



**International Association of
Campus Law Enforcement
Administrators**

**Consolidation of Police Services Study
Nevada System of Higher Education**

March 2018

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Background and Scope of Services

The Nevada System of Higher Education (NSHE) oversees the eight public institutions of higher education in the state. Two years ago, the Board of Regents consolidated the University of Nevada-Reno (UNR) Police Department with the Truckee Meadows Community College (TMCC) Police Department. The benefits of this consolidation have been viewed favorably by both institutions. Given the success of this effort, the Board of Regents contracted with the International Association of Campus Law Enforcement Administrators (IACLEA) to study and assess the feasibility of replicating a merger of police services in the southern region of the state, more specifically, for the University of Nevada-Las Vegas (UNLV), the College of Southern Nevada (CSN) the Nevada State College (NSC), the Dessert Research Institute (DRI) Las Vegas, the Sponsor Programs/EPSCoR and the system office. In addition, the Board of Regents requested the additional study of a state-wide single organizational entity serving all NSHE institutions including Western Nevada College (WNC) and the Desert Research Institute (DRI).

The project scope consisted of two main objectives:

1. Study the feasibility of consolidating the police services at the institutions located in the southern region of the state in a manner similar to the consolidation of the Reno area institutions in the north.
2. Examine the feasibility of consolidating all eight institutions under one organizational entity.

Furthermore, the Board of Regents requested a study of the benefits and constraints of the southern merger and state-wide consolidation.

Organization of Report

This report is organized into three major sections. **Section I** describes the lessons learned from consolidation efforts in the northern portion of the state and additional merger recommendations for Great Basin College and Western Nevada College. **Section II** describes the issues identified with a proposed consolidation of campuses in the south and recommendations for a Southern Command structure. Section III outlines several statewide consolidation models. In each model the pros and cons are identified.

Acknowledgments

The IACLEA Review Team would like to acknowledge the support and assistance provided by Nate Mackinnon, Vice Chancellor for Community Colleges, and Keli Bucci, Executive Assistant, NSSHE. Both provided invaluable assistance by providing essential logistics, thus allowing us to make the best use of our time. Ms. Bucci also served as our primary point of contact for logistics. She scheduled numerous meetings at each campus and provided directions and contacts at each campus.

The Team would also like to extend our sincere appreciation to the presidents of each institution and their respective executive teams. Their candid conversations and years of experience were invaluable. Last, but certainly not least, a very special thank you is extended to the students, faculty, and staff on each campus. The spirited forums, passionate remarks, and commitment to the safety of their own communities that they freely shared with our Review Team were carefully considered and served as the foundation of our work.

Disclaimer

This report is based on data made available to IACLEA. While IACLEA has made every attempt to ensure that the information contained in this report has been obtained from reliable sources, IACLEA is not responsible for any inaccuracies or omissions, or for the results obtained from the use of this information. **This report is provided without warranty of any kind, express or implied, including, but not limited to warranties of performance, merchantability, and fitness for a particular purpose.**

The authors' opinions, findings, conclusions, and recommendations are intended solely for the use and benefit of the NSHE Board of Regents. Nothing herein shall constitute legal advice or to any extent substitute for the independent investigations and the sound technical and business judgment of the Board of Regents. In no event will IACLEA or its partners, affiliates, employees, or agents be liable to the Nevada System of Higher Education or its Board of Regents, partners, affiliates, employees, or agents for any decision made or action taken in reliance on the information in this report or for any consequential, special, or similar damages.

IACLEA is not responsible for any statements made or opinions expressed by individual members of the Review Team outside of this report.

Methodology

IACLEA is the leading authority for the campus public safety profession. Its members consist of police chiefs, public safety directors, and security personnel at higher education institutions across the globe. IACLEA advances public safety for educational institutions by providing educational resources, advocacy, professional development, and organizational assessment services.

The IACLEA Review Team assigned to the NSHE Consolidation Study consisted of team leader, Chief Barbara R. O'Connor, J.D. (Ret.). Chief O'Connor has served as chief of police at three large public flagship universities. Commissioner Bruce McBride, Ed.D. (Ret.). Commissioner McBride served as the Commissioner of the State University of New York System (SUNY) Police Departments and is currently a professor emeritus at Utica College. Chief Tom Ryan, M.B.A. (Ret.) served as the chief of police at SUNY Oswego, NY, and is an adjunct faculty member at Utica College. Major Cleveland Smith, M.B.A., has served as Deputy Director at the Anne Arundel Community College Department of Public Safety and Police, Arnold, Maryland for 12 years. Prior to his appointment at Anne Arundel Community College, Major Smith served the Anne Arundel County Police for 20 years. Members of the team making campus visits were Chief O'Connor, Chief Ryan, and Major Smith.

Also, on the Review Team but not making site visits was Associate Vice Chancellor for Student Affairs/ Chief of Police (Ret.) for the University of Wisconsin, Madison, Sue Riseling. Chief Riseling is currently the Executive Director of IACLEA. Mr. John Leonard, Director of Accreditation and Peer Review Program Services for IACLEA, provided administrative support for the project. For full biographies on the Team please see Appendix 2.

The Review Team conducted on-site visits to the institutions the week of November 13-17, 2017. The work week began in the northern part of the state at TMCC on November 13. There, the Team met with President Karin Hilgersom. The remainder of the visit included one-on-one meetings with select leaders of President Hilgersom's executive team as well as group meetings with faculty, classified council members, and student government. The Review Team also met with DRI Vice President for Campus Planning and Physical Plant Peter Ross. Later in the day the Team traveled to WNC and had the opportunity to meet with Acting President Mark Ghan and Business Officer Darla Dodge. The Team also met onsite with students, faculty, and staff and through video conferencing with WNC Director of Campus Safety Jack Piirainen and Supervisor Matt Shafer.

On November 14, the Review Team had the opportunity to speak with Chancellor Thom Reilly and Vice Chancellor for Community Colleges Nate Mackinnon. After that meeting, the Team traveled to the UNR Police Department. There, the Review Team met extensively with Chief Adam Garcia. Additional meetings included students, faculty, and staff, Faculty Senate Chair Tom Harrison, and Staff Employees Council Chair Megan Ezekiel. In the afternoon the Team spent time with Vice President for Finance Vic Redding and Chief Garcia.

Traveling south on Wednesday, November 15, the Review Team arrived at NSC where they met with the executive team, including President Bart Patterson. Additional meetings included leaders of the Nevada State Student Alliance and Faculty Senate. Later in the morning the Team met individually with Dean of Students Dr. Richard Yao.

The visits to CSN included two campuses: the West Charleston campus on Wednesday November 15 and the North Las Vegas campus on Friday November 17. At the West Charleston campus, the Review Team met individually with President Michael Richards, Vice President of Student Affairs Juanita Chysanthou, and General Counsel Richard Hinckley. Additional meetings were conducted with Chief Ketsaa, Chief of Police for the Clark County School District; Vice President of Finance Mary Kaye Bailey; Senior Vice President, Strategic Initiatives & Administrative Services Patty Charlton; and Vice President for Academic Affairs Dr. Margo Martin. In the afternoon the campus community of West Charleston participated in a public forum to share their thoughts with the Review Team.

The Review Team spent the entire day of Thursday November 16 at UNLV. The day began with a meeting with Chief of Police Jose Elique and his supervisor, Vice President of Student Affairs Juanita Fain. From there, the Team had a group meeting with President Len Jessup and his Executive Team: Executive Vice President and Provost Diane Chase, Vice President of Finance and Business/CFO Jean Vock, Vice President for Student Affairs Juanita Fain, Vice President of Government Affairs and Compliance Luis Valera, Special Counsel to the President Nancy Rapoport, and Vice President of Brand Integration/Chief Marketing Officer Vince Alberta.

Later in the morning meetings were held with Associate Vice President for Wellness Jamie Davidson, Deputy Executive Director Keith Rogers, Director of Student Conduct Phil Burns, Faculty Senate Chair Shannon Sumpter, Acting Dean of the School of Medicine (Shadow Lane) Shawn Gestenberer, and Director for Administration of the Center for Academic Enrichment and Outreach Zhanna Aronov. Other meetings with key staff included Director of Compliance Barrett Morris, Senior Vice Provost Carl Reiber, Classified Council Chair Abby Wood, Associate Vice President for Student Affairs Administration Anne Kingsley, Consolidated Students University of Nevada (CSUN) President Chris Roys, Graduate and Professional Student President Kanani Espinoza, Associate Vice President for Student Affairs Karen Strong, and Assistant Vice President for Campus Life Centralized Services Richard Clark.

A separate meeting held with administrators from the Desert Research Institute (DRI) included Facilities Manager Paul Pate, Program Specialist Suzanne Hudson, and Deputy Director, Division of Earth and Ecosystem Sciences Lynn Fenstermaker. In addition, the Review Team met separately one-on-one with Chief Elique. At the end of the day the Team attended the CSUN Town Hall meeting, which had been scheduled before our visit to discuss student safety.

The Review Team's final on-site visit was on November 17 at CSN, the North Las Vegas campus. There the Team met with Senior Associate Vice President and Chief Human Resources Officer John Scarborough and Allied Universal Contract Manager Brandon Ward. In addition, public forums were held with academic stakeholders and members of the campus community. The day ended with meetings with CSN's police supervisors and police leadership team.

At each meeting after making brief introductions, the Review Team engaged the community in dialogue to allow a free-flowing discussion on their thoughts about safety needs as well as any concerns about a possible merger. That said, the Review Team used a set of questions designed to elicit specific information about: level of support, consideration of consolidation models, review of northern merger, and safety concerns on campus. Follow-up questions were presented to interviewees to clarify their comments and, when appropriate, examples presented in their responses. Field notes were taken and later summarized for purposes of this report. At most locations, the Team directly observed physical environments and equipment appearance.

The horrific tragedy at the Harvest Music Festival on October 1, 2017, and its impact on this community, the State of Nevada, and our country cannot be overstated. Consequently, it comes as no surprise that there was significant interest in this topic at each institution. Every open forum was well attended. The executive leaders, faculty, administrators, and students at each institution were fully engaged in the discussions and provided thoughtful comments. From the start of this endeavor, the Chancellor's charge was clear - the safety of the students, faculty, and staff were of paramount concern and any merger must enhance services.

It is the Review Team's hope that this report's findings and recommendations will provide an overview of the issues and challenges associated with consolidation. Furthermore, the Review Team has provided a set of actionable steps with the goal of enhancing safety and improving efficiencies and the delivery of police services for the Nevada System of Higher Education.

Executive Summary

The purpose of this study is to review consolidation of police services in the Nevada System of Higher Education. In 2016, the UNR Police Department successfully merged with the TMCC Police Department. As a result, the UNR Police now provide services to TMCC and area facilities of the DRI. To further explore consolidation initiatives, the Board of Regents requested IACLEA to study and assess the feasibility of replicating a merger of police services in the southern region of the state for the UNLV, CSN, NSC, and DRI facilities located in the southern part of the state. In addition, the Board of Regents requested the additional study of a state-wide single organizational entity serving all system institutions.

Documents related to consolidation questions were reviewed throughout October and November 2017 and were followed with state-wide campus visits November 13–17, 2017. The Review Team for campus visits consisted of Chief Barbara O'Connor (Ret.), Chief Thomas Ryan (Ret.), and Major Cleveland Smith. Chief O'Connor serves as chair for this project. During the campus visits, interviews and focus groups were conducted with campus stakeholders including campus presidents, senior administrators, faculty, and student leaders.

The Review Team first examined the method by which consolidation was achieved between the UNR and TMCC police departments. The key lessons learned from this undertaking articulated from interviews were:

- Involve all stakeholders in the process;
- Foster an open process, with the opportunity to comment and share concerns;
- Assign a project manager to oversee the process;
- Identify and communicate to stakeholders the level of services needed at both campuses and focus on service needs versus the actual number of officers assigned to each campus;
- Ensure reporting lines of the police command are clear to campus administrators; and
- Use the merger to realign and improve services after identifying each campus's expectations.

The merger between the UNR Police and TMCC has been deemed a success based on indicators including enhanced services, reduced costs, elimination of excess equipment, and updating records management software and systems. Additionally, job and promotional opportunities have increased for sworn personnel. The Review Team believes that additional enhancement can be achieved in the following ways:

- Create a Northern Command supervised by Chief Garcia to allow for enhanced services at all campuses in the northern part of the state.
- Realign all safety services at UNR, most notably the Office of Emergency Management, under the police department. This realignment will allow the department to use these services to assist the other campuses with their emergency planning and create a consistent, unified approach to all public safety services.
- Include WNC and GBC Public Safety under the Northern Command, which will allow greater coordination of the emergency operations plan, policies and procedures, and annual campus safety reporting.
- Unify major police investigations, at all institutions in the Northern Command, under Chief Garcia. This procedural change ensures consistent and professional investigations whereby System policies and procedures are followed, along with higher education compliance regulations.
- Replace the position of Director of Public Safety at WNC, when the current director retires, with a UNR police supervisor to initiate sworn police supervision on campus.
- Expand the police presence at WNC. For GBC, include police officers as this campus expands and adds additional residence halls.

Southern Consolidation Recommendations

The report notes overwhelming concern and, at some levels, outright resistance to a merger at southern institutions based on campus complexity, geography, and community opposition. There is apprehension that policing services will be diminished and any consolidation would mirror the consolidation of departments in the north with the UNLV being the lead agency. The discussion is further complicated by a series of personnel issues between the CSN and UNLV police departments. Overall, the Review Team believes improvements to police services may be achieved in the south. However, the following recommendations need to be addressed before considering consolidation:

- Address the serious fiscal problems affecting the UNLV Police Department's communications, equipment, buildings, and staffing.
- Conduct a cultural and organizational assessment of the UNLV Police Department. Moreover, perform a review of the UNLV police leadership along with determining the funding needed to effectively deliver public safety services to the campus. Once this review is completed, UNLV should develop a short-term and long-term strategic plan, which would include consolidation.
- Address and resolve the acrimonious relationship between the police executives at CSN and UNLV.
- Change the UNLV communication system from the Nevada Shared Radio System and join the Southern Nevada Area Communications Council system. Most police agencies in Southern Nevada use or can access the latter, and the change will facilitate and expedite communication interoperability.
- Assess technology such as closed-circuit television (CCTV) and alarms at CSN to determine if equipment needs to be repaired and updated along with determining the feasibility of replacing contract positions with modern technology.
- Review the staffing/placement of contract officers at CSN to ensure optimum coverage and productivity. There are opportunities to reduce the number of contract personnel, without compromising safety. As more police officers are hired, trained, and added to the CSN staffing, the number of contract officers should be reduced in increments to subsidize the cost of police personnel.
- Review and simplify the current communication procedures at CSN. Existing procedures appear complex and inefficient for department members in responding to emergencies and calls for service.

It must be noted that one of the reasons the merger in the north was successful was due to Chief Garcia's leadership. He proved to be an experienced, educated, and effective leader. He was able to achieve success through collaboration, innovation, self-assessment, communication, and team building and by setting vision and goals. If the Board of Regents decides to move forward with a merger in the south, the Review Team strongly recommends they identify a leader with the attributes listed above.

Once the recommendations outlined above are achieved, the Review Team believes a Southern Command structure can be gradually established following the successful model of police departments in the northern part of the state. A multi-phase plan appears in the report that would guide this goal.

Statewide Consolidation

Of the three consolidation models presented, the Review Team recommends adoption of a Commissioner of Police/Public Safety. The Commissioner would be appointed to work with the Board of Regents, Chancellor, institution presidents and administrators, and law enforcement executives in achieving defined consolidation goals, creating efficiencies in service delivery, and saving money for contractual items. Working with campus law enforcement executives, the Commissioner would have defined responsibilities and authority, including:

- Mobilization of personnel and equipment in the event of a significant emergency or mega-event.
- Review and implementation of system-wide law enforcement and safety policies and procedures, including accreditation for all departments.
- Investigation of major incidents and complaints filed against police/public safety personnel and at each campus.
- Taking the lead in seeking potential grant opportunities involving system-wide programs and equipment.

This model would have the least budgetary and operational impact on the current structure for the system and institutions. Qualifications for the Commissioner position are outlined in this report and include a defined record of progressive executive responsibilities and proven leadership in complex organizations.

Section I – Lessons Learned: Northern Consolidation

Introduction

As reported to the Board of Regents by Adam Garcia, Assistant Vice President and Director of Police Services, the consolidation of the UNR Police Services, the TMCC Police Department, and the Desert Research Institute became effective July 1, 2016. Today the police services at all three institutions are provided by the UNR Police Services. By all counts the process was not an easy one. At times, the forums and meetings leading to consolidation were contentious. However, everyone interviewed for this study agreed the success of the merger was contingent upon this process. Furthermore, all the parties agreed the leadership style of Chief Adam Garcia during the pre- and post-merger debate was a significant factor in the success of the process and the ongoing day-to-day operations of current UNR Police Services.

The consolidation itself resulted in a savings to NSHE of \$432,000 and an additional \$209,225.85 in salary savings for a total of \$641,225.85. The Review Team learned that most of these savings were the result of a unique situation at the TMCC Police Department, through the reduction or elimination of, among other things, police equipment, take-home cars, on-call pay, and rental costs at a warehouse. These savings were unique to UNR/TMCC and may not be replicated in a merger among the southern agencies.

In addition to these cost savings, TMCC received an enhanced level of police services including 24/7/365 police coverage, access to University Police Services Threat Assessment Team, numerous educational and community policing programs, and professional investigative services. Moreover, all the parties involved wholeheartedly agreed the merger resulted in an enhanced level of professionalism. The value of these programs and services for TMCC may be difficult to quantify, but they are invaluable for the safety of students, faculty, and staff.

DRI police also experienced a change in police services as a result of the merger. Prior to the merger, DRI received police services from the TMCC police. As a result of the merger, DRI now receives police patrol and services from UNR police. During our interviews, DRI staff confirmed the change did not impact their level of service. They feel safe overall, expressed confidence in Chief Garcia, and are pleased with UNR police.

The key lessons learned from the merger between UNR and TMCC police were articulated in our interviews with campus stakeholders:

- **Involvement of all stakeholders in the process**

This point was reiterated by almost all the staff with whom the Review Team met. Some staff expressed this in terms having been achieved while others felt some groups were left out of the process. In any event, going forward with any additional merger conversations, the best opportunity to achieve success will be to identify all stakeholder groups and include them in the process.

- **An open process and opportunity to comment and share concerns**

The many public forums and meetings may have been time-consuming, but everyone interviewed believed these paid dividends as the merger moved forward.

- **Assigning a project manager to oversee the process**

Assigning a staff person to manage the process helped move things along and keep them on track.

- **Identify level of services needed at both campuses and focus on service needs versus the actual number of officers assigned to each campus**

As merger conversations continued, the focus became the number of officers positioned at TMCC versus the actual coverage needed. When the merger first occurred, many campus constituents viewed the services as being reduced because there were not seven officers assigned to the campus. The number of officers patrolling the campus was not reduced but were deployed differently.

- **Reporting lines of the police command must be clear**

The unique skill set of Chief Garcia in this process was very important to the merger's success. However, the chief of police of any department must ultimately report to only one supervisor. As the merger was rolled out, there seemed to be some confusion at the TMCC campus. The issue was resolved through conversations and developing understanding, but when an organization chart is drafted for the area, it should show both direct and indirect reporting lines. Moreover, each campus head should have the opportunity to provide feedback in the chief of police's evaluation.

- **Use of the merger to realign services**

TMCC used the merger as an opportunity to realign services that were viewed as misaligned within the police department. In addition to improving police services, other campus services were also enhanced.

- **Identify each institution's cultural expectations and/or nuances about police services**

All institutions have varying expectations for its police services. For example, one campus may provide a walking escort program using its police officers that is viewed as essential to student safety. In contrast, another campus may provide a similarly effective service employing student volunteers. Another example is one campus assigning officers to patrol on foot, while another campus patrols by car only. For one campus a significant issue may be traffic safety, while for another campus the issue is parking enforcement. With any additional merger, these services and expectations should be identified and respected through the process. Every institution needs to adopt a community policing model, whereby the officers and the campus community work together to enhance campus safety.

Western Nevada College Public Safety

Western Nevada State College (WNC) Public Safety currently employs five full-time and two part-time public safety personnel. These employees are non-sworn and provide an array of public safety services and some additional facilities services. Staff are on duty 16 hours, Monday through Friday (7 am to 11 pm) and 8 hours on Saturday (8 am to 4 pm). The College is closed on Sunday. Sworn law enforcement services are rarely needed, but WNC has an established relationship with Carson City, and their police respond when requested. In the past, WNC considered partnering with the UNR police but found it cost prohibitive. Although most of the staff expressed positive feelings about the current public safety services and their level of professionalism, most also recognized their limitations as unarmed and non-sworn staff. Moreover, some expressed concern about the College's ability to prepare for and respond to emergencies and conduct threat assessments, given their limited resources. The College is in the early stages of planning a residence hall, and there was a general recognition this will change the level of public safety services the College requires. College leadership supports receiving additional services from the UNR police without a significant increase in cost.

The current Director of Public Safety at WNC is Jack Piirainen. He has been at WNC for 17 years. By all accounts he has raised the professionalism of his staff with additional training and equipment. Based upon his own assessment, he feels the campus would benefit from an armed force and has actively researched the state statute that allows for an armed, non-sworn security force. He shared with the Review Team that he is mentoring his subordinate to become his replacement upon his retirement.

Great Basin College Public Safety

Campus safety at GBC is led by Director of Environmental Health, Safety and Security Patricia Anderson. GBC is a non-sworn department and employs two full-time staff, one supervisor, and the director. The Elko campus has residence halls and when police services are needed, the city police respond. The current arrangements are meeting the safety needs of the College. However, this may change if and when the College grows and adds additional residence halls.

GBC's main campus is in Elko, but it has branch campuses in Battle Mountain, Ely, Pahrump, and Winnemucca. The branch campuses have no on-site public safety services, but local police respond when needed. The director also responds to represent GBC as needed. However, the distance and time required to drive to the branch campuses is extensive.

Given their location and size of their department, GBC has relied upon strong partnerships with local police, first responders, and county emergency preparedness staff. Director Anderson has done a very commendable job in developing local relationships. In addition, she has developed an informal relationship with Chief Garcia, and the two speak often and share information when needed.

Northern Command Recommendations

The Review Team's assessment of the merger between the UNR Police Department and TMCC Police Department reaffirmed the success of the merger. As a result of the consolidation, services were enhanced, costs reduced, and excess equipment eliminated. Furthermore, hiring, opportunities for officers, and employee retention all improved.

The Review Team believes additional enhancements can be achieved by implementing the following recommendations:

- Create a Northern Command, supervised by Chief Adam Garcia. This will allow for enhanced services at all the Northern institutions.
- Realign all safety services at UNR under Chief Garcia, most notably the Office of Emergency Management. This will allow Chief Garcia to use these services to assist the other institutions with their emergency planning and to create a consistent, unified approach to all public safety services.
- Expand the Northern Command to include Western Nevada College (WNC) and Great Basin College (GBC) Public Safety.
- Create dotted reporting lines from the Directors at both WNC and GBC to Chief Garcia. All annual campus safety and security reports (i.e., Clery), emergency operations plans, and policies and procedures relative to timely warnings and imminent emergency notifications should be reviewed by Chief Garcia to ensure compliance with the law and, most importantly, ensure they are effectively used for the safety of students, faculty, staff, and visitors.
- Coordinate all police investigations at WNC and GBC through Chief Garcia. This will ensure consistent and professional investigations that follow university policy and procedures as well as state and federal law. Although a reliance on local law enforcement will remain, municipal authorities may not be aware of the unique federal laws and mandates of the Clery Act, Title IX, and threat assessment. The Review Team believes Chief Garcia and his professionally trained, university law enforcement detectives are best suited to address these issues.

Future Recommendations for Western Nevada College:

- WNC Director Piirainen shared his succession plan for his retirement. Although the Review Team commends the director for mentoring and planning for his retirement, the Review Team recommends that this position be replaced with a UNR police supervisor. Although there will be additional costs due to the difference between the director's salary and that of a sworn police supervisor, the cost differential is minimal while the value of a sworn officer at WNC will be significant. The supervisor should be assigned to the campus Monday through Friday during business hours. The cost to TMCC is \$98,152.31 and, as recommended, a police supervisor assigned to WNC would be an approximate annual increase of \$32,000.

- The Review Team recommends that, as WNC expands, it assigns officers from UNR to their campus. Officers would be used as School Resource Officers, primarily assigned to the WNC campus in Carson City.

Future Recommendation for Great Basin College:

- Implement a model similar to the one recommended for WNC, as GBC adds residence halls and expands.

Section II – Southern Consolidation

Introduction

As it studied the feasibility of a southern consolidation, the Review Team followed the same methodology outlined in the introduction of this report, along with analyzing the operations of both the UNLV Police Department and CSN police and security operations. This is an important step in determining if and how efficiencies can be improved, thereby increasing safety in both jurisdictions, as well as potential savings. This section of the report is divided into three subsections. First, the Review Team discusses the findings related to the UNLV Police Department, including services provided to NSC, and outlines the critical issues identified. Second the Review Team discusses the CSN police, security, and dispatching operations. Lastly, the Review Team provides overall recommendations for the southern institutions and recommendations for a Southern Command structure.

UNLV Department of Police Services

The UNLV Police Department is led by Associate Vice President and Chief of Police Jose Elique. Chief Elique is supervised by Vice President of Student Affairs Juanita Fain. The department has 40 full-time police officers, including the chief and two assistant chiefs. The officers work 12-hour shifts in five different squads. They patrol the main campus on foot, in cars, and on bicycles. The department has K-9 officers, detectives, and a full-service dispatch center. The department also patrols the Shadow Lane Campus, which has an additional four buildings on 18 acres of land where the Dental Medicine and UNLV Bio-Tech center are located. UNLV police are also responsible for providing police and security services for many events, including Division I athletic events at two major venues, as well as for the DRI Las Vegas, the Sponsored Programs/EPSCoR, and the system office.

UNLV police services are also augmented by part-time officers and student security. Chief Elique is in the process of developing an emergency management program and hiring a staff member for this unit. In addition to routine patrol duties, the department engages in community policing and crime prevention. The department also provides police services to Nevada State College and the Desert Research Institute through a contract for services agreement.

The UNLV Police Department's community policing efforts are held in high regard by the community. Many members felt the community policing philosophy at UNLV police was unique. However, many faculty, staff, and students expressed concern about a merger negatively impacting this philosophy. Overall, the community expressed confidence in the officers and the UNLV Police Department.

That said, the Review Team also identified several major issues. Most important was widespread concern among faculty, staff, and students about the fiscal resources allocated to the police department. Some staff described the department funding as "piecemeal" and described the chief as having to "scrounge" for funding. Most worrisome, the Review Team learned students held the same perception and articulated the same concerns. Student leaders openly questioned why the chief had to go to student groups to raise money for additional blue light emergency phones that are normally funded by campus-wide allocations. These perceptions left the faculty, staff, and students with an alarming feeling that safety was not a priority for the institution.

This perception also manifested in what was described as an increase in response times, a lack of visible police and security presence at night, a lack of a unified security technology program for the campus, broken security cameras, and the overall lack of a coordinated approach to campus safety and security.

The Review Team identified other issues during the UNLV on-site visit. The dispatch center was far too small, the equipment was outdated, chairs were worn, and the facility was unkempt. Several police cars were observed to be old and deteriorated. Moreover, staff and students at NSC also expressed this concern. They clearly noticed an old police car assigned to their campus and cited this as an example of feeling unsafe at night. Some students even expressed the perception that the chief had assigned the old car to the campus on purpose, noting at the time that NSC and UNLV were in the process of contract negotiations. Assigning the old car to campus was viewed as a negotiating strategy used by the chief. This same perception also was held by some NSC staff.

Additional concerns expressed to the Review Team by staff involved the sharing of information and compliance in the areas of sexual assault, Title IX, and the Clery Act, including the issuance of Timely Warnings and increasing violent crime on campus borders and within the campus. Further concerns were expressed about the lack of following best practices in these areas.

The Review Team also had the opportunity to attend a safety forum on the UNLV campus sponsored by student government. The comments made by the chief at this forum were alarming and not in the interest of student safety or of victims of sexual assault. His remarks indicate the need for additional training on the Clery Act, Title IX, and sexual assault response.

Nevada State College

NSC contracts with UNLV for police services. Current police coverage is Monday through Friday 7 am to 11 pm, with one officer assigned to each shift with a marked car. The contract also provides for dispatching services and after-hours response. In addition, UNLV police assist with any emergency preparedness duties as needed. The cost of the current contract is \$291,000. In addition to the UNLV contract, NSC contracts with a private security company at a cost of \$100,548. There are no significant crime issues on campus, and when police services are needed the response times are good and the officers are very professional. NSC students and staff felt the need for additional services, which they identified as:

- The campus currently has three emergency call boxes/buttons and needs more.
- The department should develop an app for smart phones, permitting students to call for help.
- The police car assigned to the NSC campus has paint peeling off the body and looks shoddy and unprofessional.
- A security escort service needs to be available between 7 pm and 10 pm.
- Training on personal safety should be available for all members of the campus community.
- Police officers should interact with the students, faculty, and staff.
- There should be a clear policy for timely communication about students of concern between deans and police on all three campuses, since many of the same students attend classes at CSN, NSC, and UNLV.
- NSC needs assistance with emergency preparedness planning.

College of Southern Nevada

Prior to the College of Southern Nevada (CSN) establishing a police department, protection services on campus were provided exclusively by a contracted security service. Close to 100 contracted officers were used for coverage. The CSN Police Department was established in 2005, and armed officers were integrated into the protection plan. It was not fiscally feasible to immediately replace all the contractual security with Class 1 armed police officers.

Today, the CSN Police Department employs 17 armed police officers, with an authorized strength of 18 officers including the executive staff. The CSN Police Department uses approximately 60 contract security officers who assist in staffing three campuses and four off-site locations. One contract officer is deployed at each of the off-site locations, all of which consist of a single building that closes at 11:00 pm.

The CSN Police Department contracts with the Clark County School District Police Department (CCSDPD), a full-service law enforcement agency, to use their dispatching and record search services.

Darryl Caraballo serves as chief of the CSN Police Department. He was appointed in 2010 and is well regarded and respected by his officers and the campus community.

Armed Police Officers

The CSN officers work 4 consecutive 10-hour days, then have 3 days off. CSN officers are on duty Monday through Friday 8:00 am to 11:00 pm. Contractual officers are on duty as well. Three contractual officers are on duty at three separate locations from 11:00 pm to 8:00 am, when no CSN police officers are on-duty. If police assistance is needed during the hours CSN police officers are off duty, the contract officer contacts the CCSDPD and/or the Las Vegas Metro Police Department.

Clark County has high schools located on and adjacent to the CSN campuses, so many of the CCSD PD patrol areas are contiguous to CSN campuses. The Review Team was informed that a Memorandum of Understanding (MOU) is in place to enable CSN officers to receive and provide back-up assistance from the CCSD police officers. The Review Team observed the cooperative relationship between the CSN and CCSD police chiefs.

Contract Security Personnel

Police departments routinely use civilians who have received appropriate training to accomplish tasks within the department that do not require a police officer. Duties such as property management, communications dispatcher, and evidence collection are commonly performed by employees who are not sworn police officers. This allows trained and fully authorized police officers to remain available to respond to incidents that are directly related to public safety and law enforcement.

The use of unarmed security personnel to augment the staffing and services provided by armed police officers is feasible and practical for many campus police departments. The unarmed security personnel may be proprietary and employees of the institution, or they may be hired through a vendor on a contractual basis.

At CSN a security officer is assigned to most of the buildings on campus. They provide additional eyes and ears for campus police. The uniformed presence of security officers provides a conspicuous public safety presence that offers comfort to the college community and serves as a deterrent to potential violators of the law.

The security office at CSN's three main campuses are staffed 24/7 by contract officers. The officer in the security office is responsible for monitoring the CCTV cameras and alarm systems and for answering telephone calls requesting information or police service. It must be noted that during the overnight shift, when the college is closed, there is very little for the contract security officers to do.

The Review Team acknowledges that the hybrid model, combining sworn police officers and non-sworn security personnel, works for CSN. However, the cost of the security officers currently contracted by the CSN is exorbitant at \$1.8 million. In addition, the Review Team noted that CSN pays for three contract officers to provide 24/7 dispatching and monitoring services at three separate and distinct locations.

With the technology that exists, one central dispatch center should be all that is needed. These costs are in addition to the \$180,000 contract with the CCSDPD to use their dispatching and record search services.

CSN Radio Communication

The Review Team noted that the process to request CSN police service is cumbersome. When police service is needed, the requestor may call the security office of the campus where he/she is located or dial 911. If the campus security office is called, the contract officer takes the information and relays the request for service, via radio, to the CCSDPD communications center. At the off-site locations, the contract officer relays the information to the communications center via telephone. The CCSDPD dispatcher then dispatches the call for service to a CSN police officer for response. If 911 is called, depending on the nature of the emergency, the Las Vegas Metro Police will respond and/or contact the CCSDPD communications center for a CSN officer response.

The Review Team learned that the CSN Police Department formerly contracted with the UNLV Police Department for dispatching services; however, there were challenges with this partnership. Two issues raised repeatedly and emphatically by the CSN officers to the Review Team was the poor condition of the equipment used in the UNLV communications center and the condescending demeanor of the UNLV officers (University) toward the CSN officers (Community College). There were also complaints that dispatchers were overworked.

Interviews conducted by the Review Team revealed one important reason CSN no longer uses UNLV dispatching services - the equipment was outdated. An on-site review of the UNLV communications center by the Review Team confirmed this condition. The cost of the planned renovation and equipment update cited by Chief Elique is approximately \$1.5 million.

The forthcoming renovation of the UNLV communications center should include, at minimum:

- A radio system that is P25–Phase II compliant;
- A radio system with a signal that has at least the same range as the CCSD system;
- Access to motor vehicle records;
- Access to perform warrant searches;
- Access to criminal histories;
- Access to up-to-date maps;
- Access to contact numbers for support services and resources for UNLV and any of the areas/agencies for which the communication center provides service.

CSN officers shared the following concerns about their use of the UNLV dispatch services:

- The UNLV communications center is in dire need of an upgrade.
- The UNLV dispatchers resented the added workload generated by the CSN officers.
- Police personnel at UNLV, a 4-year institution, are condescending to police personnel from CSN, a 2-year institution.
- A merger that involves UNLV will result in CSN losing fiscal resources to UNLV.

Nevada State Radio Systems

There are two state radio systems in Nevada: the Nevada Shared Radio System (NSRS) and the Southern Nevada Area Communications Council (SNACC). The NSRS is an analog system used by UNLV. The digital SNACC radio system is used by CCSD and CSN.

The NSRS has reached the end of its lifespan and, as of 2017, is no longer supported. There are plans to develop a multi-phase, vendor-neutral plan for the next generation Public Safety Radio System based on Project 25–Phase II technology.

The SNACC radio system is Project 25–Phase I compliant. Currently, interoperability between the two systems is not possible. The CSN is not able to communicate via radio with UNLV. In its current condition, the UNLV communications center cannot provide or support dispatching service to any other agency.

In several years all radio systems will be Project 25 compliant. Currently most of the police agencies in Southern Nevada use or have access to the SNACC radio system.

Southern Consolidation Recommendations

The Review Team noticed an overwhelming concern about and at some levels outright resistance to a merger in the southern institutions. Executive leadership at UNLV and CSN confirmed this with the Review Team. Many described the southern institutions as larger, more complex, and more geographically widespread than their northern counterparts. Institution leaders indicated that neither community would accept a merger. Each institution describes their police department's unique approach to community policing and fear this philosophy will be lost with a merger of departments. It should be noted this same type of resistance existed in the north and was eventually overcome. One of the most significant issues presented in discussing the concept of a merger was the notion that a merger in the south would be a carbon copy of the northern experience. More important, there seemed to be an assumption, nearly a forgone conclusion, that the UNLV police would take over the CSN police. The resistance to the merger is even further complicated by the widespread knowledge at both institutions of UNLV police department's funding problems. Most expressed concern that CSN's police resources would be consumed by UNLV and jeopardize CSN safety.

The discussion of a merger is further complicated by a series of personnel issues between both police departments. This problem runs deep and is not likely to be solved overnight.

Overall the Review Team believes improvements to police services may be achieved through a merger in the south. However, the following recommendations for each institution need to be addressed prior to considering any implementation:

University of Nevada-Las Vegas

- In its current state, the UNLV Police Department cannot support a merger. The Review Team recommends a cultural, leadership, and organizational assessment of the UNLV Police Department. This review should specifically identify the services and funding needed for the institution. Once this review is completed, UNLV should develop a short-term and long-term strategic plan for implementation.
- The Review Team noted the UNLV police report through the Division of Student Affairs whereas all other police departments report to the administration and finance section of the college or university. The Board of Regents should consider aligning all police departments under one consistent reporting structure. This will improve the efficiencies across colleges and universities for a consolidated police department.
- The acrimonious relationship between UNLV police leadership and CSN police leadership needs to be addressed and resolved.
- To facilitate and expedite communication interoperability between agencies, the UNLV communication system needs to change from the Nevada Shared Radio System and join the Southern Nevada Area Communications Council system that most police agencies in Southern Nevada use or can access.

Nevada State College

The current contract between UNLV and NSC provides for adequate protections. However, the Review Team recommends that:

- The UNLV Chief of Police or designee should meet regularly with the NSC to begin working on the issues identified above.
- Although currently there are no residence halls on the NSC campus, the College plans to expand enrollment and build residence halls. Any consolidation plans need to consider NSC's growth, including expanding safety services within the Southern Command structure and model.

College of Southern Nevada

- Review staffing/placement of contract officers to ensure optimum coverage and productivity. The Review Team believes there are opportunities to reduce the number of contract personnel without compromising safety. One example is consolidating the contract security monitoring and dispatch locations from three to one.
- Review technology such as closed-circuit television (CCTV) and alarms to determine if equipment needs to be repaired or updated and to determine the feasibility of replacing contract positions with modern technology.
- Reduce the contract security in phases. As more police officers are hired, trained, and added to CSN staffing, the number of contract officers should be incrementally reduced to subsidize the cost of police personnel.

One of the reasons the merger in the north was successful was due to Chief Adam Garcia's leadership. He proved to be an experienced, educated, and effective leader. He was able to achieve success through collaboration, innovation, self-assessment, communication, and team building and by setting vision and goals. The Review Team strongly recommends the Board of Regents find a leader with attributes similar to the Northern Command leader prior to considering any merger.

Once the recommendations outlined above are achieved, the Review Team believes a Southern Command structure can be established following the model of the north. This merger would enhance police services and safety to CSN and NSC by providing expanded police coverage and resources. Moreover, the southern merger would also achieve the same benefits as the northern merger, including improved recruitment, diversity, retention, and advancement of officers; consistency in policy, procedures, training, Clery compliance, and threat assessment. There would also be the potential for increased grant opportunities, enhanced emergency preparedness, improved staffing at major events and VIP protection, and improved equipment and resource sharing.

Given the investment needs at the UNLV campus and its police department, the Review Team cannot assess the financial implications resulting from a southern merger. There are, however, a series of steps that should be taken if a merger is to take place, including:

- Conduct an organizational review of the UNLV police department as outlined above and immediately address necessary changes.
- Complete an upgrade to the radio equipment and UNLV police dispatch.
- Consolidate the dispatching services to the new southern command dispatcher center on the UNLV campus, once the UNLV police dispatch equipment and facilities upgrades are in place. This will streamline the radio communication, telephone calls, computer aided dispatching, and records management into one location/function for the Southern Command. The result should improve safety and clarity of police response, as well as eliminate the contract for dispatching with CCSD police. Those funds may be reallocated to the NSHE Southern Command Dispatch Center. UNLV will need to hire additional dispatchers to cover the increased workload.
- Modify all job descriptions to reflect the new NSHE Southern Command Dispatch Center and establish periodic meetings between the UNLV and CSN police commanders to evaluate each department's dispatching needs.
- Establish and appoint representatives to an Oversight Committee for the Southern Command Dispatch Center. Stakeholders from each institution should be assigned to the committee, ensuring a shared responsibility for management. The Review Team recommends establishing clear guidelines and a set of governing rules, roles, and responsibilities for the shared dispatching services.
- Initiate a strategic phase-down of contract security at CSN while simultaneously scaling up CSN police operations. This process may take one to two years, including hiring, completing academy training, and subsequent field training for newly appointed police officers. Those officers must be in place prior to scaling back significantly on the contract security.
- Begin deliberations for a complete Southern Command merger that would include UNLV, CSN, DRI, and NSC.

Section III – NSHE System Police Recommendations

The third part of this study examines the potential for consolidation of all departments under one organization, which are discussed in this section.

As discussed in previous sections, consolidation of the police departments at UNR and TMCC has been completed. Plans for consolidation in the southern part of the state for UNLV, CSN, DRI and NSC remain under review and make up one of the main topics of this study. Currently, there are no plans to completely consolidate campus public safety operations at GBC and WNC, but the Review Team recommendations in Section II of this report will position those campuses into a Northern Command Structure. DRI would continue to receive services from NSHE departments according to its current contractual arrangements in Las Vegas and Reno.

Role of Central Office

To examine the potential for consolidation of police and security services, the NSHE organizational structure must be reviewed. The Board of Regents are empowered to oversee all matters related to NSHE functions. The role of NSHE is similar to that in other systems of higher education in the United States. Reporting to the Board of Regents, the Chancellor and staff are responsible for budget preparation and allocation, construction projects, land acquisition and management, major educational policies, and governmental affairs. Currently, there is no single coordinating or reporting mechanism for law enforcement operations at the Central Office.

Chapter 396 of the Nevada Revised Statutes addresses the Nevada System of Higher Education, including the duties and responsibilities for campus police departments and the Board of Regents, which are summarized as follows:

- **NRS 396.325** – allows the Board of Regents for the System to create a Police Department and enter into inter-local agreements with other law enforcement agencies.
- **NRS 396.327** – every police officer of the System is required to wear a badge bearing the words “University Police, Nevada.”
- **NRS 396.328** – the Police Department for the System shall issue a crash report including statements by witnesses and photographs unless the crash resulted in death, serious body harm, or from failure to stop at the scene, or involved the commission of a felony.
- **NRS. 396.329** – the Board of Regents shall prepare a report to the Director of the Legislative Counsel Bureau not later than April 15 of each odd-numbered year. The report will comment on the activities of the Police Department including annual campus safety (Clery) reports, policy statements on the use of force, efforts to improve community relations, the number of full-time and reserve officers in each police department, training programs and the rate of officer participation, and allegations of excessive use of force and the number of those allegations that were sustained.
- **NRS. 396.3291, 396.3295, and 396.3297** – the Board of Regents may create a campus review board at each member institution to advise the president and, upon request, the Board of Regents on allegations made against peace officers involving misconduct while on-duty. The statute goes into the makeup of the board, required training to serve on the board, and the review process for hearing allegations. Findings and recommendations for discipline are to be reported to the office of the Police Department for the System on the campus, other administrative officers of the campus, and, upon request, the Board of Regents.

While one would have to review the original intent of these regulations, it appears the objective was to create an Office of Police at the System Office to administer and operate law enforcement functions on each campus. The full text of these statutes is presented in Appendix

PROPOSED MODELS

Three operational models are proposed based on current organizational systems found in American law enforcement and higher education. They will be applied to NSHE under the overall current organizational arrangement and staffing patterns regarding sworn police officers and security. At a minimum, there is an immediate need for police executives and directors to create a **NSHE Law Enforcement Advisory Committee** to meet on a regular basis to discuss common issues and concerns. This group would also include having discussions with System Office representatives on system-wide issues.

I. Superintendent Model

The Superintendent model, which is used by many state police agencies throughout the United States, is characterized by central coordination of all operations. Initiation of this model would begin with the appointment of a Superintendent for Police and Security (SPS), who would report to the chancellor or designee. The SPS would have direct command of operations throughout the state including budgeting, staffing, and equipment allocation. For member campuses, the SPS would be responsible for the appointment of police chiefs or commanders, who would be responsible for providing services to individual campuses, based on mission, size, and demographics. Job performance of campus law enforcement chiefs or commanders would be evaluated overall by both the SPS and the campus president and stakeholders. It must be understood that operational autonomy needs to be given to local chiefs and commanders in dealing with local concerns. Individual officers and supervisors, whether sworn or un-sworn, would be assigned to each campus, based on its operational needs. The proposed consolidation of southern campuses, as well as any future organizational considerations, would be coordinated by this office.

Positive Features

- The model provides common operational policies including recruitment, selection, and training of officers and supervisors for each campus, for both police and security officers.
- Allocation of fiscal and human resources would be addressed by this office regarding staffing, training, and equipment.
- Mobilization of resources for emergencies or mega-events would be undertaken through the SPS office.
- The chancellor's office and related staff would have direct "one-source" information for both campus-based and system-wide safety and security issues. Concurrently, the SPS office would be the main office to maintain relationships with state law enforcement stakeholders.
- Major personnel or police/security department performance complaints would be investigated by the SPS office.
- The annual review of practices and policies would be undertaken for each campus by the SPS office.
- Common training programs beyond Nevada Peace Officer Standards and Training (POST) mandates for line officers and supervisors could be developed and offered online or onsite in such topics as sexual assault complaints, bias-based policing, and dealing with students in crisis.
- Creation and use of system-wide contracts would provide cost savings on various equipment including cars, weapons, software, communications, uniforms, and other equipment. This would also include preparation of program or equipment grants that would benefit the entire system.
- There would be university-wide coordination for special events or major emergencies.
- Working with campus stakeholders and police executives, the SPS office would be apprised of best practices in campus law enforcement and would implement programs in a timely fashion.
- The SPS would be the main reference point for state and national legislative issues that pertain to NSHE law enforcement and safety programs.
- Consolidation efforts would be managed by this office.

Issues and Concerns

- Immediate resources would have to be allocated for this new office, which would also require a deputy superintendent and support staff. Fiscal resources needed would include salaries, benefits, and annual expenses based on the current executive salary structure. Direct funding would be created for system-wide training programs.
- Campuses would be wary about the loss of local control since the campus chiefs and officers are currently appointed by and under the direct authority of the campus president.
- There would be questions regarding the need for another level of bureaucracy at the system office.
- The centralized hiring of police and security personnel would have to consider individual employee preferences for working in the northern or southern parts of the state.

II. Commissioner of Police Model

The Commissioner of Police (COP) would be the chief law enforcement officer for the NSHE System. Reporting to the chancellor or designee, the COP would coordinate operations using the shared governance model found in most state university systems. The amount of control over campus and system-wide operations would be based on authority and responsibilities delegated to the COP by the chancellor and Board of Regents. Most operational decisions and practices, including budgeting of department resources, would remain at individual campuses or command sectors. As with the superintendent model described above, the COP model would guide consolidation of departments in the southern region.

Positive Features

- Model policies and standards would be created for NSHE police and public safety and applied to individual campuses based on size, the authority of personnel, and geographical characteristics.
- Common standards for university practices such as staffing, recruitment, selection, and training would be promulgated in consultation with campuses, NSHE, and human resources offices. Hiring would remain at the campus level.
- The chancellor's office and related staff would have direct, one-source information about both campus-specific and system-wide safety and security issues.
- Major personnel or performance complaints could be investigated by the COP office based on the degree of seriousness and through formal authorization by the chancellor, Board of Regents, and/ or request by an individual campus.
- A system of annual review of practices and policies would be undertaken for each campus by the COP office with recommendations made to the command chief or director.
- Common training programs for line officers and supervisors would be developed and offered online or onsite in such topics as sexual assault complaints, bias-based policing, use of force, and dealing with persons in crisis.
- Development of university-wide contracts for various equipment including cars, weapons, software, uniforms, and other equipment would be undertaken to achieve cost efficiency. This would also include preparation of program or equipment grants that would benefit the entire system.
- Coordination of university-wide special events would be undertaken by the COP in consultation with police chiefs and directors.
- The COP would assist campuses in the selection of police chiefs and directors, including developing job descriptions, expanding recruitment and selection opportunities, and conducting background investigations.

Issues and Concerns

- Resources would have to be allocated by the system for this new office, which would eventually have to include a deputy commissioner and support staff. Estimated budget costs would include salaries, benefits, and expenses based on the current executive salary structure, and estimated expenses for travel and equipment. Funding for training would be based on a system appropriation, or alternately, a system-wide chargeback based on number and type of officers (for example, sworn vs. non-sworn).
- The degree of authority and responsibility over police and public safety would have to be developed between the chancellor and campus presidents.
- There would be questions regarding the need for another level of bureaucracy at the system office.

III. Coordinator for Police and Security Model

The Coordinator for Police and Security (CPS) would be a current NSHE police chief who would have additional system-related responsibilities for information sharing and resource sharing between member campuses, the chancellor's office, and external stakeholders. For campuses and the system office, there would be no changes at all to campus functions and operations including budgeting, human resources administration, deployments, and personal safety programs.

Positive Features

- The CPS would be the main point of contact on issues and concerns related to system-wide questions.
- Initiatives related to training, hiring, and policies would be addressed or initiated through the CPS for system-wide adoption.
- Emergency mobilizations would be undertaken under the auspices of the CPS.

Issues and Concerns

- The level of attention to system-wide issues and time commitments would have to be balanced with time and attention to department matters.
- Additional staff including a deputy coordinator and administrative assistant would be needed to assist the CPS in system-wide duties and responsibilities.

Recommendation

Of the three organizational models proposed, the Review Team recommends adoption of Model 2, whereby a Commissioner of Police is appointed to work with the Board of Regents, the Chancellor, institution presidents and administrators, and law enforcement executives in achieving defined consolidation goals, creating efficiencies in service delivery, and implementing fiscal savings for contractual items. The Review Team envisions that the Commissioner of Police, working with campus law enforcement executives, would have very defined responsibilities and authority for:

- Mobilizing personnel and equipment in the event of a major emergency or mega-event.
- Reviewing NSHE law enforcement and safety policies and procedures.
- Investigating major incidents and complaints filed against NSHE police/public safety personnel.
- Seeking potential grant opportunities for programs and equipment.

This model would have the least budgetary and operational impact on current system-wide operations, but at the same time would provide the necessary leadership and commitment to address the operational and consolidation issues presented in this report.

Qualifications for the Commissioner of Police position would include:

- Progressive executive responsibilities in campus law enforcement at the chief, assistant chief, or commander rank;
- An advanced academic degree in management or management-related area and/or completion of the FBI National Academy;
- Successful completion of medical/psychological examinations and a background investigation.

Ideally, the candidate should be eligible for Nevada Category I police status.

Conclusion

This study reviews consolidation of NHSE police services based on a successful merger between the UNR and the TMCC Police Departments begun in 2016. To further explore consolidation initiatives, the NSHE Board of Regents requested IACLEA to study and assess the feasibility of replicating a merger of police services in the southern region of the state. Additionally, the Review Team was charged with examining the potential for a statewide organizational entity serving all system campuses.

In reviewing the original merger between the UNR and TMCC police departments, the study proposes further modifications to the current structure under the heading of a Northern Command. WNC and GBC should be included in this new arrangement. Included in this section are lessons learned from the merger, with "involvement of all stakeholders in the process" heading the list. Five recommendations are made to consolidate all safety services under UNR.

For the southern part of the state, the Review Team recommends postponing any consolidation efforts until serious funding, infrastructure, and managerial issues are resolved at UNLV and CSN. However, eight action items are recommended as first steps leading to the ultimate goal of consolidation. A multi-phase plan for scaling down the number of contract security and replacing them with police officers is presented.

Regarding overall state consolidation of law enforcement and public safety services, the Review Team recommends that a Commissioner of Police be appointed to provide leadership in addressing these issues. There are no reasons why the benefits of a centralized system of law enforcement and public safety cannot be created in the NSHE.

Nevada is currently undergoing population growth based on climate, affordable real estate, and job availability. According to U.S. Census estimates, Nevada has a 7.6 percent increase in the population in 2018 compared to the 2010 census (World Population Review, 2018). In response to these changes and projected increased enrollments in post-secondary education, the Board of Regents and Chancellor are preparing a strategic plan that will assess five core areas: student access, student success, closing the achievement gaps, applied research, and workforce development (NSHE Strategic Planning, 2017). Underpinning these strategic planning efforts is campus safety and security.

It is important to emphasize that the action items identified in this study will contribute to the improvement of system-wide campus safety and security. Under the leadership of System and institutional administrators, college and university law enforcement agencies in Nevada have a unique opportunity to examine their strengths, weaknesses, and opportunities in creating new efficiencies and programs for delivering services of their respective campus communities, and to the citizens of Nevada, under the NSHE brand.

Appendix 1

List of Documents Requested and/or Review by Team

1. Police Information request on salaries, uniform cost, retirement cost, overtime rate and health insurance cost for each campus. New officers, five-year officers and ten-year officers on each campus
2. Copy of UNLV and NSC service agreement
3. Copy of Allied Universal security contract with CSN
4. CSN post orders
5. Chief's salaries for each campus
6. Fiscal year's budget for each Police/Security department for FY 15, FY16, and FY 17 (see Appendix 2)
7. Projected annual cost and savings for Northern merger
8. General guidelines on how non-state revenues are received and expended
9. Salary of commander stationed at TMCC
10. Cost of UNR dispatching services with Reno PD
11. Total cost for dispatching services Clark County School District/CSN
12. Organizational charts for each Police/Security contract
13. Copies of any agreements or Memorandums of understanding with any outside police agencies
14. Inter-Institutional Agreement and related documents between UNLV and NSC
15. Board of Regents Briefing Paper: Direction for Southern Police Services, September 2017
16. Board of Regents Briefing Paper: Northern Police Services Report September 2017
17. Addendum I: University of Police (NSHE Southern Command) Department Organizational Chart
18. Addendum II: University Police (NSHE Southern Area Command) CSN Roving Patrol Department Organizational Chart
19. Addendum III: University Police (NSHE Southern Area Command) Consolidation Timeline
20. Addendum IV: University Police (NSHE Southern Command) UNLV Department of Police Services Overview and Assets
21. Addendum V: University Police (NSHE Southern Command) CSN Police Department Overview and Assets
22. A Review of Selected Management and Organization Structures of College of Southern Nevada Police Department September 2016
23. Extensive Documents provided by Chief Garcia including; Consolidation Proposal and Inter-Institutional Agreement

Appendix 2

Review Team Biographies

Barbara O'Connor

Barbara O'Connor retired as the University of Connecticut's Director of Public Safety and Chief of Police in 2016 after serving four years as the chief law enforcement officer for the main campus, as well as the five regional campuses located throughout state. Possessing more than thirty years' experience in campus law enforcement, her career began in 1983 as a police officer with the University of Massachusetts Amherst Police Department. O'Connor rose through the ranks, becoming Deputy Chief of Police in 1995. In 2001, she was appointed Chief of Police and Director of Public Safety, overseeing 80 full time staff, with 63 police officers, 30 police cadets, and over 250 student security personnel. In 2009, O'Connor accepted the position of Executive Director of Public Safety and Chief of Police at the University of Illinois, a position responsible for the police department, emergency management, and security, in coordination with TSA, of the University's commercial airport. In 2012, she was appointed Chief of Police at Connecticut's flagship university, managing a staff of 140 and a budget of approximately 20 million dollars. O'Connor holds a Bachelor of Science Degree in Criminal Justice, a Master of Science Degree in Labor Studies, and a Juris Doctorate Degree.

R. Bruce McBride

R. Bruce McBride has served more than forty years in higher education, both as an instructor and an administrator. With four years of experience as a police officer, he began his career as an Assistant Professor of Criminal Justice at the State University of New York, College of Technology at Utica/Rome. In 1985, he moved to Utica College of Syracuse University, where he taught undergraduate courses in criminal justice administration and directed the internship program. In 1987, he accepted the position of Assistant Vice Chancellor for University Life and University Police at the State University of New York System Administration. During a four-year tenure, he initiated state-wide police training program for recruit, supervisory, and in-service personnel; revised various hiring standards; and served as part of a team that changed the legal status of officers from peace officer to police officer. In 2000, he resumed teaching until 2012, when he returned to the State University System at request of senior administrators with the title Commissioner of Police. In this capacity, McBride coordinated law enforcement operations for 28 University police departments in various areas including recruitment and training, operational policies, employee relations, and campus safety standards. McBride holds a Bachelor of Arts Degree and a Master of Arts Degree in History, as well as a Master of Science Degree and a Doctorate of Education Degree in Education Administration and Policy Studies.

Thomas Ryan

Thomas Ryan began his law enforcement career in 1974 as police officer with the City of Oswego (New York) Police Department, rising through the ranks to the position of Deputy Police Chief. In 1989, Ryan left the Oswego City Police Department and became the Police Chief of the University Police Department at the State University at Oswego. In 1995, he was appointed Assistant Vice President of Public Safety, Parking, and Emergency Services. Since retiring in 2002, Ryan has provided consulting services, specializing in police management and university security issues. He also worked as consultant for the State University at Oswego as the Chairman of their Labor Management Committee, handling all labor issues involving the Civil Service Employees Association. Ryan holds a Bachelor of Science Degree in Public Justice and a Master of Business Administration Degree.

Cleveland Smith

Cleveland Smith has served as Deputy Director of the Department of Public Safety at Anne Arundel Community College since November 2015. Prior to his appointment at AACC, he served for 20 years with the Anne Arundel County (Maryland) Police Department. Major Smith also serves as AACC's Accreditation Manager and successfully achieved IACLEA accreditation in 2008, the first two-year institution to do so. He also guided AACC through the Commission on Accreditation for Law Enforcement Agencies' (CALEA) non-sworn program, becoming the first agency accredited under that plan. He serves as Chair of the IACLEA Two Year Institution Committee and as a member of the IACLEA Accreditation Commission. Major Smith holds a Bachelor of Science Degree from Bowie State University and a Master of Business Administration Degree from Johns Hopkins University.

Sue Riseling

Sue Riseling, the Executive Director of the International Association of Campus Law Enforcement Administrators (IACLEA), leads an organization with over 3,700 members in 15 countries. She retired from UW-Madison as the Associate Vice Chancellor and Chief of Police in August of 2016. She held the UW-Madison position for 25 years. During her time at UW-Madison Chief Riseling was an IACP Vice President. The IACP is the world's largest police leadership organization with close to 30,000 members.

Sue is the Past President of the Dane County Chiefs of Police, the Wisconsin Chiefs of Police Association and the first woman and first University Police Chief to hold that particular position. She is the Past President and founder of the National Association of Women Law Enforcement Executives. In 2003 Sue was awarded the Motorola Law Enforcement Executive of the Year. In 2015, the UW-Madison bestowed the Chancellor's Award to Sue for her work serving students, staff and faculty. She was awarded the

Police Executive Research Forum's prestigious Leadership Award in June of 2017 and in July of 2017 she was honored to receive "The Woman of the Year for Philanthropy" from the United Way.

In 2013 Sue's first book "A View From the Interior – Policing the Protests at the Wisconsin State Capitol" was published. The book was awarded the Midwest book of the year.

John Leonard

John Leonard serves as Director of Accreditation and PReP Services for IACLEA. He retired from the Connecticut State Police Department after a thirty-one-year tenure. At the time of his retirement, he held the rank of Major and served as Commanding Officer of the Western District, where he directed the activities of four field troops, providing comprehensive police services to an area encompassing 62 towns as well as the Major Crime Squad and Traffic Enforcement Unit. In 1994, he became an Assessor with the Commission on Accreditation for Law Enforcement Agencies. An Assessment Team Leader, since 1999, he has coordinated the review of municipal, county, state, and federal law enforcement agencies.

Appendix 3

Applicable Police System Statutes

POLICE DEPARTMENT; REVIEW OF POLICE MISCONDUCT

NRS 396.325 Creation; inter-local agreements with other law enforcement agencies. The Board of Regents may:

1. Create a Police Department for the System and appoint one or more persons to be members of the Department; and
2. Authorize the Department to enter into inter-local agreements pursuant to chapter 277 of NRS with other law enforcement agencies to provide for the rendering of mutual aid.

(Added to NRS by 1965, 304; A 1969, 1434; 1991, 1701; 1993, 344, 1416, 2531; 1995, 571, 572)

NRS 396.327 Police required to wear badges. Every member of the Police Department for the System must be supplied with, authorized and required to wear a badge bearing the words "University Police, Nevada."

(Added to NRS by 1965, 304; A 1969, 1434; 1993, 344)

NRS 396.328 Provision of crash reports and related materials upon receipt of reasonable fee; exceptions. The Police Department for the System shall, within 7 days after receipt of a written request of a person who claims to have sustained damages as a result of a crash, or the person's legal representative or insurer, and upon receipt of a reasonable fee to cover the cost of reproduction, provide the person, his or her legal representative or insurer, as applicable, with a copy of the crash report and all statements by witnesses and photographs in the possession or under the control of the Department that concern the crash, unless:

1. The materials are privileged or confidential pursuant to a specific statute; or
2. The crash involved:
 - (a) The death or substantial bodily harm of a person;
 - (b) Failure to stop at the scene of a crash; or
 - (c) The commission of a felony.

(Added to NRS by 1987, 1052; A 1993, 344; 2005, 703; 2015, 1670)

NRS 396.329 Report concerning activities of Police Department.

1. The Board of Regents of the University of Nevada shall, not later than April 15 of each odd-numbered year, prepare and submit to the Director of the Legislative Counsel Bureau for submission to the Legislature, a report concerning the activities of the Police Department for the System.
2. The report must include, without limitation:
 - (a) A copy of each of the annual security reports compiled for the immediately preceding 2 years pursuant to 20 U.S.C. § 1092, including the executive summary and statistics regarding crimes on campus; and
 - (b) A statement of:
 - (1) The policy of each police department regarding the use of force and the equipment authorized for use by its officers in carrying out that policy;
 - (2) The activities performed by each police department during the reporting period to improve or maintain public relations between the campus and the community;

- (3) The number of full-time and reserve officers in each police department;
- (4) The programs held in each police department during the reporting period in which training was given to its officers and the rates of participation in those programs; and
- (5) The number, itemized by each police department, of incidents during the reporting period in which an excessive use of force was alleged and the number of those allegations which were sustained.

(Added to NRS by 1993, 424)

NRS 396.3291 Campus review board: Creation authorized to review allegations of misconduct by peace officers of the Police Department; membership; conditions for membership; payment of per diem and travel expenses.

1. The Board of Regents may create on each campus of the System a campus review board to advise the president or other chief administrative officer of the campus and, upon request, the Board of Regents on issues concerning allegations made against peace officers of the Police Department for the System involving misconduct while serving on the campus.
2. A campus review board created pursuant to subsection 1 must consist of not less than 15 members.
3. A campus review board must be appointed by the Board of Regents from a list of names submitted by interested persons within the System and in the general public. If an insufficient number of names of persons interested in serving on a campus review board are submitted, the Board of Regents shall appoint the remaining members in the manner it deems appropriate.
4. A person appointed to a campus review board:
 - (a) Must be a resident of this State;
 - (b) Must not be employed as a peace officer;
 - (c) Must complete training relating to law enforcement before serving as a member of the campus review board, including, without limitation, training in the policies and procedures of the Police Department for the System, the provisions of chapter 284 of NRS, the regulations adopted pursuant thereto and NRS 289.010 to 289.120, inclusive, and the terms and conditions of employment of the peace officers of the System; and
 - (d) Shall serve without salary, but may receive from the System such per diem allowances and travel expenses as are authorized by the Board of Regents.

(Added to NRS by 2001, 1463; A 2005, 625)

NRS 396.3293 Campus review board: Limitation on jurisdiction; abridgement of rights of peace officer prohibited. A campus review board created pursuant to NRS 396.3291:

1. Does not have jurisdiction over any matter in which it is alleged that a crime has been committed.
2. Shall not abridge the rights of a peace officer of the Police Department for the System that are granted pursuant to a contract or by law.

(Added to NRS by 2001, 1464)

NRS 396.3295 Panel of campus review board: Membership; authority to refer complaint and review internal investigation concerning peace officer; Police Department required to provide personnel information; notice and opportunity for hearing on internal investigation; report of findings; proceedings closed to public; findings and recommendations are public records.

1. A campus review board created pursuant to NRS 396.3291 shall meet in panels to carry out its duties.

2. Members must be selected randomly to serve on a panel, and each panel shall select one of its members to serve as chair of the panel.
3. A panel of a campus review board may:
 - (a) Refer a complaint against a peace officer of the Police Department for the System who has served on the campus to the office of the Police Department for the System on the campus.
 - (b) Review an internal investigation of such a peace officer and make recommendations regarding any disciplinary action against the peace officer that is recommended by the office of the Police Department for the System on the campus, including, without limitation:
 - (1) Increasing or decreasing the recommended level of discipline; and
 - (2) Exonerating the peace officer who has been the subject of the internal investigation.
4. The Police Department for the System shall make available to a panel of a campus review board any information within a personnel file that is specific to a complaint against a peace officer of the Police Department for the System who has served on the campus, or any other material that is specific to the complaint.
5. When reviewing an internal investigation of a peace officer of the system pursuant to subsection 3, a panel of a campus review board shall provide the peace officer with notice and an opportunity to be heard. The peace officer may represent himself or herself at the hearing before the panel or be represented by an attorney or other person of his or her own choosing. The campus review board and the Police Department for the System are not responsible for providing such representation.
6. The chair of a panel of a campus review board shall report the findings and recommendations of the panel regarding disciplinary action to the office of the Police Department for the System on the campus, the president or other chief administrative officer of the campus and, upon request, the Board of Regents.
7. A proceeding of a panel of a campus review board must be closed to the public.
8. The findings and recommendations of a panel of a campus review board are public records unless otherwise declared confidential by state or federal law.

(Added to NRS by 2001, 1464)

NRS 396.3297 Panel of campus review board: Authority to administer oaths, take testimony, issue subpoenas and issue commissions to take testimony; enforcement of subpoena by court.

1. A panel of a campus review board created pursuant to NRS 396.3291 may:
 - (a) Administer oaths;
 - (b) Take testimony;
 - (c) Within the scope of its jurisdiction, issue subpoenas to compel the attendance of witnesses to testify before the panel;
 - (d) Require the production of books, papers and documents specific to a complaint; and (e) Issue commissions to take testimony.
2. If a witness refuses to attend or testify or produce books, papers or documents as required by the subpoena, the panel may petition the district court to order the witness to appear or testify or produce the requested books, papers or documents.

(Added to NRS by 2001, 1464)