



# TEXAS COMMISSION ON LAW ENFORCEMENT

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## Commission Meeting Minutes December 11, 2025

On Thursday, December 11, 2025, at 9:00 a.m., a meeting of the Texas Commission on Law Enforcement (TCOLE) was held at Austin Hall, 4601 North Street, Nacogdoches, Texas, 75965.

Commissioners attending were: Presiding Officer Kim Lemaux; Secretary Justin West; Patricia Burruss; Michael Griffis; Janna Atkins; Justin Berry; Conor Harvey; and Sergio Saenz.

TCOLE Staff attending were: Executive Director Gregory Stevens; General Counsel John Beauchamp; Licensing and Education Deputy Chief Cullen Grissom; Compliance and Standards Deputy Chief T.J. Vineyard; Chief Financial Officer Brian Roth; Chief Information Officer Jessica Capraro; Government and External Relations Director Gretchen Grigsby; Assistant General Counsels Aaron Heath and Mark Duncan.

### **Agenda Item 1, Call to order.**

Presiding Officer Kim Lemaux called the meeting to order at 9:01 a.m.

### **Agenda Item 2, Roll call of members.**

A roll call of members was taken, and a quorum was present.

### **Agenda Item 3, Welcoming remarks from Presiding Officer Kim Lemaux.**

Presiding Officer Kim Lemaux thanked the TCOLE I.T. staff and the rest of the staff for the amount of work it took for a multi-day set-up for an out-of-town meeting.

### **Agenda Item 4, Receive reports and take action, if necessary.**

#### **• Executive Director's Report**

The Executive Director recognized staff, particularly I.T. personnel, for their significant efforts in supporting meeting logistics due to venue limitations and thanked Nacogdoches for hosting the meeting.

Staffing updates included the onboarding of multiple new employees across divisions, bringing total staffing to 101 full-time employees with strong recruitment activity and ongoing organizational restructuring to support growth. Facility expansions are underway to address space needs, with additional office, conference, and training areas added. Progress was

reported on agency oversight under updated Sunset requirements, including a reduction in pending agency applications, the establishment of six new agencies since August, and the voluntary closure of eight agencies in 2025.

Updates were also provided on the School Marshal Program, which added 52 new marshals with additional classes scheduled. Significant progress was highlighted on ALERRT Level 1 training compliance, with fewer than 5,000 officers remaining and the agency ahead of schedule to meet the 2027 mandate. Commissioners commended the statewide collaboration and partnerships that contributed to these achievements.

- **Licensing and Education Report**

Deputy Chief Cullen Grissom presented the Licensing and Education report to the Commission. He reported on key education and training initiatives, noting the publication of an instructor resource guide in October for Senate Bill 1563, mandated course on interacting with veterans in jail settings, which is being integrated into the Basic Jailer course without increasing training hours. He also provided an update on the beta testing of the Basic Training Coordinator course, with publication anticipated in January.

Staffing updates included progress in forming new Training Compliance Agent teams, with four positions filled and additional regional recruitment ongoing, as well as advancement of the high school pipeline initiative with initial hires beginning in January. Updates were also provided on Education Services staffing, with instructional designer positions nearing completion and credentialing fully staffed.

- **Information Technology Report**

Chief Information Officer Jessica Capraro presented the Information Technology report to the Commission. She provided an update on major IT initiatives, highlighting progress on the Confidential Employment Statewide Database (CESD) and its expansion into a broader OpenText Records Repository (OTRR) to replace the current secure share system. The revised approach prioritizes system quality, security, and an improved user experience, resulting in an adjusted implementation timeline. Enhancements include improved automation and visibility for background investigators, as well as the addition of an inquiry log to the F5R report. She also noted the upcoming annual reporting period, which will include limited data collection related to school resource officers. Commissioners commended the IT team for managing an increased workload, maintaining transparency on timelines, and prioritizing system security and functionality over speed.

- **Compliance and Standards Report**

Deputy Chief T.J. Vineyard provided the Compliance and Standards update, reporting that

approximately 91% of licensed individuals are subscribed to the Rap Back, with remaining unsubscribed groups largely identified and manageable through existing processes. He reported significant progress on training compliance under the Target 100 initiative, with more than half of 865 non-compliance cases already resolved and a substantial reduction in inactive licenses compared to prior cycles, reflecting improved communication and efficiency. Updates were provided on E-1 arrest notification processes following recent rule changes, with staff noting improved visibility through subscription systems and no current concerns regarding unintended consequences.

Additional updates included major improvements in school-based law enforcement compliance, background investigation capacity, agency policy modernization through Lexipol, expanded background investigation training, and restructuring of field services to better support agencies statewide. Commissioners commended staff for improved data quality, transparency, and operational effectiveness resulting from post-sunset reforms.

- **Government and External Relations Report**

Director Gretchen Grigsby provided the Government and External Relations report. She highlighted the agency's significant progress since Sunset, noting substantial operational and programmatic advancements. She provided an update on implementation of the Uvalde Strong Act (H.B. 33), stating that guidance on new training requirements, particularly for supervisors and public information officers, will be communicated imminently through multiple outreach channels. She also reported the successful launch of the GovQA Public Information Request Portal, which has improved transparency and internal coordination, and noted progress in staffing records analyst positions.

Additionally, she provided an update on the recruitment and retention website initiative in coordination with the Texas Police Chiefs Association, which is nearing completion pending final contracting clarification. Budget considerations and potential future legislative impacts were briefly discussed.

- **Finance and Personnel Report**

Director Brian Roth presented the Finance and Personnel report, noting that current expenditures and revenues were provided in the meeting packet. He stated there were no significant financial operations updates beyond previously discussed human resources and facility accomplishments.

**Agenda Item 5, Update from Sam Houston State University on the contract for the Job Task Analysis for peace officer licensing.**

Doctors John Ray, Huda Masood and Javier Ramos from the Sam Houston State University,

presented the results of a statewide Job Task Analysis for Basic Peace Officers, the first such analysis conducted in decades. The study was conducted in partnership with the Bill Blackwood Law Enforcement Management Institute of Texas which utilized qualitative focus groups and interviews, as well as quantitative surveys of newly commissioned officers, supervisors, and field training officers across the state. The analysis identified core job tasks and emerging emphasis areas, including officer safety, communication skills, critical thinking, mental health, de-escalation, technology use, and evolving crime types, while confirming the continued relevance of many traditional policing tasks.

Commissioners commended the multidisciplinary research team for the comprehensive and rigorous work, discussed participation rates, and emphasized the importance of the findings in informing future Basic Peace Officer Course curriculum and training decisions statewide.

The Commission took a break from 10:42 a.m. to 11:02 p.m.

**Agenda item 6, Discuss and take action on Advisory Committee recommendations, including membership, if necessary.**

Director Gretchen Grigsby reported on the establishment of two new advisory committees previously approved at the September meeting and provided the names of those members. The applications were accepted from September 15th through October 17th and with input from the Presiding and Assistant Presiding Officer, the members below were selected.

- **Advisory Committee on Motor Vehicle Stop Data**

Deputy Chief Grissom will serve as the TCOLE liaison and members include:

*Chief Nathan Anderson, Presiding Officer, Rockport PD*

*Deputy Director & Chief Data Officer Melissa Cumins, Assistant Presiding Officer, Houston PD*

*Sheriff Jack Kurd, Archer County*

*Chief Deputy Salvador Rodriguez, Bexar County Constable Precinct 1*

*Dr. Eric Fritsch, University of North Texas*

*Crime Analyst Julia Chadwell, Cedar Park PD*

*Sgt. Eli Rivera, Harris County SO*

*Capt. Adam Hooten, Hurst PD*

*Capt. James Taylor, Texas DPS*

*Chief Steven Brush, Canyon PD*

*Assistant Chief Van Slooten, UTRGV PD*

The first meeting is scheduled for January 6, 2026, at TCOLE headquarters in Austin.

- Advisory Committee on Law Enforcement Polygraph Examinations**  
 Deputy Chief Vineyard will serve as the TCOLE liaison and members include:  
*Major David Dixon, Presiding Officer, Texas DPS*  
*Constable Bobby Rachel, Assistant Presiding Officer, Navarro County Precinct 3*  
*Detective David Schreiber, Leander PD*  
*Sheriff Eugene "Bodie" Hillhouse, Henderson County SO*  
*Professor Patrick Boone, Central Texas College*  
*Pat O'Burke, unlicensed public member*  
*Officer Ramiro Montoya, Houston PD*  
*Sgt. Joshua Fischer, Waco PD*  
*Officer Eddie Garza, Socorro PD*

The first meeting is scheduled for January 26, 2026, at TCOLE headquarters in Austin.

Presiding Officer Kim Lemaux thanked staff and applicants for their participation, emphasized that the committees will operate as open meetings, and encouraged continued public input as the committees move forward with their assigned charges.

**Agenda item 7, Take action to enroll and induct officers in the Texas Peace Officers' Memorial Monument.**

TCOLE Special Events Manager Danielle Story-Stinson read the names of the fallen officers that will be moving forward for induction in the Texas Peace Officers' Memorial in the Spring of 2026.

Deputy Sheriff John L. Badeaux, Sr. Orange County Sheriff's Office	02-11-2021
Correctional Officer Codie Whitley-Turner Texas Department of Criminal Justice - Huntsville Unit	09-09-2021
Corporal Miguel E. "Mike" Sanchez Amarillo Police Department	12-27-2021
Correctional Officer Kay W. Zeger, Jr. Texas Department of Criminal Justice - Dalhart Unit	02-13-2022
Deputy Sheriff Robert A. Howard Harris County Sheriff's Office	05-11-2022
Senior Police Officer Anthony Martin Austin Police Department	09-23-2022
Officer Bryan Holley Hudson ISD Police Department	08-18-2023
Deputy Sheriff Bryan "Brad" Sweetman Harris County Sheriff's Office	03-04-2024

Border Patrol Agent Jesus Anaya U.S. Dept. of Homeland Security - Customs and Border Protection	05-23-2024
Cadet Michelle Strube Texas Dept. of Criminal Justice - Robertson Unit Training Center	08-19-2024
Sergeant Mark Butler Navasota Police Department	01-15-2025
Deputy Sheriff Jesus Vargas Brazoria County Sheriff's Office	01-15-2025
Deputy Sheriff Melissa Pollard Wood County Sheriff's Office	04-09-2025
Deputy Sheriff Jesse Perez Dawson County Sheriff's Office	04-22-2025
Sergeant Jonathan D. "J.D." White Angleton Police Department	06-01-2025
Lieutenant Albert Stout, Jr. Robstown Police Department	08-06-2025
Trooper Jerry W. Adamick, Jr. Texas Department of Public Safety	09-15-2025
Senior Police Officer Alex Roberts Houston Police Department	09-17-2025

Commissioner Patricia Burruss made a motion to accept the names of the fallen officers for induction in the Texas Peace Officers' Memorial in the Spring of 2026. Commissioner Justin Berry seconded the motion. The motion passed unanimously.

**Agenda Item 8, Discuss and take action on proposed amendment to existing TCOLE Rule 211.29, Responsibilities of Agency Chief Administrators, relating to the reporting of Field Training Officer (#3722) and Personnel Orientation (#1999).**

Deputy Chief Grissom explained that this proposed amendment is for an officer to achieve their Basic Peace Officer Proficiency Certificate. These two courses must be reported on the officer's behalf, and the proposed amendment puts it as a responsibility for the chief administrator to ensure that the courses are completed and reported, even if the reporting task is delegated to a training coordinator or other staff.

Commissioner Justin Berry made a motion to post the proposed amendment for first reading and public comment in the Texas Register. Commissioner Conor Harvey seconded the motion. The motion passed unanimously.

**Agenda Item 9, Discuss and take action on proposed amendment to existing TCOLE Rule 218.3, Legislatively Required Continuing Education for Licensees, relating to ALERRT Level I and ALERRT continuing education requirements for reserve law enforcement**

**officers and public security officers.**

Mr. Heath presented the mechanics of the proposed amendment to this rule and Deputy Chief Vineyard provided context, explaining that while the training expectation had previously been posted on the website, it was not reflected in the rule. The amendment clarifies that reserve and public security officers must complete 16 hours of ALERRT continuing education and achieve ALERRT Level 1 training by August 31, 2029, aligning the rule with current practice. Commissioners discussed that the change affects a very small number of licensees, with only 25 appointed reserve licenses and four public security officers remaining.

Commissioner Janna Atkins made a motion to post the proposed amendment for first reading and public comment in the Texas Register. Commissioner Justin Berry seconded the motion. The motion passed unanimously.

**Agenda Item 10, Discuss and take action on proposed amendment to existing TCOLE Rule 211.30, Chief Administrator Responsibilities for Class A and B Waivers.**

Mr. Beauchamp provided a background on the volume and categories of Class A and B waiver requests since 2014, noting that majority of waivers are Class A and typically involve isolated, non-assaultive incidents. The proposed amendment broadens the rule to cover all misdemeanor offenses, including Class C deferred dispositions involving family violence. A key change in subsection (e) also grants the Executive Director authority to approve completed waiver requests, with the commission being notified at the next meeting. If the Executive Director denies a waiver, the chief administrator may appeal to the commission for consideration at a public meeting. Commissioners discussed adding language to require commission ratification of Executive Director approvals to ensure transparency without requiring applicants to appear.

Commissioner Justin Berry made a motion to post the proposed amendment for first reading with an addition of ratification language included in subsection (e). Commissioner Justin West seconded the motion. The motion passed unanimously.

**Agenda Item 11, Discuss and take action on reprimands issued under previous TCOLE Rule 211.27(a)(4) requiring licensees to report an arrest.**

Commissioner Justin West brought this agenda item inquiring about the reprimands issued under this previous rule, which required licensees to report an arrest. Staff informed that 320 reprimands were issued in 2024, primarily due to historical arrests identified through Rap Back. Based on the rule change in May 2025 removing the reporting requirement, Commissioner West questioned whether any reprimands should be rescinded. Discussion focused on potential impacts, including cumulative reprimands affecting license status, and whether older or no-longer-criminal offenses should be treated differently. Deputy Chief T.J.

Vineyard explained that most reprimands were related to arrests occurring between April and October 2024, and that enforcement was halted once the rule change was proposed and approved.

Commissioners requested additional data, that includes the age and type of each arrest, to evaluate potential actions. Deputy Chief Vineyard confirmed his team could gather and provide the requested information for review at the next meeting in February 2026. No formal action was taken at this time.

**Agenda Item 12, Discuss and take action on requests for Class A misdemeanor waivers of TCOLE Rule 217.1, Minimum Standards for Enrollment and Initial Licensure.**

- **Waller Police Department, Chief Michael R. Lopez on behalf of Thomas A. Santellana**  
Chief Michael Lopez of the Waller Police Department requested a Class A misdemeanor waiver on behalf of Thomas A. Santellana. Both Chief Lopez and Mr. Santellana addressed the Commission and answered questions from the Commissioners. CLEAT attorney Benjamin Casey also appeared and spoke on behalf of Mr. Santellana.

Commissioner Justin Berry made a motion to grant the Class A misdemeanor waiver for Waller Police Department on behalf of Thomas A. Santellana. Commissioner Conor Harvey seconded the motion. A roll call vote was taken.

Commissioners Justin Berry, Conor Harvey, Michael Griffis, and Sergio Saenz voted in favor. Commissioners Kim Lemaux, Justin West, Patricia Burruss, and Janna Atkins opposed. The motion did not pass with a 4 – 4 tie result. The Commission resumed discussion.

After further discussion, a second roll call vote was taken on the previous motion. All Commissioners opposed and the motion did not pass. The Class A misdemeanor waiver request was denied by the Commission.

- **Prosper I.S.D. Police Department, Chief Chad R. Vessels on behalf of Leon D. Goodman**  
No representatives were in attendance to present the Class A misdemeanor waiver request. No action was taken.

**Agenda item 13, Receive public comment on any topic, without action.**

There was no public comment.

**Agenda Item 14, Executive Session to discuss pending or contemplated litigation, settlement offers, and personnel issues, including evaluation of Executive Director's job**

performance pursuant to Sections 551.071 and .074 of the Texas Government Code, Open Meetings Act.

No executive session.

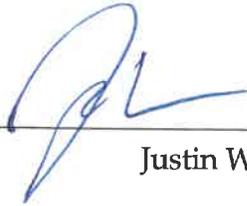
Agenda Item 15, Return from Executive Session to report and discuss further actions to be taken as a result of Executive Session, if necessary.

No executive session.

Agenda Item 16, Adjourn.

Commissioner Justin Berry made a motion to adjourn the meeting. Commissioner Patricia Burruss seconded the motion. The motion passed unanimously.

The meeting adjourned at 12:48 p.m.



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Justin West, Secretary  
JW/mm