



UNDERGRADUATE EXECUTIVE BRANCH
STUDENT GOVERNMENT



GRADUATE AND PROFESSIONAL
STUDENT GOVERNMENT

**A Student-Centered Approach to the Recently Approved Increase in
the Campus Safety and Security Fee at the University of North
Carolina at Chapel Hill**

A Funding Proposal Co-Authored by:

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The University of North Carolina at Chapel Hill

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Executive Summary

Dear Chancellor Guskiewicz, Vice Chancellor Knuffman, and Vice Chancellor Battle,

When it was announced earlier this year that the University of North Carolina System had approved an \$30 increase in the Campus Safety and Security Fee—with a focus on using these additional funds to support the salaries and recruitment of campus police officers across the System—many of us in both the Undergraduate Student Government and the Graduate and Professional Student Government were skeptical about the impact that these funds would have on student safety and well-being. Neither Undergraduate Student Government nor the Graduate and Professional Student Government advocated for an increase in this fee, and both the Richards and Swamy administrations oppose efforts that impose greater financial burdens upon undergraduate, graduate, and/or professional students. Members of the Undergraduate Student Government and the Graduate and Professional Student Government also had concerns that an enhanced campus police presence could have detrimental impacts on marginalized student communities, without necessarily enhancing student safety, belonging, and well-being.

However, after a series of discussions with diverse student, staff, and faculty stakeholder groups, we believe that the annual \$725,000 produced through this fee increase represents an invaluable opportunity to address long-standing institutional concerns that have previously attracted insufficient financial investments. The following proposal, co-authored by members of the Undergraduate Student Government and Graduate and Professional Student Government Executive Branches, seeks to direct these funds towards the pursuit of three primary goals:

- 1. Ensure that all Carolina students have equitable access to counseling and psychological services.**
- 2. Enhance the availability of interpersonal violence prevention and support resources.**
- 3. Improve general campus safety and security for students, staff, and/or faculty.**

Mental health crises, interpersonal violence and harassment, and deficits in our night-time transportation system are nuanced problems that continue to impact Carolina's students each and every day. Data specific to UNC – Chapel Hill have also indicated that these issues are becoming increasingly entrenched in the campus community experience. While UNC – Chapel Hill is hardly the only institution vulnerable to these issues, we believe that, as a leading educational institution founded on values of light and liberty, Carolina has a responsibility to model social justice principles and prioritize the well-being of all students, staff, and faculty who call this community home. Certainly, Carolina is privileged to host countless innovators, researchers, and thought leaders who have dedicated their lives to studying and eradicating these issues. However, no amount of knowledge alone can completely negate the need for intentional and swift financial investment by senior University leadership. We recognize that this proposal is one of many that will inform discussions about how to best allocate the funds procured through the fee increase. However, we believe in our hearts that this proposal best reflects the most immediate needs of Carolina's 30,000+ undergraduate, graduate and professional students.

It is not lost on us that the fee increase follows what has been one of the most challenging years in Carolina's history. Against the backdrop of an ongoing pandemic that continues to threaten families across North Carolina, the United States, and the globe, the responsibility to cultivate a community that is safe for all students, staff and faculty has never been greater. We are inspired by the collective vision that can be unlocked when we invest in our shared values of fairness, creativity, and excellence—and we hope that this proposal represents one of many future partnerships between student and senior leadership in the years ahead.

Author Affiliations

Nick Chappell is the Director of UNC SafeWalk.

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Goal 1: Ensure that all Carolina students have equitable access to counseling and psychological services.

While student mental health has become a forefront issue across the national higher education landscape, data specific to the University of North Carolina at Chapel Hill indicate notably high rates of depression, anxiety, hopelessness, and suicidal ideation among Carolina's undergraduate, graduate, and professional students. For instance, the Fall 2017 National College Health Assessment Survey from the American College Health Association found that, among undergraduate respondents, 52 percent of students reported feeling "hopeless," 69 percent reported feeling "very lonely," and 37 percent reported feeling "so depressed that it was difficult to function" in the last twelve months.¹ Among graduate and professional student respondents, 87 percent reported feeling overwhelmed, and 64 percent reported feeling "very sad" in the last twelve months.¹

Like peer institutions, UNC—Chapel Hill has also witnessed a significant increase in students' utilization of individual therapy, group therapy, medication management, and referral coordination services over the past decade. For example, between the 2012-13 and 2016-17 academic years, the number of annual "Triage" and "Urgent Crisis" visits at Counseling and Psychological Services (CAPS) increased by over 104 and 101 percent, respectively. In addition, during the 2019-2020 academic year, 65 percent of undergraduate, graduate, and professional students at UNC - Chapel Hill accessed CAPS or Campus Health at least once, with CAPS administering over 17,000 visits throughout that year.¹ The demand for mental health and counseling resources has only heightened amidst the COVID-19 pandemic; in a 2021 UNC System report, eight out of every ten students reported that the pandemic had negatively affected their mental health.² This report also indicated that one out of every ten students had seriously considered taking their life during the COVID-19 pandemic.

¹ UNC-Chapel Hill Mental Health Task Force Report | April 2019

² Fruehwirth, J. C., Biswas, S., & Perreira, K. M. (2021). The Covid-19 pandemic and mental health of first-year college students: Examining the effect of Covid-19 stressors using longitudinal data. *PLoS one*, 16(3), e0247999.

In March 2018, in response to the growing mental health burdens reported by Carolina's undergraduate, graduate, and professional students, Executive Vice Chancellor and Provost Bob Blouin and Vice Chancellor for Student Affairs Winston Crisp convened the UNC — Chapel Hill Mental Health Task Force. The Task Force, consisting of students, staff, faculty, and mental health advocates from all corners of our campus, was charged with the following tasks:

1. Assess the scope of mental health care needs at Carolina;
2. Evaluate existing or emerging best practices from a variety of disciplines; and,
3. Provide evidence-based guidance and recommendations regarding campus-based policies and programs related to mental health care.

In April 2019, the Mental Health Task Force delivered a [comprehensive report](#) outlining challenges and recommendations for meeting the above goals.¹ Among these recommendations were developing annual, campus-wide mental health needs assessments, utilizing technology to improve access to mental health services, and investing in resources for diverse and underrepresented student communities. Two years after the report's publication, however, the mental health service capacity at UNC - Chapel Hill remains inadequate to holistically fulfill these recommendations. As of April 2021, the permanent staff to student ratio at CAPS was 1: 2,248 students, falling significantly short of the 1: 1,000 ratio recommended by the International Association of Counseling Services (IACS). In addition, although Campus Health also provides mental health assessments and referrals, the reach of these services is limited because these services are often administered by graduate student interns who only work two to three days a week and exclusively during the Fall and Spring semesters.

To effectively combat the growing mental health burden among Carolina's students, University leadership must not only address the campus-wide imbalance between service supply and demand, but also confront long-standing barriers to care that disproportionately impact

marginalized student communities. Following the murder of Asian American women in Atlanta on March 16, 2021, a coalition of Asian American and Pacific Islander (AAPI)-identifying students and allies [petitioned](#) to expand AAPI-specific resources offered through CAPS, citing that CAPS does not have an Asian American-identifying counselor and that Asian American students make up the largest ethnic minority demographic on campus. While CAPS does host a Multicultural Health Program—which provides brief therapy, group therapy, and outreach events to BIPOC students at UNC - Chapel Hill—the program only has four mental health clinicians and has not acquired enough financial investment since its inception to effectively serve UNC - Chapel Hill’s 9,000+ BIPOC-identifying undergraduate, graduate, and professional students. This claim is substantiated by data demonstrating that, in calendar year 2020, 65 percent of CAPS patients identified as White, compared to 12 percent identifying as Asian, 12 percent identifying as Black/African American, and 3 percent identifying as Hispanic.

Transforming the climate of mental health service delivery at UNC - Chapel Hill will require strategic investment by the University’s senior leadership. The additional fees garnered through the recently approved increase in the Campus Safety and Security fee provide a medium for achieving this goal, as funds can be used to expand the Multicultural Health Program, increase the ability of CAPS staff to serve diverse student populations, and equip the University with the personnel needed to combat a growing mental health crisis.

Goal 1: Proposed Funding Allocation.

Recommendation	Budget ³
Hire 1 Psychologist for the Multicultural Health Program ⁴	\$93,371.52 USD
Hire 2 Social Workers to provide on-site mental health care at Campus Health	\$161,355.24 USD
Total	\$254,726.76 USD

³ Hiring cost estimates are inclusive of salaries, benefits, continuing education, and clinical licensure expenditures.

⁴ We recommend that any hiring practices prioritize applicants with a demonstrated track record of providing care for underserved and marginalized student populations, including but not limited to students with disabilities, BIPOC populations, and LGBTQIA+ identifying students.

Goal 2: Enhance the availability of interpersonal violence prevention and support resources.

UNC — Chapel Hill was one of 33 institutions to participate in the 2019 Association of American Universities' (AAU) Campus Climate Survey on Sexual Assault and Sexual Misconduct. The survey, administered to undergraduate, graduate, and professional students, sought not only to understand institutional climate surrounding sexual assault, sexual harassment, intimate partner violence, and stalking, but also to collect institution-specific data to guide education and training efforts. [Findings from the 2019 AAU survey](#) suggest that sexual and interpersonal violence are ongoing problems at UNC — Chapel Hill, with survey prevalence rates for sexual assault rising steadily since 2015. For instance, more than 20 percent of survey respondents reported experiencing “nonconsensual sexual touching or penetration” since starting at Carolina. In most instances, the perpetrators of interpersonal violence and harassment are other students and know the survivor. However, 21.6 percent of graduate/professional women respondents and 16.7 percent graduate/professional men respondents reported experiencing harassing behavior by a faculty member or instructor.

Interpersonal violence and harassment have profound psychosocial consequences for individual survivors and University communities as a whole; of all survey respondents, 22.9 percent reported behavior that “interfered, limited their ability to participate, or created an intimidating, hostile or offensive environment.” Interpersonal violence and harassment is associated with decreased class attendance, difficulties in fulfilling job responsibilities, and decreased performance on academic assignments and exams.^{5,6,7} While interpersonal violence and harassment disproportionately impact students who identify as disabled, LGBTQ+, women,

⁵ Jordan, C. E., Combs, J. L., & Smith, G. T. (2014). An exploration of sexual victimization and academic performance among college women. *Trauma, Violence, & Abuse*, 15(3), 191-200.

⁶ Campbell, R., Dworkin, E., & Cabral, G. (2009). An ecological model of the impact of sexual assault on women's mental health. *Trauma, Violence, & Abuse*, 10(3), 225-246.

⁷ Potter, S., Howard, R., Murphy, S., & Moynihan, M. M. (2018). Long-term impacts of college sexual assaults on women survivors' educational and career attainments. *Journal of American College Health*, 66(6), 496-507.

and/or gender non-binary, these problems affect all demographic groups and compromise the overall safety of our community. Of note, despite the high prevalence of interpersonal violence and harassment at UNC - Chapel Hill, more than 82 percent of survey respondents who experienced non-consensual sexual touching or penetration did not contact a resource following the incident. The most commonly reported reason for not contacting a resource is the belief that the incident “was not serious enough” to warrant resource utilization. In addition, only 27.8 percent of all survey respondents indicated confidence in knowing where to file a report of sexual assault or misconduct at UNC - Chapel Hill.

Following the 2019 AAU Survey, Vice Chancellor Becci Menghini and Interim Vice Chancellor Jonathan Sauls convened the UNC Gender-Based Violence Advisory Group in June 2020. The Advisory Group, consisting of faculty, staff, students, and community partners with expertise or roles related to gender-based violence, was first charged with reviewing progress on the 2017 UNC Violence Prevention Task Force Report. The Advisory Group then authored an [updated report](#) in Fall 2020, which delivered to University leadership a series of evidence-based recommendations to implement by the start of the Fall 2021 semester. These recommendations, informed by the Centers for Disease Control and Prevention (CDC) [STOP SV Approach](#), maintain that any comprehensive violence prevention initiative should:

1. Target social norms that protect against violence;
2. Teach skills (such as healthy relationship and sexuality tools) to prevent sexual violence;
3. Facilitate opportunities to empower and support groups at higher risk of experiencing violence;
4. Create protective environments through policy and environmental approaches; and,
5. Support survivors through gender-based violence advocacy services to mitigate harms.

Reversing the trends observed in the 2019 AAU survey will require strategic financial and personnel investment by University leadership. Benchmarking analyses conducted by the

Advisory Group demonstrate that UNC - Chapel Hill’s staffing capacity for gender-based violence prevention lags far behind that of self-defined peer institutions, such as UC-Berkeley, the University of Maryland-College Park, the University of Virginia, and the University of Michigan-Ann Arbor. Of the 16 peer universities reviewed in the 2020 report, 12 have formal offices or centers dedicated to gender-based violence and 13 have a lower gender-based violence prevention and advocacy staff to student ratio than UNC - Chapel Hill (1: 8536). Currently, UNC - Chapel Hill hosts one full-time violence prevention coordinator, one part-time violence prevention program assistant, and two full-time gender violence services coordinators. While the University recently hired an inaugural Senior Prevention Strategy Officer (SPSO), this individual will need an annual programmatic budget of at least two dollars per student (or approximately \$60,000, based on Fall 2020 enrollment) to carry out the Advisory Group’s recommendations. In addition, the Advisory Group recommends that the University hire enough staff to have at least nine full-time individuals dedicated to gender-based violence prevention and advocacy. Certainly, the funds garnered through the fee increase cannot single-handedly close these gaps in staffing capacity. However, they can be applied towards hiring experienced professionals who can carry out evidence-based practices to achieve a safer, healthier and more inclusive campus for all.

Goal 2: Proposed Funding Allocation.

Recommendation	Budget⁸
Implementation budget (non-salary) of approximately two dollars per student for inaugural SPSO	\$60,000.00 USD
Hire 2 additional Gender Violence Services Coordinators	\$140,000.00 USD
Create a university-wide Sexual Assault Awareness Month calendar	\$5,000.00 USD
Total	\$205,000.00 USD

⁸ Hiring cost estimates are inclusive of salary, benefits and any required search committee expenditures

Goal 3: Improve general campus safety and security for students, staff, and/or faculty.

Since its inception, the student-led nighttime safety initiative SafeWalk has acted as a stopgap for the issues that pervade the late-night transportation system at UNC – Chapel Hill. The inefficiencies of this system, along with a lack of options for off-campus, graduate, and professional student communities, have left many students without a safe and reliable means of getting home during nighttime hours. Moreover, the nighttime transportation services currently offered by the University, such as the P2P and P2P On Demand, are limited in their ability to completely satisfy student needs due to lack of convenience, range, and ease of use.

While SafeWalk has historically served undergraduate students, the lack of resources available to student-led programming has precluded the marketing and nightly presence necessary to effectively serve the entire campus community. In Fall 2019, while operating merely five nights per week with a single pair of student employees, SafeWalk provided an impressive 7.9 walks per night and was on track to serve over 1300 students for the academic year. Nevertheless, these data fail to indicate the actual demand for student-led alternatives to those services currently offered by UNC – Chapel Hill. In October 2019, for instance, SafeWalk recorded nearly 25 instances in a period of five nights in which a student was denied a transportation service because no employees were available to escort them. These data highlight that the true demand for these transportation resources exceeds the university's current service capacity.

In affirming that sustainable and accessible late-night transportation services are a core component of overall campus safety and security, we propose that approximately \$200,000 be allocated towards the creation of LUX, a student-led safety resource that would absorb the current SafeWalk program and expand upon its mission by providing a student-led alternative to the P2P On-Demand, SafeRide. This initial investment would allow off-campus, graduate, and professional students to access vital transportation resources that have previously been

unavailable or impractical. Of note, the services offered through this new initiative will serve students in a number of ways beyond ensuring physical safety. By requiring LUX student leaders to attend HAVEN and Campus Security authority trainings—both of which are currently mandatory for all SafeWalk employees—this program will address University-wide concerns regarding reporting and harassment, as illustrated in the 2019 AAU Campus Climate Survey. LUX student staff will use this platform to educate diverse student and staff groups about the range of safety and security resources at UNC - Chapel Hill, while also providing support resources for students experiencing harassment on campus.

By supporting student-led nighttime safety initiatives, UNC – Chapel can empower students to educate one another and promote campus-wide safety, create opportunities for equitable student employment, and improve access to a vital service across all student communities. The funds generated through the recently approved increase in the Campus Safety and Security fee provide an ample opportunity to make this investment. In addition to the funding allocation described below, a more detailed budget for the LUX initiative can be found in the Appendix.

Goal 3: Proposed Funding Allocation.

Recommendation	Budget
Recruit and hire 2 teams of LUX Walkers, Dispatchers, Directors and Drivers	\$134,640.00 USD
Invest in vehicles and vehicle maintenance for LUX operations	\$43,673.00 USD
LUX programming and amenities	\$6,950.00 USD
LUX hardware and uniforms	\$2,766.05 USD
LUX marketing and communications	\$2,000.00 USD
Total	\$190,039.05 USD

Summary of Financial Recommendations.

Goal 1: Ensure that all Carolina students have equitable access to counseling and psychological services.	
Hire 1 Psychologist for the Multicultural Health Program	\$93,371.52 USD
Hire 2 Social Workers to provide on-site mental health care at Campus Health	\$161,355.24 USD
Sub-Total	\$254,726.76 USD
Goal 2: Enhance the availability of interpersonal violence prevention and support resources.	
Implementation budget (non-salary) of approximately two dollars per student for inaugural SPSO	\$60,000.00 USD
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Create a university-wide Sexual Assault Awareness Month calendar	\$5,000.00 USD
Sub-Total	\$205,000.00 USD
Goal 3: Improve general campus safety and security for students, staff, and/or faculty.	
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Invest in vehicles and vehicle maintenance for LUX operations	\$43,673.00 USD
LUX programming and amenities	\$6,950.00 USD
LUX hardware and uniforms	\$2,766.05 USD
LUX marketing and communications	\$2,000.00 USD
Sub-Total	\$190,039.05 USD
Total, Goals 1-3	\$649,765.81 USD

Appendix.

Figure 1. SafeWalk Yearly Data Summary

SafeWalk Yearly Data Summary					
Walks per Night		Walks per Night By Team		Average Nightly Down Time (mins)	
↑ 4.25	7.90	↑ 4.89	7.79	● -90	115
Change from Last Year		Change from Last Year		Change from Last Year	
# of Walks					
Change from Last Year		Change from Last Year		Change from Last Year	
↓ -0.04	17.06	↑ 0.41	1.12	↑ 480	909
Average Walk Length (mins)		Average Walk Distance (mi)		Total Walks	
Walks By "Dropoff" Location			Walks By "Pickup" Location		
Change from Last Year		All-Time		Minutes	
↑ 26	26	16	16	61	4.0
Single Night Walk Record		Single Team Walk Record		Longest Walk (mi)	
Current as of:	Updated by:	Previous Night's Teams		Goal Met?	Holes?
3/4/2020	Carol-Ann	Rosh/Nick,			

Figure 2. Detailed LUX Operating Budget

SAFEWALK		SW + SR "LUX" Model Budget			
Operation Expenses					
Two Teams + Two Drivers					
Position	Quantity/Shift	Hours/Week	Hourly Wage	Total Wage (Year)	Notes
Walkers	4	112	\$ 15.00	\$ 57,120.00	Four walkers/night (Sun-Th) for 34 weeks (two 17-week semesters)
Dispatchers	1	28	\$ 15.00	\$ 14,280.00	One dispatcher/night for 34 weeks (two 17-week semesters)
Director(s)	n/a	12	\$ 15.00	\$ 6,120.00	Four office hours/week for 3 directors for 34 weeks (two 17-week semesters)
Drivers	4	112	\$ 15.00	\$ 57,120.00	Four drivers/night (Sun-Sun) for 34 weeks (two 17-week semesters)
Total:	9	264	\$ -	\$ 134,640.00	
Vehicles/Maintenance					
Item/Action	Budget	Notes			
Polaris GEM es	\$ 40,658.00	ONE TIME purchase of a two (2) four seat electric LSV's with necessary options			
Insurance	\$ 2,700.00	Yearly estimate to insure program vehicles (~\$1350/vehicle)			
Tax/Title/Registration	\$ 315.00	Estimates based on data from Polaris' website			
Total:	\$ 43,673.00				
Programming/Amenities					
Item/Action	Budget	Notes			
Monthly Meetings	\$ 3,000.00	To pay all staff for 8 one-hour, monthly meetings.			
Employee Trainings	\$ 1,680.00	Budgets for mandatory beginning of the year program orientation, along with emotional response trainings.			
Office Snacks	\$ 400.00				
Miscellaneous Services	\$ 1,870.00	For new-hire background checks. ~\$85 per hire.			
Total:	\$ 6,950.00				
Supplies/Misc.					
Hardware & Uniforms					
Item/Action	Budget	Notes			
Branded T-shirts	\$ 668.08	Includes design fees and printing of two shirts per employee. ~\$12 per shirt			
Reflective Strap Harnesses	\$ 107.97	Will constitute SafeWalk uniform along with T-Shirts (see above)			
Two (2) New Bikes	\$ 1,200.00	In order to operate multiple teams. Includes two (2) new bike locks			
Misc. Bike Repairs	\$ 800.00	Includes all necessary repairs for active SafeWalk bikes through 'The Bicycle Chain'			
Total:	\$ 2,776.05				
Marketing & Communications					
Advertising Materials					
Item/Action	Budget	Notes			
Stickers	\$ 139.00	Cost to print 300 custom stickers to be distributed at tabling events.			
Buttons	\$ 100.00	Cost to print 350 custom buttons to be distributed at tabling events.			
Posters/Flyers	\$ 105.00	Cost to print 300 custom posters/flyers to be distributed at tabling events			
Fringe	\$ 1,656.00	To be used as cushion for unexpected expenses.			
Total:	\$ 2,000.00				
SW + SR Grand Total:				\$190,039.05	