

Athletics Event Safety and Security

Intercollegiate Athletics



April 2019

**The University of Texas at Austin
Office of Internal Audits
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This report will be distributed to Institutional Audit Committee members, the Legislative Budget Board, the State Auditor's Office, the Sunset Advisory Commission, the Governor's Office of Budget and Planning, and The University of Texas System Audit Office for distribution to the Audit, Compliance, and Management Review Committee of the Board of Regents.

**Athletics Event Safety and Security
Project Number: 18.003**



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April 9, 2019

President Gregory L. Fenves
The University of Texas at Austin
Office of the President
P.O. Box T
Austin, Texas 78713

Dear President Fenves,

We have completed our audit of Intercollegiate Athletics' implementation of safety and security best practices. Internal Audits also examined whether recommendations from The University of Texas at Austin Police Department's 2016 Security Assessment have been implemented. Our scope included policies, procedures, and controls in place from September 1, 2018, to December 31, 2018.

The University of Texas at Austin (UT) has proper controls to effectively manage safety and security risks associated with home football games, and UT has implemented industry best practices for game day operations. Additionally, recommendations from The University of Texas Police Department security assessment have generally been implemented. Our audit report provides detailed observations for each area under review. Suggestions are offered throughout the report for improvement in the existing control structure.

We appreciate the cooperation and assistance of Intercollegiate Athletics throughout the audit and hope that the information presented herein is beneficial.

Sincerely,

Sandy Jansen, CIA, CCSA, CRMA
Chief Audit Executive

cc: Mr. Chris Del Conte, Vice President and Athletics Director
Mr. Shawn Eichorst, Executive Senior Associate AD, Internal Affairs
Ms. Lori Hammond, Senior Associate AD, Risk Management and Compliance Services
Mr. Carlos Martinez, Chief of Staff, Office of the President
Mr. William O'Hara, Chair, Institutional Audit Committee
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EXECUTIVE SUMMARY

The Office of Internal Audits has completed the Athletics Event Safety and Security audit.

Conclusion

The University of Texas at Austin (UT) has proper controls to effectively manage safety and security risks associated with home football games, and UT has implemented industry best practices for game day operations. Additionally, recommendations from The University of Texas Police Department (UTPD) security assessment generally have been implemented.

Summary of Recommendations¹

One recommendation, included in the report, was provided to Athletics. One other item was discussed with Athletics, but it was considered minor in significance because of mitigating factors.

Audit Scope and Objective

The scope of this audit included policies, procedures, and controls in place from September 1, 2018, to December 31, 2018. Audit objectives were to determine whether UT effectively manages safety and security risks associated with home football games using the National Center for Spectator Sports Safety and Security Intercollegiate Athletics Best Practices Guide (Best Practices Guide) and to determine implementation of safety and security recommendations from an assessment conducted by UTPD.

Background Summary

With a seating capacity of more than 100,000 people, Darrell K Royal – Texas Memorial Stadium is one of the largest stadiums in the world. To mitigate the numerous safety and security concerns that come with that large of a crowd, more than 20 agencies provide assistance during home football game days. Agencies such as UTPD, Campus Safety, the Austin Police Department and Fire Department, the FBI Joint Terrorism Task Force, and many others are active within the Emergency Operations Center on game day.

To ensure UT's safety and security efforts were comparable to industry standards, Athletics requested Internal Audits to review the current policies, procedures, and controls using the Best Practices Guide, which provides a comprehensive set of recommendations and implementation strategies for safety and security at collegiate athletics events.

¹Each issue has been ranked according to The University of Texas System Administration (UT System) Audit Issue Ranking guidelines. Please see the Appendix for ranking definitions.



BACKGROUND

The University of Texas at Austin (UT) is home to Darrell K Royal – Texas Memorial Stadium (DKR-TMS). With a seating capacity of more than 100,000 people, DKR-TMS is one of the largest stadiums in the world. To mitigate the numerous safety and security concerns that come with that large of a crowd, more than 20 agencies provide assistance during home football game days. Agencies such as UT Police Department (UTPD), Campus Safety, the Austin Police Department and Fire Department, Austin County EMS, Austin County Sheriff's Office, the FBI Joint Terrorism Task Force, Environmental Health and Safety, and many others are active within the Emergency Operations Center on game day. UT also addresses severe weather challenges and risks associated with thousands of fans tailgating around the stadium.²

To ensure UT's safety and security efforts are comparable to industry standards, Athletics requested Internal Audits to review the current policies, procedures, and controls using the National Center for Spectator Sports Safety and Security Intercollegiate Athletics Best Practices Guide (Best Practices Guide). The Best Practices Guide provides a comprehensive set of recommendations and implementation strategies for safety and security at collegiate athletics events. It is aimed at identifying vulnerabilities, mitigating risks, and protecting critical assets. The guide is a result of a summit which brings together representatives from university and college athletics administrations, athletics conferences, championship bowls, and public safety agencies to address current safety and security issues facing intercollegiate athletics, identify solutions, and to propose future best practices and implementation strategies.³

In 2016, UTPD conducted a security assessment of the North End Zone, DKR-TMS, and L. Theo Bellmont Hall (Bellmont Hall). The purpose of the assessment was to enhance access controls, thereby protecting property, visitors, faculty, staff, and students. The result of the assessment was 32 general recommendations made by UTPD. As part of this audit, Athletics requested Internal Audits review the implementation of UTPD's recommendations.

SCOPE, OBJECTIVES, AND PROCEDURES

The scope of this audit included policies, procedures, and controls in place from September 1, 2018, to December 31, 2018. Specific audit objectives were to:

- Determine whether UT effectively manages safety and security risks associated with home football games using the Best Practices Guide; and
- Review and verify implementation of safety and security recommendations from an assessment of the North End Zone, DKR-TMS, and Belmont Hall conducted by UTPD.

² How the University of Texas at Austin Secures 100,000 Fan Football Games – Security Magazine
<https://www.securitymagazine.com/articles/89211-how-the-university-of-texas-at-austin-secures-100000-fan-football-games>

³ NCS⁴ Intercollegiate Athletics Safety and Security Best Practices Guide



To achieve these objectives, Internal Audits:

- Reviewed the 2017 Best Practices Guide;
- Identified responsible parties and their efforts to achieve event safety and security;
- Reviewed policies, rules, and procedures to confirm safety requirements and processes have been formally developed and communicated;
- Surveyed UT employees to gain an understanding of policies and procedures;
- Performed on-site testing of game day safety and security operations during a UT home football game to confirm procedures corresponded with best practices; and
- Performed on-site testing at the North End Zone, DKR-TMS, and Belmont Hall to verify the implementation of UTPD's security assessment recommendations.

The following areas were not included in the audit scope:

- Cash handling procedures
- Cyber security
- Food and beverages

AUDIT RESULTS

Athletics (in conjunction with relevant UT departments) has implemented applicable best practices; however, Athletics has an opportunity to complete and/or update the documentation of policies and procedures for emergency actions and tailgating.

Centralized Emergency Action Plan

Audit Issue Ranking: Medium

Although Athletics is working on compiling and updating policies and procedures, key pieces of information are located in multiple documents and/or are out-of-date, e.g., tailgating guide. With various UT departments having responsibility for managing different game day safety and security risks, it becomes more difficult to respond to potential accidents and incidents if safety and security information is not easily accessible and up-to-date.

The Best Practices Guide recommends departments establish a plan to guide event actions. The guide recommends the plan incorporate the following:

- An overview of the Risk/Threat/Vulnerability Assessment
- Situational/Operational Awareness
- Command and Control
- Facilities and Event Operations
- Public Safety Operations
- Venue Management
- Disruptions (Delay/Suspension)
- Evacuation/Shelter
- Cancellation
- Weather Planning
- Event Staffing and Assignments
- Intelligence
- Collection/Sharing
- Fusion/Analysis
- Safety and Security
- Life/Fire/Medical and Public Health



- Medical Support
- Bomb Threats/IEDs
- Hazardous Materials
- Access Control
- Ticketing/Credentialing
- Pedestrian/Vehicular
- Permitted/Prohibited Items
- Deliveries/Waste Removal
- Robbery/Theft/Cyber Protection
- Investigations
- Transportation and Parking
- Traffic Management
- Behavioral Issues
- Public Information Plan
- Signage
- Pre-Event Agreements

Recommendation 1: Management should complete the update of safety and security policies and procedures and maintain access to them as a single emergency action plan.

Management's Response and Corrective Action Plan: A review of all safety and security policies is in progress. In FY 2017, a Life Safety Evaluation was conducted to evaluate Royal-Texas Memorial Stadium (DKR-TMS) logistics and activities to ensure safe entry and exit of attending fans. The information obtained allowed for corrective actions to be taken prior to the 2018 football season. Additionally, a review of the DKR-TMS Emergency Operations Plan completed in 2010 was conducted by Jonathan Robb, Director, Emergency Preparedness, Campus Safety and Security, and David Allison, Facility and Event Operations, Safety and Security Manager, Texas Athletics. A revision of the DKR-TMS Emergency Operations Plan was updated in accordance with changes to the physical structure and reflected in the new plan prior to the 2018 football season. Construction in the Red McCombs Zone/North End Zone (NEZ), scheduled for completion in August 2019, will require revisions to the 2018 Evacuation Plan. Also, with the start of the South End Zone Project in April 2019 and ending August 2021, the DKR-TMS Evacuation Plan will be finalized once construction is completed.

Evaluations of all other facilities will include UFCU Disch-Falk Field, Red & Charline McCombs Field, Mike A. Myers Stadium and Soccer Field and the Texas Tennis Center. The final documentation will be consolidated and available in the UTPD Emergency Operations Center (EOC), to Texas Athletics Sr. Executive staff and Executive staff, to Compliance staff, to Student Services staff, to Sports Medicine staff, and to the Office of the Safety and Security Manager. The final documentation also will be shared with coaches and student-athletes.

Responsible Person: David Allison, Safety and Security Manager

Planned Implementation Date: FY21

Post Audit Review: Internal Audits will conduct follow-up procedures in the first quarter of FY21.



Athletics implemented 29 (91%) of 32 recommendations from UTPD's Security Assessment. Three recommendations have not been implemented.

- Move the NEZ reception desk from the elevator lobby
- Change the loading dock gate chain and padlock to the stadium side
- Move the UT Club reception desk to the ground level

These three issues were discussed with Athletics and are considered low risk because of mitigating factors.

CONCLUSION

UT has proper controls to effectively manage safety and security risks associated with home football games, and UT has implemented industry best practices for game day operations. Additionally, recommendations from the UTPD security assessment generally have been implemented.

In accordance with directives from The University of Texas System Board of Regents, the Office of Internal Audits will perform follow-up procedures to confirm that audit recommendations have been implemented.



APPENDIX

Audit Issue Ranking

Audit issues are ranked according to the following definitions, consistent with UT System Audit Office guidance. These determinations are based on overall risk to UT System, UT, and/or the individual college/school/unit if the issues are left uncorrected. These audit issues and rankings are reported to UT System directly.

- **Priority** – A Priority Issue is an issue that, if not addressed immediately, has a high probability to directly impact achievement of a strategic or important operational objective of UT or the UT System as a whole.
- **High** – An issue that is considered to have a medium to high probability of adverse effects to UT either as a whole or to a significant college/school/unit level.
- **Medium** – An issue that is considered to have a low to medium probability of adverse effects to UT either as a whole or to a college/school/unit level.
- **Low** – An issue that is considered to have minimal probability of adverse effects to UT either as a whole or to a college/school/unit level. Issues with a ranking of “Low” are reported verbally to the unit and are not included in the final report.