

**The Bill Blackwood  
Law Enforcement Management Institute of Texas**

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**Staying Within the Blue Line;  
What Is the Criteria Used When Expanding An  
Existing Police Department?**

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Submitted in Partial Fulfillment  
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**By  
Alfredo H. Cooke**

**University of Texas Health Science Center @ San Antonio  
San Antonio, Texas  
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## ABSTRACT

The requirement to properly develop and effectively assign manpower within a new or growing police agency is critical to the service it provides to the public. The University of Texas (UT) System is a fast growing and ever expanding educational Institution in the State of Texas. The University of Texas Health Science Center at San Antonio (UTHSCSA) is quickly becoming one of the largest UT components in the state. Just five miles north of the Health Science Center (HSC) lies the University of Texas at San Antonio (UTSA) which provides undergraduate and graduate education to thousands of students from San Antonio, the surrounding cities, and from out of state. The services these campuses provide attract increasingly large numbers of students, faculty, and staff to support their large jurisdictions. Additionally, the HSC provides limited medical and dental services to the general public. This also attracts large numbers of visitors to the campus from San Antonio and south Texas. The HSC operates off-campus sites and satellite buildings throughout the city and Bexar County. With the expansion of clinics and campus sites in south Texas the need for effective police department development, expansion, and staffing becomes most important.

The question this paper will address is what activities are underway within the UT System and the HSC which will affect the current HSC Police Department. Furthermore, the research will determine what planning is necessary to ensure that the HSC Police Department is properly designed and organized in order to meet the challenges of a rapidly growing jurisdiction. Methods used to gather this information will include research from textbooks, Master Plans and professional journals,

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## INTRODUCTION

The criteria used to develop and organize campus police departments is similar to that of municipal police departments. There are unique requirements for campus agencies because of the nature of their jurisdictions. Presently, growth and expansion is extremely limited on the main campus' 100 acres. This research uncovered master plans for the Health Science Center's expansion of the North Campus, Texas Research Park (TRP), the Harlingen campus, the Laredo campus, and Edinburgh campus. What factors are considered in establishing a new police department or expanding an already established department? The intended method of inquiry will be a review of literature, current institutional Master Plans for expansion, and personal knowledge of future jurisdictional growth. Sources used in this research described the criteria used in organizing police departments along the lines of purpose, method, clientele, time, and location. Within the context of the above criteria, there still existed factors common to all institutional police or specialized agencies, namely that of limitations placed on jurisdictional authority. Because this paper addresses the University of Texas Health Science Center at San Antonio, research was made into present and future construction plans for the campus in the Medical Center area of San Antonio and south Texas.

The University of Texas Health Science Center at San Antonio (UTHSCSA) and University of Texas at San Antonio (UTSA) Police Departments will be affected by the rapid growth of each institution to the point that a Master Plan should be developed to project needed departmental growth for the next five to ten years. The implications for the UT campuses are that continued growth of the UT campuses and jurisdictions will have a direct effect on the expansion, recruiting, equipping, and manning of the

University of Texas Health Science Center Police Department. Because of the nature of campus policing there exists certain limitations, privileges, and even exceptions to an agency's standard operating procedures that are not enjoyed by a municipal agency.

Campus police come under the category of institutional police. United States Armed Force's military police and other organizations come under this type of police structure.

## **REVIEW OF LITERATURE**

The authors of the sources who obtained information on municipal and campus agencies described the importance of all Texas Peace Officers being allowed to report serious violations of the law. There was agreement on both sides that university officers should not enforce minor traffic violations off campus. One resource referred to in this paper described in detail the history and organization of the University of Texas System Police. The author of this unpublished master's thesis vividly explained the societal issues of the 1960's and early 1970's that affected college and university campuses around the country. He then related how these issues impacted each of the University of Texas components. As described in the Introduction of this paper the growth of jurisdictions can affect campus police departments. There are several bases upon which police activities and duties may be organized. These include purpose, method, clientele, time, and location (Wilson,1950). To a degree seldom found in other fields however, all of these bases are used in arranging and structuring police activities into a cohesive and efficient entity. The basic line activities of a police department are organized on the basis of purpose; examples are the traffic and vice control divisions. Within the major divisional breakdown on a purpose basis, time and location bases are employed. Larger cities for example, are divided into geographical districts for administering the patrol force and in

some cities district police stations are established (Charles, 1955). Since police work, especially that of the patrol division is a continuous around-the-clock operation, police departments organize on a time basis into platoons or shifts. Finally, organization of activities on the basis of process or method is recognized in the formation of centralized, auxiliary units to handle such related services as records, personnel, property management, and equipment maintenance (Neilsen, 1971).

In deciding whether contracted unarmed security guards or contracted peace officers will be employed, one must first consider the demographics of the jurisdiction and whether or not the area is rural or urban. Then the student population must be considered along with work load (school hours versus night and weekend patrols), and the response time of other local law enforcement agencies. When weighing the alternatives one must consider the purpose and mission of the security program. The purpose, regardless of the type of program chosen, is to provide a safe and secure environment for all students, employees, faculty, and others who come in contact with the education institution. The program must include a contribution to the educational process. The program's mission objective must indicate the program commitment to crime prevention, enforcement, and education. The final ingredient is the deployment of human resources. Student and employee population, size of facilities, and service will determine where and in what numbers personnel should be deployed. The number and age groups of students and employees are included in population considerations. Facility size, location, and distance between facilities is important when planning deployment. This information will also be helpful in determining what services can be provided (Cleckley, 1996).

Information and data obtained during the course of this research indicated that campus policing follows the same philosophy and direction as that of traditional municipal policing. Campus police officers do not necessarily work under the same type of policies that a local police agency will. The role of a campus department is to contribute to the educational institution namely to educate. The university police are often limited in their sphere of operation by geographic boundaries. This limitation may be imposed by a variety of interests (Hopkins, 1994). Many university administrators do not want their police officers involved in activities beyond the borders of the campus. This view is frequently shared by the police administrators of neighboring communities. From a supervisory standpoint it may be difficult to restrain aggressive patrolmen from taking police action when they are off campus. It should never be advocated that any law enforcement officer ignore serious violations of the law even though he is in a jurisdiction other than his own. However, minor traffic violations and the like should not be enforced by university officers while off the campus (Flaherty, 1992).

In view of the above information the historical events leading up to the creation of the University of Texas and the System Police are interesting to follow. The Report of Texas Campus Unrest (1971), noted: Many universities have the attributes and managerial problems of civil communities. In addition, more non-students are present on campus than ever before. During the 1960's and early 1970's the axiom of the university community as a "city within a city" or "pseudo-municipality" began to take on a very real meaning. The student population of that period was a rapidly expanding one. University administrators were confronted with the formidable task of providing services and facilities commensurate with the needs of a flourishing academic population. Out of

necessity building construction was accelerated in order that increased demands for additional housing and classroom facilities might be met. The influx of students also served to compound problems in the area of pedestrian and traffic safety. The 1960's also marked the beginning of a trend toward the concept of an "open campus." Under that concept movement throughout the university campus by students and non-students was relatively unrestricted.

Within the UT System's component institutions in general and San Antonio's Health Science Center specifically, there was a need for increased safety and security measures. These included measures capable of maintaining the security of the university campus and its buildings, providing for increased pedestrian and traffic safety, regulating non-student activities within the university community, and fulfilling the investigative and regulatory requirements presented by overt criminal behavior and outright disorder within the confines of the academic institution. As university administrators sought to provide those measures many turned their attention inward, toward a component part of the university community previously regarded as necessary but rather unimportant; the university police department. Building security long associated with shaking doors, turning off lights, and maintaining a fire watch, was subjected to radical changes. Experimental and classified research facilities and complex data processing centers, necessitated the adoption of sophisticated security and alarm systems by the university police department. The more frequent occurrence of offenses running the full gamut of criminal behavior projected a need for individuals possessing expertise in the area of criminal investigation. An increasing volume of pedestrian and vehicular traffic brought



a need for personnel commanding a thorough knowledge and skill in the case of traffic control devices and procedures.

Senate Bill 162 provided legislative authorization for the formation of an actual police department within the organizational structure of the educational institution. In order that such a task might be successfully undertaken the department destined to receive those rights and privileges was confronted with the prospect of sweeping organizational and administrative changes. The rights and privileges extended educational institutions under Article 2919j paralleled those already enjoyed by civil communities and their municipal police departments. The governing board of the educational institution like the municipal governing body, was provided with a means of policing its buildings, grounds, and population. However, unlike its municipal counterpart the educational institution could not look to its neighboring campuses for a model by which to mold its new police department. The municipal police department and university police department would share many policies and procedures. It is recognized that there are differences between the two types of agencies. As was noted by one individual: Municipalities vary from universities politically, administratively, ecologically, and psychologically. For these reasons it becomes difficult to merely organize a police department at an institution of higher learning using municipal criteria without converting certain concepts to the academic community.

John W. Powell, president of John W. Powell Consultants, Inc., a security consulting firm available to educational and other institutions also recognized the unique difficulties to be encountered by the university attempting to organize a police department. Mr. Powell stated: Campus security is unique because it is unlike any other

in the security field. It can neither pattern itself after a police agency nor an industrial security agency, although it can adopt some procedures and practices from both. It must involve itself in most college activities and interests and become an integral part of the community and educational process. Every university police department must be a product of that institution it serves, and no single model can be stated to fit all departments. (Bullard, 1973)

## **METHODOLOGY**

The methodology used for this paper has a review of the existing organizational structure along with the projected growth and expansion of the UTHSC at San Antonio. This allows for examination of how the existing police department on campus needs to identify the primary criteria to continue future development. This is a need necessary not only for the campus police department but also for the community it serves..

## **FINDINGS**

Organizational structure within the UT Health Science Center at San Antonio reflects a traditional, semi-military appearance. A strict superior-subordinate relationship emphasizing rank-order classification is used. That rank-order classification includes Chief of Police, Captain, Lieutenant, Sergeant, Corporal, and Patrolman. Non-Commissioned Officers, or Guards enjoy no rank classification. All Guards perform their duties under the supervision of a commissioned officer. All departmental personnel work forty hours per week and receive compensation for overtime requirements. Special events such as graduations, athletic events, and special assignments most often produce overtime for personnel. The functions and services provided by the HSC Police Department include: apprehension of law violators, enforcement of the laws, patrol of campus areas,

providing fingerprint service to the academic population, and other miscellaneous services to the public.

The UT Health Science Center at San Antonio is undergoing tremendous growth and expansion not only in the numbers of students and faculty, but in coverage of south Texas. With the opening of the Harlingen campus in 2002, this brings a need to organize and add to the strength of the Police Department's ranks. The following factors should be considered as the department renovates, expands, or move its facilities. The police department should be responsible for seeing that protection is part of the new design. While security cannot totally dictate design, it must influence it. The following items can also be examined when the organization expands or moves to a new location:

- \*existing security philosophy, policies, and procedures.
- \*criticalness and vulnerability of university assets and facilities.
- \*site and surrounding area condition.
- \*problems encountered at similar institutions.

In view of the aforementioned information what factors have affected the development of the UT Health Science Center's police department? Not only has the growth of the HSC as a UT component been a factor, but the growth of the entire Medical Center played an important part. The entire South Texas Medical Center including the HSC has expanded to 45 hospitals and more than 25,000 employees. Its growth has required remedial action by the city. Future development needs have been identified for over one million square feet of additional space including the North Campus, Main Campus, and Texas Research Park.

*Main Campus:* The Main Campus of the HSC is home to the Medical, Dental, and Nursing Schools and the Graduate School of Biomedical Sciences. It also contains a central library, energy plant, recreation fields, parking, and support facilities. The Medical School is directly connected to Bexar County's University Hospital. This site is adjacent to the Methodist Hospital, St. Luke's Baptist Hospital, and the Audie Murphy Veteran's Hospital.

*North Campus:* The 28-acre North Campus includes two buildings the McDermott Clinical Science Building and Allied Health/Research Building. The North Campus is adjacent to additional land which will eventually be deeded to the HSC by the San Antonio Medical Foundation. Also adjacent to this site is the Cancer Therapy and Research Center (CTRC). On March 20 24, 2000 the HSC planning team produced a Site Opportunity Analyses and Master Plan Concept. This HSC Master Plan recognizes the demand for additional facilities and provides a guide for future development. Among the possible facilities considered in the analyses for expansion which could have a major impact on the growth of the police department include:

- \*Conference Center to support continuing education programs.
- \*Resource Center.
- \*Faculty Club.
- \*Multidisciplinary teaching facility to accommodate student activities.
- \*Daycare center.
- \*North Campus animal facility.
- \*Major centralized animal facility with tunnel access.

Site improvement plans include:

- \*Integrate a linear parkway along the creek bed as a pedestrian connection.
- \*Use the creek as an organizational element.
- \*Promote covered building access due to climate.
- \*Integrate pathways into the natural landscape

Parking/Access improvements include:

- \*Share parking with the Cancer Therapy Research Center (CTRC).
- \*Require gated access after 7:00 PM.
- \*Integrate buildings over parking garages.
- \*Implement a high-rise parking solution.
- \*Separate employee and visitor parking.
- \*Separate public versus service access.

One of the major concerns of the campus community is that of connections. A physical disconnect currently exists between the North Campus and Main Campus. McDermott and Allied Health are isolated from the rest of campus with the car as the only means of connection. Students and faculty must ride a shuttle or get in their cars to drive the very short distance to Main Campus and park before reaching their destination. If the HSC acquires the natural "greenway" in the area of Wurzbach Road known as the "Golden Triangle", this would provide the much needed linkage between the Main Campus and North Campus. Pedestrian safety is a major issue in making this connection feasible. The current vehicular-oriented environment that exists today at Wurzbach and Medical Drive is not conducive to pedestrian activity. Improvements need to be made at this and other intersections (Wurzbach and Floyd Curl) to facilitate safe pedestrian crossings. The Master Plan for North Campus provides a flexible planning guide for

long-range development over a fifteen-year planning period. It incorporates all growth and development into a fully connected and linked HSC campus. This plan accommodates an interdisciplinary setting of classroom and laboratory functions. The implementation and phasing strategy for this Plan incorporates four phases:

#### Phase I Development

- \*Children's Cancer Research Center (CCRC) (Construction is presently underway)
- \*Cancer Research Center (Adult)
- \*Conference Center
- \*Addition to McDermott Building parking

The UT System has developed one of the nation's preeminent research programs in aging and geriatrics. The UT System Board of Regents has named a major research center in the Texas Research Park, named after former Regent Sam Barshop. This Center will be located in a new building to be constructed adjacent to the Institute of Biotechnology (IBT) and the South Texas Centers for Biology and Medicine (STCBM).

*The Lower Rio Grande Valley:* The 75th Legislature enacted S.B. 606 which authorized the UT System to establish and operate a Regional Academic Health Center (RAHC) to serve four counties of the Lower Rio Grande Valley (Cameron, Hidalgo, Starr, and Willacy counties). Four sites (Brownsville, Edinburg, Harlingen and McAllen) were selected for the location of these various divisions of the RAHC. Medical Education Divisions were designated for Harlingen and McAllen. The Medical Research Division was designated for Edinburg, and the Public Health Division was designated for Brownsville. Additionally, the Board of Regents designated the HSC at San Antonio to

oversee and operate the Medical Education and Medical Research Divisions. The Public Health Division was designated as a branch of UTHSC Houston's School of Public Health (UTHSC Master Plan, 2002).

### **DISCUSSION/CONCLUSIONS**

The Master Plan for UTHSCSA provides a flexible planning framework to guide long-range growth and development over a fifteen-year planning period and beyond. The Master Plan provides an illustrative plan that accommodates currently known requirements as well as yet to be identified needs, in a time-phased plan. The Master Plan also gives guidance on accommodating future growth and development beyond the fifteen-year planning period, considering the potential acquisition and development of adjacent and surrounding land areas. In addition to considering development in expansion areas, a plan is presented that incorporates all growth and development into a fully connected and linked UTHSCSA campus, one that integrates forward-thinking concepts for road closures and open space connectivity. Exploring other development concepts beyond the fifteen-year planning period, consideration was given to the exploration of ultimate flexibility for growth as well as to identify the development opportunities that might exist if the San Antonio Medical Foundation made available additional land to UTHSCSA.

Every student commutes to campus, creating an emphasis on vehicular circulation. The majority of this traffic accesses the site from Floyd Curl Drive, the northern border of the site. Surface parking lots for visitors, handicapped, and permit holders are located on either side of the four-lane divided entry road. Medical Drive, the southern border of the site, provides a secondary access point. An additional parking lot

(Lot 17) is located north of the drive. A university shuttle system is available between Main Campus and North Campus. It makes stops at Lot 17 and in front of the existing buildings on the site. The shuttle system has a fifteen-minute headway and makes nine to ten stops throughout the entire UTHSCSA campus.

Pedestrian access is available between parking areas and the Allied Health and McDermott Buildings. Currently there is a lack of pedestrian access between Main Campus and North Campus. The existing linkage between the Main Campus and North Campus is inadequate to serve the large number of people making trips between the two each day. To determine the available roadway capacity, existing 24-hour traffic counts were obtained from the City of San Antonio. A four-lane roadway has a theoretical daily capacity of 22,000 to 26,000 vehicles. Roadways of this type include Wurzbach Road, Floyd Curl Drive, Medical Drive, and Hamilton-Wolf Road. A six-lane roadway, such as Babcock Road, has a theoretical daily capacity of 34,000 to 38,000 vehicles.

Whether call for service or call for traffic control, or calls for criminal activity, it is the policy of the HSC Police Department to respond to all calls originating from property owned, leased, rented, or otherwise under the control of the University of Texas Health Science Center at San Antonio. In order to abide by the Department's mandate and in anticipation of the projected growth in the Medical Center and south Texas, the HSC Police Department's jurisdiction and number of daily contacts and calls for service can be expected to increase. Based on previously stated factors which affect growth in any police agency, the Health Science Center's Police Department will be directly affected by this planned expansion.



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