

LAW ENFORCEMENT MANAGEMENT INSTITUTE

**A DEVELOPMENT PROCESS OF CAMPUS POLICE AGENCIES:**  
**A STUDY OF THE HISTORY, SECURITY, AND NECESSITY**

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## INTRODUCTION

The purpose of this study is to examine and analyze:  
"Is/was law enforcement different in the campus environment from law enforcement in the City/State environment?" and, "Why are officers on campuses treated differently even though they have received the same training as municipal/state officers."

The campus officers are often referred to as "security". In William C. Burton's, Legal Thesaurus, security is listed as "accommodation (backing), assurance, asylum (protection)...Security officer is shown as peace officer. Peace officer is shown as marshal. Peace officer is shown as police. Police is shown as censor, moderate (preside over), patrol, peace officer, regulate (manage), rule (govern). Police officer is shown as peace officer. Police officer is shown as police". The term security is general enough to be used in many functions. When referring to law enforcement, security officer is a legal synonym for peace officer.

Police officers serve in townships and communities. Sheriff deputies serve in counties. State police officers serve throughout the states in assigned group(s) of counties. Campus police officers serve on campuses. Each of these groups of law enforcement officers are readily recognized as licensed peace officers with all the authority vested to police. The "campus security" is not generally accepted as police officers. They are generally thought to serve in the role of a "night watchman", a person that stays inside a group of buildings at night with a flashlight, checking rooms and offices.

The next step in this study of campus policing was to research the historical record of the Police Department at Texas College of Osteopathic Medicine (TCOM) and the circumstances leading to the hiring of licensed police officers as opposed to "night watchmen". This paper serves as a history for new officers hired by TCOM and shows the development stages and progress made by the Department.

This paper also considers the history of campus police, security, and public safety departments in the college settings in the United States. In comparing the histories, of early municipal departments and campus police departments with TCOM, many similarities are disclosed. Many who serve in campus law enforcement and are certified officers, think that campus, municipal, county, and state police officers are in the same profession, that of performing the duties of a police officer in their respective jurisdictions.

## II

"CAMPUS COPS-EARLY HISTORY"

The first campus community established on American soil was Harvard University in 1636, long before the United States declared independence as a nation. The university president and his faculty were the moral authority in this early college community, authority that was described as superior to that of law. The fear of God and expulsion from the college were all the security measures needed by this early university. Various levels of staff, the janitor, the proctor, the watchman, and guard performed acts today considered the responsibility of campus police officers. The early janitor-watchman reported to the faculty chairman of grounds committee.

In 1656, an act by the Massachusetts General Court, empowered the president of Harvard and his faculty with the authority to punish all misdemeanors by fines or whippings in the hall. This placed the Harvard youths legally under the justice imposed by the president and his faculty. The janitor-watchmen job was to look for the threat of fires, night prowlers and indians and to lock doors in order to protect the grounds and buildings.<sup>1</sup>

Schools offering military training relied on the military system for maintaining order. The commandant was especially charged with the details of policing the campus with the help of various cadet officers who were expected to exact obedience from their subordinates and to report in writing the infractions of

the rules.

In some situations private detectives were hired for special investigations involving major unsolved cases of a serious nature. The use of private detectives on campus did not preclude the presence of local police officers from adjacent jurisdictions. Their enforcement forays onto the university campus generally ended with ill feelings.

The first campus police department was established at Yale University in 1894, out of necessity. Yale University campus was located in the middle of the city of New Haven, Connecticut. The students and townspeople relationships became strained. Confrontations between townspeople and the students were escalating to full scale riots. Students and police were having bloody battles. After one of these riots, a Towngown ad hoc committee was formed. The committee wanted the city police department to assign officers to the campus to form a more stable relationship with the students. The New Haven police department asked for two volunteers to work on campus as a duty assignment. Officers William Weiser and James Donnely took the assignment. They would leave the New Haven Police department and walk over to the Yale campus each day. At the end of their shift they would return to the New Haven Police department before going off duty. The officers were successful in establishing a rapport with the students. However, members of the campus community did not like the officers returning to the New Haven Police department at the end of their shift. They did not want Yale campus business

shared with the community.

In 1894 the two officers were hired by Yale University, with their arrest authority from the city of New Haven. Officer Weiser served as Chief in this newly formed campus police department of Yale University.

In 1914, Chief Wieser wrote a book entitled Yale Memories in which he saw a need to promote good student relations. He stated that the most important function of the campus police department was to "protect the students , their property and the property of the university". This is true of today's college campuses.

The campus communities continued to separate their community people and business from the outsiders. This separation combined with university administrative authority, describes campus law enforcement though the early 1900's. Police officers were of little need throughout this peaceful historical period.

As there was little need for campus law enforcement, local police handled infrequent problems. The position of "watchmen" in the 1920's and 1930's, emerged. These watchmen operated out of the Building and Grounds department or Physical Plant department. Their duties were to perform clock tours, close and lock doors. The watchmen also tended to boilers and performed other maintenance duties. Watchmen began to take on other duties in the enforcement of campus rules; rules, such as violations of curfew rules, and keeping members of the opposite sex out of the dorms. These watchmen were called "campus cops" but they

reported very few violations to the dean for discipline.

By the 1950's, hiring of retired certified police officers became the practice, because some campus administrators felt they should have some semblance of police presence. These senior citizens structured their departments on campus much like the ones from which they had retired. Their attention turned to the protection of college property. The officers' pay was very low and their departments worked out of Building and Grounds or Physical Plant Departments<sup>2</sup>.



### III

#### CAMPUS - OUT OF CONTROL

The 1960's and 1970's brought difficult times to the campus communities. A quiet, intellectual society was suddenly bombarded with rebellious and violent students.

#### The Report of the President's Commission on Campus

Unrest[1971], noted:

Many universities...have the attributes and managerial problems of civil communities. They are the scene of growing numbers of demonstrations and of increasing rate and variety of crime. In addition, more non-students are present on those campuses that ever before [p.132].

Many universities found that campuses located within cities, coupled with expanding enrollments rapidly brought more problems. Growth brought more pedestrian and vehicle problems to campus. Additional housing and classrooms were in demand. Academic freedom meant the right to disorder rather than the unrestricted pursuit and debate of knowledge. In this time of distressful uncertainty for students, campus theories did not meet society's realities. Students addressed this chaos with increasing acts of disorder and crime.

#### Open Campus

The 1960's also marked the beginning of the "open campus." Open campuses allowed anyone to move through the campus community virtually unrestricted. The campus became a gathering place for all young people: school drop-outs, hippies, yippies, political and social activist, and revolutionaries. This concept of the open campus was well intentioned, but such freedom opened the

university campus to a host of "parasitic undesirables" who were not above involving themselves in various forms of inappropriate and criminal behavior (Powell, 1971c).

### The Student Revolts

The beginning of the student revolution in the United States began in nineteen sixty-four (U. S. News, May, 1970) p. 28. Students were using campuses to question the American society. No one area of campus was immune from the heated opinions that eventually led to physical confrontations on campuses across the nation. This new environment demanded change in the role of campus police.

During the 1960's, college and university administrators found their understaffed, poorly trained security departments could not cope with the level of demonstrations and thus summoned local law enforcement to assist in maintaining order. However, the outside police were found to be unprepared and insensitive to the college community. Campus disturbances created demand for better educated, trained, responsible personnel to deal with university problems. The days of untrained security guards who call the "real police" if something happened were over. Many campus administrators copied the Yale University police department. From this period emerged a professional security approach.

The 1970 shooting of several students by the National Guard at Kent State University in Ohio led universities to control their own campuses rather than calling on outside police

agencies. Campus administrators turned their attention internally instead of seeking an external assistance first. The security or campus police were thought to be the best resource to quell student disorder (President's Commission on Campus Unrest, 1971, p. 131). Many regarded security or campus police departments as necessary but unimportant until Kent State. Campus enforcement began to address security on campus and its buildings, pedestrian and traffic safety, regulating non-student activity, fulfilling the investigative and regulatory requirements normally associated with law enforcement agencies and service functions.

#### Tailored Security

Campus security during the late 1960's and early 1970's had to be altered to meet student problems. Low key, well trained, degreed young officers wearing blazers/slacks bearing the college logo were used. Watchwords were "Service and Prevention". Campus security emerged from the basement into attractive businesslike offices. New police vehicles were purchased for patrol purposes and equipped with two-way radios. Student confrontations and dissent produced a hectic and trying period in the history of American educational institutions, but a professional security approach emerged from this.

Student dissent, for most part, ended in the 1980's. However, crime, including theft, rape, assault, armed robbery and even murder now face campus security. Some campus administrators look upon law enforcement as a necessary evil and will not face

up to the need for a professional but campus-oriented approach to meeting the challenge of escalating crime. Threats to personal safety and acts of terrorism require campus security to insure the well-being of students, faculty and staff. A low-level security "night-watchman" type operation cannot contend with crimes occurring on today's campuses. The elderly retired untrained guards and watchmen can not act as professionally trained law enforcement officers.

#### Data on Campus Crimes

Michael Clay Smith in his book "Coping with Crime on Campus" uses Uniform Crime reports to gather statistics about crime on the nation's campuses. In the mid 1980's, campuses regularly reported from 2,000 to 2,500 crimes of personal violence (murder, manslaughter, forcible rape, forcible robbery and aggravated assault) and in excess of 100,000 serious property crimes (burglary, larceny, motor vehicle theft, and arson) each year. These figures were taken from only 400 institutions, which includes 15 percent of the total number of colleges and universities in the United States.

The long-standing practice of shaking doors, turning off lights and maintaining fire watch had changed radically. Classified research facilities, data processing centers, and long-term experiments, necessitated sophisticated security and alarms operated by campus police. Increasing pedestrian and vehicular traffic emphasize traffic and crowd control procedures.

Each new demand alters the role of the campus enforcement officer. The "campus cop" progressed from security to professional law enforcement. Campus police understood and could more easily address the campus enforcement needs. Enforcement became a part of the academic community even though the academic community did not accept it.<sup>3</sup>

## IV.

**EARLY DEVELOPMENT OF THE CAMPUS POLICE DEPARTMENT AT TCOM**

In 1961, the Texas Osteopathic Medical Association established a Feasibility Committee to study moving an existing osteopathic college to the Tarrant County area or creating a new osteopathic college, but the committee disbanded without recommendations. In 1966, rumors developed that the College of Osteopathic Medicine in Des Moines, Iowa, wanted to move to a new location. But, the wooing by the Fort Worth Chamber of Commerce only proved to solidify support to stay in Iowa. Over the next few years, money was donated to begin a new college. Finally, on April 15, 1969, the first employee of the Texas College of Osteopathic Medicine was hired. In 1972, the college owned a square block that consisted of a bowling alley, a motel, a go-go bar and a liquor store. In May, 1975, Texas Legislature passed Senate Bill 216 which provided that TCOM become a separate state-supported medical school under the jurisdiction of the North Texas State University board of regents and president. Gov. Dolph Briscoe signed this bill.

August 30, 1975, was designated as TCOM day in Fort Worth. TCOM began its life as a state school with full accreditation, a new administration, a supportive board of regents in Denton, and a sprawling, second-hand campus with no need yet for campus police. The college expanded to take in the River Plaza facilities in 1977, an area approximately two miles from main campus. The college continued construction, added buildings and

property and equipment and ignored campus security.

In 1977, the Texas Education Code gave universities authority to have their own police force. TCOM budgeted for one police chief and four officers, allowing for only salaries and their uniforms. No equipment budget was allocated.<sup>4</sup>

Interview by Author of Donald H. Beeson

Don Beeson, the first and only Chief of Police for Texas College of Osteopathic Medicine was hired in Aug, 1978. Beeson stated that when he arrived, TCOM administration asked that he develop a new police department structured to meet the needs of Texas College of Osteopathic Medicine. He spent time at the University of North Texas finding out about the police organizational structure. At one time, the University of North Texas considered bringing their police officers to Fort Worth, but this idea was scraped. By the end of August, 1978, Beeson identified what the college needs for the police department: four officers and uniforms. Beeson remarked that no equipment or maintenance budget was allocated for campus patrol. Almost immediately, communication among the Chief and the officers surfaced as a need. Pagers were rented, since the department had no radios. Vehicles were also rented so officers could patrol the parking lots and rented buildings away from the school.

Chief Beeson described the first vehicle purchased: a three-wheel Cushman scooter with lights and police insignia on the side. Next, radios were purchased and the first guns were ordered, 357 Magnum. Guns on campus were quite an issue.<sup>5</sup>

## V

TEXAS COLLEGE OF OSTEOPATHIC MEDICINE - THE FIRST TEN YEARS

TCOM has come a long way. The Police Department employs 20 people: 11 police officers, 3 non-commissioned public service officers, 5 communication dispatchers and the Chief. Equipment and technology have increased: five vehicles, Intercity Radio and police channel, TLET - NCIC/TCIC, 22 cameras monitor buildings, and alarms. Computers monitor the Pediatrics and Psychological clinics. In the past ten years, campus law enforcement has been recognized and accepted, since many administrators come from municipal backgrounds and are aware of the workings of a police department.

The Campus Police Chiefs meet with the Texas Police Association. Tarrant County Police Chiefs meet with Campus Chiefs where they are accepted as peers. Campus police officers meet city officers, and city officers realize campus officers are as well trained as they are. The campus officer files a report that is as good as a municipal officer's report.

Campuses have similar crime as cities. Campuses get publicity in the newspapers, just like the city. Campus police are no longer tagged "Campus Security" but are often times called University Police or College Police, but no longer called security personnel. The campus police officer has become a professional law enforcement officer.

Municipal police departments put their officers on the street - face to face with people, which reflects what campus



departments have done for years. The officer parks his car and comes in contact with the people. Contact with students is what is important on campus. Municipal departments call this "community policing". Campus police may have established this trend.

### SUMMARY

Most people understand the work of a municipal or state police officer: writing tickets, working accidents, apprehending and arresting offenders. However, each campus demands unique functions. People in the community not involved with campus life are unaware of a campus officer's duties, which vary with changing campus environment as does the municipal/state officers' duties vary with changing community needs.

Public attitude and opinion develops from a specific job at a specific time. If people see the officer's job as checking boilers and locking doors, they tag the officer as a "security person". If the officer of today investigates a murder on campus, the title becomes "police officer". More people associate campus duties with security, unaware of the increasing crime committed on campus. Today's officers still carry yesteryear's baggage of untrained security personnel.

Crime is on the rise everywhere; thus, professionally trained police officers are in demand. The licensed campus police officer is trained by the same methods as that of a municipal officer and is no longer just "Security".

TO PROTECT AND SERVE is the traditional role and motto of modern police. This creed applies to all law enforcement officers. Police are here to serve mankind and help make our communities a place for civilization to live in harmony. Perhaps, the only difference between a campus police officer and a municipal police officer is the community which we serve.

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