

Report of the Committee on the Safety Division

I. Introduction

The Committee on the Safety Division was constituted pursuant to a resolution of the Faculty Council of October 1, 1968. The resolution provided for the establishment of "a special Committee comprising three members of the faculty elected by the Faculty Council and two students selected by the Student Senate to study and report to the Faculty Council on the implications for the intellectual atmosphere and educational programs of the University of the functions, personnel, and equipment of the Safety Division on the Bloomington campus." The Committee was also instructed "to recommend structures and procedures for assuring to all components of the University community a continuing scrutiny of the operations of the Safety Division."

In discharging its responsibilities, the Committee has sought to gather as much as possible of the relevant data and to provide substantial opportunities to all segments of the University community to express their views to the Committee. In private interviews the Committee has talked with Captain William G. Spannuth and the other senior officers of the Safety Division. An extended meeting was held with the officers of the union which represents many University employees including a number of officers of the Safety Division. The Committee interviewed President (then Dean of Faculties) Joseph L. Sutton and Mr. Robert Burton, an aide to Vice President and Treasurer Joseph A. Franklin, under whose general administrative responsibility the Safety Division is now structured. To have the benefit of their expertise, the Committee heard at length from Professors Robert F. Borkenstein, James W. Osterburg, John H. Kragie, and Guillermo E. Davila of the Department of Police Administration. Finally, in order to appreciate more fully the interests of the city of Bloomington in the policing of the University campus, the Committee had an extended discussion with Mayor John H. Hooker of Bloomington.

In addition to the foregoing inquiries which were conducted in private meetings of the Committee, the Committee held public hearings to provide to students and faculty members opportunities to express their views. Public invitations were issued through the Indiana Daily Student and the Committee sent specific invitations to sixteen student organizations, three faculty organizations, Dr. Robert H. Shaffer (then Dean of Students), and a number of well-known student leaders in their individual capacities. While the responses to these invitations were more limited than the Committee would have liked, the public hearings did produce a substantial body of testimony which was of real benefit to the Committee in its deliberations.

In order that the Committee might have the benefit of the experience and insights of other universities, detailed inquiries were made at twelve institutions. The Committee expresses its sincere appreciation to the administrative officers and certain members of the faculties of the following universities for their generous cooperation: Cornell University, University of Iowa, University of Michigan, Michigan State University, University of Minnesota, University of Missouri, Northwestern University, University of Notre Dame, Ohio State University, Purdue University, Wayne State University and the University of Wisconsin.* The data gathered from these institutions is difficult to summarize, and the Committee will make no effort to present it systematically in this report. It was of significance to the Committee, however, and at appropriate places in the report specific references to it will be made.

Within this University the Committee received the fullest cooperation and substantial bodies of data from Captain Spannuth and his staff in the Safety Division and from Vice President Franklin and his staff. Uniquely valuable assistance was provided to the Committee by Professor James W. Osterburg of the Department of Police Administration who not only gave the Committee the benefit of his experience and judgment but also provided a continuing flow of helpful references to the current literature in Police Administration. In early 1968, Professors John H. Kragie and Guillermo E. Davila of the Department of Police Administration were asked by Vice President Franklin to conduct an extended study of the Safety Division and to prepare reports for his information and guidance. The two reports completed thus far have been made available to the Committee and have served to enable it to focus its attention on overall policy questions rather than detailed matters of police administration with respect to which the Committee can claim no relevant competences. To all of these colleagues in the University the Committee wishes to express its sincere appreciation for their cooperation and assistance.

II. Functions of the Security Division

A. Basic Role

Since the Committee undertook a fundamental review of the Safety Division in all of its aspects, it began with consideration of the question whether the University should make its own provision for police services or should rely upon the agencies of the general community in which it is situated. In an earlier period when universities were small, closely knit communities, special provision for policing their campuses was not thought

*After the report was drafted, information was received from the University of Illinois.

necessary. Few would argue for such a position today, when many institutions, including Indiana University, have reached a size beyond that of many municipalities. Within the University community itself there is sufficient potential for anti-social conduct that police service is essential. That necessity is further emphasized by the fact that the University campus is not isolated; it has no walls separating it from the community outside. As a consequence, it is open to transients who may be inclined to prey upon the high concentration of persons and property on the campus. It is a well-known fact that serious crimes do occur on university campuses, and it is generally recognized that protection must be provided the University community as one of the basic requirements for an orderly academic environment.

The Committee not only recognizes the need for police services on the campuses but is also convinced that such services should be provided by personnel employed, trained, and directed by the University. By maintaining such an agency, the University enjoys a unique opportunity to give leadership in the development of security methods and career personnel without the usual constraints imposed upon the more traditional public security agencies. The size of the University security force allows for more experimentation and innovation in these areas than is usually feasible. Improved understanding of and sensitivity to the needs peculiar to the community can be developed. The current national emphasis on police-community relations emphasizes the need for new programs and studies in this area. A model security agency at the University with the backing and encouragement of all relevant disciplines would not only benefit the University community but would have important ramifications for the city, state and the nation. The Committee has also had every indication that the Bloomington authorities prefer that Indiana University provide its own security except under unusual circumstances, and would not find it feasible to supply some of the services now provided internally. For very practical reasons it would require considerable reorientation of thinking, manpower and financial support for an external agency to take over the University's present security functions. It is the Committee's belief, therefore, that Indiana University should continue to assume the primary responsibility for policing the campus area through use of its own personnel.

It follows from the foregoing views that the University's security personnel should derive their powers as police officers from the University itself and not from an outside agency. A number of the current officers of the Safety Division have been deputized by the Sheriff of Monroe County. Relations between the Sheriff's department and the Safety Division have been close and cooperative, and the Committee has no reason to believe that these relations are in jeopardy. At the same time, it would not be unreasonable for the Sheriff to believe that he should be in a position to exercise some measure of supervision and control over officers of the Safety Division whom he has deputized. Particularly in view of some of the innovations the Committee will recommend, it believes it important that steps be taken to establish

within the University a secure source of police power. The Committee, therefore, recommends that draft legislation authorizing the Board of Trustees of the University to grant to certain of its employees the powers of police officers should be prepared and submitted for consideration to the appropriate state authorities.

The students, faculty, and staff of Indiana University are a part of the greater community and are therefore subject fully to the ordinary law laid down by city, state, and federal authorities. Probably the most significant part of the function of the police agency within the University will relate to the enforcement of this body of law. In addition, the Committee recognizes that the University itself is an appropriate regulatory authority for many purposes. To be sure, the scope of that regulatory responsibility is a changing concept. Regulation which seemed proper to the last generation is frequently called into question today. It is not the responsibility of this Committee to recommend a precise delimitation of the scope of appropriate University regulation. Even if the frequently criticized in loco parentis responsibility be rejected by the University, it is clear that the University retains a broad responsibility for enacting and enforcing regulations necessary for the support and protection of its functions. For example, much regulation is designed to protect the integrity of the basic education process itself; since the University is the owner and operator of extensive residential facilities for students, a body of regulation must be concerned with the protection of the living environment so as to provide the necessary atmosphere for the academic and social development of the students; other regulation may be essential for the orderly conduct of appropriate extracurricular activities. It is the view of the Committee that all University regulation must be justified on the basis of the University's responsibility to maintain the proper environment for the development of the intellectual and social life of all segments of the University community.

While the regulatory responsibility of the University itself is broad, it is the Committee's view that relatively little, if any, of the University's own regulation properly involves the use of the security force. Enforcement of academic regulations is the appropriate province of the faculty and academic officers of the University. Regulation of student life in University residential facilities should be enforced by counselors, the office of the Dean of Students, and the machinery of student government which exists in the University. The Committee sees no utility in University regulation which merely restates norms imposed by the civil law. If serious misconduct by students, faculty or outsiders occurs on the University campus, it should in general be the policy of the University to rely on legal processes rather than University discipline, even though the basic police function with respect to such conduct may be carried out by officers of the University's own security division. In general, therefore, the central function the Committee would assign to the security personnel is the enforcement on the campus of the ordinary law of the land.

B. Present Functions of the Safety Division

It is necessary to analyze briefly the current functions of the Safety Division in order to provide the basis for the Committee's recommendations on the reorganization or re-allocation of functions. One of the most important present functions of the Safety Division is the patrol function. It is recognized that the high visibility of the patrol to the public tends to reduce certain types of crimes such as assault and theft by limiting the opportunity for such crimes to be committed successfully. Also included in the patrol function are auxiliary duties such as money transfer, ambulance service, and general public assistance. The regulation of moving traffic and the enforcement of parking rules are Division functions which partly overlap the function of patrol. Included with general control of the flow of traffic are the investigation of accidents and care for the injured. Another function of the present Safety Division is that of investigation of alleged violations of criminal law. Information is gathered for crime prevention and apprehension of criminals. This function at present represents a small fraction of the total man hours spent by the Safety Division, but is still an important service. Finally, the present Safety Division is responsible for plant security and fire safety. These functions include the provision of watchmen services and building inspection for the elimination of fire hazards.

The foregoing categorization is now reflected clearly in the classification of personnel and their assignment within the Safety Division. The basic police functions are committed to 42 officers, all of whom are deputized by the Sheriff of Monroe County. Some of the police officers are assigned specifically to parking regulation, thereby freeing part of the patrol for other law enforcement functions. In addition, one woman is assigned exclusively to the enforcement of parking regulations. Plant security functions are performed by 19 non-deputized watchmen and 7 safety engineers and building inspectors.

C. Reorganization of Functions

Many factors suggest the wisdom of recognizing the important differences in the various functions now performed by the Safety Division and of regrouping them in separate organizations. Basic police services involve frequent and substantial contacts with the public, both members of the University community and outsiders. It has proved difficult for the University to recruit and retain officers of the qualification necessary for these tasks within the limits imposed by the Service and Maintenance categories now used in the Safety Division. If the security agency were confined to the more sophisticated functions of patrol, investigation, and moving traffic regulation, it would be appropriate to establish a technical grade

classification within the University personnel system specifically for security officers. Involving higher requirements for employment and substantial in-service training, these new grades would merit higher pay scales. Improved morale among security officers should result.

Police services necessitated by moving traffic are properly grouped with the basic police functions. On the other hand, the registration of automobiles* and the supervision of University parking lots do not appear to the Committee to require personnel of the same character or qualification as do police activities. The provision of parking facilities on the campus and the enforcement of necessary parking regulations present most frequently and sharply the familiar abrasions between campus police officers and both members of the University community and visitors. The Committee believes that these abrasions serve to magnify the easily detected alienation between much of the community and officers of the Safety Division. This fact alone would argue strongly for the separation of responsibility for the parking scheme from the provision of basic police services.

The functions of building security and fire safety also appear to be more appropriate to the Physical Plant operation than to a security agency. This follows from the integral relationship between the maintenance of the physical plant and its safety and security. Personnel committed to these plant security functions appear to be assigned quite properly to the general Service and Maintenance personnel categories.

It is the Committee's recommendation, therefore, that the current functions of the Safety Division be divided into plant security services and police services, with enforcement of parking regulations being categorized with the former and the control of moving traffic with the latter. The Committee will recommend appropriate administrative structures for this regrouping of functions in Part V of the report.

*Questions have been raised regarding the utility and justification of the current vehicular registration, but the Committee believes these questions are beyond the responsibility assigned to it. It would recommend, however, that the Parking Committee, which it assumes to be the relevant policy group, should re-examine the present registration scheme.

D. Special Considerations

The Committee is aware that much of the current concern over police agencies and activities is related to various types of student activism and to the possibility of disruptive demonstrations on the campus. While Indiana University has been fortunate thus far in avoiding large, prolonged, and disruptive demonstrations, this fact should not be permitted to delay or forestall careful consideration of the problems of dealing with such a demonstration within the University community.

The Committee believes in the soundness of the stated policy of the University which favors the widest opportunities for students and other members of the University community to express their views on issues of current concern by all peaceful means, including demonstrations, but firmly refuses to tolerate the disruption of legitimate processes of the University. The Committee recognizes that the line between vigorous but legitimate expression of views through demonstrations and illegitimate disruption of the University may be difficult to draw in some circumstances. Doubt as to the side of the line on which a particular demonstration falls may often be best resolved in favor of regarding it as legitimate protest and therefore as not necessitating police intervention except to assure the appropriate flow of traffic and the safety of the demonstrators. The Committee believes that the determination of the character of a demonstration should be the responsibility of a senior academic officer of the University whose active involvement at the scene may serve frequently to keep a demonstration from developing into disruption.

When a determination has been made that a demonstration has exceeded the bounds of legitimacy, extremely difficult problems relating to the intervention of police remain. An illegitimate but peaceful demonstration, for example by the occupation of a University building, can be converted into a violent confrontation by the imprudent use of police. In such circumstances University police officers, even though supplemented by outside forces, may be, indeed usually will be, substantially outnumbered. Much recent experience indicates that in these circumstances it is very difficult to assure that a demonstration can be controlled or a building cleared without the use of force which will appear to many disproportionate to the offense. Such force can readily consolidate the wavering or the neutral bystander into an active participant in a violent demonstration. Emotions tend to run very high on both sides, proper identification of offenders is difficult, and in the final outcome it may be impossible to determine whether the demonstrators or the police initiated excessive violence.

This Committee has neither the mandate nor the competence to make technical recommendations to guide the police in their handling of a potentially

violent, disruptive demonstration. Its concern is only to suggest general policy guidelines for use by academic officers of the University in determining when there is need for police involvement. In the Committee's view, it will in many instances be the path of wisdom not to respond with police action to an illegitimate disruptive demonstration but to rely primarily on continued processes of discussion and negotiation in an effort to terminate the disruption without violence. The Committee is clearly of the view, however, that such restraint on the part of the University does not and should not preclude later opportunities for the deliberative imposition of appropriate University or civil sanctions for improper or unlawful conduct by demonstrators. Such restraint on the part of the University itself will often serve to consolidate its support from all elements of the University, except that small group whose principal objective is disruption. The Committee recognizes, of course, that circumstances involving the immediate risk of injury to persons or property may arise so as to necessitate the prompt intervention of the police. Again, in the Committee's view, the identification of such circumstances should be the responsibility of a high-level administrative officer of the University who should be on the scene to provide adequate opportunity for the peaceful withdrawal of the demonstrators and to take every action reasonably available to see that violence by the demonstrators is not met by disproportionate violence on the part of the police.

In order for University officials and campus police to perform properly the various functions assigned to them above, it is highly desirable that information concerning planned demonstrations should be available to them. The Committee sincerely hopes that demonstration leaders will regularly provide this information for their own safety and for the protection of their right to the peaceful, nondisruptive expression of dissent. In any event, it is the Committee's view that University officials are acting entirely within the scope of their legitimate responsibility in seeking to remain informed on the plans of student groups who may contemplate a demonstration. Similarly, the Committee believes it entirely proper for University personnel to have at the scene of any demonstration sound recording equipment and cameras so as to make a proper record of occurrences for use in any subsequent disciplinary proceedings.

The foregoing suggestions may raise the specter of a type of political surveillance which all would recognize to be incompatible with the atmosphere essential to a University community. As a matter of fact, the Committee has received and investigated reports that the Safety Division has engaged in various types of political surveillance and in the accumulation of data on the political views and activities of students. The Committee finds as the only factual basis for such allegations that one officer of the Safety Division, acting on his individual initiative and not on the orders of his superiors in the Safety Division, according to the available evidence, did

attend certain student meetings, made misleading statements concerning his identity and purposes, made notes on the discussions in the meetings, interrogated and possibly harassed some students. The ultimate evaluation of such conduct on the part of this officer depends upon certain facts which are in doubt and probably, to some extent, upon the viewpoint of the evaluator. It is the Committee's view, however, that such activity on the part of the officer involved was improper and that it should be terminated. The Committee vigorously condemns any overt or covert surveillance of students to determine their political views or activities. The Committee is deeply convinced that it is improper for any University agency to maintain a political dossier on a student. Information acquired by University officials or officers of the Safety Division in order to respond properly to a planned demonstration should not be made a matter of permanent record, and any photographs, motion pictures, or sound tapes made in the context of a demonstration should be destroyed immediately if the demonstration has remained peaceful. If disruption has occurred, evidence of it should be used only in disciplinary proceedings growing out of the demonstration. Testimony received by the Committee indicates that this policy regarding photographs and tapes now obtains. However, the policy is not clearly understood in the student community, and it is easy for unfounded suspicions to prevail. The Committee believes that the full development of acceptable guidelines to control the activity of the University police officers and other personnel in connection with the gathering and dissemination of information on student political activities and appropriate publicity regarding these guidelines should be a matter of priority attention by the policy committee recommended in Part V of this report.

The Committee believes that all decisions on the release of information concerning students should be the responsibility of an academic officer or of the Dean of Students. Releases should be governed by clearly stated guidelines. At present, the Safety Division will release only arrest information on students, which is clearly of public record. The Committee believes, however, that even this information should be released only through a central academic officer or the Dean of Students. Such a policy could serve to eliminate the suspicion of improper releases of information by University security officers.

Number of Men	Present Salary Range	Salary Class
32	4775-5784	SMOL
3	4992-6084	SMOM
2	5258-6848	SMON
1	5520-6660	SMOP
1		ADOO
3		PROO

Table I

<u>Educational Level</u>	<u>Senior Staff</u>	<u>Desk Sergeants</u>	<u>Police Officers</u>	<u>Officers Resigned or Released Over Past 5 Years</u>			
7 years			1				
8	1		3	2			
9		1	2	1			
10		1	3	4			
11	1		1	2			
12	2		19	17			
13	1		1	1			
14		1	1	1			
15							
16	2		1				
<u>Age</u>	<u>Age at Appt.</u>	<u>Present Age</u>	<u>Age at Appt.</u>	<u>Present Age</u>	<u>Age at Appt.</u>	<u>Present Age</u>	
20 - 24			1	1	4	1	7
25 - 29			1		8	5	8
30 - 34	1	1			2	6	3
35 - 39	1			1	9	6	4
40 - 44	2				3	5	5
45 - 49	2	2	1		3	2	
50 - 54	1	1		1	3	2	1
55 - 59						5	1
60 - 64		2					
65 - 69		1					
<u>Civilian police experience prior to appointment</u>							
Yes	3		0		0		
No	4		3		32		

Table II

<u>Salary Class</u>	<u>Present Salary Range</u>	<u>Number of Men</u>
SMOL	4776-5784	32
SMOM	4992-6084	3
SMON	5256-6348	2
SMOP	5520-6696	1
ADOO	Administrative	1
PROO	Professional	3

III. Personnel

A. Present Personnel policies

1. Selection. The present policy of the Safety Division with respect to selection involves the application of five criteria. These are (1) six months' residence in Monroe County, (2) one year's residence in Indiana, (3) good moral character, (4) high school education, and (5) age between 21-35. The first two criteria are derived from state law governing the appointment of special deputy sheriffs. No tests of intelligence or personality are used in the selection process.

Insofar as these criteria relate to the quality of personnel, it is the view of the Committee that they are absolute minimum requirements. The University should not be satisfied by less, but it might actively consider asking for more. As will be noted later, however, the Committee is doubtful that criteria (1) and (2) are functionally justifiable. We shall indicate later the extent to which these minimum requirements are met.

2. Training. The training program of the Safety Division has two components. The first of these is an "indoctrination" period in which a new employee is assigned to a more experienced officer for a period of time to permit him to become familiar with procedure. The second component has to do with firearms training, in which the officer is instructed in target firing and provided practice on the pistol range. He must reach and maintain a level of proficiency common to police training. Other than this rather specific training in small arms firing and the less specific "familiarization" period we have found no other training procedures employed.

B. Qualifications of present personnel.

The Committee has examined the formal qualifications of the personnel of the division as of the Fall of 1968. We emphasize the time of the data collection because the specific details are constantly changing. We feel the data presented here are representative, but they may not correspond exactly to the state of affairs at the time this report is read. The data differ slightly from those reported earlier by Kragie and Davila.

Table I shows the age distribution and the distribution of years of education for three categories of personnel: police officers, desk sergeants, and those we have labelled senior officers. Table I also shows the civilian police experience prior to appointment in the Safety Division for these three groups of officers. Table II shows the salary distribution for all three categories of personnel combined.

C. Discussion

1. Some specific comments. The Committee wishes to emphasize that this section is not intended as an evaluation of, or an implicit criticism of, any individual in the Safety Division, whether a police officer or an administrative official. Nonetheless, we cannot abdicate our responsibility to call attention to certain features of the present division personnel.

It should be obvious from an examination of the data presented in the first two sections that there is a discrepancy between the qualifications of present police officers and the stated criteria for selection. For example, only twelve of the thirty-two police officers in our list are below the age of 35; only fourteen of the thirty-two were younger than 35 when appointed as police officers. Eleven of the thirty-two police officers have not completed high school.

The selection criteria for a police officer in the Safety Division and the salary scales indicate that no special emphasis has been given by the University to the desirability of acquiring specially trained personnel or individuals specially suited to benefit from a relevant training program. Personnel in the Safety Division share qualifications with other Service and Maintenance personnel in the University. Some of the officers had been custodians prior to accepting a position in the Safety Division, and several officers have resigned to accept jobs in other sections of Physical Plant. On the other hand, there is evidence in the list of individuals leaving the Division that there has been a more serious attempt to satisfy the age criterion. Of the 29 men leaving the Division on whom we have records, 18 were under the age of 35. This total of 18 out of 29 former officers is to be compared with the 12 officers under 35 years of age out of the 32 remaining on the staff. Thus, the data clearly show the difficulty encountered by the Division in retaining younger officers.

The only procedure that qualifies as a training program is sidearm target practice. The Committee agrees that this is a necessary part of training for any police officer who will be permitted to carry a sidearm. While necessary, it is clearly inadequate, even when coupled with "familiarization" training. There is no evidence of instruction in firearms usage in the broad sense, i. e., when to use firearms and how to use them under very different specialized situations. There is no evidence of training in traffic control or any of the other facets of function in the Division.

2. Some general comments. The Committee feels that the actual practices of selection and training employed by the Safety Division fall far short of what one might expect of a University unit. We do not feel, however, that this state of affairs is necessarily the fault of the Safety Division. With respect to selection, for example, the Division's stated criteria cannot be met from the labor pool to which it is now limited, that is, Monroe County, at least so long as service within the Division is compensated at current levels.

A central necessity of any successful selection program is that one have more applicants than one has positions to fill. Information presented to the Committee suggests that there are sometimes delays in finding an applicant when a position is available, and rarely are there more than one or two applicants.

The Committee finds it extremely difficult to assess the effectiveness of the present force of the Safety Division. There is not enough supervisory control and monitoring of the hour-to-hour and day-to-day activities of the personnel to provide an adequate factual basis for evaluation. Beyond the difficulty of assessing effectiveness in routine, or day-to-day activity, lies the imponderable of the quality of performance under emergency situations. If the latter evaluation can be extrapolated from training programs designed to prepare personnel for handling emergencies and other unusual circumstances, the lack of in-service training, noted previously, would cause the Committee to doubt the effectiveness of the Division. The Committee recognizes, however, that it does not have enough evidence to formulate an overall judgment on the effectiveness of the Safety Division.

The Committee is convinced that steps should be taken to improve the personnel practices of the Division. We recommend that substantial changes be made in the selection and training procedures. These changes are not suggested on the grounds that it can be proved that the present Division is ineffective. Rather, our philosophy has been that it is appropriate that the University take this opportunity to examine its approach not only to providing for its own police services but also to contributing more generally to the development of improved police personnel and agencies.

Once again we would urge that any practice be justified on functional grounds. Selection and training procedures should be instituted that are justified on the basis of existing or anticipated functions of the Division.

Among the most important purposes of selection and training procedures is the development of a greater understanding by the officer of the community he serves and a greater identification with it. One of the persistent themes in testimony concerning personnel heard by the Committee involved the problem of human relations. In this area the Committee feels that universities in general, and Indiana University in particular, could show substantial leadership in solving a problem that is of national significance. The University has an opportunity to be innovative and creative in this area. It possesses high-calibre faculties in Law, Police Administration, and the behavioral sciences, on which it could draw for implementing a substantial training program, involving instruction that would introduce the police officer to some of the fundamental principles in those areas that are most relevant to police function.

We do not wish, at this time, to outline the details of such a training program. It is clear, however, that much could be gained from a series of indoctrination lectures covering such matters as the constitutional guarantees for the rights of assembly, freedom of speech, and freedom of dissent. Such a program should also cover recent thinking with regard to police administration, such issues as the handling of large crowds by small number of police officers, techniques for avoiding confrontation, recent thinking on the use of weapons, and the importance of an extremely high threshold for retaliation. We can also see the need for instruction by members of either the Sociology or Psychology Departments on such matters as prejudice, group stereotyping, the role of certain external signs such as clothing, long hair, etc., as symbols. Training could be provided in the handling of verbal abuse and other techniques that are used as provocative measures by individuals who are attempting to cause physical confrontation. The staffing of such programs would require a commitment of time from faculty and staff of the University and such a commitment should be viewed as an important aspect of service to the University and the community. The Committee has been informed that Bloomington police officers would be encouraged to take advantage of such training programs if they were developed by the University.

Two personnel strategies for up-grading the Division have been discussed by the Committee. The first strategy is to attempt to build a permanent, carefully selected, professionally well-trained staff. The second strategy is to devise a procedure whereby the Division would contain a core of permanent, professionally trained personnel and a staff of competent officers who hold the remaining positions on a less permanent basis.

The first alternative has a number of advantages. It should maximize the possibility of developing a well coordinated police unit. If properly selected and trained this group of men could accumulate experience in a number of specific situations which frequently arise in the University community. By virtue of the cohesiveness and permanence of this group, the basis for high morale would be present.

The Committee sees many disadvantages in selecting this alternative, however. In order to attract the right kind of personnel and keep them in the Division it would be necessary to raise pay scales substantially. While the Committee believes that an appropriate police agency for the University may well require larger funding, careful cost analyses of proposed innovations are required. We feel that a conservative estimate of the increased cost to the University of such an up-grading would range from 60-90,000 dollars per year. A second disadvantage may be more significant. Because of the size of the Division we see substantial difficulty in providing enough steps or levels of responsibility to keep the most qualified officers. If they were retained by the necessary salary progression, we can see no way of avoiding undue

seniority of the patrol officer, though enforced retirement, after, say, 20 years or at some fixed age, could alleviate the problem.

A second strategy available to the University is to devise a plan whereby the resources of the University community could be used for recruiting and retaining police officers, many of them on less than a career basis. As one contemplates selection procedures that place an emphasis on educational background and younger personnel, one is immediately impressed with the observation that the University community provides a ready-made population from which to select such individuals. At a time when scholarship money is limited, when the possibility of increased fees will put additional economic barriers in the way of education for all, an approach which would provide an opportunity for the University to strengthen its services, provide additional support for education, and at the same time perhaps help to attract competent educated citizens into police work has many attractions.

While full articulation of such a program would require serious, detailed planning, the Committee sees a large number of potential advantages. In allowing for a cadre of permanent personnel, we see this system as incorporating the experience and training of highly qualified, career police officers. In attempting to enlist the services of young persons, interested in police work, while, at the same time, having them participate in the educative process of the University, we see two important gains: more highly qualified personnel for the University's own security service and a greater University contribution to the community in providing both experience and education to individuals who may be interested in going into police work as a career.

If this strategy were adopted, we would anticipate a substantial pool of possible employees. Although fees at state universities are small when compared with expenses of attending a private university, there are many potentially good students who cannot take advantage of opportunities for advanced education because of family responsibilities. Among them are individuals who have had some college education, who have been forced to quit school to take a job and, in fact, may have entered some form of police work. These individuals would be natural candidates for the program suggested under this second strategy. These are individuals demonstrably educable, interested in police work, and also interested in increasing their education. Many would still be young enough to meet the age requirements and would have the combination of interest in education and police work that would permit them to work effectively in an educational community. We see as a second possible source of supply returning military personnel, some of whom may have had some military police experience, yet have a fundamental interest in advancing their education to the point of finishing college, or possibly doing graduate work. We feel that such a group would also possess that

combination of identification with the academic community and an interest in police work that would provide the kind of effectiveness that should be sought by the University.

The Committee sees one other advantage to adopting this second strategy. This advantage has to do with financing. Under the Omnibus Crime Bill of 1968 federal assistance is made available to publicly funded police operations: for setting up model police forces and for scholarships in police training. It is the view of the Committee that a serious attempt to achieve excellence in this area could be substantially supported from federal funds.

One factor intimately affecting both personnel strategies is the current requirement of residence for stated periods in Indiana and in Monroe County. This requirement is imposed by the state law governing the appointment of special deputy sheriffs. It will continue to apply as long as University police officers derive their powers through deputization by the Sheriff of Monroe County. If restricted to the local labor pool, the University has little, if any, chance of meeting its needs for properly qualified police personnel, whether it opts for the first or second strategy discussed above. Therefore, in order to open the possibility of attracting qualified manpower from other parts of Indiana and from other states, the Committee strongly recommends an effort to secure enactment of legislation authorizing the Trustees of the University to confer police powers on certain employees subject to such qualifications as the Trustees may determine.

The question may be raised whether such young officers would command respect and trust of the academic community. It is our opinion that careful selection and close supervision of performance can accomplish this. Respect and trust are earned; they are not acquired automatically upon being sworn in as a deputy sheriff or when one receives permission to carry certain equipment. We are equally convinced that respect and trust are not lost if such symbols are absent. A second reservation might involve the question of the extent to which the University and the academic community could expect that such officers would show an objective dedication to their duties and responsibilities in the face of possible sympathy with, or antagonism toward, various individuals, groups or causes. We do not see this problem as being any greater under the new system proposed than it is at present. On the contrary, this problem would probably be less difficult if the security force were staffed by personnel of the type proposed.

Finally, the Committee sees one problem that lies between the question of administrative reorganization, which will be discussed in Part V, and the question of personnel practices. The present Director of the Safety Division and the most senior investigative officer are nearing retirement. The University may appropriately begin consideration of the qualifications to be sought in their replacements. The Committee is convinced that the nature of the police function within the University requires that someone with exten-

sive police experience be placed high in the administrative hierarchy of the Division and that the Division itself should be more closely related to the academic administration of the University. These two convictions suggest rather unusual restrictions on the kind of individual who should be considered qualified for the position of Director. It is the view of the Committee that this question requires serious discussion within the University. In using the term "police experience" the Committee would suggest that all police experience is not the same. Experience as a member of the military police is not the same as being a state trooper, and both of these are quite different from the experience that one obtains in a major metropolitan police force. The Committee does not feel competent to make recommendations on the exact qualification of the Director. We do suggest, however, that the most relevant qualification would arise from service in an urban police agency which has responsibility for a complex, culturally diverse community. We reemphasize that selection and training procedures should be based on existing and anticipated functions, and we recommend most strongly that this principle be applied with similar vigor in the selection of a Director.

It is not our intention to suggest directions or areas of emphasis in any School or Department within the University. Nonetheless, we would urge that as the next Director of the Division a person be sought who could hold a joint appointment in an academic division of the University. We suggest as the most obvious units the School of Law or the Department of Police Administration, but we do not mean to limit consideration to these two alternatives. We only stress the view that the new Director should have the background that would qualify him for a position as a senior officer in the Division and also for an academic appointment in some unit of the University.

IV. Weapons Available to the Safety Division

Police officers in the Safety Division now have available side arms, riot sticks and helmets, chemical mace, shot guns, a tear gas gun, and a tranquilizing gun. Side arms are provided by the individual officers; other weapons are provided by the Division. While several other types of police equipment are available to the Division, our interest here is limited to the available weapons. The report of Professors Kragie and Davila to Vice President Franklin considers more broadly the equipment needed by the Safety Division, and we commend that part of the report to the careful consideration of the appropriate University officers.

Under current regulations and practices all uniformed personnel of the Safety Division who are classified as police officers and who have been deputized by the Sheriff of Monroe County wear side arms during all duty

hours. The Department's shot guns and the tranquilizing gun are used for the control of animals on the campus; they fall beyond the range of our immediate interest. The tear gas gun and chemical mace have never been used.

The interest of the Committee in the issue of equipment for the Safety Division, indeed the very existence of the Committee, is intimately related to the concern expressed by many students and members of the faculty over the practice of the uniformed campus police of wearing side arms in the performance of all their duties. Since the side arms issue was remitted to arbitration in 1968, it is necessary to consider briefly the history of the problem, so that this Committee's study and its recommendations can be placed in proper perspective.

On October 30, 1967, a demonstration occurred in the School of Business building on the occasion of a recruitment visit by representatives of the Dow Chemical Company. When demonstrators penetrated prohibited areas of the building and refused to leave, they were arrested by a force including both officers of the Safety Division and Bloomington city police, and several were prosecuted for misdemeanors. The police officers involved wore side arms, but despite the fact that in the melee there was some violence, no officer drew or discharged a fire arm.

On November 1, 1967, former President Elvis Stahr issued instructions to Captain William G. Spannuth, Director of the Safety Division, that University police officers thereafter would not carry side arms during daylight hours. Subsequently, on March 7, 1968, following a series of conferences between representatives of the union of which a number of the police officers were members and officials of the University, revised instructions were issued by Captain Spannuth to the effect that University police officers would carry side arms during daylight hours when "(1) they were assigned to duty in patrol cars, (2) when they left patrol cars to apprehend known or observed law violators, and (3) when they were conducting investigations of criminal acts such as burglaries, robberies, muggings, etc." The revised regulation remained unsatisfactory to the officers of the Safety Division, and they initiated grievance proceedings in accordance with established University employment practices. The University did not contend that the side arms issue was not arbitrable as being within the proper range of "management prerogative". Rather, it requested the arbitrator, Mr. Sylvester Garrett, to consider and decide the issue on the basis of "the rule of reason". The Committee believes that the University's position on the arbitrability of the side arms issue was erroneous, since its implications go so intimately to educational policies of the University which fall within the necessary prerogative of the faculty. This view apparently was shared by the arbitrator, but since the parties had agreed to the arbitration on the basis of "the rule of reason", the arbitrator proceeded to decision. We make reference to this

point, not to criticize the earlier judgment of University officials, but to emphasize our view that the fundamental issue of policing the University campus and the manner of that policing is so intimately related to considerations of the campus environment and the educational policies to be implemented on the campus that the views of the faculty must be the decisive factor in resolving the issue.

The decision of the arbitrator was narrowly limited. He recommended that the presidential order restricting the wearing of side arms should be rescinded, on the ground that it was "formulated without sufficient advance consultation and detailed analysis of all relevant factors, including the problems and judgments of those directly concerned with police administration on the campus". He declared, however, that "once this norm [the wearing of side arms] is re-established, the University administration can proceed with developing sound long-range policies, in light of the need to meet changing conditions". The resolution of the Faculty Council creating this Committee and the study and report of this Committee are designed to implement the decision of the arbitrator and to formulate an acceptable long-range policy sensitively related to all the relevant factors.

As the arbitrator found and this Committee has confirmed, it has been standard practice since the reorganization of the Safety Division in the 1940's for campus police officers to wear side arms. The practice of two decades within the Safety Division finds support in the general practice of police agencies in the United States. These practices have now structured police attitudes and value perceptions. The police officers contend that side arms, along with the uniform and badge, are the traditional symbols of the profession and of the community's trust and confidence in it. They also offer certain functional arguments for the wearing of side arms, pointing to the fact that criminals are often armed and given to violence, so that for the proper performance of his duties and for his own self-defense the police officer should also have a weapon immediately available. Thus, the police officers view restrictions on the wearing of arms as impairments of their function and, implicitly at least, as unfair reflections upon the competence and responsibility of the officers. As has been noted, the arming of police officers has been the traditional practice in this country. In our survey of practices in certain other universities, the Committee has found that with one exception campus police forces have been armed. The single exception is on the Oakland campus of Michigan State University. Recently the sheriff of Suffolk County, Massachusetts, which includes Boston, disarmed some of his deputies in the performance of certain of their duties. In a few other countries, particularly Britain and its former colonial dependencies, the police conventionally do not wear side arms.

Before proceeding to our analysis and recommendations, a brief description of the actual use of side arms by the campus police and of relevant

training programs may be helpful. Only deputized officers of the Division are armed. Officers are not deputized after appointment in the Division until they have been instructed in the use of hand guns and have developed the requisite level of proficiency by range firing. It is noteworthy, however, that the training program of the Division includes only instruction in the use of the weapon. We have found no evidence of any training program or promulgated guidelines to indicate the circumstances in which the weapon may properly be used. In the memory of the current senior officers of the Division, only one campus police officer has drawn and fired his weapon in carrying out his duties; on this occasion the use was deemed improper and the officer was dismissed from the force. Captain Spannuth has issued instructions to officers that when they are policing a student protest demonstration they are to remove the bullets from their weapons and place the bullets in the pockets of their uniforms.

Most of the arguments on the side arms issue present, in the view of the Committee, largely a competition of symbols. Police officers argue for weapons as symbols of community trust; opponents argue against them as symbols of oppression. In analyzing the issue and in formulating its recommendations, the Committee believes that only functional justifications for weapons will suffice. The fact that a particular practice is traditional is not justification for its continuation. The Committee recognizes, of course, that traditional practices may help to structure police attitudes and that these attitudes in turn may have a bearing upon the functional quality of the police operation. This does not mean, however, that such attitudes can be made ultimately determinative. Similarly, the attitudes of student and faculty groups who object indiscriminately to all weapons as instruments of violence and oppression cannot fully determine sound policy. At the same time, those attitudes are entitled to consideration, since they are a component of the total atmosphere in which the educational processes must take place. On one important factor, however, which may have a significant effect in determining policy, the Committee has developed a clear conviction: on the weapons issue the burden is properly placed on those who would display and implicitly threaten to use deadly weapons to provide substantial justification for them in terms of needed functions within a community like the University.

In developing functional justifications and in carrying the burden of proof the Committee would impose on those arguing for the arming of police, there is a need for empirical evidence of a kind not readily available. The Committee is aware of the fact that the University community presents an attractive target to antisocial elements who might be inclined to prey upon it. Even the relatively unsophisticated statistics on campus crime now accumulated by the Safety Division indicate that the property and persons within the University community need protection, and that some of the antisocial acts involved, such as rape and robbery, are crimes of violence. It has been pointed out to the Committee that some of the criminals appearing on campus

will be armed, and it has been argued that the police, in order to apprehend offenders and to protect themselves, must also be armed. The Committee does not find these arguments fully persuasive, however. That the police are armed and that many criminals also carry weapons in the commission of their crimes are empirically beyond question. We regard it as no more than an open speculation, however, which of these data is the dependent and which the independent variable. It might be argued that the use of arms by criminals would substantially decrease if they did not face the prospect of encountering armed police. We need not generalize. At least on this campus, the case for routine arming of police officers is highly questionable. As has been pointed out, only one officer within memory has withdrawn his weapon and that was found to be improper. The need for a weapon in apprehending a fleeing offender seems to the Committee highly suspect. As Mr. Ramsey Clark, former Attorney General of the United States, observed recently, if a criminal would not be killed after conviction through due process of law, it seems at best anomalous to consider the possibility of killing him in order to apprehend him and bring him to trial. Needless to say, the use of a weapon to apprehend a fleeing offender in the context of a crowded community like this University presents substantial dangers to entirely innocent persons in the vicinity. The Committee is not insensitive to the interests of police officers in their own safety or to their right of self-defense. We believe, however, that the need to protect the police officer does not justify his carrying a weapon at all times. Regrettably, on occasion police officers are injured or even killed in the performance of their duties; it seems doubtful, however, that such hazards have reached proportions significantly out of line with the general level of hazard in our society. While the Committee has not collected full data on the incidence of police injuries and fatalities occurring in their contacts with criminals, we have discovered that the standard life insurance companies have not chosen to rate police officers as members of an ultrahazardous profession. This fact strongly suggests that the hazard to police officers themselves as a justification for their weapons has been seriously overdrawn.

On the currently available evidence, the Committee believes it is impossible either to establish functional justification for continuing the present police practice of wearing side arms at all times or to make the case for total disarming of the police. Development of sound policy requires continuing study of the police operation and its needs in terms of personnel, equipment, and other factors. As an interim measure, however, the Committee offers a limited recommendation for change: that the basic guideline, subject to certain defined exceptions, should be that University police officers not wear side arms during the daylight hours. This recommendation is based on the fact that more serious criminal acts, sometimes involving violence, tend to be concentrated in the hours of darkness. This basic guideline might have certain recognized exceptions. For example, the daytime transfer of a large sum of money might justify an armed police escort or an officer sent

to apprehend an offender known to be armed might carry a weapon for self defense. If officers are themselves unarmed, it might be appropriate for them to have their side arms in the locked trunk of their patrol car to assure ready availability if they are in fact needed.

The Committee offers the foregoing suggestions as steps toward the definition of a reasonable interim policy. We would re-emphasize that we do not believe the case has been fully and persuasively made for routine arming of the University police officers during the hours of darkness or for the suggested exceptions in daylight hours. Continuing study may well demonstrate that justification does not exist for even the restricted use of side arms proposed. When justification grounded on function has been found wanting, University policy on side arms should be revised.

While most campus protest demonstrations fall within the daylight hours and, under the general guideline proposed, would be policed by unarmed officers, the Committee believes that the policing of demonstrations requires special consideration. It is among students most likely to be involved in such demonstrations that the police, and especially armed police, are most frequently viewed as symbols of oppression. The use of side arms would seem therefore to increase the likelihood of charges, founded or unfounded, of "police brutality" and to constitute a provocation to escalation of the disruptive aspects of a demonstration. The fact that under existing directives from Captain Spannuth University police officers unload their weapons on being assigned to the policing of the demonstration seems to indicate clearly that none of the possibly legitimate functional justifications for side arms obtain in the demonstration context. This point is further emphasized by the fact that the group being policed in a demonstration is not that outside criminal element to which reference is conventionally made when proponents seek to justify the wearing of side arms. It is the Committee's conviction, therefore, that side arms are never justified when University police officers are participating in the control of a campus protest demonstration.

This viewpoint was clearly shared by the arbitrator, Mr. Garrett. He said: "It seems clear that the use of fire arms in handling student protest demonstrations is probably unnecessary, inflammatory, and potentially dangerous." As part of his recommendations he declared:

"Special procedures for dealing with student demonstrations are in order. Insofar as the campus police are concerned, such special procedures should recognize that, in balance, it is inappropriate for campus police officers to carry fire arms at such times. This policy can be effectuated by having campus police present as required (a) either out of uniform or (b) unarmed if in uniform. The decision as to which of these (or other) alternatives may be preferable in respect to student demonstrations should be made by the University administration, following full consideration of the views and recommendations of the Director of the Safety Division."

The Committee joins the arbitrator in this conclusion and therefore recommends that side arms be prohibited in the policing of all campus protest demonstrations whether such demonstrations occur in the hours of daylight or darkness.

Resolution of the issue of wearing side arms does not solve all of the problems presented by an armed police force. The problem remains of devising appropriate guidelines for the actual use of a weapon by a police officer and of assuring the appropriate level of supervision to make the guidelines effective. An example of such guidelines is provided by the report from Professors Kragie and Davila of the Department of Police Administration to Vice President Franklin which recommended:

"Firearms

- A. For his own protection as well as the protection of the public, it is expected that every police officer will be thoroughly informed on when he has the right to use a firearm, and when he does not have the right. It should be understood that Safety Division policy on use of firearms is more restrictive than the authority provided by law.
- B. An officer will use his firearm only in the following cases:
 - 1. In defense of his own life or the life of another person.
 - 2. In apprehending a dangerous felon escaping from or wanted for a commission of a felony involving violence against another, and only when all other reasonable means of apprehension have failed or cannot be used.
 - 3. In overcoming resistance to arrest by a felon where all other means of force necessary to overcome resistance have been attempted and proven inadequate.
 - 4. Officers must understand that the use of deadly force to apprehend an escaping felon must be limited to only the most critical of circumstances wherein it is known that the continued freedom of the felon could result in the loss of life to another person.
- C. Officers shall not fire their weapons at fleeing vehicles, except in cases where the vehicle occupant is known to be a dangerous felon and only when the shots fired or the possible crash of the vehicle would not endanger other persons.
- D. Officers shall not use firearms against juvenile offenders except in defense of himself or another person.
- E. Officers shall never fire warning shots under any circumstances.

- F. Officers shall never use firearms to intimidate another person except in defense of his own or another persons life.
- G. Whenever a weapon is drawn, displayed, or fired by an officer, except on a pistol range, the officer shall make a written report of the incident explaining the circumstances. When appropriate, this action can be included in the incident report itself."

The Committee believes these recommendations provide a starting point for the formulation of a necessary firearms policy within the Safety Division, and we recommend that guidelines be developed and that all police officers in the Safety Division be fully instructed with respect to them. In addition to fire arms, the guidelines should cover the use of non-lethal weapons such as tear gas and chemical mace. With respect to the latter particularly, the Committee is informed that scientific evidence on the results of its use is not sufficient at this time to justify relying on it except within stringently defined limits.

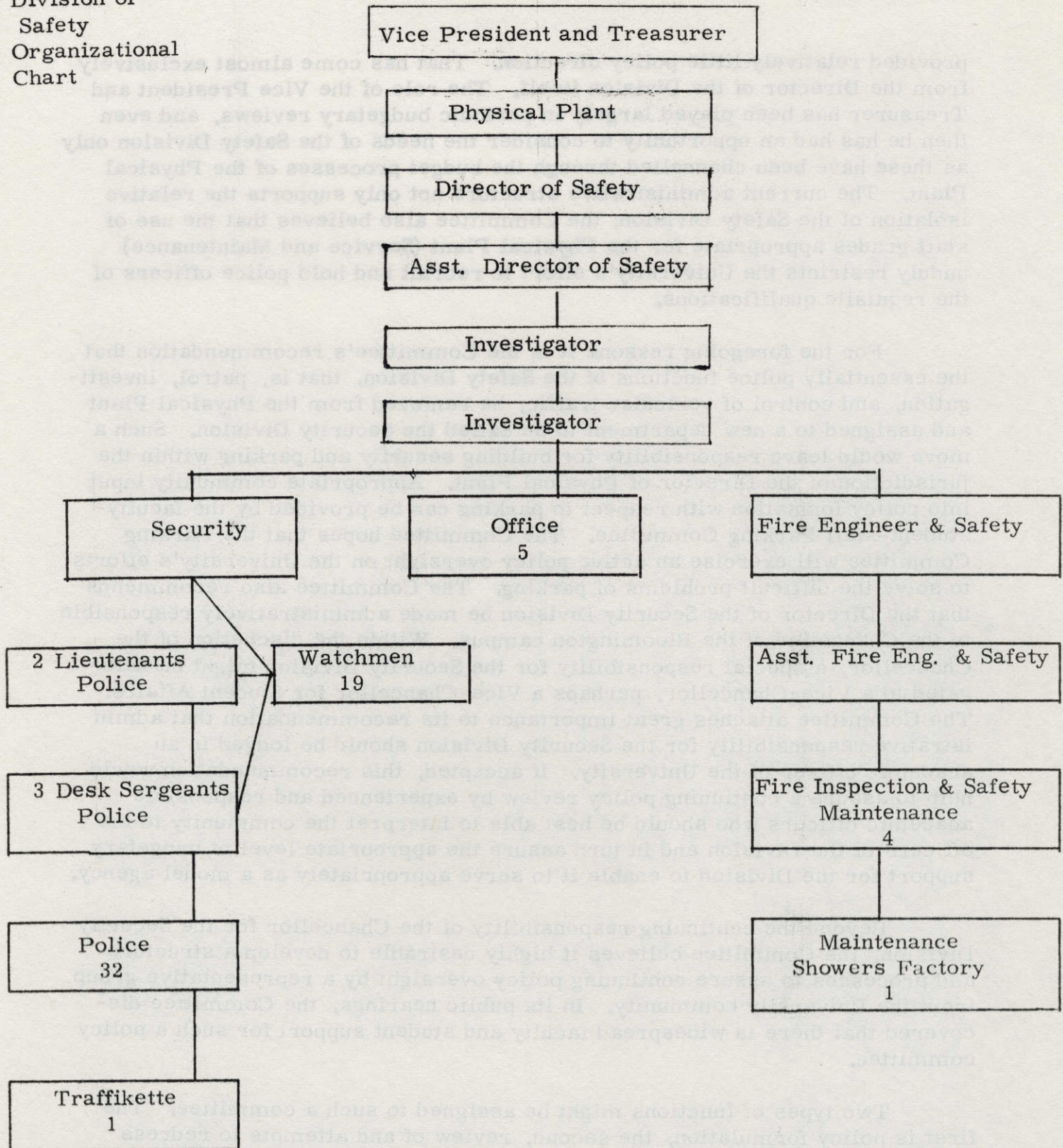
V. Organization and Administration

At this time the University's Safety Division is structured within the Physical Plant Department (see Table 3). The Director of the Division is responsible through the Director of Physical Plant to the Vice President and Treasurer. In the Committee's survey of police services in other universities, it has found a similar organizational structure relatively common. When such a structure was initially adopted, the justification doubtless rested largely on the fact that personnel of the Safety Division provided most of the service relevant to building security.

The Committee believes that the unification of all of the present functions of the Safety Division within one organizational structure and the allocation of central administration responsibility for that Division to the Vice President and Treasurer present a number of problems. Some of these have been suggested in Part II, where the current functions of the Safety Division were analyzed and a reorganization of those functions was recommended. In further support of its recommendation on the reorganization of functions and the modification of administrative structures, the Committee would emphasize its belief that the present arrangement unduly insulates the police function of the Safety Division from needed policy guidance. It is the Committee's impression that except in unusual circumstances, such as those developing after the Dow demonstrations in late 1967, the senior officials of the University have

Division of
Safety
Organizational
Chart

Table III



provided relatively little policy direction. That has come almost exclusively from the Director of the Division itself. The role of the Vice President and Treasurer has been played largely in periodic budgetary reviews, and even then he has had an opportunity to consider the needs of the Safety Division only as these have been channelled through the budget processes of the Physical Plant. The current administrative structure not only supports the relative isolation of the Safety Division; the Committee also believes that the use of staff grades appropriate for the Physical Plant (Service and Maintenance) unduly restricts the University's effort to recruit and hold police officers of the requisite qualifications.

For the foregoing reasons it is the Committee's recommendation that the essentially police functions of the Safety Division, that is, patrol, investigation, and control of vehicular traffic, be removed from the Physical Plant and assigned to a new department to be called the Security Division. Such a move would leave responsibility for building security and parking within the jurisdiction of the Director of Physical Plant. Appropriate community input into policy formation with respect to parking can be provided by the faculty-student-staff Parking Committee. The Committee hopes that the Parking Committee will exercise an active policy oversight on the University's efforts to solve the difficult problems of parking. The Committee also recommends that the Director of the Security Division be made administratively responsible to the Chancellor of the Bloomington campus. Within the discretion of the Chancellor, a special responsibility for the Security Division might be delegated to a Vice-Chancellor, perhaps a Vice-Chancellor for Student Affairs. The Committee attaches great importance to its recommendation that administrative responsibility for the Security Division should be lodged in an academic officer of the University. If accepted, this recommendation would help to assure a continuing policy review by experienced and responsible academic officers who should be best able to interpret the community to the officers of the Division and in turn assure the appropriate level of budgetary support for the Division to enable it to serve appropriately as a model agency.

Beyond the continuing responsibility of the Chancellor for the Security Division, the Committee believes it highly desirable to develop a structure and processes to assure continuing policy oversight by a representative group from the University community. In its public hearings, the Committee discovered that there is widespread faculty and student support for such a policy committee.

Two types of functions might be assigned to such a committee. The first is policy formulation, the second, review of and attempts to redress specific grievances which may arise out of the activities of the Division. In the Committee's view, it is of doubtful wisdom to combine both of these functions in a single committee. At present, the Committee is not convinced that a grievance board is needed. If policy is properly formulated after full

consideration by the policy group and its implementation is kept under continuing review by the Chancellor or a Vice-Chancellor, the need for a review board may never arise. What is needed at this time is a representative committee, advisory to the Chancellor, on Security Division policy. The Committee therefore recommends that such a policy committee be constituted with the following membership: four members of the faculty elected by the Faculty Council, four student members elected by the Student Senate, the Dean of Students, one member selected by the Staff Council, one member selected by Local 832 of The American Federation of State, County and Municipal Employees, AFL-CIO, and the Director of the Security Division.

VI. Summary of Recommendations

In order to facilitate discussion and decision by the Faculty Council, the Committee summarizes below the recommendations offered in this report:

1. That the University prepare and submit for consideration to the appropriate state authorities draft legislation authorizing the Trustees to grant to certain of its employees the powers of police officers.
2. That the functions of plant security and supervision of University parking facilities be separated administratively from the provision of basic police services; that the functions and personnel relevant to building security and supervision of parking facilities be retained in Physical Plant; that responsibility for basic police services and control of moving traffic be committed to a new Security Division to be responsible directly to the Chancellor of the Bloomington campus.
3. That the University commit responsibility for decision on the intervention of police in a demonstration to a senior academic officer of the University and that such intervention be approved only when circumstances indicate a serious and immediate risk of injury or damage to persons or property.
4. That such restraint, mentioned in 3, be coupled with the deliberative imposition of University or civil discipline for the undue disruption of University activities.
5. That University officers seek to remain informed on planned demonstrations and to preserve a record on film and sound tape of activities at demonstrations, but that such records be destroyed immediately if the

demonstration remains non-disruptive, and, if disruption develops, that such records be utilized only in appropriate disciplinary proceedings on the authorization of a senior officer of the University.

6. That no political dossier be maintained on any student and that responsibility for releasing any information from a student's file be unified under a responsible University officer.

7. That the development of appropriate guidelines to control the gathering and dissemination of information on student political activities and appropriate publicity on these guidelines be given priority attention by the proposed Policy Committee on The Security Division.

8. That in-service training programs relevant to all functions of the Security Division be developed. Most important among these would be training in human relations to sensitize officers to the characteristics and values of a complex, culturally diverse community.

9. That the Security Division be staffed by a core of permanent, professionally trained personnel and a staff of officers who combine part-time service in the Division with participation in a degree program in an academic unit of the University.

10. That new technical grades be developed to reflect various levels of competence and responsibility of Security Division personnel.

11. That the criteria of appointment requiring a period of residence in Indiana and in Monroe County be eliminated.

12. That the University in appointing the next Director of the Security Division seek a man with a significant experience in police work and other qualifications which would make him eligible for appointment to the faculty of the University.

13. That the University recognize as justification for any weapons used by Security Division personnel only their necessity for the performance of functions assigned to the Division.

14. That such functions and the weapons they require be kept under continuing scrutiny by the Policy Committee with the objective of restricting the display of weapons to the minimum consistent with unimpaired function of the officers.

15. That no present need be recognized for side arms on Security Division personnel engaged in routine daylight patrol.

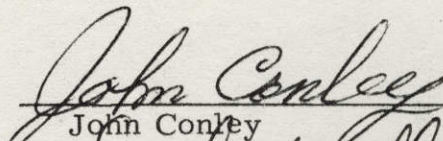
16. That no side arms be worn in the policing of any student demonstration.

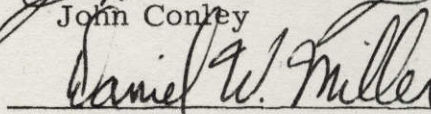
17. That the Policy Committee give priority attention to the matter of developing detailed guidelines on the use of weapons by officers of the Security Division and that all officers be fully instructed on such guidelines.

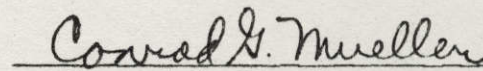
18. That a Policy Committee on the Security Division, advisory to the Chancellor, be constituted with the following membership:

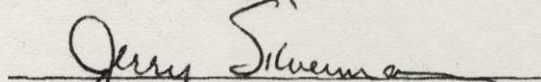
- a) 4 members of the faculty elected by the Faculty Council;
- b) 4 students elected by the Student Senate;
- c) the Dean of Students;
- d) one member selected by the Staff Council;
- e) one member selected by Local 832 of the American Federation of State, County and Municipal Employees, AFL-CIO;
- f) the Director of the Security Division.


Respectfully submitted,


John Conley


Daniel W. Miller


Conrad G. Mueller


Jerry Silverman


William B. Harvey, Chairman