



*Police Department*

*Operational and Liability Analysis*

*Prepared for:*

**St. Louis Community College Board of Trustees**

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## Executive Summary

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The following provides an overview of the St. Louis Community College (STLCC) Police Department Operational and Liability Analysis requested by the St. Louis Community College Board of Trustees.

### Background

In January 2014, the STLCC Board of Trustees (the Board) contracted with Public Safety Strategies Group LLC (PSSG) to conduct an in-depth analysis of current operations, policies and procedures, compliance with Cleary Act, use of technology, training, student outreach, media/community relations, and options for service delivery for the STLCC police departments. The goal of the project was to analyze and develop options for public safety services delivery to increase the efficiencies and effectiveness of operations and suggest alternatives and strategies for meeting servicing needs. The Board established a Steering Committee (the Committee) that included one member from human resources, legal counsel, the police department, and the Board.

### ***About STLCC***

Established in 1964, STLCC is the largest community college in Missouri and one of the largest in the United States. A six member Board representing the four sub-districts of the college service area govern operations. District voters elect the Board members for staggered six-year terms.

In the fall of 2013, STLCC enrollment numbered 24,009 credit students. Through credit courses, continuing education and workforce development programs, STLCC annually serves more than 80,000 students with 3,192 full-and part-time employees, including 424 full time facility. More than one-half of the households in the St. Louis area include at least one person who has attended STLCC.

STLCC has multiple locations with a total service area of 718 square miles. This area includes St. Louis City and County, and portions of Franklin and Jefferson counties. These locations include the campuses of Florissant Valley, Forest Park, Meramec, and Wildwood; the South County Education & University Center; the William J. Harrison Education Center; the Center for Workforce Innovation; the Corporate College; and the Cosand Center.

### ***About the Police Department***

The STLCC Police Department is comprised of 30 full-time police officers, 22 part-time police officers, 15 part-time security officers, 6 full time dispatchers, 3 part-time dispatchers, and 2 civilian department members operating separately at four primary locations. Supervisors consist of the administration (3 chiefs) and superior officers (2

lieutenants) across the four main campuses and education centers - Forest Park, Florissant Valley, Meramec and Wildwood, and the South County Education & University Center. One campus, Florissant Valley, has a full time police officer assigned as an investigator. Each campus department is reliant on the county and municipal police agencies within their geographical areas for critical incident response, arrest processing, and prosecutorial assistance.

Each campus chief reports directly to and receives budget approval from the campus president. Each president determines the frequency and method of communication desired with each campus chief. All campus presidents are directly involved in key law enforcement related decision-making processes within the campus police departments.

Formal campus police facilities are present on three of the four main campuses; Forest Park, Florissant Valley, and Meramec, with shared office space provided for officers at the Wildwood campus and South County Education & University Center. Forest Park, Florissant Valley, and Meramec police facilities have offices, a dispatch center, interview rooms, records retention areas, and locker space.

Full-time police officers successfully completed 324 hours of training as prescribed by the superintendent of the Missouri state highway patrol (MRS-Chapter 178 Sect. 178.862). Private security officers within the City of St. Louis completed a two (2) day mandatory certified training (17 CSR 20-2.055) as required by the St. Louis Board of Police Commissioners. All police officers and security officers are fully compliant with the annual firearms certification requirement. Full-time state certified police officers and retired St. Louis police officers are exempt from this basic classroom training for certification purposes.

## **Scope of the Study**

PSSG conducted the review under a contract with STLCC at the request of the Board. PSSG held meetings with members of the steering committee, faculty and staff, student government, various campus organizations, campus police departments, municipal and county law enforcement agencies. Interviews were supplemented with data analysis, document review, and surveys to inform the recommendations in this report.

The purpose of the study was to provide a comprehensive review of the STLCC Police Department, including the organizational design, capacity, capabilities, and effectiveness.

General areas requested by the Board for review included:

- Campus and District Organization Structure
- Service Area (Campuses) Infrastructure
- Management Capacity, Configuration and Lines of Authority
- Advantages/Disadvantages of having Local Police Conduct Police Investigations and/or Internal Affairs Investigations

- Review of Policies and Procedures
- Advantages/Disadvantages of Developing a Citizen Complaint Process that conforms to the Commission on Law Enforcement Accreditation (CALEA) law enforcement standards
- Compliance with Cleary Act
- Review of Legal Claims and Lawsuits Directed at Police Department
- Service Delivery
- Emergency Management and Protocols
- Demand Analysis/Staff Scheduling/Staffing Levels
- Response Reliability/Performance
- Use of Technology
- Training Programs
- Student Outreach and Media/Community Relations
- Impact of current laws and regulations

## **Methodology**

PSSG conducted an extensive review of the STLCC Police Department through internal and external interviews, surveys, data analysis, review of records, organizational charts, policy and procedures, and other material as presented by the department.

## ***Interviews***

The PSSG team conducted over 60 interviews with cross representative members of each campus including:

- Steering Committee Members
- College Chancellor
- Campus Administration
- Campus Presidents
- Campus Vice Presidents of Student Affairs
- Faculty Members
- Student Leadership Groups
- Campus Safety Committees
- Student Government Groups
- Behavioral Intervention Teams
- Victims of Crimes

- Chiefs (at each campus)
- Sworn and Civilian Members of the Police Departments (at each campus)

### *Outside Agency Interviews*

To understand law enforcement services in the area, PSSG interviewed ranking members of the Wildwood, MO Police Department, St. Louis County Police Department, Kirkwood, MO Police Department, and St. Louis Municipal Police Department.

### **Surveys**

PSSG constructed two surveys, one distributed to the members of the police department<sup>1</sup>, and one distributed to students, faculty, staff, and administration. The Board and Steering Committee reviewed and approved the campus wide survey prior to submission.

Forty members of the department and 1,265 members of the campus community completed surveys.

### **Documents Reviewed**

To gain an understanding of the campus and policing environment at STLCC, PSSG requested and reviewed numerous documents pertaining to operations, policies and procedures, training records, job descriptions, emergency management exercises, complaints and discipline reports.

### **Policies and Procedures**

PSSG reviewed the policies and procedures submitted by the department entitled "College Security Manual".

### **Training Records**

PSSG reviewed the training records for each officer submitted by each campus Chief's office. The records consisted of individual PDF documents of trainings attended by personnel and well as a list of required Police Officer Standards and Trainings (POST) classes provided by the Missouri Department of Public Safety.

### **Budgets**

PSSG reviewed a five-year budget summary as provided by STLCC. The budget provided line item totals, but not specific expenditures.

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<sup>1</sup> PSSG learned that it did not receive all civilian and security guard emails in order to inform them of the study, this situation has been corrected and the survey reopened allowing their participation.

## ***Other Documents***

In addition, PSSG reviewed the Manual of Information and Procedures for Private Security Officers distributed by the Metropolitan Police Department of St. Louis, Missouri Revised Statutes, Community College district police oath, powers and qualifications documentation, and the Contract for Supplemental Armed Security Contract with Twin City Security. PSSG also reviewed current job descriptions for members of the police department.

## **Information Gathering**

The first step in the study was to gather information through secondary and primary sources on the effectiveness of the campus police department and the perception of the level of service it provides.

## ***Document Review***

PSSG reviewed job descriptions, training reports, disciplinary action forms, emergency response plans, policies and procedures, staffing rosters, and other written documentation during the course of the study specific to the campus police departments. The list of materials is representative and not inclusive of all materials examined by the PSSG team. In addition to the list, PSSG reviewed the Armstrong-Teasdale LLP report submitted August 15, 2013 and interviewed the student victim of the assault prompting the investigation. PSSG also reviewed countless newspaper articles and private agency websites during the course of the information-gathering phase.

## ***Interviews and Observations***

The PSSG team conducted interviews with members of the steering committee, faculty and staff, student government and various campus organizations, campus police departments, municipal, and county law enforcement agencies.

Interviews with faculty, staff, and administration were generally positive regarding the police departments. Most respondents viewed the police departments as a helpful service organization. Feedback indicated that district wide officers were becoming more pro-active than reactive as in the past, but still lack true integration into campus activities. The majority of those interviewed and answering the survey (49%) felt very safe on campus and believed that the police departments did a good job at making the learning environment safe and secure. Nearly all those interviewed were in favor of keeping a full time armed police force on each campus.

Students and Student Government representatives' interview results mirrored the opinions of the faculty and staff that the campuses are safe environments. They viewed the police officers as being fairly visible and responsive. Students interviewed at the Florissant Valley campus regularly attended "Lunch n Learn" forums facilitated by members of the campus police department and found them to be very insightful and



meaningful. The “If You See Something, Say Something” campaign sponsored by the Florissant Valley police department was well received and supported, and has become part of the safety culture on campus.

There was confusion with some students as to what type of officers make up the campus police. Some students believed all officers were full time police officers; some thought all officers were security guards, while others did not know the difference. The confusion was also evident in the survey responses. When the differences regarding training requirements and experience was explained to the students, the majority of respondents felt all campuses should have police officers and not security guards on patrol.

The campus police officers interviewed were generally content with their positions and assignments. Most felt there was a need to improve lines of communications and that having shift supervisors would assist them make better decisions. All officers agreed that they have become more proactive and visible in the past months, and that efforts around community policing have increased. There was confusion however, about what “community policing” encompassed. The majority viewed community policing as taking time to talk with students and staff and frequenting areas where they were the most visible. Officers shared that the current rank structure with chiefs on each campus was essential as they very rarely, if ever interact with other campus officers, nor are they aware of criminal events that may take place on other campuses. However, police survey results indicated support for a unified campus police department. Officers stressed the need for better communication and interaction between campus police departments, which would lead to uniformity and continuity across the district. Most officers did believe that a district-wide director of law enforcement position would be the best way to create consistency across the campuses.

Municipal and county law enforcement agencies interviewed all felt that district wide, the police departments were well prepared to handle the day-to-day law enforcement activities. The ranking officers believed that the municipal and county agencies should be called in by campus officials or STLCC police for critical incidents and ideally taking command. If they did not assume a command position, they believed they should oversee and guide campus police officers who they feel have very little day-to-day experience in handling felony type incidents<sup>2</sup>. Although there were no written memorandum of understandings in place between the local police and campus police, all agreed that the overall authority in time of crisis lies with the municipal and county agencies in which the campus is located. Each law enforcement official interviewed knew personally, or knew of each of the current police chiefs on each campus. They felt each was qualified to lead their department and had experience in handling crises, but all felt that many of the individual officers had limited law enforcement experience.

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<sup>2</sup> While there are many law enforcement officers on campus that were formally full time municipal or county officers, there are still several younger inexperienced officers. Moreover, the municipal and county agencies more frequently handle larger incidents.

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## Findings and Recommendations

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A summary and recommendation for each area that PSSG reviewed appears below.

### Department Organizational Structure, Management Capacity, Configuration, and Lines of Authority

- Each individual campus police department is similar with a chief and rank reporting structure.
- The chief on each campus reports to the campus president.
- District wide, there is not uniformity between the departments. Each department acts independently carrying out individualized strategies for training, investigations, standard operating procedures, emergency management, campus outreach, security enhancements, and other measures.
- The level of supervision on each shift varies from campus to campus.
- On each campus, the chief and lieutenant work Monday through Friday day shift leaving little to no ranking supervision after 4:00pm daily and on weekends. The exception is the Florissant Valley campus where the lieutenant works second shift Monday through Friday.
- While the daily reporting process appears to be working well for each individual campus, there is not a process for communicating police information between individual campus police departments.

#### *Recommendations:*

- Establish a position to oversee and lead campus safety and emergency management to improve the uniformity of policies and procedures, the efficiency and effectiveness of service delivery, and information sharing between campus police departments. Of survey respondents, 65% agreed such a position was necessary.
  - The position should answer to the chancellor or his designee.
  - The title should align with the responsibilities of the position with the salary and benefits commensurate with the knowledge, skills, ability, and experience required of the position.
  - Day to day communication needs to continue between the individual police department and campus liaisons (e.g., campus president, student affairs director).
  - The position requires a salary and benefits structure sufficient to attract a qualified person possessing the law enforcement and administrative experience needed to change the culture and reorganize the department.
  - The job description must be very descriptive with the requirements of the position<sup>3</sup> and the challenges facing the department related to reorganization.

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<sup>3</sup> PSSG suggests a national search for an individual with a master's degree, with additional professional development, along with experience with both municipal and college police operations, and organizational change.

- Reorganize the chain of command under the position to ensure clear lines of authority. STLCC may consider changing the title of existing personnel through attrition.
- Establish a rank structure district wide that allows for a supervisor on each shift.
- Establish a rank (sergeant, corporal or master patrol officer) with staff experienced and trained in management and criminal investigations who can assume the role of the Officer in Charge (OIC) on each shift at each of the main campuses. Of the survey respondents, 78% agreed that this structure is needed. This position needs to be compensated accordingly and would act in a supervisory capacity in the absence of the lieutenant and chief.
- Establish department wide training to supplement POST training.
- Develop standardized mentoring and employee development programs to prepare officers for advancement. Currently 50% of survey respondents believe they have these types of opportunities and 50% do not.

## Review of Policies and Procedures

- Policy and Procedures are all outdated (last revision Jan 2010).
- The policies and procedures are not job specific and do little to assist officers in their daily functions.
- Policies and procedures are administrative information at best and do not address specific operational procedures.
- Policies and procedures are required to be issued to officers upon hiring but there is not a signoff or acknowledgement requirement.
- There is not a process to update the policy and procedures.
- When officers were asked to explain sections of the manual, they could not and did not have an understanding on what was required.
- Some officers had never reviewed the Police Security Manual (20%) and 25% only received a copy after January of 2014 and the majority had not been trained on the manual nor received any updates to the manual.
- SLTCC began to seek accreditation for its policies and procedures.

### *Recommendations:*

- Develop new district wide policies and procedures that can be drawn upon from industry standards but should be specific for STLCC police department.
  - Delay IACLEA until all internal work is complete and officers are tested on the process, then re-evaluate if accreditation if a priority<sup>4</sup>.
- Create a STLCC specific Policy and Procedures Manual to include Standard Operating Procedures (SOPs) for procedures specific to standard law enforcement practices.
- Ensure industry standards are researched, documented, and followed.

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<sup>4</sup> To adopt IACLEA standards at this time is misguided as the department needs to review, revise, and establish policies and procedures of its own that match police operations before undertaking accreditation.

- Ensure policies and procedures are consistent for all campuses with the exception of procedures unique to a specific campus (for example based on building needs).
- Include SOPs that are campus specific that may not be carried out on all campuses but are essential to one or more campuses.
- Develop a written process for updating policies and procedures, and SOPs that require acknowledgement.
- Create a testing process to ensure officers are knowledgeable on the policies and procedures and SOPs.

### **Compliance with Cleary Act**

- Each chief has knowledge of the Cleary requirements.
- The chiefs for the Florissant Valley and Forest Park campuses each handle the Cleary reporting duties while the lieutenant at Meramec handles the reporting duties for that campus.
- It appears each main campus has reached out to municipal police departments for statistics as required regarding crime in the surrounding areas of the “main” campuses.

#### *Recommendations:*

- Streamline reporting by creating a position of Compliance Officer to review all Cleary reporting, Title IX, and sexual harassment cases.
- Develop a process for each campus to provide the required statistics to this position.
- Develop protocols for the Cleary Compliance Officer to review data locally at each campus as well as municipal law enforcement entities.
- Ensure new Cleary requirements are integrated into the reporting process.

### **Review of Legal Claims and Lawsuits Directed at Police Department**

- The issues occurring in the aftermath of the Meramec Campus incident (4/18/2013) were the result of a lack of role clarity around the District Chief of Police position, officers who did not possess the experience handling a major incident, and an overall breakdown in communication.
- The chief failed to see the need to request assistance from the municipal police department who had better training and more experience with handling serious incidents.
- Communication breakdowns led to confusion and frustration on the part of the victim, students, faculty, and staff.
- Officer’s lack of training in proper methods for obtaining statements, victim assistance, and prosecutorial procedures resulted in the victim and her family informing the public through use of the media to promote change and obtain answers they did not receive from STLCC and its police department.

*Recommendations:*

- Establish a policy detailing when contact with municipal police departments in cases involving felonies or serious misdemeanors should occur.
- Require the district police to have an officer properly trained as an investigator. A well-trained and experienced investigator overseeing all investigations for all campuses will lead to consistency and continuity.
  - The investigator should maintain open lines of communication with municipal departments so resources can be utilized as needed. Investigators should receive training in victim assistance protocols, obtaining statements and prosecutorial procedures for their particular jurisdiction.
- Hire a victim advocate, or seek the services of an advocate from the municipal or county to act as a resource on an as needed basis, or appoint and train an advocate from within the STLCC faculty/staff.

## Emergency Management and Protocols

- Each campus has a different interpretation of emergency management. Florissant Valley and Meramec campuses refer to their plans as Emergency Management Plans and Forest Park calls its document the Incident Command Response Plan.
- Formatting of the plans is inconsistent and contents vary from campus to campus.
- Although various types of training are held on individual campuses there is little to no interaction across the campus police departments as to how and why each plan is devised or carried out in the manners documented.
- Officers interviewed have little to no knowledge about the emergency management plans for their campuses and are not regularly trained on processes and procedures; however, survey responses showed that over 75% participated in evacuation drills, active shooter, and lockdown procedures.
- In the event of an emergency incident, it appears that main campuses such as Florissant Valley and Meramec would initially respond internally to the situation while Forest Park would heavily rely on St Louis municipal police to respond.
- Concern was raised around how prepared the education centers are to respond to an emergency as no officer interviewed recalls having satellite specific training provided.

*Recommendations:*

- Appoint an individual, reporting to the new position overseeing campus safety and emergency management to oversee all plans.
- Review emergency management plans and protocols to ensure consistency.
- Ensure trainings are consistent and attended by various members of the Safety Committee from all campuses when they occur to create consistency in emergency responses.

- Ensure 100% of the staff are trained on the plan.
- Develop standard tabletops, drills, and exercises.
- Ensure exercises meet federal standards.
- Exercise evaluators should ideally be impartial and unbiased individuals that do not have a role with incident management at any of the campuses.
- Include outside first responder agencies in reviewing and developing plans.
- Ensure campus media relations experts are involved in planning table tops, drills and exercise.
- Ensure plans appropriately reflect the response expected from municipal, county, state, and not for profit agencies.

### **Demand Analysis/Staff Scheduling/Staffing Levels**

- All campus police departments believe they are understaffed.
- Students and faculty had mixed reviews on staffing with 1/3 believing staffing was adequate, 1/3 believing the department was understaffed, and 1/3 stating they were unsure.
- A review of data shows that most activity is security/assistance related.
- Supervisors tend to work the day shift.
- Some staff members expressed concern in having security guards patrolling on weekends especially when large events are taking place and crowd control may be an issue. They do not understand why police officers are not used for all security functions.
- The district is inconsistent on the use of security guards from campus to campus.
  - Training for security guards is only 48 hours with no annual training as required by 17CSR 20-2.015.
- General consensus among students and staff is to have well trained police officers with the authority to arrest when necessary supplemented with security guards. Of those survey 54% believed a mix of police and security was important.
- The training required for guards is not adequate for the services they may need to provide on campus.

#### *Recommendations:*

- Coordinate services across the department, such as training and equipment purchases to reduce redundancy and free up officers for campus engagement.
- Review the use of security guards on weekends on the main campuses.
- Require that security guards have more training to include the training needed to respond to the types of incidents that they are most frequently handling.
- Use STLCC sworn police on weekends to replace the guards or in combination with guards to decrease liability when students are present.
- Replace security guards with well-trained certified police officers when appropriate.

- Address from a liability standpoint, having minimally qualified security guards carrying guns and patrolling in a campus vehicle marked “Police”.

## Response Reliability/Performance

- Each campus police department is adequate at providing the service related security needs of the campus (i.e. escorts, jump starts, security checks).
- Performance and reliability is good as revealed in interviews and surveys, with 55% of all calls responded to in 5 minutes or less and 38% of calls handled in 6 to 30 minutes.
- There are mixed reviews on officer visibility, varying from campus to campus.
- Feedback reveals that officers are responsive to the service needs of the college when called.
- Reliance on outside agencies for support varies from campus to campus.
- Survey responses showed that 94% of the campus community felt safe or very safe on campus expressing concern over parking areas and restrooms.

### *Recommendations:*

- Determine what types of incidents the STLCC police officers will handle and what incidents will require help from outside agencies.
- Train police officers to know when to call for assistance and set up protocols around who to call for assistance.
- Develop strategies to increase visibility.
- Continue to provide services in a timely manner.

## Use of Technology

- Use of technology does not appear to be keeping with best practices.
- Camera coverage technology is adequate on the main campuses but camera monitoring after hours when the dispatch areas are unmanned creates a liability issue as the general perception is cameras are staffed 24/7.
- Officers from one campus are unable to monitor activities from other campuses. In the event of an emergency, they would not know of incidents immediately increasing the amount of time it would take them to respond.
- Officers are not able to use mobile computing (IPAD, Smart Phone, etc.), limiting inputting of data when there is not a dispatcher on duty and the ability of officers to quickly find out information while in the field. Of survey respondents, nearly 50% were concerned about the radio system. However, nearly 75% rated the computers as a positive aspect of their equipment.
- Card access systems are out of date.
- On at least one campus, the public address system has been disconnected.
- There is not an overall technology plan around providing security.
- Campus alert/information sharing systems have been upgraded in response to recent incident.

*Recommendations:*

- Update the card access system at Forest Park and administer more efficiently by establishing a card access administrator to oversee card security.
- Integrate the card access into the human resources database to ensure proper security over cards issued to those employees who are hired, terminated or move from campus to campus are captured within the system.
- Review card access systems on all campuses to better utilize current security technology.
- Create a system that allows officers on all campuses the ability to monitor other campus police activity.
- Supply officers with mobile computing technology to enhance service delivery, ensure all calls are tracked, and allow officers to access student and campus information (such as student photographs and emergency response plans).

**Training Programs**

- All mandatory Police Officer Standards and Training (POST) required is being completed and documented on a regular basis.
- Officers do not receive proper training on policies and procedures.
- Training for crime scene activity, evidence collection, obtaining witness statements, and general criminal law is not being provided outside of POST requirements.
- Training opportunities vary greatly from officer to officer. On one campus an officer participated in 96 hours of training and another 15 during the same period.
- Record keeping varies from campus to campus.
- Much of the training focuses on firearms, with minimum training in areas that would enhance policing in a campus environment.
- The Field Training Program (FTO) appears inconsistent and undocumented. Of the survey respondents, 37% of respondents had not participated in any type of FTO program.

*Recommendations:*

- Provide trainings to new officers and annual reviews for existing officers on protocols for responding to critical incidents, crime scene preservation, obtaining statements, and other related courses.
- Establish a district wide training officer responsible for ensuring all officers receive the mandatory training required by statute (POST).
- Provide tailored campus specific critical incident response trainings to officers.
- Assign the training officer responsibility for the certifications and training of campus investigators to ensure that they are provided with the tools needed to handle major crimes in the initial stages before they are turned over to outside departments.
- Ensure records are kept in a database that is consistent across all campuses.



- Create a formalized Field Training Program based on best practices (San Jose Model).
- Create a department wide strategy that includes training on working with special operations, advanced patrol strategies, Crime Prevention Through Environmental Design (CPTED), and other non-tactical / firearms related preparation.

## Student/Campus Outreach and Service Delivery

- From interviews, it appears some campus police departments handle student outreach and engagement better than other campuses. One campus hosts Lunch “n” Learn trainings hosted by campus police with topics including identity theft and personal safety.
- Relationships with students appear to be well received on each major campus.
- In general, people interviewed on each campus have a favorable view of their respective police departments.
- Overall, the department provides security services in a professional manner.
- Student, faculty, and staff feel safe on campus.
- Services are provided in a timely manner.
- Services rarely extend past safety and service functions. (when asked about non-emergency events, incidents, and emergencies, many respondents see the role of public safety as opening doors, finding lost objects, jump starting cars and other similar services)
- Department members spoke about community policing, using various terms and examples that more closely resemble community relations.
- Most respondents felt that texting (66%) was the best method for providing emergency information; however, several students commented that they do not have cell phones and preferred public address announcements.

### *Recommendations:*

- Increase visibility in the evening hours, especially in parking lots.
- Create a district wide project that provides outreach training for students and faculty.
- Create more consistency around police involvement in student organizations on all campuses.
- Research best practices for student outreach and engagement and implement strategies in collaboration with student groups.
- Engage with Student Government and student committees by providing police representation at meetings and functions.
- Expand the “See Something Say Something” initiative district wide.
- Ensure all methods are used to contact students in an emergency.

## Interaction with Outside Police Agencies

- Each major campus appears to interact with municipal and county police.

- Each major campus has a point of contact with local police agencies in the event of a major incident.
- One campus has an investigator that has direct contact with the investigating officers and prosecutor from the municipal agency.
- Eighty-six percent of survey respondents believed that relationships with outside agencies were excellent or good.

*Recommendations:*

- Continue the positive interaction with outside agencies.

## Reporting Hierarchy

- Each campus chief reports to the campus president creating a situation where operations focus on the philosophy of a single campus rather than the STLCC community in its totality.
- Without a single reporting process, campuses operate independently.

*Recommendations:*

- Create a new position to oversee campus safety and emergency management that reports to the Chancellor or his designee.
- Campus chiefs would continue to communicate with the campus liaisons regarding campus safety needs and concerns while falling under the command of the new position.

## Employee Scheduling and Deployment

- Campus police staffing on the three main campuses is relatively consistent district wide regarding the number to full-time police officers. Meramec Campus employs 11 full time police officers followed by Forest Park with 10 and 9 at Florissant Valley.
- Florissant Valley and Forest Park campuses employ part time security guards, 7 and 8 respectively, while Meramec does not employ any security guards.
- Each of the three main campuses employ 2 full time dispatchers (civilian positions) one for each shift Monday through Friday, with part time dispatchers working weekends at Forest Park and Meramec but not at Florissant Valley.
- The Chief of Meramec Campus Police Department is responsible for law enforcement duties at the Wildwood Campus and the South County Education & University Center.
- The Chief of the Florissant Campus Police Department is responsible for law enforcement duties at the Center for Workforce Innovation Facility, Corporate College and Bio-Research and Development Growth (BRDG) Park at the Danforth Plant Science Center.
- The Chief of the Forest Park Campus Police Department is responsible for law enforcement duties at the William J. Harrison Educations Center.

***Meramec, Wildwood, South County Education & University Center***

The following shows the breakdown of staffing at each of the above campus.

***Meramec Campus Police Department***

The Meramec Campus includes the following staff and shift schedules:  
Administration

- Chief of Police (FT)
- Administrative Secretary/REJIS Coordinator

## First Shift

- 1 Police Lieutenant (FT)
- 1 Dispatcher (FT)
- 3 Police Officers (FT)

## Second Shift

- 1 Dispatcher (FT)
- 3 Police Officers (FT)

## Third Shift

- 1 Police Officer (FT)
- 9 Police Officers (PT) (the nine part-time temporary police officers cover the third shift on weekends)

***Wildwood Campus Police***

## First Shift

- 1 Police Officer (FT)

## Second Shift

- 2 Police Officers (PT)
- 2 Police Officers (PT) (these two officers cover second shift on various days)

***The South County Education & University Center Police (SCUEC)***

## First Shift

7:00 AM-3:00 PM (Monday-Thursday)

9:00 AM-5:00 PM (Friday)

- 1 Police Officer (FT)

#### Second Shift

3:00 PM-11:00 PM (Monday-Thursday – there is not any coverage on weekends)

- 2 Police Officers (PT) (each part time officer works two evening shifts per week)

### ***Florissant Valley Police Department***

The Florissant Valley Campus includes the following staff and shift schedules:

#### **Administration**

- Chief of Police (FT)
- Administrative Secretary (reports to Physical Facilities)

First Shift 7:00 AM-3:00 PM (Monday-Friday)

- 1 Dispatcher (FT)
- 3 Police Officers (FT)

First Shift 7:00 AM - 3:00 PM (Saturday-Sunday)

- 1 Dispatcher Part Time (PT)
- 1 Part-time Security Officer (PT)

Second Shift 3:00 PM - 11:00 PM (Monday-Friday)

- 1 Police Lieutenant (FT)
- 1 Dispatcher (FT)
- 3 Police Officers (FT)

Second Shift 3:00 PM -11:00 PM (Saturday-Sunday)

- 1 Part-time Security Officer (PT)

Third Shift 11:00 PM – 7:00 AM (Monday-Sunday)

- 1 Police Officer (FT)

### ***Forest Park Police Department***

Forest Park campus includes the following staff and shift schedules:

- Chief of Police (FT)
- Administrative Secretary
- First Shift
  - 1 Police Lieutenant (FT)
  - 1 Dispatcher (FT)
  - 4 Police Officers (FT)

- Second Shift
  - 1 Dispatcher (FT)
  - 3 Police Officers (FT)
- Third Shift
  - 1 Police Officer (FT)
- Forest Park Police has a core of five part-time police officers and eight part-time security officers to cover weekend shifts.

*Recommendations:*

- Ensure campuses should have sworn law enforcement during times when the campus is open.
- Allow security guard coverage when students are not on campus or in combination with sworn officers.
- Assign a supervisor to review all planned events to evaluate if security or a police officer should be assigned.

## **Patrol Strategies and Supervision**

- The police department does not have community service and crime fighting programs such as community policing or community relations, alcohol and substance abuse, public information, problem identification and resolution, juvenile investigation, youth service and referral policies, school liaison, victim assistance, or domestic violence prevention programs led by police officers.
- The police department does not appear to use data driven strategies to assign personnel to troublesome areas.

*Recommendations:*

- Ensure officers are patrolling with a strategy.
- Identify hot spot areas and conduct directed patrols in those areas.
- Develop programs to support safety education across all campuses.

## **Computer Aided Dispatch (CAD)**

- Most activity is captured in CAD when a dispatcher is present, on the major campuses, but not on the satellite campuses.
- Weekend and night activity is rarely captured by CAD at any location.
- Each campus has its own dispatch center.

*Recommendations:*

- Capture all activity on all campuses in the CAD database to better establish staffing needs and requirements and proactively address crime or those involved.
- Share activity between campuses to allow officers to see if there are crime trends that may make their way to other campuses.
- Consider establishing a combined dispatch center.

## Safety Committee

- In general, the safety committees are unsure of their roles.
- Some members received CERT training but have not participated in refresher training and some members have not received any formal training.
- The Meramec campus Safety Committee no longer exists as the president relies on her leadership cabinet to act as the safety committee.

### *Recommendations:*

- Establish a district wide mission statement, guidelines, expectations, and direction around safety committees on campuses.
- Ensure consistency on number, direction, and purpose around the Safety Committees district wide.

## Department Culture

- Campus by campus, the police department culture appears to be consistent with the focus of being proactive, visual, and providing a safe environment.
- Morale is good with 75% reporting job satisfaction.
- Members report being most dissatisfied with pay (75%), however the majority were satisfied with vacation time (71%) and health insurance benefits (65%).
- Each chief has confidence in the abilities of their departments and attempts to provide all the tools necessary for success.
- Lieutenants provide the administrative support for the department but due to a limited rank structure, do not have much time available for coaching and training.
- On the main campuses, officers take pride in maintaining public safety and generally appear to enjoy their jobs.
- Those officers who have duty on the remote campuses have very little interaction with other officers or supervisors and do not feel part of the overall police culture by virtue of being remote.
- Although part of the district police department, each campus police department has its own culture independent of the other campuses with no current way to instill a district wide culture.

### *Recommendations:*

- In order to strengthen department culture, officers should be brought together through district wide trainings, monthly , or officer exchanges to give each officer some knowledge as to how enforcement is handled on the individual campuses. This would give all officers experience on all campuses so that in the event of a major incident, other campus police could respond in a backup capacity if needed.
- Expand the rank structure to allow more experienced officers the opportunity to coach and mentor less experienced officers. A corporal or senior patrol rank would allow a police officer who is experienced and trained in staff management and criminal investigations to act as the OIC on each shift on the main

campuses. This may also increase officer retention by providing more opportunity for advancement within the departments.

## Strategic Planning

- Campus law enforcement and safety services lack an overall plan.
- A considerable amount of time appears to be dedicated to ad hoc public safety strategies – that while have merit, would be more effective and efficient with planning.

### *Recommendations:*

- Create a plan for all campuses to follow for training, policy and procedure development, equipment purchases, patrol strategies and campus engagement.

## Community Policing/Community Engagement

- Due to a lack of formal training in community policing, there are varying thoughts as to what community policing is and is not.
- Staff and officers interviewed have a “public relations” approach to community policing and the belief that it is being seen and interacting with students and staff whenever possible, and little effort is placed on problem solving.
- On some campuses, police engagement with student government or organizations takes place only when the officer is directed to attend certain meetings. On other campuses student engagement and outreach is a daily occurrence which is received well by the students and faculty.

### *Recommendations:*

- Mandate community policing training provided by experts in the field of campus law enforcement so the program may be directly at campus policing.
- Initiate a formal outreach strategy by each campus police department that is consistent on all campuses.
  - This program should be tailored for STLCC and fully documented with student and staff input so each officer understands the expectation surrounding the community policing initiative.

## Website

- The STLCC website provides brief information around security and policing differentiated by campus. The video displayed for the Florissant Valley campus is well done, but outdated.
- Each campus website displays the location of the police office and the hours the office is manned, but it is not clear as to when police and security personnel are working
- The website does not provide any police department hours or contact information for any of the education centers.

- It is difficult to find or access safety and security information.
- The campus police individual pages do not provide prominently displayed information on how to sign up for alert information.

*Recommendations:*

- Provide consistent information from one campus police department to the next.
- Ensure that contact information for services 24/7 is easy to find.
- Create a short video of each chief welcoming students to utilize the police services along with examples of services provided.
- Utilize a campus police blog to keep students informed of reported crimes or major events that may affect their personal safety.
- Ensure information on alerts is prominently displayed.

## **Job Descriptions**

- The general descriptions of duties and responsibilities for all full time police personnel were revised in January 2013 and appear to be up-to-date.
- During interviews with police officers, some have never reviewed their job descriptions with the exception of when hired and 59% never received a copy of their job description.
- There are not any job descriptions for part time police officers.
- There are not any job descriptions for part or full-time security guards.

*Recommendations:*

- Require all officers to sign off and acknowledge having read their job description whenever revised.
- Create job descriptions for part-time police officers.
- Create job descriptions for full-time security officers.
- Create job descriptions for part-time security officers.

## **Facilities**

- There are several issues evident at each police facility visited. Survey respondents believed there were issues with office space in general (56%), layout (62%), locker rooms (65%) and training space (46%)
- Report writing technology is in need of updating, locker room space is inadequate, and security at each facility is either insufficient or non-existent regarding overall accessibility.
- Each of the police facilities at the four major campuses, Meramec, Florissant Valley, Forest Park and Wildwood are somewhat difficult to locate with very little signage directing people where to go for non-emergency police assistance.

### ***Wildwood***

- The police facility consists of a small office on the first floor of a building facility.



- Housekeeping and engineering are collocated in the space with no visual signage designating the office as a police facility.
- Officers do not have a separate area that is sound or sight proof to conduct interviews or to have private phone conversations.
- The use of this room by officers for interviews also creates safety concerns for the officers, witnesses, and suspects.
- This space is open to the public, void of any security devices. Any unauthorized person can walk into this office and view monitors with camera shots of various areas on campus as well as confidential material that may be on the officer's desk.
- This facility does not have locker room space for the officers or a holding area for detainees.

*Recommendations:*

- Secure the facility with keypad access controlled door, monitored by a camera visible to the dispatcher and officers in the report writing room.
- Ensure that the space has a formal interview room equipped for audio and visual recordings that is free of any distractions and safety concerns that could double as a holding area.
- Ensure proper locker room space is available for officers to keep personal belongings in a secured environment.
- Control access to the space to only authorized personnel and secure with a keypad access controlled door.
- Install a front desk area to assist in carrying out general police business with visitors, students, and staff.

***Meramec***

- The police department is located on the west side of campus off Couch Avenue.
- It is a two floor building clearly marked as a police facility.
- The building is separate from the rest of the campus, but is very accessible to the public once they locate the building.
- Space is small but efficiently utilized.
- There is no designated locker-room space for officers or a secure holding area for detainees.
- Facility lacks a formal interview area that is secure from common areas.
- Once inside the front door, there are not any security devices to keep visitors from entering the one room report writing area, break room or second floor where the chief's and lieutenant's offices are located.
- The dispatch area is secure from visitors by utilizing a walk up window that the dispatcher monitors when on duty.
- This facility houses a multi-functional room where training, roll call, and meetings take place. This room has a secured entrance that can be closed off from the rest of the facility.

*Recommendations:*

- Secure this facility with a keypad access controlled front door, monitored by a camera visible to the dispatcher and officers in the report writing room.
- Limit visitor access to the rest of the facility.
- Install security at the report writing area and break room.
- Limit access to the second floor offices at the top of the stairs utilizing a keypad access-controlled door.
- Ensure that the space has a formal interview room equipped for audio and visual recordings that is free of any distractions and safety concerns that could double as a holding area.

***Forest Park***

- The police facility is located on the first floor, in Room C-013 of “C” Tower.
- This area is very difficult to locate if someone is not familiar with the campus layout.
- The entrance door is access controlled and monitored with cameras.
- The main door to the lobby area is clearly marked “Forest Park College Police”.
- Lobby area is spacious and includes a sitting area.
- The department stores its patrol bicycles in this lobby area as well.
- Space in the rest of the facility is very limited with multiple officers sharing small work areas.
- The male locker room space is too small to handle the number of officers, especially at shift change.
- The female locker room is small as well but appears to be adequate at this time. Lockers themselves are too small which results in equipment stored above the lockers.
- There is no formal meeting or roll call room in this facility nor is there a formal interview room.

*Recommendations:*

- Ensure that the space has a formal interview room equipped for audio and visual recordings that is free of any distractions and safety concerns that could double as a holding area.
- Increase signage to ensure the building is visible as a police facility.
- Create space for police equipment (for example the bicycles) that is not in a public space.
- Upgrade male locker room space.
- Upgrade all lockers to provide proper storage.

***Florissant Valley***

- The police department is located at 3400 Pershall Road away from the main campus area.

- This facility is shared with campus maintenance and engineering.
- Of all the main campus police facilities in the district, Florissant Valley is the most spacious.
- The main dispatch and report writing areas are secured from the public with an access-controlled entrance, monitored by cameras.
- An office utilized by the investigator is small and doubles as a storage and evidence room.
- This office is used for interviews but is not equipped with camera or audio monitoring.
- The secured entrance leads to a large walk up window monitored by the dispatcher, when present.
- A multi-functional meeting room is shared with campus maintenance and engineering and doubles as a formal meeting, training, and roll call room when available.
- A large break room is also shared with campus maintenance and engineering.

*Recommendations:*

- Ensure that the space has a formal interview room equipped for audio and visual recordings that is free of any distractions and safety concerns that could double as a holding area.
- Increase signage to ensure the building is visible as a police facility.

## **Behavioral Intervention Teams (BIT)**

- All the BIT teams had different makeup of members.
- Focus of the teams did not appear to be consistent.
- Information sharing is poor, but technology has been purchased to enhance the process.
- Training of the teams appeared inconsistent.
- Resources to address issues raised by the BIT are somewhat limited.
- Nearly 10% of department members responded that they did not know about the BIT.

*Recommendations:*

- Develop a structure for the teams to ensure involvement from a diverse group representing different areas of the college.
  - Membership should be voluntary and not forced.
- Create a campus wide BIT oversight committee made of a representative from each team. This committee will review all team practices and develop a process that is consistent with all BIT teams.
- Develop an annual or semi-annual training to bring all BIT members together for training, brainstorming, problem solving.
- Provide training to all department members on the BIT.
- Increase resources.

## Equipment

- Students commented in group meetings and the surveys that they believe there should be more officers on Segway's.
- Equipment purchases did not appear to part of an overall plan.
- Some officers carry their own firearms.
- Some officers were not issued bulletproof vests.
- Officers expressed concern over not having less lethal options such as Tasers.
- Officers do not have use of mobile computing technology.

### *Recommendations:*

- Develop an equipment plan and tracking strategy.
- Assign equipment tracking to a single person for all campuses.
- Invest in equipment to ensure everything is up to date to reduce liability.
- Issue duty firearms and ammunition to all police officers employed by the college.
- Train and qualify with firearms twice per year.
- Consider less lethal options.
- Create a Use of Force Continuum with a section on less-lethal options, and issue and train with the same equipment for all officers.
- Conducted scheduled and or random inspections of all issued and required equipment.
- Require officers to wear bulletproof vests issued by STLCC.
- Transition to the use of mobile computing devices as appropriate.

## Internal Investigations

- STLCC used an internal investigator to review the Meramec incident.
- Smaller agencies often find it difficult to conduct internal investigations as they do not conduct enough of them to remain proficient.
- Smaller agencies find internal investigations stressful for the individual conducting the investigation because of personal and professional relationships.
- Internal investigations, regardless of how competent the investigator, when conducted internally, often give the public the impression that the department is "taking care of its own" or hiding something even if that is not the case.

### *Recommendations:*

- General discipline investigations of routine nature can remain as an in-house process.
- Sensitive case related investigations or investigations related to unethical or immoral behavior should be handled by an outside agency – a large municipality, County police, or private firm.
- Officer involved shooting cases shall always be investigated by an outside entity that can remain impartial.

## Citizens / Civilian Review Boards

- Citizens' review boards have been part of the policing landscape for many years.
- Some have oversight over police operations acting as a Police Commission, others review complaints against officers, and others seek to mediate differences between the police and stakeholders.
- Most police departments investigate their own officers and frequently creating mistrust from the citizens, particularly when there is a controversial case and the department rules in favor of the officer.
  - The department usually cites the personnel rights of the accused and does not release information to the public.
  - Review Boards can breakdown the mistrust.
- Some boards are comprised of citizens without any expertise or experience in the field of policing.
  - Individuals bring their respective biases to the meetings or they strongly support the department.
  - Civilians lack the investigative experience to look deeper into the issue or ask the right questions.
    - These can further create problems rather than correct them.
- An example of a way to promote stakeholder involvement that does not have direct oversight is the process established by Brown University Department of Public Safety (Brown). Brown created an Oversight Committee to act as an advisory group to the chief of police and the executive vice president to whom the chief answers. The Oversight Committee is comprised of 22 members consisting of administrative staff, department heads, faculty, students, the chief of police and the vice president, a police union representative, the head of professional standards, a faculty emeritus, and legal counsel.
  - The Oversight Committee meets twice a semester and the chief shares events occurring within the agency, including crime trends, possible reasons for them, and most recently an assessment of their technology needs.
  - The also discuss the numbers and types of complaints against officers and how they have been resolved.
    - The group does not discuss individual cases.

### *Recommendations:*

- Investigate alternatives to a Review Board.
  - While PSSG encourages accountability and transparency there are other areas for which the Board needs to address in order to increase the effectiveness and efficiency of police operations.

- Implementing a consistent reporting process for each campus to share information either at Board meetings or through written reports can serve to bridge the information gaps.
- In the future, revisit the idea of a Review Board to see if it meets the needs of STLCC after the reorganization occurs as a new structure may eliminate past issues.

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## Conclusions

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Across all campuses, department members are engaged and seek to enhance police operations. During the study, the department members and the campus community at large were cooperative, helpful, and interested in improving services and relationships.

The general themes that emerged during the study were the need for consistency around policing, and the need to address the differences between campuses along with improving processes to decrease liability. Creating one department can address these issues.

Priorities include:

- Establishing a position to oversee all campus safety and emergency management that reports to the chancellor or his designee.
- Establishing reporting lines from the campuses to the new position with the on campus personnel communicating to an appointed campus liaison.
- Establishing consistent policies and procedures on which department members are trained and tested.
- Establishing a campus wide emergency response plan with annexes as needed.
- Establishing a policy to issue department equipment (firearms, vests, etc.) to all personnel
- Establishing a field training program.
- Increasing training for security guards with well-defined job descriptions and responsibilities.
- Ensuring proper workspace for police personnel.
- Streamlining work flow by establishing positions to oversee training, compliance, investigations etc. (not necessarily new hires).

Addressing these areas will improve efficiency, enhance communication, and reduce liability.

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## Next Steps

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As part of this study, the Board did not request an implementation plan, however there are a few key steps required prior to the Board moving forward with the recommendations, they are as follows:

- Brief the department on the report findings and recommendations.
- Determine which of the priorities are most pressing.
- Determine who at STLCC will take the lead in implementing the priorities.
- Develop an action plan for implementation.
- Recruit a person to lead all of the police departments under a single structure ensuring the person has the appropriate level of education and experience.

PSSG will make itself available for follow-up discussions to assist the Board with this process as needed.