Office of the President

TO MEMBERS OF THE BOARD OF REGENTS:

<u>**DISCUSSION ITEM**</u>

For Meeting of November 17, 2022

UPDATE ON IMPLEMENTATION PROGRESS OF UNIVERSITY OF CALIFORNIA COMMUNITY SAFETY PLAN

EXECUTIVE SUMMARY

In August 2021, the University of California released its first systemwide Community Safety Plan, shaped by more than a year and a half of robust conversations with UC stakeholders and subject matter experts. This plan maps a path of systemic change for UC toward a more data-driven, service-oriented, and community-centric approach to campus safety. The plan envisions a timeline of just over two years for campuses to fully implement its recommendations. This item will report on progress to date after one year.

BACKGROUND

As this nation continues to grapple with how to live up to values of fairness and justice for all, UC has been engaged in a systemwide effort to redesign its approach to campus safety and security. A university environment in which all the members of the community—students, faculty, staff, patients and visitors—feel and *are* safe is foundational to everything it does.

The UC Community Safety Plan represents a significant change for UC, toward a more community-centric, service-oriented, and data-driven approach to campus safety. This integrated, holistic approach to safety and security represents not only changes in policy and procedures, but also a cultural shift that requires all to work together to create positive change.

The plan emerged from substantive discussions that began in the summer of 2020, with chancellors forming campus-based safety task forces to engage their communities in re-envisioning campus safety and policing. Two separate systemwide symposia in early 2021 provided opportunities for further dialogue and input about the best path forward. The symposia brought together external and internal experts and practitioners with students, faculty, and staff to explore options and think about the trade-offs inherent in different approaches to safety. UC leadership, including then Board Chair Pérez, President Michael V. Drake, and all ten campus chancellors participated in these events. Subsequent drafts of a plan were discussed in meetings with stakeholders across the UC system. A near-final draft of the plan was posted publicly, and the UC Office of the President (UCOP) solicited feedback that would further inform the plan's key goals and specific actions.

The UC Community Safety Plan was then published as a "living document" in August 2021. It establishes key milestones to accelerate action while allowing for emerging practices and new approaches to be evaluated and, where warranted, integrated into the work. The date for the final milestone for the plan, the accreditation by a third party of all campus police departments, was set for December 31, 2023.

UC COMMUNITY SAFETY PLAN

The four key principles guiding UC's ongoing work are:

- **Community and Service-Driven Safety**
  Campus safety policies and practices must reflect the needs and values of our diverse community and be in service to them. This fundamental idea is reflected throughout the plan.
- **A Holistic, Inclusive and Tiered Response Model for Safety Services**
  Safety will be defined in its broadest terms and will include mental health, wellness, basic needs, bias/hate response, as well as other services. Multidisciplinary teams will triage behavioral health crises, conduct wellness checks, and safely connect individuals to coordinated care, including health and social support resources.
- **Transparency and Continuous Improvement Through Data**
  Campuses will collect and publicly share uniform campus safety data on a UC-wide dashboard to empower the UC community and inform change.
- **Accountability and Independent Oversight**
  Independent police accountability boards, comprised of a broad cross-section of the UC community, will provide a robust complaint and investigation process to ensure that officers are acting consistently with rules, policies, and the law.

Attachment 1 is the full UC Community Safety Plan, with the specific actions and milestone dates as set forward in August 2021.

UPDATE ON IMPLEMENTATION AND A LOOK AHEAD

To ensure accountability and transparency as UC implements the Community Safety Plan, the four principles serve as the basis for 31 clearly defined actions assigned both to campuses and to UCOP. Milestone dates for the actions range from September 30, 2021 through December 31, 2023, with summary reports to be provided to the Office of the President (UCOP) twice a year. Summaries for progress made by each campus through December 31, 2021, and through June 30, 2022, are posted on the UC Community Safety Plan website (Attachment 2).[1]

The implementation overview below focuses on early success and challenges, and next steps; it should not be seen as an exhaustive list of examples for each action found in the plan. All progress on actions is self-reported by campuses. More information on individual campus actions can be found on the UC Community Safety Plan website.

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[1] https://www.ucop.edu/community-safety-plan/reports/campus-progress-reports-july2022.html

Early Success Across Guidelines

Every UC campus has made progress toward the implementation of the UC Community Safety Plan. Building upon the four guidelines, campuses are working to implement actions to reflect the unique histories, circumstances and conditions of their local communities.

Though not defined as an action in the plan, the early appointment of responsible executive officers for each campus has been critical in driving our progress. The responsible executive officers drive and track overall implementation of work at their locations and meet monthly to share updates, discuss challenges, and learn emerging practices from across the system.

Community and Service-Driven Safety

This fundamental principle, with its emphasis on engaging communities and strengthening campus safety practices, has driven a number of the early successes of the Community Safety Plan.

While campuses are reinforcing and developing new methods of community involvement in campus safety (Actions 1.1, 1.2), they are also implementing new approaches. For example, all campuses now require that police officers provide their name, contact information, and reason for a stop prior to the conclusion of a contact, as well confirm how feedback can be provided (Action 1.5). Additionally, all campuses are taking steps, consistent with their unique needs, to strengthen the hiring, evaluation, and background checks of sworn officers and other public safety personnel (Actions 1.8, 1.9, 1.10).

As announced on July 18, 2022, President Drake approved recommendations put forward by a systemwide Vehicles, Uniforms and Equipment (VUE) workgroup to ensure that public safety personnel are clearly differentiated, complementary, and consistent. For example, recommending that uniforms and cars of campus parking enforcement personnel be modified so that they do not look like those of police officers. See Attachment 3 for full report.

The visual identification and equipment of public safety personnel are significant for a number of reasons. First, faculty, staff, students, and visitors to UC locations must be able to easily identify safety personnel to ensure they know who to approach in the case of an emergency. In addition, the uniforms and equipment of public safety personnel can impact the extent to which individuals are and feel welcomed, respected, and protected from harm in their communities. The approved VUE recommendations, developed by a systemwide workgroup that included students, faculty, and staff, raise the visibility of unarmed safety personnel and minimize the militarized appearance of sworn police, helping to ensure that members of the community both feel safe and are safe.

Campuses will provide VUE implementation plans of the following guidelines by March 31, 2023:

- **Differentiation of Public Safety Tiers** – Each tier (or type) of public safety providers must be distinguishable from another tier and easily identifiable.

- **Complementary** – The VUE for all tiers must be complementary and work together to maintain safety and to ensure that tiered response models are holistic and inclusive.
- **Consistency** – Tiers with a similar function and responsibility should be consistent in VUE across the University.
- **Emerging Practices** – When considering future changes to VUE, emerging practices from both campuses and medical centers and the wider community should be evaluated and adopted.
- **Feel Safe and Be Safe** – The VUE for any tier should balance the need for personnel safety and what is the least tactical option for completing the responsibilities assigned to them.
- **Minimize Militarized Appearance** – All campuses and medical centers should work to minimize the perceived appearance of militarized public safety personnel and increase the visibility of unarmed safety personnel and services.

A Holistic, Inclusive and Tiered Response Model for Safety Services

All campuses have developed tiered response plans by the March 31, 2022 milestone (Action 2.1) and are in the process of implementing, representing a significant shift in the approach to community safety. Initial plans will be monitored as they are implemented and will be fine-tuned as campuses progress in this new model.

Tiered response defines safety in the broadest terms, including mental health, wellness, basic needs, and response to incidents involving bias and hate. Under UC's new model, multidisciplinary teams will triage behavioral health crises, conduct wellness checks, and safely connect individuals to coordinated care, including health and social support resources.

While each campus will have a unique tiered response model and personnel, at the broadest level, four systemwide tiers are being developed to address safety needs: security and public safety services, student safety partners, mental health and student service professionals, and sworn peace officers. The goal of a tiered response model is to match a call for service with the appropriate response tier. For example, a call for service involving a student mental health crisis would generate the response of mental health and student service professionals as the primary safety responders. Under each of these tiers, individual campuses will implement different functional roles and not all campuses may have the same tiers in place. For example, UC San Francisco will not have undergraduate students in the student safety partners tier, which other campuses rely on for providing community night walk services and safety escorts.

Campuses have begun putting plans in motion, including:

- A new division at UC Riverside, called Health, Well-being & Safety (HWS), oversees units responsible for effectively deploying mental health resources for students in crisis, including civilian Campus Safety Ambassadors for incidents that do not require the intervention of armed police officers, and emergency medical technicians in response to medical needs.
- At UC Santa Cruz, Crisis Response and Community Wellness teams have been established to address high intensity/stress calls in a nonviolent and de-escalatory

response framework and to address low-intensity engagement, intervention, or public service operations.

- UC San Diego has created an Establishing Psychological Emergency Response Team (PERT), in which a psychiatric clinician and sworn police officer respond together to mental health calls for service. The campus is developing a student peer counseling program and a long-range planning and intelligence unit.

While campuses finalize their tiered response plans, all have paused the hiring of police officers (Action 2.2) except for meeting basic safety needs and where approved by the campus chancellor. Additionally, where appropriate, campuses have also begun to reallocate funding from sworn officer positions to other safety personnel positions, such as mental health, student affairs professionals, and providers in tiered response models.

Transparency and Continuous Improvement Through Data

The plan called for a working group, with the participation of students, faculty, and staff, to develop a process for the collection of community safety data that reflects systemwide standards and to report that data in a public, systemwide dashboard with campus-level detail. Launched in September 2021, the community safety data dashboard workgroup quickly began a process of identifying and standardizing multiple data sets across ten campuses for the technical integration of data into a systemwide standard.

Released on July 15, 2022, Attachment 4 is the resulting six public, interactive data dashboards featuring community safety data for each campus location on stops, use of force, crimes, calls for service, complaints, and police department budget and workforce (Actions 3.1, 3.2a, 3.2b, 3.2d).[2]

These dashboards were developed in collaboration with the Office of Institutional Research and Academic Planning (IRAP). As part of the process to produce these dashboards, campuses have agreed to a standard set of data collection templates, data definitions, and reporting cycles (Action 3.2c). Data shown as of this date is for January through March of 2022. Campuses will continue to submit data to UCOP on a quarterly basis, which will be published to the public data dashboards. The milestones, progress to date, and full recommendations are outlined in the workgroup's letter regarding their recommendations (Attachment 5).

Accountability and Independent Oversight

Following a national search, Jody Stiger, a seasoned leader and nationally recognized expert in law enforcement and community and civilian oversight and outreach, was appointed as Systemwide Director of Community Safety (Action 4.6). Jody leads the new UCOP Office of Systemwide Community Safety, working with campuses to continue the full implementation of the Community Safety Plan and ensuring ongoing progress toward UC's community safety priorities.[3] Jody's first day in this new role was July 25, 2022, and he has quickly spent time meeting and learning from the UC community members about campus safety efforts and perspectives.

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[2] https://www.ucop.edu/community-safety-plan/reports/systemwide-reports-index.html
[3] https://www.ucop.edu/uc-operations/systemwide-community-safety/index.html

Finally, all campuses have begun the process of International Association of Campus Law Enforcement Administrators (IACLEA) accreditation (Actions 4.4 and 4.5) and are on track to achieve accreditation by the December 31, 2023, milestone date. Currently, only two campuses are accredited. Accreditation for all campuses is an important step to ensure that campuses are exceeding the minimum standards needed for continuous improvement, as audited by a third party. Additionally, each campus community is able to participate and engage in the ongoing accreditation work, serving as an additional accountability mechanism.

Ongoing Work and Challenges

Given the scope of the changes required by the Community Safety Plan, and the many stakeholders involved, some challenges have arisen alongside the successes.

The creation of real-time feedback mechanisms to receive input from community members (Action 1.7) has taken longer than expected for a number of campuses. While six of ten campuses have report achieving the milestone, all campuses are in the process of implementing a platform that will allow for community members to comment on interactions with safety personnel. In the interim, all campuses have required that officers proactively provide their name, contact information, and how feedback on the interaction can be provided, except in crises where it poses a safety risk (Action 1.5), and all but one campus (which is transitioning to new technology and has surveyed the campus community on public safety in the past) periodically survey the campus community on their experiences with campus safety personnel and services (Action 1.6).

Establishing Police Accountability Boards (PABs) has also taken more time for many campuses than originally laid out in the plan (Actions 4.1a, 4.1b, 4.2a, 4.2b). Only one of the ten campuses currently have achieved the milestones in the plan, but all report making progress towards full implementation of an independent, civilian campus police accountability body.

PABs have two primary functions: the independent investigation of public complaints against police conducted by investigators outside of the police department, and the review of complaint investigation reports. The development of these PABs and investigative processes must follow stringent legal, statutory, policy, and confidentially requirements. To achieve the action, members of the community, including students, faculty, and staff, must be selected and trained to serve on the PAB. Campuses report making progress on the implementation of these actions but acknowledge they are six months to a year behind schedule, in part due to the nature of these requirements.

While working to establish the PABs, campus responsible executive officers across the UC system have collaborated to leverage the existing investigative resources of the UC Davis PAB and build upon its success. UC Davis is the one campus with a PAB and was outlined in the Community Safety Plan as the minimum model for each campus in developing an independent, civilian campus police accountability body. Under this approach, the UC Davis Office of Compliance and Policy would serve as a center of excellence to the system and provide independent investigative services to campuses that elect to participate. All campuses have

finalized an agreement with UC Davis to conduct investigations and provide reports back to the originating campus and PAB.

Action 1.2 called for the development of a systemwide program for campus safety personnel to orient them to the UC community and culture. This is modeled on the Police for Tomorrow Fellowship, a program developed by faculty at Georgetown University Law Center for officers beginning their careers in the D.C. Metropolitan Police Department.[4] It is envisioned that a similar program might be established at UC, drawing on the expertise of faculty in law, social science, the humanities, and other disciplines. In October 2021, President Drake asked the systemwide Academic Senate to provide recommendations on the design and format of this program. A final set of recommendations was requested from the Academic Senate in July 2022 and is forthcoming.

Action 2.4 of the Community Safety Plan directed campuses, in consultation with campus counsel, student affairs, and County district attorneys, to develop ways to use community-based solutions—such as restorative justice programs or neighborhood courts for the adjudication of nonviolent and low-level crimes—as an alternative to the traditional criminal justice system by October 31, 2021. After their initial work, responsible executive officers reported a number of dependencies involved in meeting this action, including the need to partner with local district attorneys. To provide greater clarity regarding expectations, UCOP asked campuses to work with district attorneys and other stakeholders to assess the feasibility of community-based solutions and complete a report by March 31, 2022.[5]

All campuses have reported achieving this revised milestone. Conversations with district attorneys are ongoing, and appropriate opportunities are not readily accessible at all locations. For example, UC Irvine found that the Orange County District Attorney's Office does not have a restorative justice program.

LOOKING AHEAD

With many key milestones achieved and a highly qualified director in place, UC has established a solid foundation for its continued efforts to achieve greater campus safety and security. The new Office of Systemwide Community Safety will be at the forefront of this work.

Immediate priorities include:

- **Undertaking a systemwide review of The University Police Policies and Administrative Procedures, commonly referred to as the "Gold Book."[6]** A recent effort to update the "Gold Book" following the implementation of the recommendations of the 2019 University Wide Policing Task Force was paused while the Community Safety Plan was being drafted. With the release of the plan, a systemwide policy process

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[4] https://www.law.georgetown.edu/cics/police-for-tomorrow-fellowship/
[5] The November 8, 2021 update on the UC Community Safety Plan posted on UCOP's website provided background information on this change to UC community: https://www.ucop.edu/community-safety-plan/updates/nov-update-uc-community-safety-plan.html
[6] https://policy.ucop.edu/doc/4000382

will commence to review and update the "Gold Book" with opportunity for community engagement.

- **Building upon the quarterly campus data reporting requirements of campuses and data dashboards.** Data is critical to the work of community safety and our commitment to transparency and continuous improvement. Following the recommendations of the systemwide data dashboard workgroup, a long-term governance structure will be put in place to sustain and continue the oversight and community input of systemwide community safety data.

- **Participating in the development of a systemwide community of practice group on mental health crisis teams being convened by the division of Graduate, Undergraduate and Equity Affairs (GUEA).** Mental health professionals and crisis teams have a central role in the campus tiered response models. The engagement of the Office of Systemwide Community Safety in this new community of practice group will be critical to ensuring that campuses share best practices as these community safety providers are fully integrated into wider campus safety efforts.

- **Convening systemwide primary service providers.** Action 4.6 directs that primary service providers in the holistic tiered response model on each campus convene at least every two years in order to share best practices across the system, serve as a resource, and guide the continuous improvement that is necessary for the continued evolution of the Community Safety Plan.

- **Continuous Improvement**. The UC Community Safety Plan marks the beginning of collective efforts to achieve a new vision of campus safety. As a living document, the completed actions will be refined based on community feedback and empirical data. It is not the end point for achieving a new vision of campus safety.

This overview provides a summary of the progress made to date (with links to detailed information). The presentation to the Board will further highlight key accomplishments and challenges, with specific examples and an overall assessment of the implementation.

Key to Acronyms

GUEA	Graduate, Undergraduate and Equity Affairs
HWS	Health, Well-being & Safety
IACLEA	International Association of Campus Law Enforcement Administrators
IRAP	Office of Institutional Research and Academic Planning
PAB	Police Accountability Board
PERT	Psychological Emergency Response Team
UC	University of California
UCOP	University of California Office of the President
VUE	Vehicles, Uniforms and Equipment

ATTACHMENTS:

Attachment 1: UC Community Safety Plan
Attachment 2: UC Community Safety Website: Campus Updates
Attachment 3: VUE Workgroup: Guidelines and Recommendations
Attachment 4: Community Safety Data Dashboards
Attachment 5: Community Safety Data Dashboard Workgroup Recommendations