

**International Association of College Law Enforcement
Administrators' Peer Review Results for
Texas State University
Executive Summary**

This general review of the Texas State University Police Department (UPD) was conducted at the request of Dr. Joanne H. Smith, Vice President for Student Affairs. Under the auspices of the International Association of Campus Law Enforcement Administrators (IACLEA) Peer Review Program (PReP), this review was conducted during the period of August 12, 2018, through August 15, 2018. The PReP Team was led by Larry K. James, Associate Vice President and Chief of Police (retired), University of Central Arkansas, Conway, Arkansas. Team members who assisted in the assessment were Michael Parks, Chief of Police, University of Texas Health Science Center, San Antonio, Texas, and Joe Monroe, Chief of Police, University of Kentucky, Lexington, Kentucky.

In order to accomplish this task, the PReP Team reviewed the following administrative, operational and technical areas within the UPD:

1. Status and Authority
2. Organization and Management
3. Goals and Objectives
4. Policies and Procedures

5. Complaint Processing and Internal Discipline
6. Performance Evaluation
7. Recruitment and Selection
8. Training
9. Records Systems
10. Operations and Enforcement
11. Property and Evidence
12. Equipment
13. Communications and Dispatching
14. Parking and Traffic Services
15. Community Interaction
16. Crime Prevention and Physical Security
17. Space and Facilities
18. Clery Act Compliance
19. Emergency Operations Planning and Special Events

The charge from Vice President Smith was to conduct a general assessment of the UPD in order to make recommendations in the areas of community support and engagement, organizational development and departmental climate, and alignment of UPD within the institution's reporting structure. Further, the PReP Team was asked to provide management recommendations that will assist the incoming new UPD

leadership team when appointed and prepare the department for engagement in the IACLEA and/or Texas accreditation process.

I. Methods

The following methods and techniques were used in gathering and evaluating information relevant to the UPD. The documentation that was reviewed by the PReP Team included:

Prior to Campus Visit

- Campus maps
- General campus demographic information
- Texas State University Catalog
- Texas State University Student Handbook
- Texas State University administrative organization charts
- Texas State University and UPD websites
- UPD organizational chart (May 2018)
- Annual Report, University Police, 2017-2018
- Campus Watch Brochure 2017 (Clery Annual Security Report)

- Campus Watch Brochure 2018 Draft (Clery Annual Security Report)
- Clery Crime Statistics for 2015, 2016, and 2017
- UPD Policy Manual
- MOUs for police operations (Hays County, San Marcos, and Round Rock)
- MOUs, Inter-Local Agreements with outside agencies for services
- Inter-Local Agreement with District Attorney on asset forfeiture
- Interdepartmental Agreement with District Attorney for Brady Rule
- Work Schedules for UPD staff
- UPD Training Request Form
- UPD Staffing (by positions authorized and filled)
- UPD Roster of Employees by title (August 8, 2018)
- UPD Budget
- Job Descriptions for all UPD positions
- Performance Evaluation Form
- Texas State Emergency Management Website
- UPD Internal Climate Survey (July 26, 2018)

During the Campus Visit

- 2018 UPD Goals and Objectives
- Updated UPD Policies and Procedures

During the on-site visit to the campus, members of the PREP Team familiarized themselves with the campus property and conducted open-ended interviews with persons involved in the day-to-day activities of the institution. Among these were:

- President of the University
- Vice President for Student Affairs
- Vice President for Finance and Support Services
- Provost and Vice President for Academic Affairs
- Vice President for University Advancement
- Vice President for Information Technology
- Director, Department of Athletics
- Special Assistant to the President
- Associate Vice President for Student Affairs and Dean of Students
- Associate Dean of Students
- Assistant Dean of Students
- Associate Vice President, Finance and Support Services
- Director, Facilities Management
- Director, Transportation Services
- Associate Director, Parking Services
- Director, Retention Management and Planning

- Assistant Vice President and Director, Student Diversity and Inclusion
- Director, Counseling Center
- Director, Career Services
- Director, Student Health Center
- Interim Director, Disability Services
- Public Information Specialist
- Director, University News Service
- Director, University Marketing
- Assistant Director, University Marketing
- Alliance representatives
- Coalition of Black Faculty and Staff representatives
- Hispanic Policy Network representatives
- Associate General Counsel, The Texas State University System
- Assistant Vice President, Human Resources
- Supervisor, System Services
- Systems Support Analyst
- IT Security representative
- Manager, Employee Relations
- Faculty Senate representatives
- Staff Council representatives
- Student Government representatives

- Assistant Chief of Police, San Marcos Police Department
- Chief, San Marcos Fire Department
- Interim Chief of Police, UPD
- Assistant Chief, UPD
- Police Captain, UPD
- Cross-section of Police Sergeants and Police Officers, UPD
- Cross-section of Civilian Managers, Assistants, and Staff, UPD
- Security Officers, UPD
- Student Workers, UPD

All members of the Texas State campus community and UPD who were interviewed were extremely candid, engaged, and helpful in all aspects of the review.

II. Institution and Agency Description

Texas State University

Texas State's 38,661 students choose from 97 bachelor's, 93 master's and 14 doctoral degree programs offered by the following colleges: Applied Arts, McCoy College of Business Administration, Education, Fine Arts and Communication, Health Professions, Liberal Arts, Science and Engineering, University College and The

Graduate College. As an Emerging Research University, Texas State offers opportunities for discovery and innovation to faculty and students.

Our students come from around the globe, and our student body is diverse. Fifty-two percent of Texas State students are ethnic minorities. Texas State ranks 14th in the nation for total bachelor's degrees awarded to Hispanic students.

Texas State University is accredited by the Southern Association of Colleges and Schools Commission on Colleges to award baccalaureate, masters, and doctoral degrees.

Established in 1899, Texas State's San Marcos campus is located in a growing community of 60,000 people in the Austin Metropolitan Area. Located in the Texas Hill Country, where black land prairies roll into beautiful hills, Texas State enjoys a setting that is unique among Texas universities.

The beauty of the crystal-clear San Marcos River and the stately cypress and oak trees on the campus add to the charm of the university's picturesque setting. Its location on the banks of the San Marcos River provides recreational activities for students throughout the year.

The Texas State Round Rock Campus is located north of Austin. Students there can take upper-level courses leading to bachelor's, master's, and doctoral degrees.

Students who complete their degree requirements at the Round Rock Campus earn their degrees from Texas State University.

The University employs over 3,650 full-time and 660 part-time faculty and staff, and houses 7,100 students in 23 residence halls. The university comprises 266 academic and administrative buildings and 13,007 parking spaces on a total of 4,610 acres.

Texas State University Police Department

Texas State University Police Department (UPD) is a sworn and armed law enforcement organization that provides law enforcement and security services for Texas State University. UPD police officers are empowered by Texas Higher Education Code, Title 3, Subchapter E, §51.203. The UPD provides for the safety and security of persons and facilities on the main campus and the Round Rock campus.

UPD is authorized a total of 41 sworn officers, 8.5 security officers, 6 public safety dispatchers, 12 administrative and management civilian staff, 1 police cadet, and 42 student worker positions. The department is organized by functional subdivisions which include the Office of the Chief of Police, Operations (managed by a Captain), Support Services (managed by a Captain), and Emergency Management (managed by a civilian Assistant Police Director).

Functions included within UPD include police operations, emergency management, police communications, access services, Clery compliance, and fleet management.

III. General Observations

The goal of the PReP Team through this assessment is to review current practices, gather community feedback, and identify areas for improvement to ultimately aid the Texas State University and UPD in developing a state-of-the-art university police department. Although the PReP Team conducted a thorough evaluation of the review criteria, each person reviewing this report must remember that observations, findings, and recommendations are based on a “small window” in the history of the department.

The PReP Team recognizes that implementation of the recommendations outlined herein will not be easy. It will take time and effort, as well as support from all segments of the university community. Such an effort is critical to the overall safety of the campus and the self-respect of officers and staff charged with the protection and safety of the Texas State University community.

The public safety challenges in today’s environment, as well as the civil liability risks attendant to those challenges, require that university law enforcement agencies be organized and operated in accordance with established and recognized professional standards. Failure to do so invites not only community dissatisfaction, but also the real potential for civil liability. This liability could include areas such as negligent hiring,

failure to train, failure to direct, negligent entrustment, negligent retention, negligent supervision, failure to protect, non-compliance with federal and state laws, and others. Colleges and universities across the country have been deemed responsible for such breaches and have incurred losses, both financially and to their reputations.

The University community has the right to expect that their security is reasonably and effectively protected within the campus environment. The modern university campus is no longer the safe haven that it was for centuries but rather a reflection of the society in which we live. The role of campus law enforcement and security on the university campus must address these unfortunate circumstances and meet the challenge. It was clear to the PReP Team that the Texas State University administration recognizes the importance of overall public safety to the campus community. The decision to have the department reviewed by an outside assessment team will provide valuable information and assist Texas State University officials in reaching and maintaining the desired level of professionalism, responsiveness, and capability within their Police Department.

Prior to arrival of the PReP Team, Dr. Joanne Smith, Vice President for Student Affairs, and her executive assistant, Lora Ann Chafin, were designated to serve as the PReP coordinators for the purpose of preparing for the on-site assessment. Dr. Smith and Ms. Chafin responded effectively in a timely manner to all requests made by the PReP Team. They also worked closely with campus constituents to prepare a

comprehensive schedule of interviews and to ensure that the PReP Team was able to meet with key officials, university executives, administrators, faculty, staff, students, and UPD personnel. This front-end planning led to a very effective and efficient use of the PReP Team's time and resources - as well as a comprehensive understanding of issues presented during the visit. The PReP Team extends its appreciation to Dr. Smith and Ms. Chafin for their time, energy, and thoughtful consideration so clearly evident in their preparation for the site visit. It is indeed apparent that Texas State University considered the PReP assessment to be an important process to ensuring the highest level of safety and security on their campus.

Administrators, faculty, staff and students were forthcoming, engaged and candid in their responses to interview questions posed by the PReP Team. All of the constituents interviewed by the PReP Team appeared genuinely proud of their institution, supportive of improving and enhancing their police department, and interested in issues regarding safety and security.

The following general observations were made by the PReP Team during the on-site visit through the many interviews with executives, administrators, faculty, staff, students, and UPD staff:

1. The UPD enjoys strong support throughout the campus community. The PReP Team found the UPD to be largely accepted and appreciated as part of the

campus community. It is clear that the vast majority of the public view the department positively as a supportive entity rather than an oppressive and unwelcome authority presence on campus. Thus, it is easy to understand why the University community overwhelmingly voiced their desire to see more police on the campus and on foot and interacting with constituents, rather than in police cars cruising around the campus. The officers respond to calls for service in a timely fashion and they deliver services in a professional, knowledgeable, and helpful fashion. When asked to respond to the question “What do you think of the Police Department?” the PReP Team was told:

- “I love our Police Department.”
- “Our officers care about our community.”
- “As a student I feel safe because of our police.”
- “I am a big fan of the Police Department.”
- “The police are always respectful of us.”
- “Our officers are professional, caring, and courageous.”
- “The police are very good at de-escalating situations and are respectful of all parties.”
- The police officers are extremely sensitive and caring when dealing with mental health emergencies.”
- “Our police are engaged in the community and are incredibly accessible.

- “I can’t think of any negative issues.”
- “The police on our campus are not over-reactive and are very supportive.”
- “We would all like to see more police on campus.”
- “I am a big fan of the citizen police academy and encourage my friends to take part.”

The PReP Team did hear of a level of distrust and fear of the police from some in the minority community, precipitated in large part by the perceived mishandling of a recent protest and sit-in. The lack of communication from the University and UPD on specific actions during the incident that led to arrests of several students only served to deepen and ingrain the feelings. Some student groups perceive the surroundings on campus as unsafe and unwelcome.

Students and representatives from the minority community also gave examples of disparate treatment and profiling over the years. An opportunity exists with the incoming police leadership to devote immediate attention to opening communication and improving relationships through outreach, communication, participation, and collaboration with all affinity groups. (Refer to Section 15)

2. The philosophy of community-oriented policing has not been fully adopted within the UPD. The PReP Team found the officers and staff to be professional, competent, responsive, and effective in their delivery of police

services, proud of their duty and purpose, and committed to serving their community. Some officers and staff interviewed revealed that community policing, student contacts, and working with the university community were the most rewarding aspects of their job. Yet, The PReP Team, through observation and internal and external interviews, found UPD to be perceived as predominantly reactive in its delivery of services to the community rather than proactive in its approach to campus safety and security. The community support enjoyed by UPD will ultimately be related, in large part, to the effectiveness of the partnerships, engagement, and activities that exist between UPD and its many constituencies both on and off the campus. While the PReP Team found a number of examples of community outreach and engagement, it is apparent that most activities are conducted by a small number of UPD staff. Many of the UPD staff interviewed related that officers have been allowed to determine the degree of their involvement in outreach activity and some avoid any responsibility for advancing community engagement.

3. The PReP Team found a lack of purpose within the UPD largely attributable to inconsistent leadership, direction, control, planning, and organization. While community support for the police is high and expectations of UPD were clear to the PReP Team, turnover in UPD leadership over the last several years has led to management and operational ineffectiveness and inefficiency and lack of accountability within the chain-of-command. A clear direction for the

department has not been established and communicated to department employees and to the University community. Within UPD there is little strategic and operational guidance and planning; inadequate focus on policing within a university environment, unclear expectations of staff, lack of training in key support services functions, insufficient critical incident first-responder planning and exercising, and little is understood about the UPD mission.

4. The PReP Team found that many operational and administrative policies and procedures that guide the behavior, actions, and expectation of UPD employees were out of date and that employees often are unaware of and not held accountable to departmental directives. There has been an effort recently by the interim police chief to update the policies and procedures but the PReP Team found that officers and employees are not being properly trained on them. Policies clearly communicate the philosophies, principles and attitudes of management toward operational objectives and set the limits of discretion. Whenever policy is not provided to department members in writing there can be little accountability assigned to personnel in the proper discharge of their duties and responsibilities. Moreover, policy is critical to protecting the department in legal suits brought by acts or omissions of members and guides supervisors and managers in making fair and just evaluations of personnel performance through clearly communicated standards.

5. The PReP Team found that UPD leadership has not actively and purposely engaged or communicated with many of the constituent groups on campus.

Those in UPD leadership positions are not widely known by most administrators, staff and students and this has led to concern and frustration among many who were interviewed within nearly all constituent groups. Many who were interviewed mentioned the absence of UPD leadership participation in community events, faculty and staff organization venues, student government, and stakeholder departments and committees. Of particular importance is that there is a perception among some that UPD leadership does not participate in meetings and committees relating to, for example, critical initiatives such as emergency preparedness and response planning, incident command, behavioral intervention, and special event planning.

6. The UPD lack sufficient personnel to provide the level of police service and community engagement desired for a sprawling, dynamic, and diverse

university campus and residential population. Nearly all constituents interviewed across the campus and up and down the institution's chain-of-command voiced some level of concern about the relatively small number of police officers for such a large research and residential campus community. Most external constituents voiced that more police officers were needed to increase their visible presence on campus. The PReP Team spent time interviewing a cross-section of department members and found that staffing is

indeed a serious concern in all functional subdivisions of the department including, but not limited to, patrol, communications, records, emergency management, access services and administrative services.

7. The PReP Team observed that in the backdrop of UPD’s very professional public image, there exists a level of discontent within the rank and file that threatens to derail the progressive growth of the department. The PReP Team concluded from internal interviews that UPD sworn and non-sworn staff take pride in their jobs, want input into police department operations, and believe their work is significant and important to the campus community. The university community enjoys a high quality of life and low crime and disorder. Undoubtedly, the contributions of UPD and its high-quality workforce contribute to this environment. However, it is clear to the PReP Team that some internal disgruntlement has existed for many years. Internal morale and employee relations issues within the department are well documented in the “University Police Department Employee Survey” completed in July 2018 just preceding the PReP Team site visit. Rarely can an on-site review garner so much information about internal issues and perceptions within a department, even if a vast majority of staff are interviewed. The PReP Team reviewed this survey thoroughly, and found it to be a compelling insight as to the environment and culture within UPD and indicative of the urgent need to address the issues offered in this assessment.

8. UPD is seriously deficient in emergency management planning, operations, and response and in overall compliance. The PReP Team has given considerable attention to these areas of responsibility and have offered extensive recommendations that should be considered as a matter of the highest priority.

Although this report contains recommendations in 19 areas, five areas are a priority:

- Community Interaction

- Organization and Management

- Operations and Enforcement

- Clery Compliance

- Emergency Management

Immediate attention to these areas must be combined with an ongoing long-term commitment to continuous improvement if the department is to successfully enhance

its image and provide for a respectable internal climate. Over the short-term the following steps should be taken to strengthen the department's performance:

- Work with the university administration, advisory groups, campus safety and security committee, and various councils and senates to develop quantifiable goals reflecting community service priorities that are aggressive yet obtainable within available resources
- Develop strategic and operational plans to achieve these goals and to address campus crime, perception of crime, and safety issues.
- Establish systems to hold individuals and groups within the department accountable for achieving desired goals while also providing managers and supervisors with the authority and resources needed to be successful.
- Improve open consultation with campus community constituents on safety and security issues.
- Ensure the overall organizational structure of the police department, as well as the organization of individual units, facilitates efforts to achieve desired goals.

- Establish a commitment to employing high quality personnel committed to working within the culture of a university environment.
- Provide ongoing training to build needed skills and expertise among staff at all levels within the police department with the recognition that each member of the department is a member of the university community.
- Develop approaches to building the management and leadership capacity needed to address the department's future needs.
- Eliminate barriers to efficient and effective operations.
- Revamp and/or implement policies and procedures to reflect the police department's management and operational values within a campus community.

The PReP Team believes the University and UPD can be successful in addressing the above steps if:

- the institution places high priority in the search for a police chief with exceptional credentials in university law enforcement and management and who is trusted and supported by key university leadership;

- the new police chief attracts experienced and knowledgeable university law enforcement candidates to fill existing senior staff position vacancies;
- immediate attention is given to critical deficiencies outlined in this assessment;
- the institution takes substantive and progressive action in properly resourcing police and public safety operations through a well-vetted and agreed upon strategic plan developed by the chief of police in consultation with the executive administration;
- the police chief engages with the campus community, from developing collaborative relationships with all constituencies within the institution to informally and spontaneously interacting with those on the campus; and
- personnel throughout UPD are held to the highest levels of professional character and accountability.

The interim police chief and his superiors expressed their strong interest in seeking recognition through the Texas Police Chiefs Association and accreditation through IACLEA. Accreditation embodies the precepts of community-oriented policing. It

creates a forum in which the UPD and the campus community work together to prevent and control challenges confronting law enforcement. It also provides clear direction about community expectations. Universities and colleges have embraced the processes and attributes involved in accreditation programs for years. Academia has long recognized that certification through accrediting organizations provides the institutionalization of program review, proof of excellence, and the standardization of professionalism. Accreditation comfortably fits within the academic world. University and college leaders do not require an explanation of the principles of accreditation because they already understand the value of the journey.

Adherence to the highest standards of professionalism and excellence is a vital goal to the success of the UPD in fulfilling its mission to protect students, faculty, staff, and visitors. Accreditation constitutes recognition that the Police Department conforms to the highest professional standards for campus law enforcement. Accreditation assures the public, parents, and the university community that the UPD adheres to the highest professional standards.

This accreditation process requires considerable time and attention in the development, implementation, distribution and training of clear policies governing every segment of the department's management, administration, and operations. Therefore, many of the recommendations in this assessment must be addressed before engaging in a process of accreditation.