force. In short, the chart contains multiple elements that may inappropriately and confusingly suggest that specific types of offender actions automatically demand a particular officer response and that a subject's actions are a kind of permanent, "one-way ratchet" that justifies more serious force for the rest of the encounter.

Although a confusing or incomplete continuum is better than no guidance regarding proportionality, 21CP recommends that TUPD revise its force policy to expressly require that all officer force be proportional to the nature of a subject's threat. A 2017 study found that over half of the country's fifty largest police departments have a proportionality requirement.³⁶⁰ For example:

- **Duke University Police Department** – "Officers will only use the amount of force that is objectively reasonable, necessary under the circumstances and proportional to the threat or resistance of the subject."³⁶¹
- **Columbia University Department of Public Safety** – "Members should only use force that is necessary, objectively reasonable, proportionate to the circumstances, and as a last resort."³⁶²
- **Baltimore Police Department** – "Members shall use only the force Reasonable, Necessary, and Proportional to respond to the threat or resistance and to effectively and safely resolve an incident . . . Proportionality measures whether the force used by the member is rationally related to the level of resistance or aggression confronting the member."³⁶³
- **Los Angeles Police Department** – "Officers may only use a level of force that they reasonably believe is proportional to the seriousness of the suspected

³⁵⁹ Police Executive Research Forum, *Guiding Principles on Use of Force* 19–20 (2016).

³⁶⁰ Brandon L. Garrett & Seth W. Stoughton, "A Tactical Fourth Amendment," 103 *Virginia Law Review* 211 (2017).

³⁶¹ Duke University Police Department, General Order 401 at 2 (last rev. July 30, 2021), <https://public.powerdms.com/DUKEPD/list/documents/9178>.

³⁶² Columbia University Department of Public Safety, Operations Memo No. 1 s.2019 (Aug. 30, 2019), <https://publicsafety.columbia.edu/sites/default/files/content/Columbia%20ODPS%20Use%20of%20Force%20Policy.pdf>.

³⁶³ Baltimore Police Department, Policy 1115 at 1, 4 (Nov. 24, 2019), <https://www.baltimorepolice.org/1115-use-force>.

offense or the reasonably perceived level of actual or threatened resistance.”³⁶⁴

- **Newark Police Division** – “Police Division members shall consider a subject’s level of resistance when using force . . . The level of control used shall be proportional to the threat or resistance the member encounters”³⁶⁵

Recommendation 16.3. Consistent with the concepts of de-escalation and necessity, TUPD’s revised policy should require that officers exhaust all other means reasonably available to them under the circumstances before using force, including deadly force.

TUPD’s force policy provides that “the goal of an officer to reduce or de-escalate a threat is using the appropriate level of force” as reflected in the Use of Force Continuum, described previously.³⁶⁶ The Department should revise the force policy to emphasize the Department’s desire for officers to resolve incidents, whenever feasible and safe under the circumstances, without force and, if force is used, with the least significant type of force necessary to effectuate a lawful purpose.

This includes, within the context of deadly force, that the Department expressly require that officers exhaust all other reasonable means before using deadly force.³⁶⁷ Such an approach allows officers to respond to deadly threats to others or themselves where the suddenness, imminence, or circumstances of the threat provide no reasonable alternatives while, at the same time, emphasizing the imperative to use such alternatives whenever they are, in fact, available under the circumstances.

³⁶⁴ Los Angeles Police Department, “Policy on the Use of Force – Revised,” (June 29, 2020), https://www.lapdonline.org/home/news_view/66709.

³⁶⁵ Newark Police Division, General Order No. 18-20, Section VII-A-1, <https://www.newarkpdmonitor.com/wp-content/uploads/2019/04/Use-of-Force-Policy.pdf> (Nov. 8, 2018).

³⁶⁶ Temple University Department of Campus Safety Services, General Order 1.3 §1.3.1(B).

³⁶⁷ See Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 122 (2019) (“Force policies . . . should require officers to reasonably exhaust all available approaches to resolve situations, address threats, and achieve required law enforcement objectives (such as apprehending a suspect) without using force or, if force is necessary, with the least amount of force possible.”).

Several police departments require in policy that their officers exhaust all reasonably available alternatives before using force, including deadly force:

- **Newark Police Division** – “In all instances, members should exhaust all other reasonable means before resorting to using force tactics, recognizing that members will use only force which is objectively reasonable and necessary.”³⁶⁸
- **Tampa Police Department** – “Before resorting to the use of deadly force, an officer shall . . . Exhaust all reasonable alternatives.”³⁶⁹
- **State of Tennessee Use of Lethal Force Statute** – An “officer may use deadly force . . . only if all other reasonable means of apprehension have been exhausted or are unavailable”³⁷⁰

Recommendation 16.4. TUPD’s revised force policy should define and require that all force be “objectively reasonable” under the circumstances, and provide specific guidance to officers on factors that may be part of the objective (rather than subjective) inquiry.

In *Graham v. Connor*, the United States Supreme Court articulated the basic, minimum standard under the Fourth Amendment of the Constitution for police officers to use force.³⁷¹ All use of force must be “objectively reasonable” – or consistent with what a reasonable officer would do in light of all the circumstances that the officer who used force encountered.³⁷² The propriety of force depends not on the situation and circumstances as subjectively perceived or understood by the involved officer but, instead, on what a reasonable officer, under the same circumstances, would have perceived and understood. The involved officer’s “underlying

³⁶⁸ Newark Police Division, General Order No. 18-20, Section VII-A-3, <https://www.newarkpdmonitor.com/wp-content/uploads/2019/04/Use-of-Force-Policy.pdf> (Nov. 8, 2018).

³⁶⁹ Tampa Police Department, Standard Operating Procedure 537, Section VI-B, <https://www.tampa.gov/document/sop-537-section-v-b8-33471>.

³⁷⁰ 2010 Tennessee Code Title 40, Chapter 7, Part 1, 40-7-108, Resistance to Officer, <https://law.justia.com/codes/tennessee/2010/title-40/chapter-7/part-1/40-7-108#:~:text=%2D7%2D108,-Resistance%20to%20officer,.or%20flees%20from%20the%20arrest>.

³⁷¹ 490 U.S. 387 (1989).

³⁷² *Id.* at 397 (“[T]he ‘reasonableness’ inquiry . . . is an objective one: the question is whether the officer’s actions are ‘objectively reasonable’ in light of the facts and circumstances confronting them.”).

intent” or “subjective motivations . . . ha[ve] no bearing on whether a particular seizure is ‘unreasonable’ under the Fourth Amendment.”³⁷³ This standard is analogous to the “reasonable person” standard that the law applies more generally in the context of harm to others – where the analysis focuses on what a hypothetical reasonable person, in the shoes of the individual actually involved, would have done under the circumstances.³⁷⁴

Current TUPD expressly references the concept of “reasonable” force in several instances in its current force policy. Specifically, it provides that officers may not “use a greater degree of force than that which is lawful, reasonable, and necessary for the specific situation.”³⁷⁵ Multiple provisions essentially re-state the requirement that force may be used only when it is “reasonable.”³⁷⁶ The force policy also defines “reasonable use of force” as embodying the concept that:

[T]he magnitude of force must be in relation to its necessity [T]his means that the police can use force, including what is necessary, to subdue or restrain a suspect or remove the threat, but must reduce the level of force when a suspect is placed under control or the threat is removed. Once a suspect either ceases resistance or has been overpowered, or the threat has been removed, additional use of force becomes excessive.³⁷⁷

These references to “reasonableness” are potentially confusing and insufficient in multiple fronts. First, the current policy’s definition of “reasonable force” relates directly to concepts of necessity and, to some extent, the logic behind proportionality (see above) – without unpacking precisely how “reasonableness” is a distinct requirement.

³⁷³ *Id.*

³⁷⁴ See Stephen G. Gilles, “On Determining Negligence: Hand Formula Balancing, the Reasonable Person Standard, and the Jury,” 54 *Vanderbilt Law Review* 813, 822-23 (2001) (“For as long as there has been a tort of negligence, American courts have defined negligence as conduct in which a reasonable man . . . would not have engaged.”).

³⁷⁵ Temple University Department of Campus Safety Services, General Order 1.3 § II(1).

³⁷⁶ *Id.* (“Such reasonable and necessary may be used to: affect an arrest, to overcome unlawful resistance,” and for other similar lawful purposes); § 1.3.1(C)(2) (“He [sic] is justified in the use of force that he [sic] believes to be necessary to effect the arrest and the reasonable use of force that he [sic] believes to be necessary to defend himself [sic] or another from bodily harm while making the arrest.”); *id.* § 1.3.1(C)(4) (“[A]ll Temple University police

Second, the concept of *objective* reasonableness is referenced once in a recitation of constitutional requirements (“[A]ny use of force by police officers must be objectively reasonable, based on the information known to the police officer(s) at the time of arrest”³⁷⁸). TUPD’s policy should more specifically and address the requirement that force is permitted under law only when it is *objectively* reasonable under the circumstances:

- **University of California at Los Angeles Police Department** – “It is the policy of this Department that officers shall use only that amount of force that is objectively reasonable, given the facts and circumstances perceived by the officer at the time of the event, to effectively bring an incident under control. Reasonableness of the force must be judged from the perspective of a reasonable officer on the scene at the time of the incident.”³⁷⁹
- **State University of New York at Plattsburgh** – “Under the 4th Amendment, a police officer may use only such force as is ‘objectively reasonable’ under the circumstances. The reasonableness of a particular use of force must be judged from the perspective of a reasonable officer on the scene.”³⁸⁰
- **New Orleans Police Department** – “[O]fficers of the New Orleans Police Department shall use the minimum amount of force that the objectively reasonable officer would use in light of the circumstances to effectively bring an incident or person under control, while protecting the lives of the member or others.”³⁸¹

personnel shall apply *only* that force which is necessary and reasonable to accomplish . . . lawful objectives”.

³⁷⁷ *Id.* § 1.3.2(G).

³⁷⁸ *Id.* § 1.3.1(C)(1).

³⁷⁹ University of California, Los Angeles, Police Department, *Use of Force*, <https://police.ucla.edu/other/use-of-force> (last visited Dec. 15, 2022).

³⁸⁰ State University of New York at Plattsburgh, Student Health & Safety, University of Police, *University Police Use of Force Policy*, Section 300.3, <https://www.plattsburgh.edu/plattslife/health-safety/university-police/use-of-force-policy.html> (last visited Dec. 15, 2022).

³⁸¹ New Orleans Police Department, Operations Manual, Chapter 1.3, Use of Force at 5 (rev. Apr. 1, 2018), <https://www.nola.gov/getattachment/NOPD/Policies/Chapter-1-3-Use-of-Force-EFFECTIVE-4-01-18.pdf/>.

- **Seattle Police Department** – “An officer shall use only force that is objectively reasonable”³⁸²
- **United States Department of Homeland Security** – An officer “shall use only the force that is objectively reasonable in light of the facts and circumstances confronting him or her at the time force is applied.”³⁸³
- **Campaign Zero Model Use of Force Policy** – “Law enforcement officers shall use physical force only when it is objectively reasonable, necessary, and proportional to effectively and safely resolve a conflict.”³⁸⁴

Recommendation 16.5. TUPD’s revised force policy should require that officers provide verbal warnings before the application of any type of force whenever feasible, and requiring that officers provide subjects with a reasonable opportunity to comply with officer commands before using force.

TUPD’s force policies require that “a warning of ‘SPRAY’ will be yelled prior to using O.C. spray.”³⁸⁵ Separately, the Department’s Taser policy provides that “[a] warning shall also be given to a subject prior to activating the ECW unless to do so would place any other person at risk.”³⁸⁶ The Department’s current “Use of Force Report” form, which officers use to detail force that they deploy, officers must indicate whether they gave “a verbal warning of his/her intent to use force prior to application,” regardless of the force instrument or technique used.³⁸⁷

21CP recommends that the Department build upon these existing requirements and extend the logic behind the requirements to warn before OC spray and Taser deployment – that a warning before using force provides an opportunity

for subjects to comply without the need to use force and aids in the coordination and safety when multiple officers are present at the scene – to the application of *all* types of force. Indeed, providing a warning may be substantially more feasible in situations involving less-significant force and threats than those involving deadly force and threats. If a warning should be provided where feasible OC spray or Taser, then a warning should also be provided before applying lower-level types of hands-on physical maneuvers *and* more significant force (e.g., firearms).

Instead of referencing a duty to warn in several different policy locations – the Department’s “main” force policy and its “Appendix” policies on Tasers and OC spray – TUPD policy should provide unified guidance in its main use of force policy requiring officers to provide a warning whenever feasible before using any force.

A number of law enforcement agencies require a warning before *any* type of force is used. For example:

- **University of California, Santa Cruz** – “A verbal or visual warning of the intended use of force should precede its application, unless it would otherwise endanger the safety of officers or when it is not practicable due to the circumstances. The purpose of the warning is to:
 - (a) Provide the individual with a reasonable opportunity to voluntarily comply with an officer’s direction.
 - (b) Provide other officers and individuals with a warning that a control device or weapon may be deployed.”³⁸⁸
- **Cleveland Division of Police** – “Where feasible, and to do so would not increase the danger to officers or others, officers shall issue a verbal warning to submit to their authority prior to the use of force.”³⁸⁹

³⁸² Seattle Police Department Manual, Section 8.000: Use of Force Core Principles (rev. Sep. 15, 2019), <http://www.seattle.gov/police-manual/title-8---use-of-force/8000---use-of-force-core-principles>.

³⁸³ U.S. Department of Homeland Security, Memorandum re: Department Policy on Use of Force (Sept. 7, 2018), https://www.dhs.gov/sites/default/files/publications/mgmt/law-enforcement/mgmt-dir_044-05-department-policy-on-the-use-of-force.pdf.

³⁸⁴ Campaign Zero, Model Use of Force Policy, <https://static1.squarespace.com/static/56996151cbced68b170389f4/t/5defffb38594a9745b936b64/1576009651688/Campaign+Zero+Model+Us+of+Force+Policy.pdf> (last accessed Apr. 13, 2021).

³⁸⁵ Temple University Department of Campus Safety Services, General Order 1.3, Appendix A § V(e).

³⁸⁶ *Id.* at Appendix B § VI(b).

³⁸⁷ *Id.* at 17.

³⁸⁸ University of California, Santa Cruz, Report, Policies, Use of Force, Chapter 8: Use of Force, <https://police.ucsc.edu/report/policies/use-of-force.pdf> (last accessed Dec. 16, 2022).

³⁸⁹ Cleveland Division of Police, Use of Force: General, *available at* <https://static1.squarespace.com/static/5651f9b5e4b08f0af890bd13/t/582c54ac59cc685797341239/1479300270095/Dkt.+83--Use+of+Force+Policies+with+Exhibits.pdf>.

- **United States Customs and Border Protection** – “If feasible, and if to do so would not increase the danger of the officer/agent or others, a verbal warning to submit to the authority of the officer/agent shall be given to the use of force. If a particular situation allows for the issuance of a verbal warning, the officer/agent
 - a. Should have a reasonable basis to believe that the subject can comprehend and comply with the warning; and
 - b. Allow sufficient time between the warning and the use of force to give the subject a reasonable opportunity to voluntarily comply with the warning.³⁹⁰

Recommendation 16.6. TUPD’s revised force policy should specifically prohibit various types of problematic force, including but not limited to:

- **Techniques and/or modes of transport that run a substantial risk of positions asphyxia;**
- **Use of force to subdue a subject not suspected of any criminal conduct**
- **Use of force against individuals who are solely engaged in exercising their First Amendment rights;**
- **The use of retaliatory force;**
- **Use of force against subject(s) who only verbally confront officers;**
- **Use of force against subject(s) who are handcuffed or otherwise restrained;**
- **Use of force to overcome only passive resistance;**
- **Use of head strikes with hard objects unless deadly force is authorized under the circumstances; and**
- **Use of a firearm as an impact weapon.**

Police departments are increasingly including in their force policies express prohibitions against certain types of force or the application of force in particular circumstances. For

example, the **Camden County Police Department’s** Use of Force policy similarly provides a set of clear prohibitions against certain classes or types of force, providing that “[o]fficers *may not* use or threaten to use force for the following reasons” that include “resolv[ing] a situation more quickly” and “to punish . . . or retaliate” against a subject.³⁹¹

TUPD’s current force policy contains a section addressing the “Prohibited Use of Weapons” that expressly disallows the discharge of firearms under specific circumstances, such as “[w]hen it appears that an innocent bystander or other officers are likely to be injured by” a “firearm discharge,” as a “warning shot,” and from or at moving vehicles in many circumstances.³⁹² Similarly, Appendix A of the force policy, governing the use of OC spray, includes a section on “Prohibited Use” that disallows application of OC spray “[o]nce the suspect has been subdued and brought under control,” against individuals “who merely use[] verbal abuse toward an officer” or who “exhibit[] no physical aggression against the officer or another person,” against individuals who “assume[] the posture of a passive resistor in an arrest situation,” and “to elicit information from any person.”³⁹³ Finally, Appendix B of the force policy, addressing use of the Taser, outlines a number of instances in which officers should not use the Taser (including “[a]gainst a suspect exhibiting passive resistance,” when a subject is located near to “flammable, volatile, or explosive material” like gasoline or propane, and “[o]n a handcuffed person unless necessary to prevent . . . serious bodily injury”).

21CP recommends that TUPD expand the logic of some of its specific force prohibitions and ensure that they apply to *all* force rather than just the application of OC spray, Tasers, and/or firearms. For instance, to the extent that OC spray should not be used against individuals who are only verbally abusive because such force would be unnecessary, disproportionate, and objectively unreasonable, the prohibition should apply to all force instruments and techniques, not just OC spray.

Some officers and community members express concern that general force prohibitions could prevent officers from

³⁹⁰ U.S. Department of Homeland Security, U.S. Customs and Border Protection, Use of Force Policy, Guidelines and Procedures Handbook at 1–2 (May 2014), <https://www.cbp.gov/sites/default/files/documents/UseofForcePolicyHandbook.pdf>.

³⁹¹ Camden County Police Department, Use of Force Policy at 4, <https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/5>

[d5c89c2e3bc4c000192f311/1566345667504/CCPD+UOF+Policy+%28821.19%29+%28FINAL%29.pdf](https://www.temple.edu/campus-safety-services/policies-and-procedures/2019-2020-final-use-of-force-policy) (last rev. Aug. 21, 2019).

³⁹² Temple University Department of Campus Safety Services, General Order 1.3 § 1.3.3(A).

³⁹³ *Id.* at Appendix A § VII.

defending themselves against significant threats. The potential for situations to devolve into a “fight for your life” situation is a common concern. To acknowledge that there may be exceptional circumstances in which an officer has no other choice to defend themselves but to use whatever tool is at their immediate disposal, a number of policies contemplate that an officer might need to resort to typically unauthorized force:

- **Cleveland Division of Police** – “In rare and exceptional situations where, under the facts and circumstances confronting the officer, a reasonable officer would believe that (a) the use of deadly force would be objectively reasonable, necessary, and proportional according to this policy, and (b) the subject’s actions constitute an immediate danger and grave threat to the officer or others, and (c) no other force options, techniques, tactics, or choices consistent with the Division’s policy are available, it may be necessary for an officer to take extraordinary or unanticipated actions in order to overcome the threat. In these rare and exceptional situations, officers must specifically articulate and justify with particularity the specific tactic(s) or action(s) employed and the reasons why their actions met each of the criteria (a), (b), and (c) set forth above. The officer’s actions, including all actions preceding the use of deadly force, shall be subject to strict review.”

This type of policy language can clarify and acknowledge that officers might, in very limited instances, have to consider applying typically prohibited force to counter a deadly threat because no other options are available. TUPD would need to ensure that this type of exception does not undo or undermine the purpose of a broad prohibition of particular force types.

In this way, TUPD should build on its existing, promising practices and update its force policy to more generally and expressly prohibit various types of force that are almost never objectively reasonable, necessary, or proportional. These prohibitions include:

- Techniques and/or modes of transport that run a substantial risk of positional asphyxia. Positional asphyxia is “death as a result of body position,” typically a face-down body position, “that interferes with one’s ability to breathe.”³⁹⁴ TUPD policy should require that TUPD officers avoid positioning or orienting individuals in a manner that threatens a subject’s ability to breathe. For example, the **New York Police Department** requires that officers, across all use of force encounters, “[p]osition the subject to promote free breathing, as soon as safety permits, by sitting the person up or turning the person onto his/her side.”³⁹⁵
- Use of force to subdue a subject who is not suspected of any criminal conduct. Force used against subjects not suspected of criminal conduct is unlikely, in most circumstances, to be necessary, proportional, and reasonable and should therefore be expressly prohibited. The **Cleveland Division of Police** prohibits officers from using “force to subdue a subject(s) who is not suspected of any criminal conduct, other than to protect an officer’s or another person’s safety”³⁹⁶ Policy may provide narrow exceptions for individuals who are presenting a serious risk of imminent harm to themselves and/or who need to be brought into custody for involuntary mental health committal.
- Use of force against individuals who are solely engaged in exercising their First Amendment rights and/or only verbally confronting officers. Because individuals who are solely engaged in the exercise of their First Amendment rights do not, even if noncompliant with officer commands, pose an imminent threat of physical harm to officers or others, use of force against such individuals is unlikely to be necessary, proportional, and reasonable. TUPD should extend the logic of its current prohibition against the use of Tasers on those who “are exercising their Constitutional Rights to

³⁹⁴ National Law Enforcement Technology Center, National Institute of Justice, “Positional Asphyxia—Sudden Death” (June 1995) at 1, <https://www.ncjrs.gov/pdffiles/posasph.pdf>.

³⁹⁵ New York Police Department, P.G. 221-02, Use of Force, https://www1.nyc.gov/assets/ccrb/downloads/pdf/investigations_pdf/io_35_16-use-of-force.pdf (May 31, 2016).

³⁹⁶ Cleveland Division of Police, General Police Orders, Use of Force: General, <https://static1.squarespace.com/static/5651f9b5e4b08f0af890bd13/t/582c54ac59cc685797341239/1479300270095/Dkt.+83--Use+of+Force+Policies+with+Exhibits.pdf>.

freely speak or assemble” to all force types and techniques, not just Tasers.³⁹⁷

Similarly, TUPD should ensure that its force policy clearly prohibits officers from using force against subjects who are only verbally confronting them – extending the logic of current prohibitions against OC spray on individuals who “merely use[] verbal abuse” against officers to all types and techniques of force.³⁹⁸

- Use of retaliatory force. TUPD’s force policy should expressly prohibit retaliatory force, i.e. force that – because it is deployed to “pay a subject back” rather than because the subject is posing a threat – is not necessary, proportional, or objectively reasonable under the circumstances.
- Use of force against subject(s) who are handcuffed or otherwise restrained. Current TUPD policy prohibits the use of a Taser “[o]n a handcuffed person unless necessary to prevent the individual from harming themselves or others from serious bodily injury.”³⁹⁹ The policy does not address the application of other types of force to individuals who are already restrained. Because the application of force to an individual who is already handcuffed or restrained will almost always be disproportionate to the nature of the threat, unnecessary, and objectively unreasonable, the Department should revise its policy to prohibit, across *all* types of force, the use of force against handcuffed or restrained subjects.
- Use of force to overcome only passive resistance. The **Cleveland Division of Police**’s use of force policy defines “passive resistance”:

Passive Resistance: Refers to instances in which a subject does not comply with an officer’s commands and is uncooperative but is nonviolent and prevents an officer from placing the subject in custody and/or taking

control. Passive resistance may include but is not limited to standing stationary and not moving upon lawful direction, falling limply and refusing to move (dead weight), holding onto a fixed object, linking arms to another during a protest or demonstration, or verbally signaling an intention to avoid or prevent being taken into custody.⁴⁰⁰

That department, like others, prohibits the use of force against subjects who are only passively noncompliant or resistant because such force will almost always be unnecessary, disproportionate to the threat, and unreasonable under the circumstances.

TUPD’s Taser policy (an “Appendix” to its primary force policy) defines “passive resistance” as “physical actions which do not prevent the officer’s attempt to control.”⁴⁰¹ Its OC spray policy (another “Appendix”) separately defines “[a] passive resistor” as “an individual who is uncooperative but does not exhibit any act of physical aggression toward the officer or another person.”⁴⁰² The use of OC spray and Tasers against individuals who are only passively resisting is appropriately prohibited. 21CP recommends that TUPD revise its Use of Force policy to preclude expressly the use of force more generally against individuals who are only passively resisting (encompassing other force instruments like batons and various types of physical maneuvers or hands-on techniques).

- Use of head strikes with hard objects unless deadly force is authorized under the circumstances. Strikes to the head pose a particular, elevated risk of serious injury and death. Accordingly, many departments classify strikes to a person’s head with an impact weapon or hard object as deadly force that may be applied only where a firearm or other type of deadly weapon could be applied and no reasonable

³⁹⁷ Temple University Department of Campus Safety Services, General Order 1.3, Appendix B § VI(1).

³⁹⁸ *Id.* at Appendix A § VII.

³⁹⁹ *Id.* at Appendix B § VI(1)(i).

⁴⁰⁰ Cleveland Division of Police, General Police Orders, Use of Force: Definitions,

https://www.city.cleveland.oh.us/sites/default/files/forms_publications/01_10_2018Definitions.pdf?id=12396 (Jan. 1, 2018).

⁴⁰¹ Temple University Department of Campus Safety Services, General Order 1.3, Appendix B at 27.

⁴⁰² *Id.* at Appendix A § VII(d).

alternatives are available.⁴⁰³ TUPD should join them – prohibiting strikes to a subject’s head across all situations except those in which deadly force would be authorized and no other reasonable alternatives are available.

- Use of a firearm as an impact weapon. As the **Denver Police Department’s** force policy provides, “[f]irearms are not an appropriate impact weapon because of the inherent danger of an accidental discharge.”⁴⁰⁴ TUPD’s force policy should similarly prohibit the use of firearms as impact weapons.

Recommendation 16.7. TUPD’s force policy should clarify reporting requirements related to drawing firearms.

TUPD’s force policy provides that “[a] firearm should be drawn **only** when an officer believes a potential for serious bodily injury or death to himself/herself or another person exists.”⁴⁰⁵ This is a commendable policy provision the aligns with best practice.⁴⁰⁶

Based on use of force data that TUPD provided to 21CP, it appears that at least some instances when officers draw firearms are being reported as uses of force. 21CP recommends that the Department clarify its existing policy guidance on when officers must report the drawing of firearms in the field. TUPD should also revise its use of force reporting form to include a field for the drawing of a firearm.

Depending on the circumstances, officers may be justified in exhibiting a firearm or pointing a firearm at an individual. In many instances, the safety of officers and bystanders requires a firearm to be immediately available to officers. The purpose of enhanced, uniform reporting requirements is not to discourage the exhibiting or pointing of a firearm in all instances. Instead, the recommendation is aimed simply at ensuring that officers report when they do draw their firearm

⁴⁰³ Baltimore Police Department, Policy 1115 at 8 (Nov. 24, 2019), <https://www.baltimorepolice.org/1115-use-of-force>; see also Seattle Police Department, Manual, Section 8.050, Use of Force Definitions, <http://www.seattle.gov/police-manual/title-8---use-of-force/8050---use-of-force-definitions> (last rev. June 19, 2020).

⁴⁰⁴ Denver Police Department, Operations Manual, Section 105.01, Use of Force Policy, https://www.denvergov.org/content/dam/denvergov/Portals/720/documents/OperationsManual/OMSBook/OM_Book.pdf (Sept. 1, 2020).

so that the Department can uniformly review and analyze officer performance in the field.

Recommendation 16.8. TUPD policy should clarify what less-lethal weapons officers must carry.

21CP understands that most, if not all, TUPD officers are equipped with batons and OC spray, with many carrying Tasers. The Department’s force policy should more clearly memorialize what force instruments officers *must* carry and what instruments officers *are authorized* to carry should they elect to do so and meet training and certification requirements.

Recommendation 16.9. TUPD should more concretely articulate a requirement that officers have an affirmative duty to render and/or request medical assistance whenever necessary after force is used.

TUPD’s force policy appropriately requires officers to “transport or arrange for an emergency medical services (EMS) to examine, treat, and/or transport a subject to a medical facility if the force utilized . . . causes any injuries.”⁴⁰⁷ Although the “Appendix” policies addressing Taser and OC spray use have specific provisions regarding officers giving post-force application medical attention and/or first aid to the subject, the general force policy does not contain a clear, straightforward requirement that officers themselves affirmatively render medical aid when necessary following the application of force. Elsewhere, TUPD’s duty to intervene policy appropriately indicates that “[i]f aid is required by any individual, [officers must] ensure that medical attention has been rendered immediately” – even if it does not specifically clarify that officers should provide this aid themselves.⁴⁰⁸

Police agencies increasingly are providing specific, clear requirements that officers themselves must render medical aid, whenever necessary, following a use of force encounter:

⁴⁰⁵ Temple University Department of Campus Safety Services, General Order 1.3.3 § 1.3.3(A)(4) (emphasis in original).

⁴⁰⁶ See, e.g., Seattle Police Department Manual, 8.300 (last rev. Apr. 15, 2021), <https://www.seattle.gov/police-manual/title-8---use-of-force/8300---use-of-force-tools>.

⁴⁰⁷ Temple University Department of Campus Safety Services, General Order 1.3. § 1.3.5(A).

⁴⁰⁸ Temple University Department of Campus Safety Services, General Order 1.2.10 § IV(A)(1).

- **Philadelphia Police Department** – “After employing any force, including lethal or less lethal weapons, officers shall render appropriate medical aid and request further medical assistance, when necessary for the suspect and any other injured individuals, as soon as it is safe to do so. Any aid provided shall be documented in the appropriate report.”⁴⁰⁹
- **New Orleans Police Department** – “Immediately following a use of force, officers and supervisors shall inspect and observe subjects for injury or complaints of pain. Officers shall obtain medical assistance for any person who exhibits signs of physical distress, has sustained visible injury, expresses a complaint of injury or continuing pain, or who was rendered unconscious. This may require officers to render emergency first aid within the limits of their individual skills, training and available equipment until professional medical care providers arrive on the scene. Any individual exhibiting signs of physical distress after an encounter should be continuously monitored by the officer involved in the incident or an on-scene assisting officer until medical personnel can assess the individual”⁴¹⁰

TUPD should clarify in its policy that, after the application of *any* type or level of force, officers have an affirmative duty to provide medical assistance whenever necessary and to summon medical aid as soon as possible under the circumstances.

Recommendation 16.10. TUPD should update its policy relating to the duty to intervene to ensure that an officer is required to intervene whenever an officer witnesses another officer engaging in conduct or behavior that runs a reasonable risk of violating TUPD policy or applicable law.

⁴⁰⁹ Philadelphia Police Department, Directive 10.2 at 5, <http://www.phillypolice.com/assets/directives/D10.2-UseOfModerateLimitedForce.pdf> (last rev. July 11, 2022).

⁴¹⁰ New Orleans Police Department Operations Manual, Chapter 1.3, Use of Force at 6–7 (last rev. Oct. 2, 2022), <https://nola.gov/getattachment/NOPD/Policies/Chapter-1-3-Use-of-Force-Effective-10-2-2022.pdf/?lang=en-US>.

⁴¹¹ The Leadership Conference on Civil and Human Rights, *New Era for Public Safety: A Guide to Fair Safe and Effective Community Policing* 141 (2019).

“Duty to intervene” policies – requiring officers to intervene when they observe potential misconduct – have been associated with fewer officer-involved deaths,⁴¹¹ and most officers indicate that they should be required to intervene to stop excessive force and improper conduct.⁴¹² TUPD maintains a standalone policy on the duty to intervene that provides a good deal of sound guidance to officers on the topic of peer intervention. It outlines as a “responsibility” that officers “[t]ake an active approach, whenever possible, if observing behavior that suggests that another employee is about to conduct unethical or inappropriate behavior.”⁴¹³

Although the duty to intervene applies to all manner of circumstances, it is often particularly important within the context of use of force. TUPD should revise its force policy to expressly reference that officers have an affirmative obligation to intervene when they observe an officer running a reasonable risk of violating the Department’s use of force policy.⁴¹⁴ Likewise the general duty to intervene policy should be updated to emphasize that “unethical or inappropriate” conduct encompasses, at least in part, any conduct that runs a reasonable risk of being contrary to TUPD policies warrants officer intervention.

Recommendation 16.11. TUPD should provide more detailed guidance on use of force reporting, including (a) on the scope of reportable force, and (b) on what an officer’s use of force report narrative should include.

Under existing TUPD policy, officers must report that they have used force. Reportable force encompasses (a) firearm discharges; (b) actions that have “result[ed] in, or is alleged to have resulted in injury to or death of another person”; (c) application of “less-than-lethal or lethal weapons”; and (d) “Physical Control Force or Greater,” which is defined as when “[a]n officer uses bodily force such as fists, hands, elbows, knees, feet, or control holds, to restrain a subject.”⁴¹⁵ Although this definition appropriately encompasses most force, TUPD should consider providing more detailed guidance addressing

⁴¹² *Id.* (citing Rich Morin et al., Pew Res. Ctr., *Behind the Badge: Amid Protests and Calls for Reform, How Police View Their Jobs, Key Issues and Recent Fatal Encounters Between Blacks and Police* 13 (2017)).

⁴¹³ Temple University Department of Campus Safety Services, General Order 1.2.10 § IV(A)(2).

⁴¹⁴ See, e.g., Baltimore Police Department, Policy 319, Duty to Intervene, <https://www.baltimorepolice.org/319-draft-duty-intervene> (Dec. 4, 2020).

⁴¹⁵ Temple University Department of Campus Safety Services, General Order 1.2.10 § 1.3.6., at 4.

whether the drawing of a weapon (e.g., firearm, Taser), the pointing of a weapon at an individual (e.g., firearm, Taser), and other physical and bodily maneuvers not expressly oriented toward restraining a subject themselves but performed in service of bringing the individual into a physical position in which the individual can then be restrained are reportable uses of force. Any force more significant than *de minimis* force – “[p]hysical interaction meant to separate, guide, and/or control without the use of control techniques that are intended to or are reasonably likely to cause any pain or injury” – should be reported.⁴¹⁶

TUPD policy indicates that “the report will include a narrative description of the incident describing the actions of both the suspect and the officer(s).”⁴¹⁷ The Department might enhance this requirement by including general information that should be included in an officer’s narrative about what transpired during a use of force incident. For instance:

- **New Orleans Police Department** – “The officer [using or witnessing force] shall independently prepare his or her Force Statement and include facts known to the officer, to include:
 - (a) A detailed account of the force incident from the officer’s perspective;
 - (b) The reason for the initial police presence, e.g.: response to (nature of) call, on-view suspicious activity (describe the suspicious activity), flagged by a citizen (nature of citizen’s concern), shots fired, or screams heard, etc.;
 - (c) A specific description of the acts that led to the use of force;

- (d) The specific description of resistance encountered;
- (e) A description of every type of force used or observed;
- (f) Names of all assisting officers and supervisors participating in the actions leading up to the use of force;
- (g) The name of the supervisor the involved officer notified, and the time of the notification;
- (h) The name of the supervisor who responded to the scene;
- (i) Names, if know, of any civilian witnesses;
- (j) A description of any injuries suffered by the officer, subject, or witnesses;
- (k) Whether a body-worn camera was activated and its identifiable file location;
- (l) Whether a vehicle camera was activated and its identifiable file location; and
- (m) Whether a CEW activation occurred, even if the CEW was not discharged.”⁴¹⁸

- **Cleveland Division of Police** – Officers using force must “provid[e] a detailed account of the incident from the officer’s perspective and including all of the following information:
 - a. The reason for the initial police presence
 - b. A specific description of the acts that preceded the use of force, to include attempts to de-escalate
 - c. The level of resistance encountered
 - d. A complete and accurate description of every type of force used or observed.”⁴¹⁹

⁴¹⁶ Seattle Police Department Manual, Section 8.050: Use of Force Definitions, <https://www.seattle.gov/police-manual/title-8---use-of-force/8050---use-of-force-definitions> (last rev. Apr. 15, 2021).

⁴¹⁷ Temple University Department of Campus Safety Services, General Order 1.3 § 1.3.6.

⁴¹⁸ New Orleans Police Department, Operations Manual, Chapter 1.3.6, Reporting Use of Force at 7

<https://nola.gov/getattachment/NOPD/Policies/Chapter-1-3-6-Reporting-Use-of-Force-Effective-10-2-2022.pdf?lang=en-US> (last rev. Oct. 2, 2022).

⁴¹⁹ Cleveland Division of Police, General Police Order 2.01.05, Use of Force – Reporting at Section III-A (Apr. 5, 2019), <https://static1.squarespace.com/static/5651f9b5e4b08f0af890bd13/t/5d810f7314d346709f38f943/1568739188208/Ex+D+Reporting.pdf>.



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