
Governor Terry McAuliffe’s Task Force on Combating Campus Sexual Violence
Chair Attorney General Mark Herring

Response Subcommittee

Submitted by: Daniel Dusseau

Recommendation Summary: *Explain the legal, program and/or policy change(s) proposed.*

Conduct a study that results in establishing standards or metrics for response services and staff (i.e. having a certain number of counselors or confidential aides based on student populations and ratio of law enforcement officers to students)

Need: *Explain the problem or issue addressed by this recommendation, providing background information as necessary. Describe the anticipated results / objectives that this recommendation aims to accomplish.*

As colleges are tasked with increased responsibilities, mandates, and expectations it raises the question of whether victims are being underserved. A possible gap in the manner in which victims are being served is not due to a lack of effort, but as a result of a failure to provide adequate resources to support increased obligations. It is time to establish standards of care for victims of sexual violence that are similar to the manner in which standards for appropriate resources exist for student instruction. The Commonwealth of Virginia has established minimum standards for instruction and they are outlined in the Code of Virginia § [22.1-253.13:2](#). Standard 2. Instructional, administrative, and support personnel. However, no minimum standards have been established for what Governor McAuliffe indicated was a major priority when he said, “There is no bigger concern than the health and safety of our citizens in the Commonwealth. As Governor, I am committed to building a new Virginia economy where students are free from the threat of sexual violence. It is critical that we work together with the schools, educators, and law enforcement to build on our goal for all higher education institutions to be safe places of learning and growing.”
<https://governor.virginia.gov/newsroom/newsarticle?articleId=6518>

State Council of Higher Education for Virginia (SCHEV), enrollment projections include:

Total Public 4 Year: Fall Headcount Enrollment, On/Off Campus, All Students

	Projected				
	2015-16	2016-17	2017-18	2018-19	2019-20
In-State	171,241	172,620	174,204	175,540	176,583
Out-of-State	48,596	49,241	49,823	50,354	50,739

Virginia Community College System: Fall Headcount Enrollment, On/Off Campus, All Students

	Projected					
	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
In-State	178,384	178,830	179,724	181,071	182,883	185,626
Out-of-State	8,726	8,747	8,790	8,855	8,946	9,080

For 2015-2016, the projected enrollments for all institutions is 542,680 students, with 187,577 (34.5%) of these students enrolled at the Virginia Community College System (VCCS). The enrollment numbers in community colleges have the potential to grow considerably with President Obama's January 2015 proposal to provide two years of free community college tuition. However, ratios establishing the number of law enforcement officers needed to provide appropriate victim services do not exist. Establishing ratios and implementing appropriate resources for victims would well serve victims in their most vulnerable time. A time in which a lack of response due to limited dedicated resources is not acceptable. A review of available data demonstrates that ratios and staffing standards in law enforcement and victim services areas are usually affected by budget decisions and vary tremendously.

Law Enforcement Staffing Ratios:

- The Bureau of Justice Statistics 2004-2005 research
Campus law enforcement averaged 3.8 campus law enforcement employees per 1,000 students
<http://www.bjs.gov/index.cfm?ty=pbdetail&iid=411>
- Municipal and township police departments averaged 2.3 full-time officers per 1,000 residents
<http://www.bjs.gov/index.cfm?ty=tp&tid=71>
- University of California study of its Police Officers 2008
1.03 per 1,000 students
http://annualreport.ucpd.ucla.edu/2008/universitywide/ratio_of_police_officers.html
- Community Oriented Police Services (United States Department of Justice) conducted a comprehensive study (2011): *Establishing Appropriate Staffing Levels for Campus Public Safety Departments*. The study was completed at the request of the International Association of Campus Law Enforcement Administrators (IACLEA). "The ratio of officers to students in most universities is between 1.8 and 3 (full-time equivalent) officers per 1,000 students."
http://cops.usdoj.gov/files/RIC/Publications/e061122378_Est-Approp-Stfg-Levels_FIN.pdf

Campus police and security take on a large array of functions that differ from non-campus police agencies. In addition to handling police-related calls for service, these campus agencies also respond to medical calls, emergency management duties, safety escorts, locking and unlocking doors and more. Effective campus policing requires a community oriented police approach. A community oriented approach is a proven strategy in combatting campus sexual violence. A community oriented approach stresses problem solving with partners engaged in prevention, enforcement, and response. This approach requires more time and attention than traditional policing models involving responding to calls for service. Many college police and security units cannot adequately provide the resources necessary without negatively impacting other required duties and expectations. The ever-increasing demands required by Clery, Title IX, and additional legislation have placed substantial stress on campus police and security departments.

Frequently, the law enforcement and victim services personnel dedicated to preventing, enforcing and responding to incidents of sexual violence end up responding after hours, after having already worked a full day. These after-hours demands can appear to demonstrate a lack of commitment, and also results in burnout by those that have dedicated themselves to the cause. If 1 out of 5 women is the victim of sexual assault while attending a Virginia institution of higher education, then in 2015-2016, an estimated 54,268 women will need services from law enforcement and victim services. Ultimately the Commonwealth of Virginia's pledge to combat campus sexual violence is directly connected to its commitment to provide funding to campus police/security and victim services.

Victim Services Staffing Ratios:

- 2014 National Survey of Counseling Center Directors
“The ratio of counselors to clients, on average, was 1 to 2081 students with smaller schools having much better ratios. This ratio is elevated because of the inclusion of two year school ratios” and includes sexual assault counseling and many other services.
http://0201.nccdn.net/1_2/000/000/088/0b2/NCCCS2014_v2.pdf
- A 2011-2012 Association for University and College Counseling Center Directors study
The ratio of certified mental health workers per student was 1:664 students for small colleges, 1:1,864 for mid-size colleges, and 1:2,731 for large universities.
http://files.cmcglobal.com/Monograph_2012_AUCCCD_Public.pdf
- The International Association of Counseling Services Inc. (IACS)
“Every effort should be made to maintain minimum staffing ratios in the range of one F.T.E. professional staff member (excluding trainees) to every 1,000 to 1,500 students, depending on services offered and other campus mental health agencies.”
<http://www.iacsinc.org//staff-to-student-ratios.html>
- An often cited 2003 report by Robert May recommends one counselor per 600 students in colleges and a 1:1000 ratio in universities with an average of five to six sessions per student.
May, R. (2003). How much is enough?: Reflections on the Report of the Harvard provost's committee on student mental health services. *Journal of College Student Psychotherapy*, 17, 3-10. http://www.tandfonline.com/doi/abs/10.1300/J035v17n04_02#preview
- As reported by the Federal government “one in five women is sexually assaulted in college”
Not Alone, The White House Task Force to Protect Students from Sexual Assault: April 2014
http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&ved=0CC0QFjAB&url=http%3A%2F%2Fwww.whitehouse.gov%2Fsites%2Fdefault%2Ffiles%2Fdocs%2Freport_0.pdf&ei=GwbIVMvvOISINqXvgZAF&usq=AFQjCNEr0AyjSXyX2UAuAhB4V9xJkt79PA&bv m=bv.84349003.d.eXY&cad=rja

Anticipated Challenges to Implementation of Recommendation: *Explain counter-arguments to the recommendation. What are some of the obstacles in implementing the recommendation?*

The anticipated obstacles for implementing a study with statewide recommended staffing levels is identifying an entity to conduct the study and the determination of a methodology. The argument can be made that everyone needs more resources and that there is no method to gauge a return on investment.

Implementation: *Includes legislative needs, program ideas or needs, strategies, etc. What groups are likely to support this recommendation and why?*

It is recommended that the Commonwealth provide a grant of \$100,000 to study the existing staffing ratios of Virginia’s 15, four-year public institutions, and the 24, two-year public institutions. The study should include work-load assessments of campus law enforcement/security and campus victim services and provide recommended ratios for staffing so that survivors of sexual assault on Virginia’s campuses are not further victimized due to a lack of dedicated resources.

Support for the study can be expected from law enforcement, victim service entities, crime victims and related advocates. Upon conclusion of the study legislation may need to be introduced to mandate necessary requirements. Resistance is anticipated if the study concludes that Virginia’s

institutions are significantly understaffed in these areas and resources are required to create new positions.

Fiscal Impact: *Does this proposal require financial or personnel resources? Will it generate revenue? Will a Budget Amendment be necessary?*

The cost of the grant to conduct the study is estimated to be \$100,000. If statewide ratios are established, monitoring compliance could be costly due to the need to hire additional staff in these roles. The cost of salary and training of one (1) police or security official and one (1) victim service staff member at each institution might be at least \$50,000.