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## **Executive Summary**

The Task Force on Next Generation Reforms to Advance Campus Safety was charged with considering the future of the public safety function at UC Davis. It did not operate in a vacuum. With the horrible police killings of George Floyd, Breonna Taylor, and a growing number of African Americans, the future of policing in the United States has been under intense public scrutiny. Discussion, debate, and protests reveal the extent of the social ferment. Passions understandably have been, and are, high.

The UC Davis community is not immune from the social ferment and desire for change. At the same time, the Task Force, with more than thirty members from students to staff faculty members to administrators to alums, held many different, and sometimes conflicting, views about the changes needed to policing and the public safety function at UC Davis. To discuss the issues, the Task Force held meetings, collected information, and solicited community input for the entire 2020/21 academic year.

Consistent with calls from some quarters to abolish police departments across the country, some members of the Task Force demanded “abolition” of the UC Davis Police Department (UCDPD). Abolition may take a variety of forms. Most adherents, meant to call for a radical restructuring of the public safety function, shifting resources from traditional policing and to address the social needs of the broader community, such as housing, education, and mental health treatment.

Other members of the Task Force held the view that, although there is room for improvement, the UCDPD functions reasonably well in ensuring the safety of the UC Davis community. Its current leadership has been lauded and has implemented changes. The UC Davis Police Accountability Board serves as a model for the entire University of California system. Rather than any radical restructuring, this group supported continued improvements, community input, and re-evaluations.

Efforts were made to create a safe environment for all in Task Force discussions. That proved to be challenging as some students and staff expressed reluctance in private to challenge the views of campus leaders. Even so, all members of the Task Force had the ability to share their views at meetings and through e-mail with the co-chairs of the Task Force. Overall, the discussions and communications were respectful and productive. Despite the sensitive subject matter, the meetings generally centered on the substantive merits of the issues being discussed.

The Task Force issued a preliminary report in December 2020, when the final report was originally due. Chancellor Gary S. May had granted an extension until June 15 to submit the final report so that the Task Force could solicit more input from the greater UC Davis community.

Over the spring, the Task Force held Town Halls, created a website for input (<https://leadership.ucdavis.edu/strategic-plan/task-forces/campus-safety>), and held meetings at which all members of the UC Davis community were able to share thoughts on the UC Davis public safety function.

A task force report cannot “solve” all of the public safety issues in the nation, or even more modestly, at UC Davis. An institutionalized system of checks must be created for regular review of public safety needs, policies, and practices. Community input, dialogue, review, and change is essential to ensure that the public safety function is responsive to community needs, responsible in its implementation, and all members of the community feel safe. Throughout the process of dialogue and engagement, we must all strive to ensure that we meet the ideals of the UC Davis Principles of Community and the greater good.

The report is organized in seven parts. The recommendations, which are set forth at the beginning of the report, represent the work product of the Task Force’s efforts. The remaining six parts of the report are:

**Part I**, the Preface, describes the charge of the Task Force and the basic structure of its work.

**Part II**, the Introduction, provides background on the social context, the overriding goals, the Task Force process, and the Task Force’s Preliminary Report.

**Part III**, the Structure of Public Safety at UC Davis, describes the UCDDPD, the police function at the UC Davis Health Campus (Sacramento Campus), the responses to the Pepper Spray incident, and the Police Accountability Board (PAB).

**Part IV**, the Outreach Efforts and Transparency, describes the subcommittee’s outreach efforts, the campus feedback form, and the concerns and recommendations in community responses.

**Part V**, the Community Response, describes the subcommittee’s work and input received at the community town halls on advancing campus safety.

**Part VI**, the Discussion and Analysis, analyzes significant questions presented to the Task Force, including calls for the abolition of UCDDPD, alternatives to armed and uniformed officers, the mental health response, the role and authority of the PAB, and communication, transparency, and training.

Maleah Nicolette Vidal, with guidance from Sheila O’Rourke, both of the Campus Counsel’s Office, provided assistance in the drafting of this report. The Task Force appreciates their contribution.

All members of the Task Force were given the opportunity to request that the Task Force Report not be submitted to the Chancellor. Task Force member stated that the report should not be submitted.

## **Task Force Recommendations**

- 1 Create an Institutional Structure Allowing a Continuing Dialogue and Review of the Public Safety Function**
- 2 Increase Communication, Transparency, and Training**
- 3 Implement Alternative Approaches to Public Safety and Policing**
- 4 Implement Regular Evaluation of Police Use of Arms and Bar UCDPD Participation in the Law Enforcement Support Program**
- 5 Improve Responses to Mental Health Calls**
- 6 Review the Role and Scope of the PAB**
- 7 Address Issues Unique to the Sacramento Campus**
- 8 Acknowledge the Legacy of the Pepper Spray Incident**

## **Recommendations**

The Task Force makes the following recommendations. These recommendations are not listed in order of importance, or priority, and are separate from the UC President's Campus Safety Presidential Plan.

### **1. Create an Institutional Structure Allowing for Continuing Progress and Review of the Public Safety Function**

The Task Force acknowledged that the UCDDPD has made many positive changes under the leadership of Chief Farrow. The Task Force recommends that UC Davis leadership continue to adopt public safety reforms that support the diverse UC Davis community, including engaging the UCDDPD in culture and institutional changes.

The Task Force generally agreed that UC Davis should continue to be a national leader on the public safety front and that a continuing dialogue on public safety is essential. The Task Force recommends gathering community input about public safety needs as part of the annual review of the UCDDPD's budget. At that time, the Task Force suggests UC Davis consider gaps in service, if any, and to develop collaborative solutions that meet community needs.

The Task Force recommends that the Chancellor appoint the Vice Chancellor of Finance, Operations and Administration to develop a process for evaluating and implementing the recommendations in this report, and to submit an annual report documenting progress on the implementation of the recommendations. The Task Force discussed oversight of reform efforts following this report, possibly through the incorporation of an online dashboard on the Task Force's website or the appointment of an oversight committee. Such a committee could continue the efforts of the Task Force by evaluating changes based on evolving data, research, and input from the community, and making additional recommendations for continued reform on the Task Force's website. The Task Force recommends that UC Davis develop grants and fellowships for student members on the committee aimed at encouraging research and policy development on policing issues.

### **2. Increase Communication, Transparency, and Training**

The Task Force recommends that UC Davis leadership improve communications and transparency about its public safety goals and the resources committed to achieving those goals. UC Davis leadership should define "public safety" to include diversity, equity, inclusion, and justice for all community members. UC Davis leadership should develop an informational campaign on public safety services reflecting the needs and values of a diverse campus community, including information about campus safety concerns, the use of specialized teams for crisis response, the police function, and changes being made to provide inclusive and appropriate public safety services.

The Task Force recommends that UC Davis leadership develop easier access to its public safety data for the community. An enhanced website or a comprehensive annual report are possibilities. The ASUCD Police Research Task Force suggested centralizing all public safety

data on a website and include information about when police officers will arrive armed versus unarmed, as well as the demographics of police officers, arms, and uniforms. The Task Force supports the ASUCD Police Research Task Force’s suggestion and recommends that UC Davis leadership continue the conversation with the community about the types of data they would like to have available, and engage an annual audit by an independent entity to verify the accuracy of the data.

The Task Force heard community members repeatedly emphasize the need to build trust and improve communication with UC Davis about the campuses’ public safety resources. Campus safety providers should engage in regular outreach through information sessions, public discussions, office hours, and other techniques designed to reach all parts of the UC Davis community, including students, faculty, staff and academic appointees, and visitors.

The Task Force recommends that campus safety providers hold at least two outreach activities per year for each group of campus constituents.

The Task Force recommends that UC Davis continue to invest in training the UCDPD and other campus safety personnel toward the goal of making the campuses more inclusive and safe for all and especially for those from underrepresented communities. UCDPD currently engages in trainings on implicit bias, procedural justice and principled policing, crisis intervention training, de-escalation and impulse control, transgender awareness, and trauma informed interviewing. The Task Force recommends utilizing campus resources from the Office of Diversity, Equity, and Inclusion, Continuing Professional Education, and the School of Education to address those topics and include additional topics such as cross-cultural competence and LGBTQIA ally training.

### **3. Implement Alternate Approaches to Public Safety and Policing**

The Task Force recommends that UC Davis implement alternate approaches to addressing community safety needs. The Task Force heard support from Town Hall attendees at the Davis and Sacramento campuses for the implementation of restorative justice as an alternative to the criminal justice process and to heal harms among community members.

The Task Force recommends that UC Davis leadership develop a comprehensive restorative justice program, including trained restorative justice experts who can lead discussions and facilitate the process.

The Task Force also recommends that UC Davis leadership support alternative service models that address the safety needs of all community members, such as a specialized mental health response team and an annual evaluation of the use of arms and formal uniforms for routine campus policing. The UCDPD has developed “Reforms and Recommendations for Contemporary Policing at UC Davis,” attached as Appendix A, which includes initiatives to expand the use of sworn officers in unarmed and non-uniformed positions, such as outreach teams, investigation teams and other specialty response teams, and to utilize non-traditional police officer positions, such as protective service officers or CORE officers, to support campus safety and security calls. The Task Force supports the UCDPD plan and recommends that the

Vice Chancellor of Finance, Operations and Administration work with the UCDPD Chief of Police to implement the plan.

Specifically with regard to uniforms, the Task Force recommends that formal police uniforms be modified, provided that the modified uniform clearly identify UCDPD affiliation and sustains appropriate personal protection for public safety personnel. The Task Force recommends that UCD leadership form a workgroup to provide advice on this task.

#### **4. Implement Regular Evaluation of Police Use of Arms and Bar UCDPD Participation in the Law Enforcement Support Program**

The Task Force discussed the role of arms in campus policing and was unable to develop consensus on the issue of disarmament. Some Task Force members supported complete disarmament, while others supported a reduction in arms. The Task Force also acknowledged the reforms implemented under current UC Davis leadership, such as the 33 percent reduction in armed personnel at the Davis campus and the introduction of the CORE officer position. The Task Force generally favored expanding unarmed officer positions, such as the CORE officer program, and recommends that UC Davis leadership support UCDPD in further developing the program.

The Task Force recommends that the arms policy should be periodically reviewed in a transparent process with past and present community input, including an evaluation of the use of arms on campus and the effect of the arms on preventing crimes and community perceptions. The Task Force recommends that the UC Davis immediately inventory all firearms and non-lethal weapons annually and dispose of unnecessary or unserviceable weapons.

No consensus on the Task Force emerged on complete disarmament of the UC Davis. Significant steps toward reduced reliance on armed officers may result in the reduced frequency of armed officers responding to public safety calls. Such steps include improving UC Davis' response to mental health calls, as detailed below, and supporting the development of a tiered deployment plan for the Davis and Sacramento campuses, which the UC Davis aspires to accomplish through its "Reforms and Recommendations for Contemporary Policing at UC Davis" plan. The tiered deployment plan will detail circumstances in which a sworn officer, protective service officer, or Aggie Host should respond. The Task Force recommends that UC Davis leadership support both efforts moving forward.

The Task Force Law Enforcement Support Program recommends that UC Davis bar the UC Davis from future participation in the Law Enforcement Support Program in which federal military equipment can be given to local law enforcement agencies.

#### **5. Improve Responses to Mental Health Calls**

The Task Force recommends that UC Davis improve responses to mental health calls by conducting a review of current UC Davis mental health calls and implement new approaches that reflect best practices in the field by fall 2022. The Task Force recommends that UC Davis leadership form a workgroup to implement this recommendation.

Currently, UCDPD responds to calls involving mental health emergencies. The Task Force supports alternative models involving the use of mental health professionals and social workers for these calls, such as the CAHOOTS program and the Denver STAR program. The ASUCD Police Research Task Force provided additional suggestions for improvements, such as providing crisis intervention training to UCD paramedics, establishing an external partnership with city or county services for 24/7 on-call mental health professionals, and involving campus resources like the Academic and Staff Assistance Program, Student Health and Counseling Services, and Student Affairs. The Task Force supports the ASUCD Police Research Task Force's suggestions and adopts their recommendation that the crisis intervention response should reflect the diversity of the UC Davis community, and that UC Davis should work with the community to determine appropriate guidelines for crisis intervention and police officer response. The Task Force also acknowledged that Chief Farrow had long supported such an approach.

The Task Force recognizes that the adopted approach may be appropriate for calls other than mental health calls. The Task Force recommends that the workgroup review UCDPD calls for service regarding basic needs and social services, and if necessary and appropriate, incorporate a tailored response to such calls.

## **6. Review the Role and Scope of the PAB**

The Task Force commends the Police Accountability Board (PAB) on the work it is doing and supports further review of the current PAB processes to determine whether the campus would be best served by changes to its role or authority. The Task Force recommends that UC Davis include the appropriate parties, such as current and former members of the PAB, the Chief of Police, the Office of Compliance and Policy, the Office of the Campus Counsel, UC Legal, students, faculty, and staff, in the discussion.

The Task Force recommends that UC Davis leadership hire an outside consultant to review the role and scope of the PAB, in light of its responsibility as an accountability board as opposed to an advisory board. A consultant also may provide input about possible changes to the PAB. Specifically, the Task Force recommends review of whether

(1) the PAB is receiving sufficient information from the Office of Compliance & Policy investigators to make informed findings and recommendations regarding complaints of police misconduct;

(2) the PAB's role in the disposition of complaints should be expanded beyond making a recommendation and to include authority to make the final determination over accepting or rejecting the investigators' findings; and

(3) the PAB should have more of a role in police discipline, such as making a recommendation to the Chief of Police regarding proposed discipline in cases of substantiated misconduct.

The Task Force recommends that UC Davis leadership hire a consultant on a biennial basis to review our processes and make recommendations for improvement.

Although some PAB members and advisors have said that they worked well with the current Police Chief, others communicated their concerns about the PAB's relationship with future Police Chiefs. The campus administration should consider how to best accomplish a good working relationship between PAB and the Police Chief. Possibilities include involving the PAB in the hiring of the Police Chief or requiring the Chief to explain their decision when rejecting the PAB's findings or recommendations.

The Task Force listened to concerns regarding community members' unfamiliarity with the PAB and possible underutilization. The Task Force recommends that the UCDPD and the PAB educate the community about the PAB's role and function. This may include an education campaign or presentation at student orientation. It was also suggested that the UCDPD develop a business card that can be distributed after each police encounter with a community member. The UCDPD leadership appreciated the idea and has already begun the process of creating the business cards, which are scheduled to be available by the Fall Quarter.

## **7. Address Issues Unique to the Sacramento Campus**

The Task Force members heard the community's safety concerns related to the 24/7 operations of the Sacramento campus. Patients, medical and nursing students, and hospital staff enter and leave the campus at all hours of the day. For those working the night or early morning shifts, safety and security is of the utmost concern while walking to cars parked far away or waiting for rides. Task Force members believe having public safety officers, similar to the "Bumble Bees" in Kansas City, patrolling 24/7 would make the community feel safer.

Although community members expressed gratitude for the UCDPD's escort service program, they also noted challenges such as long wait times after shifts or during breaks. The Task Force recommends reviewing and improving service, such as by coordinating with the medical center to ensure that sufficient staff is available for escort service or paying for and implementing alternative escort services like Uber and Lyft.

The Task Force also heard about safety issues at the Sacramento campus arising from inflexible parking permits at the campus available only on a monthly basis. For example, individuals who live nearby may walk or bike to the campus, except during odd hours. The parking garage does not accommodate day use parking for these individuals, so they either pay the monthly parking fees or attempt to walk or bike during the evenings and nights. The monthly parking permits are impractical for medical students and residents who work on campus for two-week blocks or longer periods that partially cross two calendar months. These students may seek transportation alternatives to avoid needing monthly parking permits, such as walking or biking during odd hours. The Task Force recommends that the Sacramento campus adopt weekly or biweekly parking permits to support the community's needs for safe transportation options.

## **8. Acknowledge the Legacy of the Pepper Spray Incident**

The Pepper Spray incident has forever impacted the UC Davis campus. Community members still regularly refer to the incident today in discussing the need for changes to UCDPD. Despite UC Davis and the UCDPD's efforts to rebuild trust with the community, including several investigations and the implementation of reforms (further discussed in Section III.C.), the incident has undermined community trust of UCDPD. With this in mind, the Task Force recommends acknowledgement of the 10 year anniversary of the Pepper Spray incident on November 18, 2021. The Task Force believes a restorative justice approach may provide the healing that is needed in order for the community to move forward. The Task Force recommends that UC Davis create a healing session led by restorative justice professionals. The Task Force further suggests that UC Davis consider creating a plaque, or other public acknowledgment, commemorating the student activism.

## I. Preface

In June 2020, Chancellor Gary S. May created the UC Davis Task Force on Next Generation Reforms to Advance Campus Safety to discuss and assess how UC Davis' Police Department should evolve to look, operate, and engage on both the Davis and Sacramento campuses. In the [Charge Letter](#), the Chancellor requested the following:

The Task Force is asked to discuss and assess what a police department should look like for an educational environment and a health-focused one. What are its values and how should it reflect those values? Whom does it serve? How does it represent those it does serve and how should it bridge gaps? How should its members interact with the community? How should its members and the department as a whole be accountable to the community? What practices or philosophies are worth preserving? If we start from scratch, what does that look like?

These are examples of questions or issues to address, and not a pre-determined list. I know you have ideas, concerns and solutions to bring to the table, and I value your input. I ask the task force to convene and facilitate discussions with students, faculty, staff, alumni, and community members to solicit their thoughts and perspectives. I encourage the Task Force to seek out members of our community who represent the most critical views of policing, as well as those who have positive associations. We must hear from people with a variety of opinions to develop common ground on which to build.

With representatives of the entire campus community (*see* Appendix B) the Task Force, included 31 members, met regularly in 2020/21, for a total of 15 meetings of 1.5 hours in length. The Task Force initially took the University of California's Managing Implicit Bias online training. The Office of the Chancellor also sponsored members' attendance at the 2020 Conference for the National Association for Civilian Oversight of Law Enforcement.

Although the Task Force report were originally was due in December 2020, the Task Force successfully requested an extension to June 2021. The Task Force requested the time in order to thoroughly canvass the entire UC Davis community for input and ensure the full opportunity for input. It has been challenging due to the pandemic and remote operations. In February and March 2021, the Task Force conducted Town Halls targeted at specific communities to listen to the comments, concerns, and ideas. The Task Force considered this input along with the input of the various guest speakers, which are listed below.

The Chancellor's call asked the Task Force to consider how to best transform the public safety function at UC Davis. With members holding widely divergent opinions, reaching consensus was a formidable task. Serious discussions were held and differences of opinion and overall approach emerged. As a whole, the Task Force took its mission seriously and generally focused on how to make constructive recommendations. Subcommittees were formed to complete the work of the Task Force.

The Task Force benefited from the previous ground work that students and staff did before its formation. Importantly, the Task Force's efforts are one part of what must be an

ongoing conversation on campus regarding police reform. The Task Force's recommendations are by no means the final step in the process, but one in what no doubt would be an ongoing dialogue on public safety and security for all on campus.

## II. Introduction

Shortly after the formation of this Task Force, many community members shared views about the future of policing at UC Davis. Some community members today believe that the UC Davis Police Department (UCDPD) is a well-functioning public safety organization. They point to the fact that formal complaints and incidents are relatively few in number.

In contrast, some community members believe that the UCDPD must be completely eliminated. They believe that the institution of policing cannot be reformed and therefore must be abolished and replaced with a system that appropriately serves the community's needs. For some, this new system may involve a redistribution of funding to provide basic community needs, such as food, housing, childcare, mental health services, education, and digital access and equity. For others, it may require adoption of alternatives to policing, such as a mental health response team. Combinations might be considered.

In considering abolition, the Task Force understood that the police supporters and critics are seeking the same goal: to reimagine and attain public safety for all who study, work, live, and visit UC Davis. The majority of the Task Force rejected literal abolition as an alternative because it would cede law enforcement authority to the Yolo County Sheriff's Office.

### A. *The Social Context*

The Task Force assumed the daunting task of evaluating the public safety function at UC Davis in the midst of a global pandemic, with the accompanying stress, anxiety, uncertainty, and myriad of challenges to ordinary life. The social distancing required in the pandemic posed challenges to Task Force's efforts to gather the essential community input.

Moreover, the issues addressed by the Task Force are not limited to UC Davis. Policing is being vigorously debated across the United States. The issues are charged, controversial, and evoke strong points of view. Reasoned discussion and debate can be difficult. Despite the best of intentions of some, perhaps many, Americans, racial injustice in the United States unfortunately is an enduring feature of U.S. social life. The criminal justice system, which by many accounts was created as a tool to oppress African Americans, is frequently condemned as the prime example of contemporary systemic racism.<sup>1</sup> In response to the latest string of African American deaths at the hands of police in 2020, protesters took to the streets in cities across the United States. Counter-protesters, including armed white supremacists, added to the social upheaval. President Trump pledged to restore "law and order," with racial overtones in his words and deeds.

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<sup>1</sup> **Michelle Alexander, *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*** (10th anniversary edition, 2020) (analyzing the discriminatory roots of the contemporary criminal justice system that disparately impacts African Americans).

Outrage sparked by the killing of George Floyd by Minneapolis police officers in May 2020, initiated a push for reform throughout the country. Many states have adopted reforms, such as mandating or funding body cameras, limiting police officer immunity, and banning chokeholds.<sup>2</sup>

UC Davis's own history shapes some views about the UCDPD. In 2011, a police officer sprayed pepper spray on peaceful protesters. That horrible event resulted in many reforms. However, the incident continues to adversely influence the views of the UCDPD of some students, staff, alumni, community members, and faculty.

## B. *Overriding Goals*

The Task Force believes and understands that:

- (1) Ensuring public safety at UC Davis must be paramount; and
- (2) UC Davis needs a public safety function that addresses the diverse needs of all, including making every member of the community feel physically and mentally safe. The campus Principles of Community must guide all units at UC Davis, including its public safety function.

Although most share that commitment, our community—and U.S. society generally—holds a wide variety of opinions on the best way to efficiently and effectively protect public safety while respecting the rights of all members of our diverse community. With this in mind, the Task Force embarked on the formidable task of considering how to best advance campus safety at UC Davis. Importantly, the Task Force focused on the systems and institutions surrounding the public safety function, not on the performance of the current Police Chief, who many praise for his leadership.

The Task Force understands that all aspects of campus operations, particularly public safety, must be consistent with the UC Davis Principles of Community, racial justice, and our steadfast commitment that every single person in our community feel a true sense of belonging. All that said, opinions about police and policing in our community are diverse. Every member of our community brings to the campus experiences from many different places, including from inside and outside the United States, cities, suburbs, and rural areas, and from all acres of the country. Needless to say, students, staff, and faculty bring these life experiences with them to the UC Davis campus, and it inevitably influences their views of the UCDPD. Although some, perhaps many, community members view the police as a source of protection and safety, some, perhaps many, believe that the police have frequently been a source of dehumanization,

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<sup>2</sup> Steve Eder, Michael H. Keller, & Blacki Migliozi, *As New Police Reform Laws Sweep Across the U.S., Some Ask: Are They Enough?*, **N.Y. Times** (Apr. 18, 2021), <https://www.nytimes.com/2021/04/18/us/police-reform-bills.html>. After the police shooting of Breonna Taylor in March 2020, activists advocated for and certain states enacted laws restricting no-knock warrants. Maryland became the first state to repeal its Law Enforcement Officers' Bill of Rights.

criminalization, trauma, intimidation, surveillance, and lethal violence. Before coming to UC Davis, many African American, Native American, and Latinx students, staff, and faculty, in particular, may have experienced discrimination in interactions with police. Other students, staff, and faculty no doubt have had very different experiences with police and policing.

To significantly complicate matters, besides the campus in Davis, UC Davis includes a large health campus in Sacramento, a populated metropolitan area. The Sacramento campus is located in an urban environment with urban crime and policing issues. In addition, it serves a significant range of constituents, including patients, students, staff, nurses, and doctors. Consequently, the public safety needs of the Sacramento campus and its satellite locations differ from those at the campus in Davis.

### *C. Process*

From July 2020 to June 2021, the Task Force held 15 meetings of about 1.5 hours each. Before each meeting, the Task Force co-chairs distributed the agenda and relevant materials to the members. During the first half of the period (July 2020 to December 2020), the meetings were mostly educational and consisted of speakers and presentations about the programs under consideration for reform. The Task Force also began developing preliminary recommendations, engaged in discussions of the issues, and prepared a bibliography of relevant research materials. The Preliminary Report included preliminary recommendations.

From January 2021 to June 2021 Task Force engaged in community outreach to gather views, concerns, and proposals for what is needed for all to feel safe on the campuses. The Task Force further discussed and solidified their final recommendations.

Meeting notes are included in Appendix C. Speakers at the meetings included the following, who are listed in chronological order:

1. **Joe Farrow**, Police Chief, UCDPD

Chief Farrow provided a presentation about the UCDPD, which included information on UCDPD developments since the Pepper Spray incident; [International Association of Campus Law Enforcement Administrators](#) (IACLEA) accreditation; and current training.

2. **Mikael Villalobos**, Associate Chief Diversity Officer of the Office of Diversity, Equity, and Inclusion (DEI); **Megan Macklin**, Program Manager of the Office of DEI; **Wendy Lilliedoll**, Director of Investigations, Office of Compliance and Policy; and **Laura Izon**, Outside Counsel at Atkinson, Andelson, Loya, Ruud & Romo.

The group discussed the Police Accountability Board (PAB). Describing a positive working relationship with the current Police Chief, they also mentioned some community concerns with the PAB's role and authority.

3. **Donald Palmer**, Professor at the UC Davis Graduate School of Management

Dr. Palmer, a sociologist who studies misconduct in organizations, provided a presentation summarizing the Davis Faculty Association (DFA) report and recommendations for the Police Accountability Board (PAB). The information focused on the potential deficiencies in the complaint review process, such as the community's unawareness of the PAB and its role in reviewing complaints against UCDPD officers. Recommendations included (1) officers should provide a card about PAB to each person they interact with, (2) outreach to those who had a negative encounter with UCDPD, but did not file a complaint, to understand and address the factors that influenced the person's decision, (3) Office of Compliance and Policy or PAB should follow up on dismissed complaints to determine if it has been effectively addressed, (4) evaluation of uninvestigated complaints for bias, (5) for PAB to be more independent and representative, and (6) UCD to use its lobbying presence in Sacramento and its bargaining power with UCDPD's union to address holding officers accountable for misconduct.

A Task Force member (who since has left UC Davis) who also had served on PAB, challenged the DFA's analysis of the PAB's disposition of complaints. In response, Dr. Palmer provided to the Task Force a detailed follow-up analysis, which confirmed the results of the DFA's report. It is also attached as Appendix D.

4. **Ofelia Cuevas**, Assistant Professor at the UC Davis Chicana and Chicano Studies; and **Kyaw Tha Paw U**, Professor at the UC Davis Department of Land, Air, and Water Resources.

Dr. Cuevas focused on the racialized impacts of policing. Dr. Paw U discussed whether the police should be armed and when use of force is warranted. He recommended reviewing the military's Rules of Engagement (directives outlining the circumstances when use of force is appropriate), which are generally more restrictive than rules governing police officer use of force.

5. **Raquel Aldana**, **Gabriel "Jack" Chin**, and **Irene Joe**, all UC Davis law professors

Professor Aldana encouraged the Task Force to educate the community on the role and need for police officers; review the UCDPD's current procedures and compare it with model policing practices; learn from mistakes, such as the pepper spray incident, and identify improvements made in response to those mistakes; and consider how to establish community trust with the UCDPD. Professor Chin, who has served on the PAB since its creation in 2014, lamented the denial of the opportunity for PAB to review incident reports, audio recordings, and body camera footage. Professor Joe, a former public defender, asked the Task Force to consider a world in which the police are not the immediate response, especially for those with mental health issues. She recommended that the Task Force reconsider the meaning of "public safety," and reimagine the relationship between the UCDPD and public defenders.

6. **Kyle Krueger**, President of the Associated Students of UC Davis (ASUCD); Allie O'Brien, Executive Chief of Staff of ASUCD; **Rashita Chauhan**, Police Research Staff; **Megan Chung**, Police Research Staff; and **Thomas Phillips**, Police Research Staff.

The ASUCD Police Research Task Force discussed its report, which included preliminary recommendations based on literature reviews and student experiences. Their preliminary recommendations are: (1) improve transparency with respect to demographics of those arrested, budget allocation, and post-interaction surveys; (2) explore UCDPD disarmament; (3) create a [Crisis Assistance Helping Out On the Streets](#) (CAHOOTS) style first responder team; (4) disaffiliate with the 1033 Program; (5) reform the PAB by giving members the final decision-making power, amending the student appointment process, increasing student presence on the PAB, and further publicizing the PAB to the community; and (6) consider obtaining liability insurance for officer misconduct. After further research and outreach to students, the ASUCD Police Research Task Force returned and provided updated recommendations, which essentially affirmed their preliminary recommendations, with additional details.

7. **Blu Buchanan**, Ph.D. Candidate in Sociology at UC Davis

Although his presentation was not scheduled, Buchanan appeared at a meeting and presented the article titled, [#DisarmUC: Disrupting the Arms Race](#) (co-authored with Amara Miller). Buchanan discussed the importance of disarming police so that all community members may feel safe on campus. Buchanan provided a [list of alternatives](#) to armed police, including the development of a crisis management team independent of UCDPD to respond to mental health calls; implementation of restorative justice; and imposition of an ethnic studies and gender studies requirement for students.

8. **Kelechi Ohiri**, Student Affairs' Campus Safety Consultant

Ohiri, hired by UC Davis Student Affairs in the 2020/21 year, presented her Public Safety Recommendations Report to the Task Force. In preparing it, she held listening sessions with the UCDPD, staff, student leaders, the greater UCD community, and UC-wide community. Grounded in the principle of creating an inclusive community in which all feel safe and a sense of belonging, the report recommends:

- (1) Creating a public safety network consisting of on-campus and off-campus community resources;
- (2) Re-training 911 dispatchers to offer more service options to callers;
- (3) Expanding mental health services;
- (4) Creating a new policy to dictate when armed, uniformed police officers can be on the Davis campus; and
- (5) Creating an Office of Public Safety and Community Inclusion.

Throughout the year, the Task Force members were provided with materials, including readings, such as news articles, research articles, other UC campuses' task force reports, and other materials. A bibliography of reading materials is attached as Appendix E. The members were also invited to attend trainings, conferences, and seminars regarding civilian oversight committees, implicit bias, and policing on campus. Several Task Force members attended the UC Campus Safety Symposium, a two-part series bringing together campus leaders, faculty, staff, students, and national experts to discuss policing and safety issues on the UC campuses. Among the events available to Task Force members during the year are the following:

1. The National Association for Civilian Oversight of Law Enforcement Conference on Partnerships in Civilian Oversight of University Police (September 8, 2020)
2. UC Managing Implicit Bias Series Training
3. The Education Advisory Board Webinar on Responding to New Pressures on Campus Safety and Police (November 16, 2020)
4. UC Campus Safety Symposium (February 2, 2021 and March 24, 2021)
5. UC Davis School of Law's Racial Justice Speaker Series. Speakers included:
  - a. **Brendon Woods**, Alameda County Public Defender (criminal justice)
  - b. **Darrell Steinberg**, Mayor, Sacramento
  - c. **Robin Lenhardt**, Professor of Law at Georgetown Law (family law)
  - d. **Angela Onwuachi-Willig**, Dean of Boston University School of Law (racial justice)
  - e. **Irene Oritseweyinmi Joe**, Professor of Law at UC Davis School of Law (criminal justice)
  - f. **Lisa Fairfax**, Professor of Law at George Washington University Law School (corporate law)
  - g. **Tracie Olson**, Yolo County Public Defender (criminal justice)
  - h. **Paul Butler**, Professor of Law at Georgetown Law (criminal justice)
  - i. **Song Richardson**, Dean, UC Irvine Law (criminal justice)
  - j. **Gabriel "Jack" Chin**, Professor of Law at UC Davis School of Law (violence against Asian Americans)

- k. **Raquel Aldana**, Professor of Law at UC Davis School of Law (systemic racial injustice in immigration)

#### D. *Preliminary Report* (Dec. 2020)

The Preliminary Report ([here](#)) summarizes the Task Force’s progress through December 2020, as well as next steps. It describes the Task Force’s discussions about its goals, campus public safety issues and successes, the state of campus policing and the appropriate role of the UCDPD at both campuses, and the PAB’s review process of alleged misconduct. The Preliminary Report also documents the various subcommittees (Bibliography of Readings, Website and Data, Focus Groups and Town Halls, and Task Force Writing Group) and each subcommittee’s role and contributions. The Preliminary Report emphasized the importance of community input before submitting final recommendations and therefore, lists the outreach strategies for 2021.

The Preliminary Report details the initial recommendations, which focus on improved communication between UC Davis and the UCDPD with the community; incorporation of non-traditional police uniforms; consideration of a mental health response team; and the need for continuing reforms.

### **III. The Structure of Public Safety at UC Davis**

#### A. *The UC Davis Police Department*

The UCDPD currently is led by the Chief of Police, Joseph A. Farrow, who has held the position since August 2017. He previously served as the Commissioner of the California Highway Patrol.

Chief Farrow oversees about 75 full-time staff, 70 security staff, and 50 student employees at the Davis campus and the Sacramento campus (UC Davis Medical Center/Health campus). Specific data concerning the UCDPD’s demographics, staffing, budget, funding sources, and use of force incidents are attached as Appendix F. The UCDPD leadership currently reports directly to the Vice Chancellor of Finance, Operations and Administration and the Vice Chancellor of Human Health Sciences and Chief Executive Officer for UCD Health.

Under California law, University of California police departments may exercise their powers and authority upon the campuses and within one mile of the campuses’ boundaries, as well as on properties owned, operated, controlled, or administered by the Regents of the University of California. Cal. Educ. Code § 92600. The UCDPD patrols both the Davis campus and the Sacramento campus. At each campus, the UCDPD is responsible for a wide variety of duties, including welfare checks, responding to emergencies, investigating crimes and filing reports, assessing suspicious persons and vehicles, conducting traffic accident investigations, and enforcing traffic laws. On the administrative side, duties include managing records, overseeing property and evidence, conducting live scans and backgrounds, developing emergency communications, and managing personnel, recruitment, and hiring. In the event that the UCDPD were eliminated, then the respective city police department or county sheriff’s office

would serve the Davis and Sacramento campuses. Town Hall attendees and many members of the Task Force expressed the view that this is not ideal because external officers are less likely to be familiar with the communities, campus climates, common crimes, and the needs of each campus.

#### *B. The UC Davis Health Campus (Sacramento Campus) Police*

In addition to the UCDPD police officers who patrol the Sacramento Campus, the UCD Health Campus also employs a security staff at the hospital. That staff was recently reassigned to report to the UCDPD.

The policing needs in Sacramento differ than those of the campus in the city of Davis. The Sacramento campus community highlighted the importance of considering the diverse and distinct needs of the surrounding Sacramento neighborhoods near the hospital. Moving forward, the Sacramento campus community would like to explore what policing means to their patients and neighbors. The public safety concerns specific to the Sacramento campus include bike theft, car break-ins at distant parking lots, travel to and from the hospital at night or in the early morning, inflexible parking permits, and a non-police response to agitated patients.

Medical students were surveyed on safety and security on the Sacramento campus. With a survey response rate of 94%, the results are as follows:

Safety and security on the medical school campus: Overall satisfaction: **89%**

Safety and security at the UCD Medical Center and other clinical sites: Overall satisfaction: **96%**

Although positive, the survey captures only one of the many populations' perspectives at the Sacramento campus.

#### *C. Responses to the Pepper Spray Incident*

A discussion of UCDPD policing would not be complete without a discussion of the Pepper Spray incident on November 18, 2011. On that day, under an order to do so, the UCDPD removed the tents of student protestors on campus. The protest was a part of a lengthy demonstration against, among other things, a tuition increase. A video showed two police officers pepper spraying and arresting students who remained peacefully seated. The incident generated international headlines and great controversy, anger, and commentary.

The UC President and UC Davis Chancellor initiated investigations, which yielded several reports with recommendations.<sup>3</sup> UC Davis and the UCDPD implemented many of the recommendations. UC Davis has [publicly reported](#) and tracked the reports' recommendations, including those that implemented, in progress of implementation, or are under consideration. Appendix G. One of the reforms immediately put into place was to have police involvement in

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<sup>3</sup> The reports are the 1) [Reynoso Task Force Report](#), (UC Davis faculty, staff, and students) 2) Kroll Report (consulting firm) (Appendix 2 of the Reynoso Task Force Report), and 3) [Robinson-Edley Report](#). (reviewing of existing policies and practices about UC wide campus response to peaceful protests).

campus protests only with the authorization of the Chancellor or Provost. Additionally, to foster a deeper sense of community, the UCDPD created several programs to involve community members. It eliminated officer positions and used the monies to fund the Aggie Host program, which is an unarmed security program staffed by students. It also established a cadet program for undergraduates interested in a law enforcement career. The UCDPD began incorporating community members, including students and faculty, for hiring and promotional panels for the department. Further, it established the civilian Police Accountability Board (PAB), discussed below.

Although it occurred nearly a decade ago and UC Davis issued reforms, the Pepper Spray incident continues to influence the perceptions of community members about policing on the UC Davis campus. Some in our community continue to feel traumatized by the event. Since the incident, the campus leadership and several UC Davis Police Chiefs have worked to transform the previous UCDPD culture and systems in place.

Under Chief Farrow's leadership, the UCDPD has implemented further reforms, including the reduction of police officers at the Davis campus by 33 percent; expansion of the unarmed security officer and student-run Aggie Host program and Safe Rides escort program; creation of the [CORE Officer](#) position; and decommissioning of the holding cell facility. The CORE Officer is an unarmed, non-uniformed officer who responds to non-emergency issues. Chief Farrow has sought to incorporate mental health professionals and to partner with other campus units to establish a holistic and collaborative approach for mental health calls.<sup>4</sup> **A list of all reforms instituted under the current department leadership is attached as Appendix H.**

In 2021, the UCDPD obtained International Association of Campus Law Enforcement Administrators (IACLEA) accreditation. Made up of public safety experts at higher education institutions across the globe, IACLEA sets standards for the profession and accreditation by them demonstrates a commitment to comply with state of the art standards. UC Davis is one of only seven California universities that have IACLEA accreditation.

The [UC Davis Police Department webpage](#) was updated this year. It identifies the aspirations of the Department:

At UC Davis, the police department works toward safety and justice that reflect our communities' values. We strive for continuous improvement in everything we do. Our policing strategies allow us to be guardians of our community, a responsibility that we hold ourselves accountable for achieving.

Reforms started in response to officers using pepper spray against campus protesters have changed not only how our department deals with protests -but served as a catalyst for a series of progressive steps, new leadership and innovative practices. We know we can do better.

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<sup>4</sup> The UCDPD and the UC Davis Fire Department have discussed the possibility of engaging firefighters and emergency medical technicians to respond to mental health calls. UCDPD and Student Health Counseling Services recently reinitiated conversations about a partnership.

We are working to outgrow past challenges, to become a model for the future of campus safety, and to serve our community in ways that students can be proud to partner with us.

In pursuit of its stated aspirations, UCDPD leaders developed “Reforms and Recommendations for Contemporary Policing at UC Davis” (*see* Appendix A). Possible reforms and recommendations include expanding unarmed and non-uniformed sworn officer positions; developing a tiered deployment that details when to send a sworn officer, protective service officer, and Aggie Host; converting sworn officer positions to administrative positions to support data collection, outreach, accreditation, and crime analysis; annually inventorying the firearms and other weapons to dispose of unnecessary or unserviceable weapons; and continued UCDPD funding for the Student Affairs’ Campus Safety Consultant.

#### D. *The Police Accountability Board (PAB)*

One of the most significant reforms to arise out of the Pepper Spray incident was the creation in 2014 of the Police Accountability Board (PAB). Although other UC campuses have police advisory boards, UC Davis has established a board with authority to review community complaints seeking disciplinary action against police officers. PAB aims to create police accountability and restore trust and communication between the community and UCDPD. An independent board, the PAB is composed of seven members: two undergraduate students, one graduate student, one faculty member, one staff member, and two UCD Health members (student, faculty, or staff). UCDPD employees are not a part of the PAB. PAB members are nominated by the Academic Federation, Academic Senate, Associated Students of UCD, Graduate Student Association, Staff Assemblies, Student Life, and UCD Health; and selected by the Associate Executive Vice Chancellor of Campus Community Relations. The members serve two-year terms. Current PAB members and the Administrative Advisory Group are listed [here](#).

As the PAB [website](#) states, it

1. Independently reviews investigation reports and makes recommendations to the Chief of Police following investigations of complaints from the campus community or general public;
2. Makes recommendations regarding UCDPD policies, procedures, practices, and trainings when the PAB identifies possible improvements; and
3. Solicits public input in meetings open to the community.

The PAB holds quarterly public meetings, where community members may ask questions and discuss topics related to UCDPD and policing on the campuses. The PAB receives administrative support from the Office of Diversity, Equity, and Inclusion and the Office of Compliance and Policy. The PAB also has independent legal counsel.

PAB members receive continuing education about police procedures, relevant legal issues, impartiality, and confidentiality. The trainings cover topics such as hate crimes and

freedom of expression on public campuses, as well as the Peace Officer Standards and Training. PAB members also participate in National Association for Civilian Oversight of Law Enforcement (NACOLE)’s annual conference and ongoing trainings.

Any person (campus affiliated or general public) who is directly affected by UCDPD police misconduct may file a complaint with the PAB. Complaints run the gamut from an improper arrest to discourtesy. The PAB strives to ensure that all complaints receive a fair and objective review. Individuals may file a complaint on their own behalf or on the behalf of another person if they observed the alleged misconduct. Complaints are investigated by the UC Davis Office of Compliance and Policy, which is independent from the UCDPD. An investigator from the Office interviews the reporting party, subject officer, and witnesses, if any. The investigator drafts a report regarding their findings of fact and submits it to the PAB. The PAB independently reviews the report in a closed meeting in which its members vote to adopt, amend, or reject the investigator’s findings. The PAB forwards their recommendations, and may also recommend various actions (e.g. modify policies or trainings) to the Chief of Police. The PAB does not make recommendations on discipline. The Chief of Police may accept, reject, or modify PAB’s findings and recommendations. The Chief retains authority for the final disposition of the complaint and discretion on disciplinary decisions. Upon completion of the process, the reporting party is notified. In accordance with state law, the notification does not disclose any discipline. State law generally prohibits the disclosure of police officers’ personnel records, including disciplinary records. Cal. Penal Code § 832.7(a).

Complaints from 2018-20 that were formally investigated by the Office of Compliance and Policy, and reviewed by the PAB are listed in the table below. The PAB also maintains a dashboard ([here](#)) of all complaints received, including those in which the investigator determined there was no cause to investigate. Through the dashboard, the PAB aims to create transparency and accountability for its review of complaints. PAB’s annual report summarizes the data regarding the number and types of complaints reported, the outcomes, the percentage of complaints in which the Chief of Police accepted, rejected, or modified the findings, and policy, procedure, and its training recommendations. The annual reports are [here](#).

**Complaints Reviewed by PAB (2018-2020)**

The table identifies the allegations and outcomes for the complaints investigated by the Office of Compliance and Policy, and forwarded and reviewed by the PAB from 2018-2020. Based on a preponderance of the evidence standard, the investigator may make the following findings for each allegation: Sustained, not sustained, unfounded, and exonerated.

<b>Year</b>	<b>Location</b>	<b>Allegations and Outcomes</b>	<b>Chief of Police’s Response to the PAB’s Findings</b>
2018	Sacramento	1. Discrimination – Not sustained 2. Discourtesy – Not sustained	All findings accepted
2019	Sacramento	1. Improper use of force – Exonerated 2. Discourtesy count 1 – Not sustained 3. Discourtesy count 2 – Sustained	All findings accepted

		4. Discourtesy count 3 – Unfounded	
2019	Davis	1. Improper use of force – Exonerated 2. Discourteous, disrespectful or discriminatory treatment count 1 – Exonerated 3. Discourteous, disrespectful or discriminatory treatment count 2 – Sustained 4. Profane and derogatory comments – Sustained 5. Conduct unbecoming – Sustained	All findings accepted
2019	Sacramento	1. Improper confiscation of property – Unfounded 2. Dishonesty – Unfounded	All findings accepted
2020	Davis	1. Discourtesy count 1 – Exonerated 2. Discourtesy count 2 – Exonerated 3. Discourtesy count 3 – Not sustained 4. Dishonesty – Exonerated 5. Improper police procedures – Unfounded	All findings accepted
2020	Davis	1. Disobedience of a legal order – Sustained 2. Violation of communicable diseases general order – Sustained 3. Failure to collect evidence – Not sustained 4. Discourtesy – Sustained 5. Derogatory language – Exonerated in part, not sustained in part 6. Conduct unbecoming count 1 – Sustained 7. Conduct unbecoming count 2 – Sustained	All findings accepted

**IV. Outreach Efforts and Transparency**

*A. Subcommittee Work*

The Website and Data Subcommittee developed a Task Force website.<sup>5</sup> The [landing page](#) for the website includes the Task Force’s purpose with links to existing reports and a request for campus feedback. The website has three sections: Readings, Trainings, and Resources; Town Halls, Focus Groups, and Events; and, Task Force Members and Committees. The Subcommittee sought to increase trust for website visitors and those submitting stories associated with racial trauma and human and civil rights violations.

The Readings, Trainings, and Resources section contains the bibliography, trainings and presentations to the Task Force, and resources for mental health response. This included reports, articles, essays, and op-eds. The Town Halls, Focus Groups, and Events section lists the Town Hall dates, registration links, and related events throughout the UC system. The Task Force Members and Committees section lists Task Force members and subcommittee membership.

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<sup>5</sup> A list of the subcommittee members, as well as the members of the other subcommittees, are attached as Appendix J. Attached as Appendix K is a detailed discussion of the development of the website.

The website includes a campus feedback form, which allows campus constituents to add their input for the Task Force's consideration. With the exception of affiliation status, the campus feedback form is anonymous. As some campus safety stories can be personal, and sharing may make one feel vulnerable, the Subcommittee made sure that submissions were private.

## *B. Campus Feedback Form Comments*

As of May 4, 2021, 42 individuals, including students, staff, and faculty, had used the campus feedback form.

### *1. Common Concerns from the Campus Feedback Form*

Overall, the comments were divided between support and opposition to the UCDPD's presence on campus. Some commenters called for abolition, defunding, and disarmament because police presence has a detrimental mental impact on those who are a part of groups that have been historically over-policed. Other commenters expressed concern over abolition, such as the campus' possible vulnerability to crime and longer response times for emergencies. Others commended the UCDPD for its reform efforts and service to the community. One commenter acknowledged their negative experiences with the UCDPD before the Pepper Spray incident, but added that the subsequent reforms improved the department, making it less militarized and more community-oriented. Another commenter praised the UCDPD on its community-focused efforts and stated appreciation for UCDPD's participation in community events; attendance at sporting events; and recent work on upgrading building security.

### *2. Recommendations from the Campus Feedback Form*

Many commenters asked for UC Davis to evaluate the role of the UCDPD on campus in responding to non-lethal calls and welfare calls. These commenters requested (1) an unarmed officer response to non-lethal calls for service, such as theft or bicycle law compliance; and (2) a non-police response to welfare calls involving mental health, sexual assaults, and domestic violence. Commenters expressed a desire for UC Davis to invest in mental health professionals, social workers, and shelters because they believe UCDPD is not equipped to respond to such social needs. Another commenter explained that these services are especially necessary for domestic violence victims, who may not call the police because of fear of the police or the inability to afford for the perpetrator to go to jail.

Another common theme was the need for community building and more positive interactions with the UCDPD. One commenter suggested UCDPD trainings to empower community members, such as self-defense or safety classes. Another commenter suggested finding opportunities for the officers to interact with students in the classroom, perhaps in political science or law and society courses. One commenter felt that education is especially important when being stopped for non-violent crimes because perhaps the community member is uneducated about the law. This commenter asked for compassion and understanding before punishment.

Commenters commonly requested improved lighting and cameras on the campus and specifically in parking structures. Commenters said they do not feel safe walking or biking on campus at night due to lack of lighting in certain areas. One commenter from the Davis campus mentioned their appreciation for the escort services provided by the Aggie Host and Safe Rides programs, and recommended that UC Davis invest more in these programs. Another commenter from the Sacramento campus has not had the same positive experience as they at times have felt UCDPD's resistance to provide an escort. Some commenters felt that placing cameras on campus and in parking structures would deter vandalism, theft, and robberies. One commenter noted there is a lack of follow up regarding on-campus theft and burglaries, and would like to see UC Davis address it to discourage thieves.

Many commenters also discussed the importance of addressing employees' mental and emotional safety. Several commenters shared experiences of feeling unsafe due to comments about their race, sexual identity, and gender identity made in their work environments. One commenter felt that the annual mandatory trainings on microaggressions and implicit bias are insufficient. The commenter requested leadership to develop a plan seriously engaging employees on the topics. Another commenter suggested involving the Office of Diversity, Equity, and Inclusion to educate the community. One other commenter expressed the need for a community conversation about the existence of microaggressions and implicit bias in the workforce and its negative effects on those experiencing it. A commenter suggested investment in employee affinity groups so that employees may receive informal, ongoing support for their unique experiences in the workplace.

Commenters made several other recommendations for consideration, such as an investment in cybersecurity, evaluation of current safety plans and creation of others, and maintenance of a hybrid environment for learning, teaching, and working considering recent events requiring individuals to work at home (the pandemic and northern California wildfires). A commenter at the Sacramento campus requested unarmed and trained volunteers or community members to help individuals lingering on the campus. A few commenters at the Davis campus mentioned their dangerous encounters with speeding bicyclists and reckless driving by the mobility assistance shuttle on campus. Similarly, another commenter asked for a sign to alert facility drivers of bicyclists when leaving the dispatch center near the arboretum.

Commenters requested a continual evaluation of campus safety to ensure it is in alignment with changing needs and the Principles of Community. Commenters also asked for UC Davis to further collaborate with the community and experts as it considers evolving the UCDPD and public safety infrastructure.

## **V. Community Response**

### *A. Subcommittee Work*

The Focus Groups and Town Halls Subcommittee was responsible for soliciting community input on the structure of public safety at UC Davis. It developed and instituted a plan consisting of thirteen Town Halls over Zoom. Campus stakeholders were invited to attend, including undergraduate students, graduate students, medical and nursing students (located at the

Sacramento campus), international students, alumni, and staff and faculty. Although eleven of the Town Halls were targeted at one of the groups, two Town Halls were open to the general public. Unfortunately, one Town Hall was cancelled for no registrations. For details of each Town Hall, including dates, target populations, and the number of registrants and attendees, see Appendix I.

Each Town Hall included at least one moderator, note taker,<sup>6</sup> technology producer, and conflict resolution assistant (if available). Generally, the moderators were Task Force members. For example, two undergraduate Task Force members moderated the Town Hall for undergraduate students. The Town Halls were held on days and times designed to maximize attendance. The Town Halls that attracted the largest audiences were for the staff (Davis and Sacramento campuses) and general public.

Before the Town Halls, the Subcommittee made numerous outreach efforts to the community. The Town Halls were featured in several written communications, such as the Chancellor's weekly address to the campus, Staff Voice newsletter, Finance, Operations, and Administration Digest newsletter, and several UCD Dateline news briefs. The Town Halls were also announced on the local news station. The Staff Assembly discussed the Task Force's work and invited members to attend the Town Halls during their March General Assembly. The Subcommittee also sent invitations to Central Human Resources, Employee Resource Groups, and the Human Resources Advisory Committees. The UCD Medical Center leadership sent an invitation to its constituents. Many of the Task Force members encouraged their constituent groups to attend the Town Halls. The Task Force also listed the Town Hall information and registration on its website.

### *B. Town Hall Input*

Through the town halls, the Task Force collected the views, opinions, and recommendations by the campus community. At each Town Hall, the moderator(s) posed the following three questions from the Chancellor's charge letter:

1. What are our shared UC Davis values and how should our campus safety infrastructure reflect those values?
2. What does the "next generation" of campus safety look like?
3. How can UC Davis "advance campus safety"?

After the questions were discussed, the moderator(s) opened the floor for additional comments. The following is a summary of common themes among the twelve Town Halls.

*What are our shared UC Davis values and how should our campus safety infrastructure reflect those values?*

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<sup>6</sup> The March 3, 2021 town hall for the faculty at the Davis campus did not have a note taker. The Task Force therefore was unable to document the comments for this town hall.

The most commonly expressed shared value was safety. Generally, attendees felt that our police officers provide safety in their responses to crime and services to students, such as the Safe Rides program. Attendees also felt that campus safety extended beyond UCDPD and that investments should be made to improve building security, parking structure safety, and lighting.

Another common value shared was education. Attendees stated that education for the police department is necessary to learn and grow with the community. Such education may include trainings, understanding available community resources, and getting to know the community they serve. Those at the Sacramento campus expressed a need for the UCDPD to educate their community by developing intervention protocols and effectively communicating those protocols to the staff. The protocols should address if and when the UCDPD should be called to respond to a patient who is experiencing a mental health crisis. Other values mentioned were community, inclusivity, equity, diversity, kindness, respect, compassion, cultural awareness, and restorative justice. Attendees would like to see such values reflected through outreach to understand the community's needs and collaboration with other on-campus experts to support campus safety.

*What does the “next generation” of campus safety look like?*

In response to this question, the attendees commonly stated that the “next generation” should reflect the diversity of the community it serves. Attendees also mentioned that the campus leadership should be open-minded, receptive, and ready to listen and implement necessary changes. Attendees would like to see our police do more outreach and engage with the community, especially with the Office of Diversity, Equity, and Inclusion for training and education purposes. Those at the UCD Medical Center expressed a desire to see more unarmed security officers on patrol around the campus. They explained that UCDPD visibility helps ease agitated and upset patients, and makes staff and faculty feel more comfortable walking to and from parking structures, especially at off hours.

Across all Town Halls, attendees focused on the need to transfer the response to mental health crises from the police to mental health professionals. Attendees suggested establishing a mobile crisis support team similar to the Sacramento Police Department's program, which is a collaboration between Behavioral Health and Law Enforcement aimed to decrease unnecessary hospitalizations and incarcerations of persons experiencing mental health crises. Similarly, the Town Hall for medical and nursing students also discussed the need for investing in and providing social services. However, attendees did not specify the type of social services needed for their community. Attendees would also like to see the “next generation” of campus safety to include increased trainings on crisis intervention, responding to active shooters, and anti-racism for the UCDPD, as well as education and training on personal safety and mental health for the community. In particular, the staff at the Sacramento campus discussed the difficulty in appropriately responding to agitated patients. One staff member highlighted the success of those who complete the Crisis Prevention Institute training, which educates individuals to recognize signs of agitation and teaches skills to de-escalate, and encouraged leadership to require it for all staff members. Otherwise, such emergency situations are sometimes treated haphazardly.

Attendees also asked for more transparency for the “next generation” of campus safety. In order to request and implement change, there must be data that the community can access, review, and monitor. Although UCDCPD currently collects and publicizes data, attendees expressed difficulty in understanding the voluminous data.

Lastly, although some community members have expressed a desire to abolish the police, many Town Hall attendees expressed that the UCDCPD needs to be maintained in some form because without it, the Sacramento and Yolo County Sheriff Departments will respond to the respective campuses without understanding the community, campus climate, and Clery Act. Although the UCDCPD may need improvement, attendees noted that we cannot improve something that ceases to exist.

*How can UC Davis “advance campus safety”?*

In addressing this question, attendees most commonly discussed education in various forms. One attendee suggested that our police department take the “See Me as a Person” course, which is a required training for health staff. It highlights issues that affect a multitude of communities that can be found on our campuses. Several attendees shared experiences when they were mistreated by our police due to their racial or gender identities. One attendee suggested addressing issues of bias by collecting and releasing data that might help identify and eliminate profiling. Another suggested education about these identities and connecting to these populations. Attendees suggested events that promote interactions between the police and the community, and at these events, the police should showcase its milestones and exchange with the community to discuss needs and feedback. One attendee recommended that the police department educate the community about what constitutes reasonable calls to UCDCPD. This individual shared that their students of color have been reported for looking “suspicious” while waiting to be picked up or for being “disruptive” after studying late at night.

Another common theme for advancing campus safety was for the police department to collaborate with mental health professionals in response to mental health crises. Attendees also expressed gratitude for UCDCPD’s participation on interdisciplinary teams and would like to see more of their inclusion.

Attendees also shared ideas for alternatives to criminalization. For instance, at the Sacramento campus, attendees found the Support U Peer Responder Program and Healing Circles beneficial and they would like to see expansion of these services. Similarly, Davis campus attendees suggested a restorative justice program similar to Yolo County’s Neighborhood Court.

Attendees from both campuses expressed a need for investing in infrastructure to advance campus safety. The Davis campus requested building security (e.g. key card access, windows in every room), while the Sacramento campus requested safety measures for traveling to and from their cars. Specifically, lighting, video surveillance, emergency buttons, police escorts, or more police presence during shift changes, especially at night. Those at the UCD Medical Center also suggested screening individuals before entering the hospital.

Upon completion of the Town Halls, the Task Force members who attended and/or moderated the Town Halls, discussed attendees' common views, opinions, and recommendations. The Task Force discussed the low turnout at certain Town Halls, and supported continued efforts to foster ongoing conversation. The Task Force encourages UC Davis to continue to listen to our community, collect their views, and implement changes as needed.

## **VI. Discussion and Analysis**

The Task Force is made up of 31 members representing all corners of UC Davis. A list of all Task Force members is attached as Appendix B. The diversity of the membership contributed to robust conversations as Task Force members disclosed personal experiences and the experiences of their community. At times, the topics were difficult to discuss, but the Task Force members generally discussed the issues respectfully and honestly. The Task Force considered the input from the Town Halls, the campus feedback form, and the guest speakers. The Task Force also considered the recommendations by the ASUCD Police Research Task Force and the Student Affairs' Campus Safety Consultant, who both held listening sessions with diverse campus constituencies.

The following is a summary of the Task Force's discussion and analysis regarding abolition, alternative approaches to public safety and policing, responses to mental health calls, the Police Accountability Board, and safety communication, transparency, and training.

### *A. Abolition of the UCDPD?*

Calls to abolish the police have been a part of the national conversation for some time, but became a topic of more sustained public attention in the wake of George Floyd's killing by police. Some UC students are joining the movement demanding abolition. During the UC Campus Safety Symposium, the UC Student Association, a coalition of student governments across the UC system, called for reforms that would ultimately lead to the abolition of the UC Police Departments system-wide. Some Task Force members attended the symposium. Calls for abolition of the UCDPD come from a local Davis campus group known as Cops off Campus.

The Task Force spent significant time discussing abolition, including exploring its meaning and ramifications. The Task Force heard of the views on abolition across the UC system, including maintaining, defunding, and eliminating the police.

One of the most significant issues to Task Force members was the consequences of a literal abolition of the UCDPD. If the UCDPD did not exist, the local police departments or county sheriff offices would be called on to respond to emergency calls on the campuses. Task Force members as a whole did not believe the campus communities would benefit from external policing because those officers would be unfamiliar with the unique needs of the campus communities and UC policies.

In particular, the Task Force member who serves complainants of domestic violence, sexual assault, and sexual harassment strongly advocated against abolishing the UCDPD. She

affirmed that the UCDPD officers' approach in responding to these calls and cases is sensitive, respectful, and well-trained, using trauma informed techniques provided by the UC Davis Center for Advocacy, Resources and Education (CARE). CARE and the UCDPD collaborate to train officers. The Task Force member also confirmed that her clients' experiences with external law enforcement had been traumatizing. According to the Task Force member, UCDPD is far more skilled, on average, in their approach to her clients than other local police departments. If there is a problem with an officer, this Task Force member may go directly to the Police Chief or his supervisor, the Chancellor, to resolve the issue. Further, CARE and UCDPD have established communication and referral protocols. Therefore, if a domestic violence, sexual assault, or sexual harassment report is made to UCDPD, CARE is notified and may proceed to provide support and resources to the community member. CARE does not work in this way with external police departments.

### *B. Alternative Approaches to Public Safety and Policing*

The Task Force acknowledges the continued campus discussion about the role of uniformed armed police officers on campus. The Task Force heard that some students and others feel intimidated or traumatized by uniformed and armed police officers. According to the UCDPD, 65 percent of the UCDPD staff is unarmed security staff. Security staff, such as the Aggie Host Security, do not wear traditional police officer uniforms. Instead, they wear slacks with a button up shirt that, with a patch, identifies they are with the UCDPD. The Task Force discussed the feasibility of increasing the use of unarmed security staff for tasks that do not require armed police officers, such as responding to cold crimes and taking reports, reserving uniformed armed police for responding to emergency calls.

The Task Force considered community calls for disarmament of the UCDPD. In 2019, the ASUCD Senate passed a resolution urging disarmament and adopted disarmament as its official stance. The current ASUCD leadership does not recommend complete disarmament, but recommends reducing contact between armed police officers and students. Further, the ASUCD Police Research Task Force recommends partial disarmament of the UCDPD, similar to that adopted by the University of Washington and the University of Oregon, which both have about 20 percent of their police departments unarmed. The ASUCD Police Research Task Force also recommends reevaluating the need for armed police officers in situations in which the suspect is unarmed, and making clear the situations when they should expect an armed and unarmed police response. The Graduate Student Association passed a resolution supporting disarmament in 2016 or 2017.

Task Force members discussed a UCD student-authored article<sup>7</sup> supporting disarmament. The author discussed the article at a Task Force meeting. Some Task Force members expressed concerns about armed officers responding to situations that do not require a weapon, such as bicycle theft. Other Task Force members noted that serious crimes on the campuses may require a weapon, such as an armed domestic violence perpetrator. The Task Force was unable to agree on the issue of disarmament and instead, suggested further evaluation, including an inquiry into

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<sup>7</sup> Blu Buchanan, & Amara Miller, *#DisarmUC: Disrupting the Arms Race*, **Critical Times**, 3(3), 551–558 (2020), <https://doi.org/10.1215/26410478-8662432>.

situations that require arms. Many of the Task Force members, along with the ASUCD Police Research Task Force, supported reforms leading to reduced use of arms in response to public safety needs.

In addition, the Task Force heard community members' serious concerns about UCDPD's potential receipt of equipment from the Law Enforcement Support Program, which provides excess Department of Defense property to law enforcement agencies. The ASUCD Police Research Task Force called for UC Davis to disaffiliate from the program. The Task Force learned that the UCDPD removed itself from this program in 2017 and under current leadership, the UCDPD does not have plans to participate going forward.

### *C. Responses to Mental Health Calls*

The UCDPD currently responds to mental health emergencies and welfare checks. The Task Force heard widespread support for UC Davis to develop and implement a response team that responds to mental health crises. The ASUCD Police Research Task Force, Professor Irene Joe, and Student Affairs' Campus Safety Consultant, Kelechi Ohiri, all urged the Task Force to consider the incorporation of mental health professionals into the response team. Chief Farrow long has been a proponent of the idea.

At the UC Davis Medical Center, UCDPD police officers respond to agitated patients. The Task Force learned that Sacramento faculty, staff, and students generally prefer that the police are not the first responders to such patients. Often times, the patient lacks the intent to commit a crime, and police intervention may heighten the patient's anxiety and distrust. Additionally, Sacramento campus Town Hall attendees highlighted issues that commonly arise when a police officer responds to mental health calls. Such issues involve a lack of understanding about the appropriate response to someone experiencing a crisis of some type.

The UCDPD are called upon to respond to issues involving the homeless population. The calls concern homeless individuals using the medical center for non-medical purposes, such as showering and drug use. The Sacramento campus community generally appreciates police intervention, but do not feel that the police are the best response to social deprivation issues.

The Sacramento campus Task Force members acknowledged the widespread need to adopt best practices that do not require a police response to medical patients with mental health crises. Some members of the Task Force suggested a model similar to the Behavioral Emergency Support Team, which consists of an in-house team of nurses, lift member, and mental health worker. These members also expressed support for a program such as [MH First Sacramento](#), which is a mobile response team for psychiatric emergencies, substance use support, and domestic violence situations.

Community members at both campuses as well as the ASUCD Police Research Task Force and the Student Affairs' Campus Safety Consultant, recommend looking to the CAHOOTS mobile crisis intervention program as a model. Created in 1989, CAHOOTS serves Eugene and Springfield, Oregon and aims to improve the community's response to mental illness, substance abuse, and homelessness. The team consists of a medic and a crisis worker,

who are experienced in the mental health field. If the team comes into contact with violence or a crime in progress, they call police. Through CAHOOTS, Eugene diverted 20 percent of its emergency calls and saved \$8.5 million.<sup>8</sup> Community members also recommended reviewing the [Sacramento's Mobile Crisis Support Team](#), which consists of a law enforcement officer trained in crisis intervention, mental health counselor, and community resource expert. In considering a program modelled after CAHOOTS, one Task Force member noted that the team should collaborate with Student Health and Counseling Services and Academic and Staff Assistance Program.

#### *D. The Role and Scope of the PAB*

Several advisors to the PAB briefed the Task Force about its activities. They reported that the PAB worked well with Chief Farrow and they generally seemed pleased with PAB. The advisors made recommendations for reforms, such as establishing the PAB as an intermediary between the campus community and the UCDPD, and the exploration of mediation and restorative justice programs.

Task Force members considered comments about PAB's role and authority. Professor of Law Gabriel "Jack" Chin expressed the concern that PAB may not have sufficient information to make its findings and recommendations on complaints because members only receive the redacted report prepared by the UCD Office of Compliance & Policy's investigators. The PAB members are not provided the incident report, audio recordings, and body camera footage. However, the Task Force learned that since these concerns were raised a few years ago, the UCD Office of Compliance & Policy's investigators to a certain extent have increased the evidence they share with the PAB.

The Task Force also considered concerns over limitations on the PAB's authority over complaints. The PAB reviews the UC Davis Office of Compliance & Policy investigation report and makes findings and recommendations to the Chief of Police, who can sustain or reject the findings and recommendations. Chief Farrow has accepted all of the PAB findings and recommendations to date. Some community members supported expanding PAB's authority over the final determination of accepting or rejecting the findings and recommendations.

The Task Force considered community comments that the PAB should have more involvement in disciplinary actions for police officers found to have engaged in misconduct. The Task Force discussed the idea of increasing the PAB's scope to include making recommendations on discipline. Some commenters suggested that the PAB should have authority to propose discipline while allowing the Police Chief to appeal the proposed determination. Task Force members raised concerns about giving the PAB increased authority over discipline because unlike the Police Chief, the PAB is unable to review the officer's prior disciplinary records because state law bars access to police officers' disciplinary records. Cal. Penal Code § 832.7. The lack of this information would make it difficult for PAB to make informed recommendations about the appropriate discipline. The Task Force concluded that additional research and discussion are needed to address whether UC Davis should expand PAB's authority.

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<sup>8</sup> Julianne Hill, *Redefining Justice Calls for Help*, *ABA Journal* 46–53 (April/May 2021).

### *E. Communication, Transparency, and Training*

The campus communities expressed a desire for comprehensive data concerning campus safety. The Task Force discussed the importance of accurate, thorough, and digestible data. Some Task Force members noted that conversations without such data may lead to arbitrary decisions. Although the UCDPD already publishes public safety data, the Task Force concluded that UC Davis should increase transparency and provide more effective distribution of available information. For example, the [Clery Act](#) requires the University to publish its crime statistics on an annual basis. Community members stated that the information in that format can be overwhelming and difficult to understand.

The Task Force also heard from the ASUCD Police Research Task Force, which proposed several ways to improve communication and transparency. Their suggestions include to (1) centralize all data on the UCDPD website and introduce a database similar to the Fremont Police Department's database; (2) publish the UCDPD budget in detail and provide annual updates; (3) release demographic data about the current police officers; (4) provide information on which circumstances warrant an armed and unarmed police response; and (5) develop a system in which post-interaction surveys, which allow for anonymity, are sent directly to the PAB. The Task Force positively received the suggestions.

UCDPD recently unveiled a new and improved website ([here](#)). The UCDPD's current crime and safety data is published on the website. In partnership with Measures for Justice, Yolo County has developed an online [criminal justice data tool](#) that tracks cases from arrest through sentencing. The Yolo County District Attorney's Office records crime and demographic data, as well as disposition data (e.g. charges, referral to diversion, dismissed, conviction). The data do not distinguish UCDPD from the Davis Police Department.

The ASUCD Police Research Task Force noted that there is very little data supporting the effectiveness of de-escalation training. Similarly, one Task Force member mentioned that there is evidence indicating that cultural competency and implicit bias trainings are ineffective at changing behavior. This member, who has experience conducting trainings for various groups, believes that skills-based trainings are more effective. The member also suggested that the UCDPD commit to allowing officers to attend diversity trainings that are currently offered to the general campus community, such as the UndocuAlly training and the LGBTQIA Allyship training.

### **Conclusion**

The Task Force presented a series of recommendations that it concluded would improve the public safety function at UC Davis and serve as the first steps in an ongoing review of public safety and security for all on campus. The Task Force believes that the campus leadership should consider these recommendations and continue to evaluate improvements to promote the safety of the UC Davis community.

It is worth emphasizing a point made at the beginning of the report. UC Davis should create an institutional structure for promoting dialogue with the entire UC Davis community and consistently consider and implement necessary recommended changes. Such dialogue and discussion is the only way to ensure that the public safety services meet the needs of the entire community, are effectively and responsibly implemented, and ensure that all individuals are treated with the dignity and respect, called for by the UC Davis Principles of Community.

## **Appendix A: Reforms and Recommendations for Contemporary Policing at UC Davis**

## Reforms and Recommendations for Contemporary Policing at UC Davis

(5/18/21)

- Recommend that we adopt the Chief's philosophy of annually hiring UC Davis cadets.
- Explore and expand the use of the CORE officer position, [which is a fundamental shift to a more contemporary, approachable officer position.](#)
- Recommend the existing Student Affairs student advisor position remains funded by the PD, with further development of an advisory board between Student Affairs and the Chief of Police.
- De-emphasis of minor traffic violations, with a focus on accident causing violation education.
- De-emphasis of minor criminal violations should be redirected to restorative justice programs such as Neighborhood Court, including strong partnerships with Yolo DA
- The unique way that UCD responds to protests should be documented in writing. For the last 2+ years Student Affairs has taken the lead in protest management and response, with UCDPD responding if and only if an emergency response is requested.
- The PD shall completely inventory all firearms and non-lethal weapons annually, and dispose of unnecessary or unserviceable weapons.
- Discontinue/decommission the campus holding/jail facility.
- Explore and expand sworn position(s) in unarmed and non-uniformed positions, such as admin officer position, outreach teams, investigations teams, and specialty teams.
- Explore the option of taking sworn position(s) and creating administrative position to support crime analysis, accreditation, outreach, and data collection.
- Recommend utilizing non-traditional police officer position on the Davis core during high traffic times, such as the use of PSOs and/or CORE officers to support campus safety and security calls for service and reports.
- Recommend that dispatchers are trained further on more holistic call center model to engage our broader community partners as resources for response.
- Development of a tiered deployment plan for both the Davis and Sacramento campuses, i.e. when to send sworn v. PSO v. Aggie Host on calls for service. Deployment plan should be detailed and include command structure during regular and emergency situations.
- Move from traditional LAPD style vehicles to more customary UC Davis vehicle model, yet still being identifiable as Police.

## **Appendix B: Task Force Members**

**Kevin Johnson**, Dean, School of Law (Task Force Co-chair)  
**Renetta Tull**, Vice Chancellor, Diversity, Equity, and Inclusion (Task Force Co-chair)  
**Sheri Atkinson**, Associate Vice Chancellor, Student Affairs  
**Molly Bechtel**, 2020-21 Staff Assembly Chair, Davis Chapter  
**Allison Brashear**, Dean, School of Medicine  
**Mary Croughan**, Provost and Executive Vice Chancellor  
**Hla Elkhatib**, 2020-21 Undergraduate Student Advisor to the Chancellor  
**Joe Farrow**, Chief of Police  
**Darryl Goss**, UC Davis Foundation Board Vice Chair  
**Roxanne Grijalva**, 2019-20 Latinx Staff and Faculty Association Chair  
**Bruce Haynes**, Professor, Sociology  
**Lyndon Huling**, Manager for Leadership Recruitment & Diversity Services, Human Resources  
**Ari Kelman**, Interim Dean, College of Letters and Sciences  
**Vivian Khem**, 2020-21 Staff Assembly Chair, Sacramento Chapter  
**Kyle Krueger**, 2020-21 ASUCD President  
**Christine Lovely**, Chief Human Resource Officer  
**Toby Marsh**, Chief Nursing and Patient Care Services Officer  
**Diana Martinez**, 2020-21 Undergraduate Student Advisor to the Chancellor  
**Sarah Meredith**, Director, Center for Advocacy, Resources, and Education  
**Jonathan Minnick**, 2020-21 Graduate Student Association President  
**Gillian Moise**, 2020-21 Graduate Student Assistant to the Dean and Chancellor Kristian  
**Kristian Marie L Ocampo**, 2020-21 Asian Pacific American Systemwide Alliance Chair  
**O. Adewale (Wale) Osipitan**, 2020-21 Postdoctoral Scholars Association Chair  
**Pamela Pretell**, 2020-21 Native American Faculty and Staff Association Chair  
**Kelly Ratliff**, Vice Chancellor, Finance, Operations and Administration  
**Zeljka Smit-McBride**, 2020-21 Academic Federation Chair  
**Michael Sweeney**, Chief Campus Counsel  
**Paul David Terry**, 2020-21 Co-chair, Chancellor's Committee on Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, and Asexual Issues  
**Hendry Ton**, Associate Vice Chancellor, Diversity and Inclusion  
**Richard Tucker**, 2020-21 Academic Senate Chair

## **Appendix C: Task Force Meeting Notes**

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**July 27, 11:00 a.m. -12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear, Milagros Copara, Mary Croughan, Hla Elkhatib, Joe Farrow, Darryl Goss, Roxanne Grijalva, Art Kelman, Vivian Khem, Kyle Kruegar, Christine Lovely, Toby Marsh, Diana Martinez, Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristen Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Chancellor Gary May, Karl Engelbach, Lisa Kay Chance Berriz, Starla Bennett, Elaina Lopez, Diana Flores.**

The meeting was called top order at 11:00 a.m.

**Welcome** Dean Kevin Johnson and Vice Chancellor Renetta Garrison Tull

### **Introductions of the Committee**

**Chancellor May - Welcome and Overview of the Charge of the Task Force:** Thank you for serving. The members of the committee represent a diversity of backgrounds and views. Respect all views, be open-minded, and reimagine. This is an opportunity to make significant change; policing is being scrutinized across the United States. The Task Force report must be evidence-based. Dismantling the UC Davis Police Department would place campus under the jurisdiction of the Yolo County Sheriff. The campus is not immune to violence. We should be cautious of sending unarmed officers into dangerous situations. In response to the 2011 pepper spray incident, UC Davis in 2014 created a Police Accountability Board. The Board is unique in the UC system.

Safety is paramount. Students must be physically and mentally safe. The Task Force should assess what campus safety offices should look like. Remember that the health system differs from the campus in terms of police needs. Distinguish between our police department and the City of Davis Police.

**Past/What We Know Now (Kevin Johnson):** The hope is that we work well together even though we may not always agree. It is paramount that we treat everyone with respect. Confidentiality of our discussions also is important. A Box of relevant materials will be created. The research that law student and Campus Counsel Law Fellow Diana Flores collected on policing will be made available on Box. We have incidents of crime on campus. However, UC Davis has not had many high-profile police incidents. The Task Force needs to consider possible changes to the public safety function on campus. One suggested book on the racially disparate impacts of modern policing is **Michelle Alexander, The New Jim Crow: Mass Incarceration in the Age of Colorblindness** (2012).

**Current/What We Are Learning (Renetta Tull):** We have received many emails expressing many different opinions. There are three types of officers to consider: one for large city, another for highway patrol, one for campus. Students have had more issues with *city* police than *campus* police. Our primary focus is on campus police and regulations.

## Meeting schedule

- Proposed meeting schedule: Meetings on Mondays on Zoom at 11:00 a.m.-12:30 p.m.
  - Aug. 17
  - Sept. (date TBD)
  - Sept. 28
  - Oct. 19
  - Nov. 9 (Circulate draft report on November 15)
  - Nov. 30 (Discuss draft report, which is due on December 15)

## Draft Procedure for Developing Recommendations:

- Research by Law Fellow in Campus Counsel Office
- Meeting with Chief Farrow
- Consideration of Subcommittees
- Collection of Input: Email, Website, Town Halls and Focus Groups (with committee discussing format and questions)
- Draft Report November 15
- Final Report December 15

The Task Force discussed the draft procedure. Before the meeting, Renetta and Kevin met with Chief Farrow to discuss the Task Force's charge.

## Open Discussion

**Michael Sweeney:** He suggested that the Task Force consider reforms put into place after the pepper spray incident. Police no longer manage protests. Either the Chancellor or Provost is now required to authorize police action in protests.

**Jonathan Robert Minnick:** Every campus has a different culture and set of conflicts. The Task Force might reach out to other campuses to see what their issues have been and hear how other campuses manage public safety.

**Bruce Haynes:** He recommends a NPR, The History of Policing (see Box) and the book **Jennifer Eberhardt, Biased: Uncovering the Hidden Prejudice That Shapes What We See, Think, and Do** (2019).

**Diana Flores:** She discussed her research on policing and current policy at Research 1 universities. (The research is now in Box.).

**Provost Croughan:** The Provost suggested that the Task Force examine how law enforcement methods have changed over time; for example, campus police no longer wear riot gear.

**Kyle Kruegar:** He expressed a willingness to facilitate focus groups to ensure proper representation of minority communities.

**Paul David Terry:** He asked how we might gather the input of alumni.

**Sarah Meredith:** She spoke of the need to solicit input of staff on the health campus.

**Charron Andrus:** Charron suggested that the Task Force think about policing when it comes to patients at the hospital.

**Molly Bechtel:** She is willing to host focus groups for staff.

**Action Item:** Possible bias training for the Task Force

**Next Meeting -- Monday, August 17 from 11:00 a.m.-12:30 p.m.** Presentation about campus police by Chief Farrow.

**Meeting adjourned at 12:28 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

## Appendix A (Questions and Comments from Zoom Meeting)

From Christine Lovely to Everyone: 11:41 AM

Can we also have a presentation by the accountability board about the scope of their work and what actions they have taken?

From Kelly Ratliff to Everyone: 11:42 AM

Website: <https://police.ucdavis.edu/>

From Karl Engelbach to Everyone: 11:43 AM

PAB's annual report is available online at:

[https://pab.ucdavis.edu/sites/g/files/dgvnsk3751/files/inline-files/2018-19%20PAB%20Annual%20Report\\_Final.pdf](https://pab.ucdavis.edu/sites/g/files/dgvnsk3751/files/inline-files/2018-19%20PAB%20Annual%20Report_Final.pdf)

From Christine Lovely to Everyone: 11:44 AM

Thank you Karl. I'll take a look there.

From Sarah Meredith (she/her), CARE to Everyone: 11:45 AM

I'd love to hear from Diana about the research she's done.

From Jonathan Robert Minnick to Everyone: 11:46 AM

Has the box folder been created already? Just wondering... I may have missed something but I cannot find that shared folder in my own box.

From Krissy Ocampo to Everyone: 11:52 AM

^same, was wondering that too. Just checked my box and I don't see anything.

From Charron Andrus to Everyone: 12:01 PM

and Black women

From Sarah Meredith (she/her), CARE to Everyone: 12:02 PM

^^YES!

From Millie Copara (she/her) to Everyone: 12:02 PM

This ^

From Zeljka Smit-McBride to Everyone: 12:03 PM

It would be good to have a background info on what reforms have been done after pepper spray incident at UCD, how is that different from other UC Campuses, and what are the our specific UCD issues that we need to take into account in this Task Force.

From Mary Croughan to Everyone: 12:08 PM

With apologies to all, but I have to leave the meeting to travel to my next meeting in Sacramento. I look forward to our next meeting

From Dean Allison Brashear, UC Davis SOM to Everyone: 12:14 PM

can we get a central repository of the work that on going. There are many task forces that would inform others. For example at in the SOM, our students are impacted by staff, faculty and patients. All intersect.

kevin I agree- 30 is a lot of people. could we break this into topic areas?

From Toby Marsh to Everyone: 12:14 PM  
I think that would be helpful.

From Sarah Meredith (she/her), CARE to Everyone: 12:15 PM  
I think a presentation by Chief Farrow could be really helpful.

From Toby Marsh to Everyone: 12:16 PM  
Can he cover both campuses?

From Molly Bechtel to Everyone: 12:17 PM  
I'm curious to learn more about the accreditation program.  
How do we measure up with the professional standards?

From Jonathan Robert Minnick to Everyone: 12:17 PM  
Might be good to hear some of the major changes that have occurred since pepper spray (i.e. what have we done to change direction following that incident)

From Paul David Terry (He/Him) to Everyone: 12:18 PM  
What does it mean to have fulfilled the accreditation process?

From Michael F. Sweeney to Everyone: 12:18 PM  
I would like to know if he has any reforms/proposals that he would like to move forward on, but cannot because he is restricted by funding and/or UC systemwide governance/policies.

From Sarah Meredith (she/her), CARE to Everyone: 12:19 PM  
With regard to the question of subcommittees, I could see some natural break-outs in terms of recruitment, training - including FTO training, disciplinary actions, compliance with POST, etc.

From Pamela Pretell to Everyone: 12:19 PM  
I don't feel that a meeting is sufficient time for a presentation and Q&A for this topic. Would it be possible for Chief Farrow to prepare and record a presentation that is shared out ahead of the next meeting with other important relevant documents? That allows us to formulate questions and for him to prepare information for the meeting.

From Sarah Meredith (she/her), CARE to Everyone: 12:20 PM  
@Mike - agreed. I'd like to hear the same

From Toby Marsh to Everyone: 12:23 PM  
Agree with Mike

From Roxanne Grijalva to Everyone: 12:24 PM  
I would be interested to know what type of trainings our police officers are already getting

From Millie Copara (she/her) to Everyone: 12:25 PM  
@Roxanne - I second this.

From Renetta Tull to Everyone: 12:25 PM  
@Pamela, We'll see what can be distributed in advance.

From Pamela Pretell to Everyone: 12:26 PM  
Thank you Dr. Tull

From Ari Kelman to Everyone: 12:27 PM  
Thank you, Renetta and Kevin, for your leadership on this crucial work. I'm grateful to you both and eager to be of service.

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**August 17, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull**, Charron Andrus, **Sheri Atkinson, Molly Bechtel**, Allison Brashear (proxy **Elissa Roeser**), **Milagros Copara, Mary Croughan**, Hla Elkhatib, **Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman, Vivian Khem, Kyle Kruegar, Christine Lovely, Toby Marsh**, Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristen Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride**, Michael Sweeney, **Paul David Terry, Danica Tisdale Fisher, Hendry Ton**, Bruce Haynes, **Richard Tucker**. Also in attendance: **Starla Bennett, Elaina Lopez**

The meeting was called to order at 11:00 a.m.

**Welcome from Kevin and Renetta**

**Bias Training**

Information for training is available at <https://ucnet.universityofcalifornia.edu/working-at-uc/your-career/talent-management/professional-development/managing-implicit-bias.html>

**Police Accountability Board**

The Police Accountability Board (PAB) will be giving a presentation at the NACOLE Conference on Partnerships in Civilian Oversight of University Police, September 8, 2020 3:00 p.m. – 4:30 p.m. Noon PDT.

[https://d3n8a8pro7vhm.cloudfront.net/nacole/pages/1265/attachments/original/1591653243/Session\\_26\\_-\\_Partnerships\\_in\\_Civilian\\_Oversight\\_of\\_University\\_Police.pdf?1591653243](https://d3n8a8pro7vhm.cloudfront.net/nacole/pages/1265/attachments/original/1591653243/Session_26_-_Partnerships_in_Civilian_Oversight_of_University_Police.pdf?1591653243)

Police Accountability Board Website: <https://pab.ucdavis.edu/>

National Association for Civilian Oversight of Law Enforcement:  
[https://www.nacole.org/2020\\_annual\\_nacole\\_conference\\_20200830](https://www.nacole.org/2020_annual_nacole_conference_20200830)

**Presentation of Chief Joe Farrow** – A PowerPoint presentation was given by Chief Farrow (see attached). The presentation is available in Box.

**Sub-Committee/Workgroups** – Volunteers are needed for sub-committees on developing a Bibliography, Task Force, Website, Focus Groups/Townhalls, and possibly other topics. An email will be sent to solicit volunteers.

**Meeting adjourned at 12:33 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

**Dated: August 25, 2020**

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**September 14, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear, Milagros Copara, Mary Croughan (proxy Karl Mohr), Hla Elkhatib, Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman, Vivian Khem, Kyle Kruegar, Christine Lovely, Toby Marsh, Diana Martinez, Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristen Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Elaina Lopez**

The meeting was called to order at 11:00 a.m.

**Welcome from Dean (School of Law) Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Student Perspectives:**

**Diana Martinez:** There is a lack of connection between the police and the community. Campus police should connect with community leaders to build trust. The police department specifically must build trust with undocumented students.

**Hla Elkhatib:** There is a general fear associated with the police. Many students do not understand the difference between campus police and City of Davis police. There is a lack of transparency about the school's relationship with the Davis police department. The administration should show more acts of solidarity with the community on policing matters.

**Kyle Krueger:** There is a belief that reform has failed and more fundamental change is necessary. Students care about a diverse police department. Recent UC Davis graduates in the department are great.

**Jonathan Minnick:** Grad students long have been thinking about police reform. Meaningful and measurable change is needed. We need to make international students who fear deportation feel safe.

**Gillian Moise:** Loud voices favor abolition of the police over reform. That, however, may not represent what the average UC Davis student thinks. Many incidents require a response from mental health workers, not police officers.

**Areas of Improvement for UC Davis Police.** Feedback included:

- Increased Outreach: Bring Chief Farrow to the community to discuss changes in the police department and to receive feedback and answer questions. This will build trust and improve communication. Students appreciate the openness of Chief Farrow, who has been attending meetings.

- Uniforms: Many feel intimidated by police officers in uniform. Police should wear an outfit that shows who they are, but it need not be a police uniform. Non-uniformed police might be a solution, such as Protective Service Officer (PSOs)/unarmed police force. Aggie Hosts could respond to cold crimes, take reports, and resolution after a crime. Campus police should respond to emergency calls. Campus police are trying to utilize more social workers.
- Abolition: Do we need police on campus? Why are police on campus? What does the ideal public safety force look like? If we eliminate campus police, law enforcement will fall under the jurisdiction of the Yolo County Sheriff's Department.
- Community Engagement: Create a position in police department to directly engage the community.
- Culture Change: The Police Department has been focused on changing the culture and moving toward a service focus.

**Focus Group Presentation: Police Accountability Board (PAB)** (see Attached Handout).

**Mikael Villalobos**, Associate Chief Diversity Officer, Office of Diversity, Equity, & Inclusion  
**Megan Macklin**, Program Manager, Office of Diversity, Equity, & Inclusion  
**Wendy Lilliedoll**, Director of Investigations, Office of Compliance & Policy  
**Laura Izon**, External Counsel, Atkinson, Andelson, Loya, Ruud, & Romo

PAB has public meetings. PAB has worked well with Chief Farrow. He is willing to take corrective action. One question raised was whether PAB, or the Chief, should have the final determination of a complaint.

**Subcommittee sign-ups**: An email was sent to each member of the Task Force about subcommittees assignments: (1) Bibliography of Readings; (2) Website and Data; (3) Focus Groups and Town Halls; and (4) Task Force Report Writing. Everyone should sign up for a subcommittee. Kevin and Renetta will follow up with the groups and discuss the selection of a chair for each subcommittee.

**Meeting adjourned at 12:28 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

**Dated: September 24, 2020**

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**September 28, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear, Milagros Copara, Mary Croughan, Hla Elkhatab, Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman, Vivian Khem, Kyle Kruegar, Christine Lovely, Toby Marsh, Diana Martinez, Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristen Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Elaina Lopez, Mariana Galindo-Vega**

The meeting was called to order at 11:01 a.m.

**Welcomes from Dean (School of Law) Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Task Force Recommendations and Report.** Discussions ensued on possible reforms. A discussion document was distributed before the meeting with reforms recommended in other reports. See attached. Feedback included:

- The Report will need to address the demands to abolish the UC Davis Police Department. There are strong views about abolition.
- The Budget of the UC Police Department has increased. The report may need to address that as well as transformation, improvements, etc. of the department.
- We need to define campus “safety” as every community member’s responsibility and define what we mean by it.
- Need to recommend the creation of accountable institutional structures.
- Need a survey to the campus about perceived problems in policing, possible changes, etc.
- The report should make recommendations on procedural improvements.
- Need to recommend an increase in the UC Davis Police Department’s community outreach.
- The report should address whether campus police officers carry firearms.

### **Subcommittee Reports**

Bibliography of Readings: Gillian Moise/Mike Sweeney (co-chairs). The committee is working on a bibliography. Each source will be briefly summarized. The Robinson-Edley Report on the UC campus policing is worth a look.

Website and Data: The group has not yet met and a chair or co-chairs have not yet been selected. Jonathan Minnick will organize a subcommittee meeting.

Focus Groups and Town Halls: The group has not yet met and a chair or co-chairs have not yet been selected. Christine Lovely will organize a meeting. Because students are busy with the

new academic year, it was suggested to wait a few weeks. Faculty are interested in town halls before the election. Town halls and a survey should provide much information.

Task Force Writing Group: The group has not yet met. Kevin Johnson will collaborate and draft a report for review by the Task Force. The Bibliography could be an appendix to the report.

**Who is the “Client”?** The consensus is that the community is the “client” for the Task Force. The report should focus on the safety of all members of the community.

**Feedback on UC Bias Training:** The group generally agreed that it was a good training program.

**Closing Remarks:** The next meeting is on October 19. Subcommittees should meet before then.

**Meeting adjourned at 12:29 p.m.**

**Notes compiled by Starla Bennett, Elaina Lopez, and Mariana Galindo-Vega**

**Dated: October 4, 2020**

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**October 19, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear, Milagros Copara, Mary Croughan, Hla Elkhatib, Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman, Vivian Khem, Kyle Kruegar, Christine Lovely, Toby Marsh, Diana Martinez, Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristen Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Elaina Lopez, Maleah Vidal**

The meeting was called to order at 11:00 a.m.

**Welcomes from Dean (School of Law) Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Task Force Plan** (Distributed before the meeting with agenda. Attached). After discussion, the Task Force approved the plan. The Task Force will be informed when the plan is submitted to Chancellor May.

### **Subcommittee Reports**

Bibliography of Readings: Gillian Moise/Mike Sweeney (co-chairs). The Task Force supported the idea of a bibliography of readings and agreed that it would be helpful to include it in the preliminary report and subsequently updated as necessary.

Website and Data: Jonathan Minnick and Paul David Terry are co-chairs. A PowerPoint presentation was shared during the meeting ([link to slides](#)).

Focus Groups and Town Halls: No chair has been selected. Everyone will share responsibilities. Slides were shared in advance of the meeting and on Zoom. Attached. Feedback included:

- Need to reach out to the National Organization of Black Law Enforcement (NOBLE)
- The Alumni Association has a large database (Black, Latinx, LGBTQ)
- Consider Ombudspersons as moderators
- It would be best to schedule the town halls at the first of the year

Task Force Writing Group: A draft of the preliminary report will be completed for review by the entire Task Force by December 1 at the latest.

**Report to President Drake.** Discussions revolved around what the report to President Drake should include. Ideas included providing an update to President Drake on Task Force progress to date, such as the establishing of subcommittees, planning outreach, implicit bias training, etc.

- The Task Force is taking the time necessary to collect information and provide good recommendations. The report will summarize community feedback.

- The Task Force report should include, among other things, matters that the Task Force believed were positive but could be improved.

Kevin Johnson will draft a letter for the Chancellor to report to President Drake.

**Joint CDO/Police Chiefs Meeting on Oct 16.** There was a meeting on October 16 with all the Police Chiefs and Chief Diversity Officers (CDOs) from the UC campuses to discuss police safety committees. Campus police chiefs have been meeting with UCOP weekly for eight weeks about policy revisions, training development, and data collection. There reportedly have been increased resignations/departures from Police Departments.

**Elections 2020/Campus Safety** – Discussion revolved around possible responses to the upcoming elections. The goal is to be prepared, but effectively increasing security depends on the nature of potential threats, which are unknown.

**Meeting adjourned at 12:31 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

**Dated: October 26, 2020**

**Attachments**

**Meeting Notes**  
**Next Generation Reforms to Advance Campus Safety Meeting**  
**November 9, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull**, Charron Andrus, **Sheri Atkinson, Molly Bechtel, Allison Brashear**, Milagros Copara, Mary Croughan, **Hla Elkhatib, Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman**, Vivian Khem, **Kyle Krueger, Christine Lovely**, Toby Marsh, Diana Martinez, Sarah Meredith, **Jonathan Minnick, Gillian Moise**, Kristian Marie Ocampo, **O. Adewale Osipitan, Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney**, Paul David Terry, Danica Tisdale Fisher, **Hendry Ton, Bruce Haynes, Richard Tucker**. Also in attendance: **Starla Bennett, Elaina Lopez, Maleah Vidal**

The meeting was called to order at 11:00 a.m.

**Welcomes from Dean (School of Law) Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Status of Proposal to Chancellor.** Kevin and Renetta were asked to report on the progress of the Task Force at the Chancellor's Leadership Council meeting on November 3. Chancellor May expressed openness to any and all Task Force recommendations.

**Report to President Drake.** A Task Force progress report was provided to Chancellor May for UCOP President Michael Drake. It was previously distributed to the Task Force and is in the Box.

**Discussion Topics from the Charge Letter:** The Task Force discussed what a police department should look like in a university and health-focused environment.

1. **What are its values and how should it reflect those values?** Whom does it serve? How does it represent those it does serve and how should it bridge gaps? How should its members interact with the community? Feedback included:
  - The role of a campus police department in public safety needs further consideration. Focusing on safety – and defining campus safety – is important. The Task Force also must define the various responsibilities of the community for campus safety. Community input will help refine our approach.
  - The community and police department must work together. Community trust of the police and the campus safety networks is critically important. The police must determine how the Police Department can best address the needs of the UC Davis community.
  - The Task Force must squarely address the various demands to abolish the police department.
  - Police duties currently include many tasks other than crime. The Task Force should consider additional staffing to relieve the police department of some duties. A crisis task force for suicide prevention and having mental health workers assist the police should be considered. The Task Force needs to address who should be contacted for assistance for something other than crimes. Many citizens currently call the police because there is no one else to call.

- In ensuring campus safety, the campus should consider un-uniformed safety persons as opposed to uniformed police officers.
- 2. How should its members and the department as a whole be accountable to the community?** What practices or philosophies are worth preserving? If we start from scratch, what does that look like? Feedback included:
- The public safety function requires transparency, community input, decision-making, and accountability. Engaging the community in ensuring accountability is important.
  - We must ensure that the Police Chief, who must be accountable, has the proper authority.
  - UC Davis is the only UC to have something like the Police Accountability Board (PAB). On disciplinary matters, the Chief, not PAB, has the final say on discipline. The Task Force will continue to discuss whether the PAB or the Chief should have final decision-making authority.
  - The UC Davis Police Department has extensive trainings. The campus needs to better communicate to the community the trainings and accomplishments of the department.

### **Subcommittee Reports**

Bibliography of Readings: Gillian Moise/Mike Sweeney (co-chairs). The bibliography will be ready for inclusion in the preliminary report.

Website and Data: Jonathan Minnick/Paul David Terry (co-chairs). The subcommittee has developed a website that soon will be unveiled. The website will allow for greater transparency, promote trainings, and explain the responsibilities of the police department. Community members will be able to access and complete a survey on the website.

Focus Groups and Town Halls: The subcommittee is developing a plan for collecting community input. Specific weeks will be dedicated for targeted populations in winter quarter 2021. **The goal is to collect all community input by April 15.**

Task Force Writing Group: A draft preliminary report soon will be circulated to the Task Force. The draft will be discussed at the November 30 Task Force meeting.

**New Business**: The Task Force will need to identify speakers for the speaker series, which could incorporate the School of Law's Racial Justice speaker series. Chief Farrow has been selected as the new president of the board of directors National Alliance on Mental Illness (NAMI) California.

**Meeting adjourned at 12:31 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

**Dated: November 19, 2020**

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**November 30, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear,** Milagros Copara, **Mary Croughan, Hla Elkhatib, Joe Farrow, Darryl Goss,** Roxanne Grijalva, **Ari Kelman,** Vivian Khem, **Kyle Krueger, Christine Lovely,** Toby Marsh, Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristian Marie Ocampo,** O. Adewale Osipitan, **Pamela Pretell,** Kelly Ratliff, **Zeljka Smit-McBride, Michael Sweeney, Paul David Terry,** Danica Tisdale Fisher, Hendry Ton, **Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Elaina Lopez, Maleah Vidal**

The meeting was called to order at 11:01 a.m.

**Welcomes from Dean (School of Law) Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Discussion of Draft Preliminary Report** – Feedback on the draft included:

- Thanks for all the hard work and thoughtfulness in drafting the report, which accurately reflects the opinions of Task Force.
- The focus on communication, transparency, and public safety are important.
- The report stays neutral.
- The report provides the breadth and depth of the police department.
- The report captures the possible options identified to this time. The final report will incorporate community input from surveys, town halls, and other methods.
- When referring to faculty, the report should acknowledge the Academic Federation as well as Academic Senate members.
- To offer the full consequences of abolition, the report should clearly differentiate between the Yolo Sheriff Department and the UC Davis Police Department and note that, if the campus police department was abolished, the Sheriff's Office would assume jurisdiction. Victims of assault/abuse are treated respectfully from UC Davis police. Survivors are more likely to report to UC Davis police than city police.
  - Discussions revolved around the UC Davis Police Department. There are two extreme views: (1) A negative one due to the 2011 pepper spray incident; and (2) a positive one that the officers are doing good job. The lasting trauma of the pepper spray incident should be recognized and acknowledged.
  - The **Reynoso report** lists mistakes made by the administration, as well as the police. One immediate reform was that the UC Davis police no longer appear at protests unless the event may cause threats to human life. Since reforms, the Police Department has worked well with Student Affairs on protest matters.
  - The final report might include a timeline and an outline of the chain of command.
- The report should emphasize the mental health issues discussed.
- A revised version of the report will be distributed next week.

## **Subcommittee Reports**

Bibliography of Readings: **Gillian Moise/Mike Sweeney** (co-chairs). The Bibliography of Readings will be completed by December 4. Data collection will be incorporated including demographic data, campus climate surveys, and implicit bias trainings. Chief Farrow will provide UC Davis Police Department demographics. The Police Department will also be required by a new law to collect data starting January 2022. Reports will be regularly posted on the website. Data will show police activity and the outcomes.

Website and Data: **Jonathan Minnick/Paul David Terry** (co-chairs). The website is under construction and is ready for content. It will be interactive and public interfacing, making it easy to access information. The website will include committee member biographies. The website will also include a place where people can share their stories.

Focus Groups and Town Halls: The subcommittee is developing a plan for scheduling town halls at times to accommodate international students in different time zones and will develop a collection of questions. Preference was expressed for town halls to be through standard Zoom format rather than through webinar format. The town halls may be relatively small in size (30-40) to encourage participation. The subcommittee is seeking a facilitator.

**EAB:** The **EAB** discussion was carried-over to the next meeting.

**Meeting adjourned at 12:33 p.m.**

**Notes compiled by Starla Bennett and Elaina Lopez**

**Dated: December 7, 2020**

**Next Generation Reforms to Advance Campus Safety Meeting Notes  
January 11, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull**, Charron Andrus, **Sheri Atkinson, Molly Bechtel, Allison Brashear**, Milagros Copara, **Mary Croughan**, Hla Elkhatab, **Joe Farrow, Darryl Goss, Roxanne Grijalva, Ari Kelman**, Vivian Khem, **Kyle Krueger, Christine Lovely, Toby Marsh**, Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise**, Kristian Marie Ocampo, **O. Adewale Osipitan**, Pamela Pretell, Kelly Ratliff, **Zeljka Smit-McBride, Michael Sweeney, Paul David Terry**, Danica Tisdale Fisher, **Hendry Ton**, Bruce Haynes, **Richard Tucker**. Also in attendance: **Starla Bennett, Elaina Lopez, Maleah Vidal, Germaine Kennix**

The meeting was called to order at 11:01 a.m.

**Welcomes from Dean, School of Law, Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**The meeting began with a discussion on the unprecedented events at the U.S. Capitol on January 6, 2021.** For the law school's message, see <https://law.ucdavis.edu/news/news.aspx?id=9895>.

**Discussion of Preliminary Task Force Report:** The Report, which was submitted on December 15, 2020 was shared at a Chancellor Leadership Council meeting. The report will be posted on the Task Force website.

**Education Advisory Board (EAB) Webinar:** Vice Chancellor Tull recapped the November 16 National Webinar "[Responding to New Pressures on Campus Safety and Police](#)." Slides from the presentation are available in the Box. EAB encouraged a holistic campus safety approach, developing a shared vision of campus safety, and modernizing safety policies and procedures. EAB identified emerging trends: 1) innovations in mental health crisis response; 2) data transparency; 3) strategic communications; and 4) shared accountability.

### **Subcommittee Reports**

Focus Groups and Town Halls: **Sheri Atkinson.** The subcommittee proposed two sessions each for students, faculty/Senate and Federation, staff, alumni, and the general community (10 total). The discussions will begin with identifying the goals, providing links to mental health resources, and set forth rules for engagement. Broad questions include: 1) What are our shared values? 2) What does next generation safety look like? and 3) How can UC Davis advance campus safety. Task Force members will facilitate the town halls.

Members of the Task Force generally supported a larger number of town halls, including smaller targeted discussions. ASUCD will help facilitate and organize additional student discussions. The sense of the Task Force was not to record the discussion. The health system will need to hold town halls. One way to obtain feedback at town halls is the use of a jam-board, a platform that allows questions to be asked anonymously. **Assigning copious and careful note takers for each town hall will be critically important.**

Website and Data: **Jonathan Minnick/Paul David Terry** (co-chairs). The website construction is well underway. Committee member biographies are being added. **The website should be up and running as soon as possible and, in any event, before the February 2 UCOP symposium.** The Preliminary Report will be posted to the website. Strategic Communications will announce the report's release once it is on the website.

- Resource Link Form Submission: <https://airtable.com/shrtE4EmzB4ifMGBi>
- Next Generation Campus Safety Task Force Member Information: <https://airtable.com/shr4MRNKvRpgcgeys>

Bibliography of Readings: **Gillian Moise/Mike Sweeney** (co-chairs). The Bibliography of Readings, attached to the Task Force preliminary report, is complete.

Task Force Writing Group: No new report was made at this time.

**Ending discussions:** UC Campus Safety Symposium: Feb. 2/March 24, 2021. The events will be live-streamed on YouTube. The event includes police, the UC Wide policing task force, administrators, and student leaders. Chief Farrow, chair of the Council of Chiefs, will be speaking as the UC police representative. The Racial Justice Speaker Series is on-going; see <https://law.ucdavis.edu/racial-justice-speaker-series/>. Suggestions for additional speakers can be sent to Kevin R. Johnson. The meeting ended with a discussion on the general morale of the group.

**The meeting adjourned at 12:26 p.m.**

**Notes compiled by Starla Bennett, Elaina Lopez, and Germaine Kennix**

**Dated: January 19, 2021**

**Next Generation Reforms to Advance Campus Safety Meeting Notes  
February 1, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Charron Andrus, Sheri Atkinson, Molly Bechtel, Allison Brashear,** Milagros Copara, **Mary Croughan,** Hla Elkhatib, **Joe Farrow,** Darryl Goss, Roxanne Grijalva, **Ari Kelman,** Vivian Khem, **Kyle Krueger, Christine Lovely, Toby Marsh,** Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristian Marie Ocampo, O. Adewale Osipitan,** Pamela Pretell, **Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry,** Danica Tisdale Fisher, **Hendry Ton,** Bruce Haynes, **Richard Tucker.** Also in attendance: **Starla Bennett, Elaina Lopez, Maleah Vidal, Germaine Kennix, Donald Palmer, Jesse Drew**

The meeting was called to order at 11:01 a.m.

**Welcomes from Dean, School of Law, Kevin R. Johnson and Vice Chancellor for Diversity, Equity and Inclusion Renetta Garrison Tull**

**Davis Faculty Association Report** – Professor Donald Palmer (GSM) gave a PowerPoint presentation on a Davis Faculty Association report on the Police Accountability Board (PAB). See attachment. Focusing on the PAB complaint evaluation system, the report analyzed complaint data provided in the PAB Annual Reports for the first five years of operation (2014-19).

**Observations and Recommendations of the UCD Complaint Review Process**

- **Community members who experience a perceived problematic encounter must know about the complaint review process. Recommendation:** Officers might be required to provide a card to each community member with whom they interact that includes information about the complaint review process.
- **Community members must believe that filing a complaint is cost effective and safe. Recommendation:** Attempts should be made to reach out to community members who experienced a problematic encounter with an officer but did not file a complaint. This might help collect information on the factors that contributed to the decision not to file a complaint.
- **The campus must investigate complaints to completion in an unbiased fashion. Recommendation:** More information is needed explaining the reasons for complaint dismissal in the PAB's Annual Reports. There should be follow up on dismissed complaints to determine if they have been effectively addressed.
- **The PAB must make assessments of complaints in a just manner. Recommendation:** The complaint review process should be redesigned to make it more independent and representative. **An effort should be made to determine whether the low rate of sustained allegations is indicative of the exemplary performance of the officers or reflective of the inadequacies of the complaint review process.**
- **Officers must be held accountable for any misconduct. Recommendation:** If necessary, UC should address any limitations on ensuring full accountability.

## **Reflections on the Office of Campus Community Relations PAB Pilot Program Review and Recommendations (2018).** The overview included:

- **Recommendation 3:** The campus administration should substitute restorative justice process for formal complaint review when appropriate.
- **Recommendation 4:** The PAB should not be provided with an officer's past complaint/disciplinary history in advance of its deliberations.
- **Recommendation 5:** The PAB should not be involved in advising or imposing consequences in the wake of sustained allegations.
- **Recommendation 9:** The campus administration should work with various campus constituencies to cultivate candidates for the PAB.
- **General recommendation:** There should be more communication between the PAB and the campus community.

**Conclusion:** The UCD complaint review process is recognized as a model for other universities. Few universities have police accountability boards. The UCD complaint review process is elaborate and includes some checks and balances. At the same time, there are improvements that should be explored.

- Q&A followed the presentation.

## **Subcommittee Reports**

Focus Groups and Town Halls: **Sheri Atkinson** discussed this topic. A google sign-up sheet was emailed to the Task Force. Town halls commence the week of February 8. The email also included the format of the town halls and the three broad questions for discussion:

1. **What are our shared UC Davis values and how should our campus safety infrastructure reflect those values?**
2. **What does the "next generation" of campus safety look like? and**
3. **How can UC Davis advance campus safety?**

Website and Data: **Jonathan Minnick/Paul David Terry** (co-chairs). The website is up and should be shared broadly. <https://leadership.ucdavis.edu/strategic-plan/task-forces/campus-safety>

**The meeting adjourned at 12:11 p.m.**

**Notes compiled by Starla Bennett, Germaine Kennix, and Elaina Lopez.**

**Dated: February 16, 2021**

**Attachment**

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**February 22, 11:00 a.m.-12:30 p.m.**

Committee (**attendees in bold**): **Kevin Johnson**, Renetta Tull, **Sheri Atkinson**, Molly Bechtel, Allison Brashear, Milagros Copara, **Mary Croughan**, **Hla Elkhatib**, **Joe Farrow**, **Darryl Goss**, **Roxanne Grijalva**, **Lyndon Huling**, **Ari Kelman**, Vivian Khem, **Kyle Krueger**, **Christine Lovely**, Toby Marsh, **Diana Martinez**, **Sarah Meredith**, Jonathan Minnick, **Gillian Moise**, **Kristian Marie Ocampo**, **O. Adewale Osipitan**, Pamela Pretell, **Kelly Ratliff**, **Zeljka Smit-McBride**, **Michael Sweeney**, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, Bruce Haynes, **Richard Tucker**. Also in attendance: **Starla Bennett**, Maleah Vidal, **Germaine Kennix**. **Professors Ofelia Cuevas and Kyaw Tha Paw U**

The meeting was called to order at 11:01 a.m.

**Welcome from Dean, School of Law, Kevin R. Johnson.**

**Recent News** – Chief Joe Farrow provided an overview of his presentation at the UCOP Campus Safety Symposium held on February 2, 2021. See attached.

### **Faculty Panel**

Professors **Ofelia Cuevas** (Chicanx Studies) and **Kyaw Tha Paw U** (Land, Air, and Water Resources) provided their insights on policing. Although unable to participate in the meeting, Professor **Bruce Haynes** shared his article titled *Racial Violence, White Spaces, and Neighborhood Vulnerability* with the Task Force and it is now in the Box.

- Professor Cuevas gave insights about the history of the prison system and provided insights on the racialized impacts of policing. One of the key questions in her research has been: “What makes people feel safe and secure?” Her research has found that police have never been on the list of items that make people feel safe and secure. **Recommendation:** A good start would be to compare police budgets on the different UC campuses. Such an analysis might provide insights for possible change.
- Professor Paw U addressed the key question of “should police be armed and when is it necessary to use force?” The military “rules of engagement” would provide a good guidance for police. Those rules are more restrictive than the police department rules. Shooting should be a last resort. **Recommendation:** Radical change is needed to policing.

### **Subcommittee Reports**

Focus Groups and Town Halls: **Sheri Atkinson**, co-chair of the subcommittee, discussed the two town halls that have taken place. Discussion ensued about the two town halls. Some participants were slow to speak. It was suggested that additional questions be created. Some observed that participants were generally “pro-police.” Few specific suggestions came out of the first two town halls. It was noted that some students lack faith in task forces. To them, it is especially important that the task force collect the information and provide action plans.

Website and Data: **Jonathan Minnick/Paul David Terry** (co-chairs) were unable to be present to provide an update.

**The meeting adjourned at 12:26 p.m.**

**Notes compiled by Starla Bennett and Germaine Kennix.**

**Dated: February 25, 2021**

**Attachment**

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**March 15, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Sheri Atkinson, Molly Bechtel, Allison Brashear,** Milagros Copara, **Mary Croughan,** Hla Elkhatib, **Joe Farrow,** Darryl Goss, **Roxanne Grijalva, Lyndon Huling,** Ari Kelman, Vivian Khem, Kyle Krueger, **Christine Lovely, Toby Marsh,** Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise,** Kristian Marie Ocampo, **O. Adewale Osipitan,** Pamela Pretell, **Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry,** Danica Tisdale Fisher, **Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Maleah Vidal, Germaine Kennix, Professors Raquel Aldana, Jack Chin, Irene Joe**

The meeting was called to order at 11:00 a.m.

**Welcome and Announcements.** Kevin reported that Maleah Vidal, a legal fellow in the Campus Counsel's Office, will assist in drafting the final report. Renetta reported that:

- The website committee will add a comment section to the Task Force website.
- Strategic Communications will continue to provide updates on the Task Force's work. <https://www.ucdavis.edu/news/campus-safety-task-force-suggests-outreach-outlines-next-steps>.
- Town hall moderators and note-takers should focus on listening to input from the community. Some students reportedly are staying away from, or silent at, the town halls.
- ASUCD has created a Campus Safety Task Force. It would like to share its views at the April Task Force meeting. ASUCD also has been conducting specific focus groups.

### **Faculty Panel**

Law professors **Raquel Aldana, Jack Chin,** and **Irene Joe** offered the following thoughts to the Task Force:

- Professor **Raquel Aldana** mentioned several recent studies on university policing. Minnesota is replacing its police officers with public safety support specialists. Although abolition may not be a viable reform, education of the community on public safety is essential. **Questions for Consideration:** (1) Understand the scope of the UC Davis police department's work; (2) review the current department procedures and compare them with best practices; (3) learn from past mistakes, such as the "pepper spray" incident, and identify improvements made since that incident; and (4) think about how to best establish community trust with the campus public safety units.
- Professor **Jack Chin** has served on the Police Accountability Board (PAB) since its creation in 2014. **Recommendations:** The police department should provide full background information on a claim, including body cam videos, to the PAB so that it has all available information before it. This may require statutory changes. Jack asked the provocative question for Task Force consideration: "What would be different if students were viewed as important?" He advised the Task Force to look at public safety practices at research and private universities as well as the U.S. military justice system.

- Professor **Irene Joe**, a former public defender, is dedicated to improving services for those most in need. Law enforcement is about safety, not just enforcing the criminal laws. **Recommendations:** (1) Research mental health and public safety issues; (2) reconsider what we mean by public safety; and (3) reimagine relations between the public defenders office, defense attorneys, and the police department.

Discussion ensued.

## **Subcommittee Reports**

Focus Groups and Town Halls: **Sheri Atkinson/Christine Lovely**, co-chairs, reported that the town halls are going well. So far, 315 persons have registered for town halls; 200 have attended. There is one remaining town hall.

Website and Data: **Jonathan Minnick/Paul David Terry**, co-chairs, reported that the content of the website is being fine-tuned. A story-sharing feature has been added. The feature will provide an opportunity for individuals to express themselves and engage with the community.

Report Writing Committee: **Kevin Johnson**, chair, reported on the plans for the preparation of a Task Force report. He reviewed a draft outline of the final report (attached), which was previously distributed. Each subcommittee will draft a part of the report. Maleah Vidal will be the contact person for the subcommittees in drafting their portions of the report. She will reach out to the subcommittee co-chairs to collect information for the final report. This will facilitate the preparations of a final report that reflects the views of the entire committee. Discussion ensued.

Task Force members generally expressed the view that the report should make broad public safety recommendations. Among the topics that might be discussed in the report: Campus safety and our own responsibility to safety; what we do at UC Davis and what we already have in place; general concerns about law enforcement; advocate for equity and safe policing; promoting safe campus social gatherings; and bringing in social workers to address certain reports.

**The meeting adjourned at 12:26 p.m.**

**Notes compiled by Starla Bennett (reviewed by Kevin R. Johnson)**

**Dated: March 19, 2021**

Attachment

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**April 5, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Sheri Atkinson, Molly Bechtel, Allison Brashear,** Milagros Copara, **Mary Croughan,** Hla Elkhatib, **Joe Farrow, Darryl Goss, Roxanne Grijalva, Lyndon Huling,** Ari Kelman, Vivian Khem, **Kyle Krueger, Christine Lovely, Toby Marsh,** Diana Martinez, **Sarah Meredith, Jonathan Minnick,** Gillian Moise, Kristian Marie Ocampo, O. Adewale Osipitan, **Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry,** Danica Tisdale Fisher, **Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Maleah Vidal, Sheila O'Rourke, Germaine Kennix, Thomas Phillips, Allie O'Brien, Rashita Chauhan, Megan Chung.**

The meeting was called to order at 11:00 a.m.

**Welcome and Updates.** Before the meeting, two documents were shared by e-mail with Task Force members (May 3 protest e-mail and UC Riverside Campus Safety Task Force Report). Both are in the [Box](#). Vice Chancellor Kelly Ratliff updated the Task Force about examples from the UC Davis campus policing report that were mentioned in the UC Office of the President Campus Safety symposium. UC Davis Campus Safety Responses-Final and Office of the President Symposium Campus Updates slidedeck-Final (Attachment 1). Both documents are in the [Box](#). For statistical information, see <https://police.ucdavis.edu/crime-safety-data/crime-statistics>.

**Student Input (ASUCD Student Public Safety Task Force Presentation):** The ASUCD Executive Board 2020-21 (**Kyle Krueger (ASUCD President), Allie O'Brien (Executive Chief of Staff), and Police Research Staffers Rashita Chauhan, Megan Chung, Thomas Phillips**) presented a powerpoint presentation with preliminary recommendations. Attachment 2. After additional student input, the final student recommendations will be presented in May.

**Policy #1 Improve Transparency (Rashita Chauhan): Recommendations:** (1) Provide specific data/demographics; (2) Make the budget public; and (3) Post Interaction Surveys.

**Policy #2 Explore UCDPD Disarmament (Megan Chung):** Further research and listening sessions are needed. **Recommendation:** Create Crisis Intervention Teams as first responders.

**Policy #3 Create a CAHOOTS Style, First Responder Team (Allie O'Brien):** The Oregon CAHOOTS and Denver STAR first responders team are two models to consider at UC Davis. **Recommendations:** (1) Provide crisis intervention training to UC Davis paramedics; (2) determine guidelines for police response vs. crisis intervention response; and (3) train dispatchers to differentiate calls.

**Policy #4 Disaffiliation with the 1033 Program (Thomas Phillips):** The students stated that the militarization of law enforcement leads to higher rates of violence but does not decrease crime rates, and disproportionately affects communities of color. UC Davis has not received equipment from the federal 1033 program in three years. **Recommendations:** (1) Current and future commitment to no militarization of UCDPD; (2) Formal contract severing ties between UCDPD and the federal 1033 program; and (3) reassess UC Davis usage of 1033 program campuswide.

**Policy #5 Reforms to Police Accountability Board (PAB): Recommendations:** (1) give PAB final decision-making power; (2) increased publicizing PAB to the community; (3) revisit the student appointment process to PAB; and (4) increase student presence.

**Town Hall Summary: Sheri Atkinson and Christine Lovely**, co-chairs of the Town Halls Subcommittee, reported that the 12 town halls have been completed. Town halls varied in size, with the largest being the staff town hall with approximately 50 attendees. Feedback ranged from praise for the UC Davis Police Department to claims that improvements are needed. Discussion ensued. There was concern with the relatively few students at the town halls. The turn-out could be due to Zoom overload, disillusionment with task forces, and students feeling overwhelmed. It also could be the result of the fact that there is relative satisfaction – or not high levels of dissatisfaction – with the policing at UC Davis.

**Task Force Report: Kevin Johnson, chair**, reported that a draft of a Task Force report is in the works. Maleah Vidal has communicated with several of the Task Force committee members to collect information. The report probably should discuss the: (1) **Pepper spray incident:** The report will outline the changes that have taken place since the pepper spray incident in 2011; (2) **Abolition:** The general view among the Task Force has been that abolition is not a good idea due to the transfer of responsibility to the Yolo County Sheriff Department; and (3) **Disarming the Police:** The specifics of arming the police should be reviewed regularly. Discussions ensued about thoughts on arming police.

**Webinar: Renetta Garrison Tull** has proposed a Webinar to share with the community the Task Force process. This will be a topic at the next Task Force meeting.

**The meeting adjourned at 12:28 p.m.**

**Notes compiled by Starla Bennett (reviewed by Kevin R. Johnson)**

**Dated: April 12, 2021**

Attachment

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**April 26, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Sheri Atkinson, Molly Bechtel, Allison Brashear,** Milagros Copara, **Mary Croughan,** Hla Elkhatib, **Joe Farrow, Darryl Goss, Roxanne Grijalva, Lyndon Huling, Ari Kelman,** Vivian Khem, **Kyle Krueger, Christine Lovely, Toby Marsh,** Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise, Kristian Marie Ocampo, O. Adewale Osipitan,** Pamela Pretell, Kelly Ratliff, **Zeljka Smit-McBride, Michael Sweeney,** Paul David Terry, Danica Tisdale Fisher, **Hendry Ton, Bruce Haynes, Richard Tucker.** Also in attendance: **Starla Bennett, Maleah Vidal, Sheila O'Rourke, Germaine Kennix, Blu Buchanan** (for one part of the meeting).

The meeting was called to order at 11:00 a.m.

**Welcome and Updates.** Before the meeting, Task Force members were sent an e-mail with a draft letter from various public safety task forces to the university about the collective bargaining negotiations with the Federal University Police Officers Association. The email and letter are in the [Box](#).

Kevin reminded the Task Force that there are two remaining Task Force meetings and thanked everyone for their hard work.

#### **UCOP Task Force Chairs' Meeting (Renetta Garrison Tull)**

At a recent meeting with the chairs of task forces from all of the UC campuses, the Campus Safety Presidential Plan Team from UC Office of the President (UCOP) shared a public safety plan identifying the following components: (1) Re-align & Re-Investment; (2) Data Quality & Accessibility; (3) Oversight & Accountability, Culture; and (4) Community Engagement. Attachment. Transformation of the public safety function is important to UCOP; transparency and accountability are key components to that transformation.

#### **Proposed Community Webinar (Vice Chancellor Tull)**

The Task Force discussed a possible webinar in May to share the work of the Task Force. Discussion also ensued about a possible town hall following the webinar to gather further community input. Renetta and Kevin will discuss a possible webinar.

#### **Discussion of Blu Buchanan & Amara Miller, # *Disarm UC*, Critical Times (Dec. 2020)**

During the Task Force meeting, a Zoom chat message was sent to Kevin Johnson from Professor Bruce Haynes informing him that Blu Buchanan was available to speak to the Task Force about their article. Without objection by any Task Force member, Buchanan discussed the paper. After Buchanan left the meeting, a rich discussion ensued about campus police and arms.

## **Task Force Report Subcommittee**

**Kevin Johnson** reported on the work that has been done on a Task Force report, which is due on June 15. The essential input of the Town Hall and Website subcommittees, as well as any other contributors, is due by May 1. Kevin suggested a possible recommendation that police arms policies be reviewed on a periodic basis. He also mentioned recommendations previously discussed: (1) a mental health crisis team; (2) increased transparency and outreach of the public safety function; (3) a restorative justice approach to the 2011 pepper spray incident; and (4) the oversight of the implementation of any change.

The goal is to have a draft report to the Task Force before the next meeting on May 17. Ideas on the report should be sent to Kevin and Renetta.

**The meeting adjourned at 12:29 p.m.**

**Notes compiled by Starla Bennett (reviewed by Kevin R. Johnson)**

**Dated: April 29, 2021**

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**May 17, 11:00 a.m.-12:30 p.m.**

Committee (attendees in bold): **Kevin Johnson, Renetta Tull, Sheri Atkinson, Molly Bechtel**, Allison Brashear, Milagros Copara, **Mary Croughan**, Hla Elkhatab, **Joe Farrow**, Darryl Goss, **Roxanne Grijalva**, Lyndon Huling, **Ari Kelman**, Vivian Khem, **Kyle Krueger, Christine Lovely, Toby Marsh**, Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise**, Kristian Marie Ocampo, O. Adewale Osipitan, Pamela Pretell, **Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney**, Paul David Terry, Danica Tisdale Fisher, Hendry Ton, **Bruce Haynes, Richard Tucker**. Also in attendance: **Starla Bennett, Maleah Vidal, Sheila O'Rourke, Germaine Kennix**. Guests (for part of the meeting) included: **Allie O'Brien, Rashita Chauhan, Megan Chung, Thomas Phillips, Kelechi Ohiri**.

The meeting was called to order at 11:00 a.m.

### **Welcome and Update**

Kevin reminded the Task Force that there is one remaining Task Force meeting and thanked the members for their hard work. Renetta reported that UCOP has a Campus Safety Presidential Plan Team working on a public safety plan.

### **ASUCD Update**

The ASUCD Executive Board 2020-21 **Kyle Krueger (ASUCD President), Allie O'Brien (Executive Chief of Staff)**, and **Police Research Staffers Rashita Chauhan, Megan Chung**, and **Thomas Phillips** presented an updated PowerPoint presentation (attached) titled **Reimagining Public Safety**.

**Policy 1 Transparency (Rashita Chauhan):** New Recommendation: Future Task Force meetings should be open to the public.

**Policy 2 Crisis Intervention Services (Allie O'Brien):** New Student Input: (1) Importance of diverse staff and cultural humility training; (2) Recommended in Denver STAR report.

**Policy 3 Practical Disarmament (Thomas Phillips):** Policy Proposal – Maximum possible disarmament of UCDPD.

**Policy 4 Disaffiliation with the 1033 Program (Megan Chung):** Updated Recommendations: (1) Maintain Previous Policy Proposals; (2) Question School-Wide Affiliation.

**Policy 5 Police Accountability Board (PAB) (Allie O'Brien):** Updated Proposals: (1) Transform process for appointing students to the PAB; (2) Maintain student autonomy over process; and (3) Increase number of students involved in hiring undergraduate PAB representatives.

**Policy 6 Liability Insurance (Thomas Phillips):** (1) Agency-Wide Insurance; (2) Individual Insurance.

**Future Student Outreach:** (1) Understand, Acknowledge, and Respect Abolitionist Movement; (2) Prioritize Student Input in all Policymaking Decisions; (3) Recognize and Minimize Power Imbalance.

### **Public Safety Recommendations Report**

**Kelechi Ohiri**, M.Ed., Public Safety Policy Analyst, presented a Public Safety Recommendation Report (see attached PowerPoint presentation). Ohiri provided an overview of public safety with the principle being the creation of an inclusive community in which all feel safe and a sense of belonging. Recommendations included:

**Recommendation 1** – Expanded Public Safety Network – A shared community responsibility.

**Recommendation 2** – Restructuring of 911 Dispatch Protocol – Dispatch retraining.

**Recommendation 3** – Mental Health Services Expansion – A top priority.

**Recommendation 4** – Limitations on Armed, Uniformed Officers on the UC Davis Main Campus. A new policy should be created on uniforms.

**Recommendation 5** – Creating an Office of Public Safety & Community Inclusion. A separate Public Safety Department should be created.

### **Task Force Report Subcommittee**

**Kevin Johnson**, chair of the subcommittee, reported on the preparation of the draft report, which had been distributed to Task Force members, and the difficulty of melding the wide variety of perspectives of the Task Force members. Receipt of the various contributions to the report in a timely manner also proved challenging. Discussion of the draft report ensued. Additional ideas and suggestions on the report should be emailed to Kevin and Renetta. The report will be revised and the next meeting will focus on discussion of recommendations. The goal is to have a revised report to the Task Force by May 28. This will provide the members more than a week to read the report before the June 7 meeting.

### **Community Webinar Update**

**Renetta Garrison Tull** inquired about a possible webinar to share the preliminary report. Renetta and Kevin will discuss the matter and decide how to move forward.

**The meeting adjourned at 12:30 p.m.**

**Notes compiled by Starla Bennett and Germaine Kennix (reviewed by Kevin R. Johnson)**

**Dated: May 21, 2021**

**Next Generation Reforms to Advance Campus Safety Meeting Notes**  
**June 7, 11:00 a.m.-12:30 p.m.**

Committee (**attendees in bold**): **Kevin Johnson, Renetta Tull**, Sheri Atkinson, **Molly Bechtel, Allison Brashear**, Milagros Copara, **Mary Croughan**, Hla Elkhatib, **Joe Farrow**, Darryl Goss, **Roxanne Grijalva**, Lyndon Huling, **Ari Kelman**, Vivian Khem, **Kyle Krueger, Christine Lovely**, Toby Marsh, Diana Martinez, **Sarah Meredith, Jonathan Minnick, Gillian Moise**, Kristian Marie Ocampo, O. Adewale Osipitan, **Pamela Pretell, Kelly Ratliff, Zeljka Smit-McBride, Michael Sweeney, Paul David Terry**, Hendry Ton, **Bruce Haynes, Richard Tucker**. Also in attendance: **Starla Bennett, Maleah Vidal, Sheila O'Rourke**.

The meeting was called to order at 11:00 a.m.

### **Welcome**

Kevin welcomed everyone to the meeting. He noted at the outset that, if any member of the Task Force did not believe that the report should be submitted, he or she should let Kevin and Renetta know. The report can include the number, if any, of Task Force members who do not support submission of the report. No identities will be revealed.

### **Discussion of the Recommendations of the Draft Task Force Report**

As agreed at the last Task Force meeting, the Task Force focused its discussion on the Recommendations, beginning on Page 7 of the draft report. The Task Force agreed in principle to the recommendations and suggested some revisions.

1. **Increase Communication, Transparency, and Training.** Feedback included: (1) “campus administration” should read “campus leadership” and (2) be more specific.
2. **Implement Alternate Approaches to Public Safety and Policing.** Some Task Force members believed the section seemed too general and vague. Others voiced the view that the recommendation provided necessary flexibility. It was suggested that the Task Force recommend the possibility that the campus leadership retain a consultant for guidance. The Task Force generally agreed that UC Davis should continue to be a leader on the public safety front and that a continuing dialog on public safety is important.
3. **Implement Regular Evaluation of Police Use of Arms and Bar UCDPD Participation in the Law Enforcement Support Program.** The Task Force had varying opinions about whether the recommendation should go further.
4. **Improve Responses to Mental Health Calls.** Discussion centered on whether the recommendation should apply only to mental health calls. Flexible language might be used to cover other types of calls.
5. **Review the Role and Scope of the PAB.** There was a consensus that that UC Davis is a leader with the PAB. The recommendation should highlight that UC Davis has an “accountability,” not simply an “advisory,” board.

6. **Address Issues Unique to the Sacramento Campus.** The Task Force supported this recommendation and noted the safety distinctions between the Sacramento and Davis campuses.
7. **Acknowledge the Legacy of the Pepper Spray Incident.** Discussions ensued about the national issues of policing and how they are very different from the issues at UC Davis.
8. **Create an Institutional Structure Allowing a Continuing Progress and Review of the Public Safety Function.** The Task Force generally agreed that the report is not an end to the process but that a campus conversation needs to continue on public safety needs, possible improvements, and reforms. Language should be added that UC Davis is a leader and at the forefront of public safety innovation.

**Conclusion:** The report will be revised and shared with the members of the Task Force.

Special thanks was given to Maleah Vidal and Sheila O'Rourke of the Campus Counsel's Office for leading the effort to draft (and drafting much of) the report.

Kevin thanked the entire Task Force for all of the hard work and dedicated professionalism.

**The meeting adjourned at 12:09 p.m.**

**Notes compiled by Starla Bennett (reviewed by Kevin R. Johnson)**

**Dated: June 8, 2021**

**Appendix D: Dr. Palmer's Report,  
"Follow-up Analysis of the PAB Annual Report Complaint Data"**

# **Follow-up Analysis of the PAB Annual Report Complaint Data<sup>1</sup>**

**Donald Palmer**

**Graduate School of Management  
University of California, Davis**

**March 17, 2021**

## **Preface**

In September of 2020 the Davis Faculty Association (DFA) released a preliminary report on the University of California, Davis (UCD) Police Accountability Board (PAB). Included in this preliminary report was a tentative analysis of the PAB's disposition of complaints from the time of the board's inception in 2014 through the 2018-2019 academic year. Shortly after releasing the preliminary report, the DFA submitted it to the Chancellor's Task Force on Next Generation Reforms to Advance Campus Safety. On February 1, Professor Donald Palmer presented a brief overview of the report to the Chancellor's Task Force on behalf of the DFA. During the discussion that followed Professor Palmer's presentation, one Task Force member disputed the DFA's tentative analysis of the PAB's disposition of complaints. In response, we conducted a more detailed follow-up analysis of the PAB's annual report complaint data, including the most recently released complaint data for the 2019-2020 academic year. That follow-up analysis, which confirms and extends the results of the DFA's earlier tentative analyses, is reported here.

## **Executive Summary**

We analyzed the allegations of police misconduct submitted to the University of California, Davis Police Accountability Board (UCD PAB) to date. Persons who have problematic encounters with UCD police officers can submit complaints containing one or more allegations of misconduct to the PAB. Complaints are first evaluated by the UCD Office of Compliance and Policy (OCP). The OCP decides whether or not to dismiss a complaint on the basis of whether it falls within the PAB's jurisdiction (most often on the basis of whether the alleged perpetrator of misconduct is a UCD police officer or whether the complaint is submitted in a timely fashion). The OCP then attempts to investigate non-dismissed complaints, failing to investigate complaints to completion when it is unable to obtain sufficient information to make a finding of fact and recommendation of disposition (according to OCP staff, most often when complainants fail to follow through on their allegations of misconduct). The OCP's findings of fact and recommendations for disposition regarding each allegation of misconduct in a complaint that is not dismissed and that is investigated to completion are then passed on to the PAB for final disposition (only the PAB's final disposition of allegations of misconduct are made public in the

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<sup>1</sup> This report has benefited greatly from the input provided by the Davis Faculty Association's Executive Director Eric Hays and the DFA's co-chair Professor Richard Scalettar, and UCD Graduate School of Management Professor Brad Barber.

Annual Reports). The PAB's final dispositions of allegations of misconduct are considered advisory and can be accepted or rejected by the Chief of Police at the time.

Since the establishment of the UCD PAB in 2014, the board has received 68 complaints containing 108 allegations of misconduct. Of those 108 allegations, the OCP has dismissed 24 allegations without investigation and has failed to investigate 25 non-dismissed allegations to completion. Thus, only 59 of the 108 allegations of misconduct submitted to the PAB were not dismissed and were investigated to completion by the OCP. Of those 59 allegations, the PAB sustained nine. Of the nine sustained allegations, the Chief of Police at the time accepted six. We think this relatively low level of evaluated, sustained, and accepted allegations, which closely tracks large urban civilian review boards' levels of evaluated, sustained, and accepted allegations, suggests either that UCD police officers have performed in an exemplary fashion since 2014 or that the UCD PAB's complaint review process is not effective at surfacing and thus potentially curbing UCD police misconduct (Figure 1).

Although constrained by the small number of allegations of police misconduct submitted since 2014 and the pervasiveness of missing data on key variables, we attempted to identify the factors that influenced the probability that allegations of misconduct were dismissed by the OCP, not investigated to completion by the OCP, and ultimately sustained by the PAB. Contemporary social justice concerns led us to focus on factors related to complainants' self-identified race. Our evolving analyses led us also to focus on factors related to the degree to which complainants were aggrieved by their problematic encounters with UCD police; specifically, an allegation's seriousness (e.g., whether it alleged excessive use of force as opposed to discourtesy) and the number of other serious and nonserious allegations to which an allegation was linked by virtue of being contained in the same complaint. We assumed that serious allegations linked to numerous other serious and non-serious allegations were submitted by complainants who were particularly aggrieved by their problematic encounters with the police.

The pattern and magnitudes of the observed relationships among the above variables are depicted in Figures 2 and 3 and summarized below.

1. Allegations submitted by complainants who identified as Black, Indigenous, or Persons of Color (BIPOC) were *less* likely than allegations filed by complainants who identified as White to be dismissed. The probability that an allegation was dismissed was 23.1% less for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.
2. Non-dismissed allegations submitted by complainants who identified as BIPOC were *more* likely to not be investigated to completion. The probability that a non-dismissed allegation was not investigated to completion was 26.6% greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.
3. Allegations submitted by complainants who identified as BIPOC were *more* likely to be serious and were linked to more numerous other serious and nonserious

allegations. The probability that an allegation was serious was 27.6% greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White. The number of other serious allegations linked to an allegation was 0.63 greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White. The number of other non-serious allegations linked to an allegation was 1.02 greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.

4. Allegations that were linked to numerous other serious and/or nonserious allegations were *less* likely to be dismissed, *less* likely to not be investigated to completion, and *more* likely ultimately to be sustained. Each additional serious allegation to which an allegation was linked by virtue of being included in the same complaint decreased the probability that an allegation would not be investigated to completion by 16.1% and increased the probability that an allegation would be ultimately sustained by 33.2%. Each additional non-serious allegation to which an allegation was linked decreased the probability that an allegation would be dismissed by 7.6%, decreased the probability that an allegation would not be investigated to completion by 14.6% and increased the probability that an allegation ultimately would be sustained by 8.7%.
5. Non-dismissed fully investigated allegations that were submitted by complainants who identified as BIPOC were no more or less likely than allegations submitted by complainants who identified as White to be ultimately sustained.

These statistical associations do not lend themselves to unambiguous interpretation. But we contend that the following interpretation of the statistical associations related to complainants' self-identified race is worthy of exploration.

It may be that allegations submitted by complainants who identify as BIPOC are less likely to be dismissed because persons who identify as BIPOC are more cautious when contemplating submitting allegations of police misconduct to the PAB, submitting complaints only when they are sure that their allegations satisfy the PAB's jurisdictional criteria. It may be that allegations submitted by complainants who identify as BIPOC are less likely to be investigated to completion because complainants who identify as BIPOC are less likely to follow through with their complaints because they find it prohibitively costly to do so; where costs may be both pragmatic (e.g., the amount of time required to follow through) and emotional (e.g., the fear of retaliation for following through) in nature. It may be that allegations of police misconduct submitted by complainants who identify as BIPOC tend to be serious and linked to numerous other serious and nonserious allegations because complainants who identify as BIPOC tend to have more seriously problematic encounters with the police and/or because complainants who identify as BIPOC are more restrained when contemplating submitting allegations of police misconduct to the PAB, submitting complaints only when they are particularly aggrieved by their problematic encounters with the police.

We believe that these possible racial biases in the disposition of allegations of police misconduct submitted to the PAB are worthy of investigation by more direct investigation of the OCP and PAB's processes by the Chancellor's Task Force.

## **Introduction**

Independent entities tasked with oversight of law enforcement remain rare in the United States. Those independent oversight entities that do exist vary substantially in their independence from the police departments they monitor. They also vary substantially in their composition. Entities that provide oversight of community law enforcement typically are composed at least partly of community members and thus are known as "civilian review boards." Those that track misconduct in institutional law enforcement, such as college and university police forces, typically are composed of institutional constituencies, such as students, faculty, staff, and administration. Entities that provide oversight of law enforcement typically include mechanisms for the investigation and evaluation of community member complaints of police misconduct. Evaluations of complaints, though, almost always are considered strictly advisory; that is, they are offered as recommendations that can be accepted or rejected by police leadership.

The University of California, Davis (UCD) created a Police Accountability Board (PAB) to provide oversight of its police force in 2014, in the wake of two recent instances of alleged police misconduct and in response to university investigations into those instances. This report analyses the allegations of police misconduct submitted by members of the UCD campus and surrounding communities to the PAB since the board's inception. The report provides an overview of the rate at which allegations meet three different ends; were dismissed without investigation, were not investigated to completion, and were ultimately sustained, categorized as not sustained, judged to be unfounded, or ruled to be instances of alleged misconduct of which the officers in question were exonerated. Studying all three phases of the allegation evaluation process is crucial to developing a comprehensive understanding of how biases may be introduced into the evaluation of allegations of misconduct against police officers (Stroube 2020).

The report also examines the factors that have influenced the disposition of allegations of police misconduct. While we consider a range of complainant and allegation characteristics that may have influenced an allegation's disposition, we primarily focus on complainants' self-identified race and the degree to which complainants were aggrieved by their problematic encounters with the UCD police. We focus on the relationship between complainant racial identity and allegation outcomes, because racial bias has been the main focus of recent public concern about policing. We focus on the degree to which complainants were aggrieved by their problematic encounters with the UCD police because our analyses reveal that the magnitude of complainant grievance is associated with complainant racial identity and has a pervasive impact on the dismissal, investigation, and evaluation of allegations.

## Preliminaries

### The UCD PAB Complaint Evaluation Process

We have described the UCD PAB complaint evaluation process in detail elsewhere (Davis Faculty Association, 2020). Here we describe only those aspects of the process that are crucial to understanding this follow-up analysis of the allegation data.<sup>2</sup>

Any person who experiences a problematic encounter with a UCD Police Department (PD) officer may submit a complaint including one or more allegations of misconduct via a wide range of portals (e.g., letter to the UCD Police Chief, posting on the UCD PD Facebook page, entry on the PAB website, etc.). Regardless of the portal through which a complaint is submitted, it is first taken up by the Office of Compliance and Policy (OCP), which is a UCD administrative unit that investigates a wide range of possible campus policy and compliance violations in addition to allegations of UCD police misconduct. The OCP first decides whether the complaint falls within the PAB's jurisdiction, dismissing complaints that do not fall within the board's jurisdiction. It then attempts to investigate non-dismissed complaints. In some instances, the OCP does not complete its investigation of a complaint because it is unable to obtain sufficient information to arrive at definitive findings of fact pertaining to the allegations contained in the complaint. In other instances, it is able to complete its investigation of a complaint, in which case it passes along its findings of fact and recommended evaluations of allegations (e.g., that they be sustained, not sustained, judged unfounded, etc.) to the PAB. The PAB then determines whether to accept the OCP's findings and recommendations.

Interviews with persons involved in the PAB complaint evaluation process described above led us to believe that OCP decisions to dismiss complaints follow a binding unambiguous formula and thus allow little room for discretion.<sup>3</sup> For example, the OCP dismisses complaints if the alleged misconduct was not perpetrated by a UCD PD officer, but rather was perpetrated by a Davis PD officer, or another category of UCD employee (e.g., a residence halls staff member) and the OCP's identification of the organizational affiliation of the alleged perpetrator of misconduct is straight forward. Similarly, the OCP dismisses complaints if they are filed after the stipulated statute of limitations expires and the OCP's dismissal of such complaints require only that it count the number of days between the date of the alleged misconduct and the date on which the complaint was filed.

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<sup>2</sup> The earlier DFA report on the PAB (Davis Faculty Association 2020) considers matters related the PAB's staffing and processes, issues that we do not consider here.

<sup>3</sup> We conducted interviews with Wendy Lilliedoll who is the Director of Investigations of the Office of Compliance and Policy, Mikael Villalobos and Megan Macklin who are members of the Office of Diversity, Equity, and Inclusion (which provides administrative support for the PAB), and Joseph Farrow who is the UCD Chief of Police. We reached out to an Academic Senate faculty member who has served on the PAB since its inception, but s/he did not respond to our inquiry.

Interviews with persons involved in the complaint evaluation process described above also led us to believe that OCP failures to complete investigations of complaint allegations are largely due to the failure of complainants to follow through with their complaints and provide the OCP with information needed to arrive at definitive findings of fact. Finally, interviews with persons involved in the complaint evaluation process described above also lead us to believe that OCP findings of fact and recommendations are generally (but not universally) accepted by the PAB.

Reporting on civilian review boards indicates that the criteria used to determine whether complaints are dismissed without investigation to a great extent are dictated by local, state, and federal legislation (such as the State of California's Peace Officer Bill of Rights) and police union collective bargaining agreements, both of which protect police officer interests (c.f., Speri 2021). Prior research also indicates that the failure to complete investigations of complaint allegations often is due to lack of cooperation on the part of alleged offenders, their police officer peers, their departments, and their unions (Cruz 2020; Unmansky 2020).

### Unit of Observation

The PAB has filed six annual reports since its inception in 2014 that cover the academic years 2014-2015 through 2019-2020. Each annual report lists the complaints submitted in the year as well as the individual allegations of misconduct of which they are composed. Thus, the PAB complaint data can be analyzed either as a population of complaints, each of which can consist of multiple allegations, or as a population of individual allegations of misconduct.

We analyzed the PAB data as a population of allegations of misconduct for two reasons. First, the PAB renders separate evaluations of complainants' individual allegations, rendering them sustained, not sustained, unfounded, or assertions of misconduct of which the alleged offender is exonerated. The PAB's assessment of a complaint can only be inferred from its evaluation of its component allegations. Further, the PAB's inferred assessments of complaints cannot easily be characterized with precision. For example, when evaluating a complaint composed of four allegations, the PAB may judge the first allegation sustained, the second as not sustained, the third as unfounded, and the fourth as an instance of alleged misconduct of which the alleged offender was exonerated. While one can characterize this hypothetical complaint as "partially sustained," this designation does not capture variations across "partially sustained" complaints. Second, we analyze the PAB data as a population of allegations because prior research on civilian review boards has adopted this approach (c.f., Stroube 2020).<sup>4</sup>

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<sup>4</sup> Our previous tentative analysis of PAB complaint data analyzed the data as a population of complaints (Davis Faculty Association 2020). We also conducted a parallel set of analyses to those reported here using the complaint as the unit of analysis. The results of these parallel complaint level analyses closely correspond to the results of the allegation level analyses reported here.

## Analyses Conducted

### *Summary Statistics*

We begin our analysis by reporting the number and percentage of allegations that are dismissed by the OCP, not investigated to completion by the OCP, and ultimately sustained by the PAB. These summary statistics are important because they provide some insight into the effectiveness of the UCD PAB complaint evaluation process. Most obviously, if the OCP has failed to investigate a high percentage of complaints, it raises the possibility that valid allegations of misconduct against UCD PD officers have gone undetected. More speculatively, if the PAB fails to sustain a high percentage of complaints, it raises the possibility that valid allegations of misconduct against UCD PD officers have gone unaddressed. These summary statistics are also important because they offer some insight into the likely impact of the UCD PAB complaint evaluation process on potential complainants. Common sense and reporting on civilian review boards suggests that if persons who experience problematic encounters with UCD PD officers know that a large proportion of allegations of misconduct have been dismissed, not investigated to completion, or judged not sustained, unfounded, or instances of alleged misconduct of which officers have been exonerated, they may be discouraged from filing a complaint with the PAB (c.f., Cruz 2020).

### *Regression Analyses*

We follow our presentation of summary statistics with regression analyses that focus on four dependent variables: whether an allegation is dismissed without investigation by the OCP, whether a non-dismissed allegation is not investigated to completion by the OCP, whether an allegation fails to reach the PAB for evaluation (i.e., whether it is dismissed or not investigated to completion), and whether a non-dismissed allegation that is investigated to completion is sustained by the PAB. We follow these four main analyses with two supplemental analyses; one that explores the factors that influence whether the 108 initially submitted allegations are eventually sustained by the PAB and another that explores the factors that influence whether a non-dismissed allegation that was investigated to completion was judged “not sustained” (i.e., judged to be unsubstantiated by the evidence, but not unfounded or an instance of alleged misconduct of which the officer was exonerated).

Each PAB annual report provides information on complainants, the nature of their allegations of police misconduct, and the intermediate and ultimate disposition of their allegations. Each report provides information on complainants’ age, racial identification, gender identification, and university affiliation (i.e., whether they are a current student, faculty member, staff member, former student, or surrounding community member). Complainants identify their age, race, gender, and university affiliation on a voluntary basis. Each PAB annual report also provides information on the nature of complainants’ allegations of misconduct (e.g., allegations

of discourteous behavior, unlawful search, unlawful use of force, etc.). It also indicates whether allegations were dismissed without investigation, investigated incompletely, or investigated completely and evaluated as sustained, not sustained, unfounded, or an instance of alleged misconduct of which the officer was exonerated. Finally, each annual report provides information on the precise date of the complaint filing and the location of the alleged misconduct (i.e., whether the alleged misconduct occurred on the UCD main campus in Davis or the UCD Medical School and Medical Center campus in Sacramento).

We make use of most of the above information in the analyses that follow. We measured the following complainant characteristics: racial identification (Black, Indigenous, Person of Color [BIPOC] = 1, White being the omitted category), gender identification (Male = 1; female being the omitted category), and university affiliation (current student = 1, faculty or staff member = 1; community member being the omitted category). Because data on complainants' characteristics were often missing, we also included in our analyses dummy variables that indicated when data on race, gender identification, and university affiliation were missing (the missing data indicator for university affiliation included two complainants who identified as former students). We measured the following three allegation characteristics that we believe tap the degree to which complainants were aggrieved by their encounters with UCD PD officers: the seriousness of the allegation (coded 1 if the allegation was unlawful use of force, unlawful detention, unlawful search, or unlawful entry and 0 otherwise) and the number of other serious and nonserious allegations with which the allegation was linked by virtue of being included in the same complaint. For example, a nonserious allegation that was contained in a complaint that also included one serious allegation and two other nonserious allegations was coded: serious allegation = 0, number of other serious allegations = 1, number of other nonserious allegations = 2. There were no missing data on these variables. Finally, to control for possible over-time variation in the OCP's and PAB's disposition of allegations (the PAB's membership changes somewhat each year), we created five dummy variables for the academic years 2015-2016 through 2019-2020, with the academic year 2014-2015 serving as the omitted category. While our regression analyses include all of the above independent variables, as noted in the introduction, our reporting of these analyses focusses on complainants' racial identification and the degree to which complainants were aggrieved by their problematic encounters with UCD PD officers.

### Issues to Keep in Mind

#### *Substantive Issues*

Readers should take into account two substantive issues as they peruse this report. First, prior research suggests that the allegations of police misconduct that have been submitted to the PAB since the board's inception in 2014 are not a one-to-one reflection of the problematic encounters that UCD and surrounding community members have had with UCD police officers since 2014. Prior research indicates that only a small fraction of persons who believe that they were the victims of excessive use of force at the hands of the police (perhaps as few as 10%) file a complaint with the civilian review boards tasked with oversight police behavior (Hickman

2006; Futterman et al. 2007; United States Department of Justice 2014, cited in Stroube 2020). Further, common sense suggests that the rate at which persons who have problematic encounters with the police submit complaints to a review board varies systematically according to a variety of factors, including factors considered in our analyses. In short, the population of allegations that we study is in all likelihood not just a subset of all the problematic encounters that UCD and surrounding community members have had with the UCD police, but also that they are in all likelihood a nonrandom subset of all problematic encounters that UCD and surrounding community members have had with the police. We will take this into account when interpreting the results of our analyses.

Second, while we have conducted interviews with persons familiar with the operation of the OCP and PAB (see footnote #1), we have not directly observed either the OCP or the PAB in action. Both the OCP's investigation of complaints and the PAB's deliberations on the OCP's findings and recommendations are conducted in private. Thus, for the most part we consider the interpretations that we offer of our results to be tentative and in some cases speculative. Until the OCP's and PAB's processes are made more transparent, it is the burden of the Chancellor's Task force to investigate the OCP's and PAB's processes and to develop more definitive compatible or incompatible interpretations of our results.

### *Methodological Issues*

Readers also should take into account four methodological issues as they peruse this report. First, social scientists who analyze quantitative empirical data typically investigate small samples of larger populations (e.g., samples of voters in a congressional district). Further, they typically seek to draw inferences from their analysis of samples about the characteristics of the populations from which they are drawn (e.g., all voters in a congressional district and perhaps even all voters in the state or nation in which the district is located). Finally, when social scientists do analyze entire populations, they typically seek to draw inferences from their analyses of those populations (e.g., all junior members of the United States House of Representatives) about the characteristics of other related populations (e.g., all junior members of democratically elected legislative bodies). For this reason, when social scientists estimate the relationship between variables on which they have information (e.g., the relationship between voter race and voter candidate preference), they typically report tests of statistical significance that indicate the likelihood that the observed associations actually obtain (i.e., are non-zero) in the referent population.

In this report, we analyze the entire population of allegations of police misconduct submitted by UCD campus and surrounding community members to the PAB since the board's inception in 2014. Further, we do not wish to draw implications from our analysis of this population to a larger population (e.g., all police civilian review boards in the U.S.). For this reason, the standard motivation for conducting tests of statistical significance of the relationships we observe (e.g., between the dismissal of allegations and the race of the complainants who submit them) does not apply. There is a lively but still unresolved debate on whether to report tests of statistical significance of relationships and the meaning of such tests when analyzing populations as

things in themselves, as we do here. Rather than take one side or the other on this debate and because we suspect that at least some readers of this report will want to see tests of statistical significance, we report coefficient standard errors and focus our discussion on those coefficients that are “statistically significant” or approach “statistical significance” at the relatively relaxed 0.10 level. Generally speaking, these are the coefficients that are the largest ones in the equations we report.

Second, social scientists who analyze quantitative empirical data also typically investigate samples or populations with relatively large numbers of observations. We analyze a population that consists of a relatively small number of observations. The UCD PAB was formed in 2014 and thus has been in operation for only six years. As noted above, during that time 68 complaints containing 108 allegations have been filed. The small number of observations in some cases constrains our ability to take advantage of the most appropriate state of the art statistical techniques. Most important, the principal dependent variables on which we focus (whether an allegation is dismissed, whether an allegation is *not* investigated to completion, whether an allegation fails to reach the PAB for evaluation, and whether an allegation that reaches the PAB for evaluation is sustained) are dichotomous. Typically, dichotomous dependent variables are analyzed using logistic regression. We could not use logistic regression here, though, because the small number of observations often gave rise to “singularity problems” (instances in which an independent variable perfectly predicts the dependent variable). Thus, we analyze our principal dependent variables using Ordinary Least Squares (OLS) regression. This approach, while less than desirable, is not without precedent. Our OLS models are referred to as “linear probability models” and estimate the impact that an independent variable has on the probability that a dependent variable takes the value of 1 (e.g., dismissed) versus 0 (e.g., not dismissed). Because multiple allegations included in the same complaint are not strictly speaking independent, we estimate the standard errors of our OLS regression coefficients clustering by allegations’ linkage by virtue of being included in the same complaint.

Third, social scientists who analyze quantitative empirical data often confront the problem of missing data. In our case, this problem is particularly severe. While we have complete information on the characteristics and intermediate and ultimate disposition of allegations, we have considerably less than full information on complainants’ characteristics. Most importantly, data on complainants’ racial identification is missing for 56% of the 108 allegations that are the focus of our analyses. While as indicated above we compensate for this problem by adding control variables that indicate when data is missing for a complainant characteristic, it remains true that we have less information available on complainant characteristics to develop estimates of their relationship with allegation outcomes than we would like.

Finally, while we have detailed data on the allegations submitted to the PAB, we do not have independent information on the degree to which those allegations are objectively meritorious. It is likely that some allegations of misconduct are more valid than others, either with regard to the accuracy of their representations of UCD PD officer behavior or the degree to which the alleged behavior contradicts UCD PD policy or local, state, and federal law. While this means

that all of our analyses are potentially compromised by unobserved heterogeneity, this problem of unobserved heterogeneity potentially compromises all past (and likely all near future) studies of civilian review board performance.<sup>5</sup> With these preliminary matters in mind, we turn now to the reporting of our results.

## Summary Statistics

The six PAB annual reports that have been released since the board's inception in 2014 list 127 allegations. Investigations of thirteen of these allegations were on going at the end of the year in which they were listed. For the purposes of this report, we assume that these investigations were closed and reported as such in a subsequent year.<sup>6</sup> Further, six of the 127 allegations were withdrawn by complainants before they were investigated.<sup>7</sup> Thus, the analysis that follows focuses on 108 allegations.

Of the 108 allegations that were the subject of our analysis; 24 were dismissed by the OCP for reasons of lack of jurisdiction and 25 were not investigated to completion. Thus, only 59 allegations were investigated to completion and passed on to the PAB for its evaluation. The PAB's disposition of these 59 allegations were as follows: 9 were sustained, 27 were not sustained, 7 were categorized as unfounded, and 16 were judged to be instances of alleged misconduct of which the officer in question was exonerated. Thus, only 8% (9 of 108) of all allegations, only 11% (9 of 84) of all non-dismissed allegations, and only 15% (9 of 59) of all non-dismissed allegations that were investigated to completion were sustained. Two of the nine sustained allegations were for unlawful entry, which for the purposes of these analyses were considered serious offenses. Three of the nine were for improper conduct (profane and derogatory comments, threatening conduct and speech, and conduct unbecoming), which for the purpose of these analyses were considered nonserious offenses. The remaining four were

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<sup>5</sup> This problem can only be addressed by developing objective measures of the degree to which police behavior that is the subject of allegations of misconduct is in fact wrongful. The development of such measures hinges on the availability of comprehensive audio-visual recordings of police behavior that is the subject of allegations of misconduct, which we know from the high rate of incomplete OCP investigations is often and perhaps typically not available. It also hinges on the ability to develop unambiguous interpretations of such audio-visual recordings. The problems associated with obtaining and interpreting comprehensive audio-visual recordings of alleged police misconduct is graphically illustrated by the Invisible Institute's examination of the Chicago police killing of Harith Augustus, titled "Six Durations of a Split Second" (Kalven and Weizman 2019).

<sup>6</sup> Complaints listed at the end of the PAB Annual Reports for years ending 2014 through 2019 were not assigned unique numbers, so it was impossible for us to determine whether complaints reported as "on going" in those years were in fact completed in some fashion in a following year. The DFA's preliminary report on the PAB (Davis Faculty Association 2020), released in September of 2020, recommended that the PAB assign complaints unique identification numbers, so their disposition could more easily be traced from year to year. Perhaps in response to this recommendation, the PAB began assigned complaints unique numbers in its 2019-2020 PAB Annual Report, which was released later in the fall of 2020.

<sup>7</sup> The practice of complainants withdrawing their complaints before they could be investigated began in the 2018-2019 academic year (N=2) and accelerated in the 2019-2020 academic year (N=4). While it is not known why complainants withdrew their complaints, a perusal of the withdrawn complaints reveals that they contained the relatively minor allegations of discourteous behavior (N=3), improper driving (N=1), improper stop (N=1), and ineffective response (N=1).

for discourtesy, which for the purpose of these analyses also were considered nonserious offenses.

While not the main focus of this report, we note that state law stipulates that decisions by the PAB to sustain allegations need not be accepted by the Chief of Police. Of the nine allegations that were sustained by the PAB, 6 were accepted by the UCD Chief of Police in office at the time. All four of the sustained allegations of discourteous behavior were accepted by the Chief of Police at the time. Two of the three sustained allegations of improper conduct also were accepted by the Chief. Neither of the sustained allegations of unlawful entry were accepted by the Chief of Police at the time. Hence, only 6% percent (6 of 108) of all allegations submitted to the PAB were both sustained by the PAB and accepted by the Chief of Police at the time. Only 10% percent (6 of 59) of not dismissed and fully investigated allegations were both sustained by the PAB and accepted by the Chief. All of the sustained and accepted allegations were for nonserious forms of misconduct.<sup>8</sup>

We think this pattern of allegation disposition suggests either that UCD police officers have performed in an exemplary fashion since 2014 or that the UCD complaint review process has not been effective at surfacing and addressing UCD police misconduct over this period.

## Regression Analyses

Below we present the results of four main analyses: the probability that allegations were dismissed by the OCP, the probability that non-dismissed complaints were not investigated to completion by the OCP, the probability that allegations did not reach the PAB, and the probability that non-dismissed fully investigated allegations were sustained by the PAB. We also present the results of two supplemental analyses. The descriptive statistics and correlations among the variables included in these analyses are presented in Table. 1.

### *The probability that allegations were dismissed by the Office of Compliance and Policy*

The OCP dismisses allegations when they fall outside the jurisdiction of the PAB. As indicated above, it is our understanding that OCP decisions to dismiss allegations are governed by an unambiguous binding formula.<sup>9</sup> If this is true, the principal reason why allegations were dismissed should have been the ignorance or lack of attention to jurisdictional rules on the part of complainants. Conversely, the principle underlying reason why allegations were *not* dismissed should have been the knowledge and attention to jurisdictional rules on complainants' part.

We estimated a series of OLS regression equations in which the sample included all allegations (N=108) and the dependent variable was an allegation's dismissal, the results of which are

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<sup>8</sup> The current UCD PD Chief, Joseph Farrow, has accepted all of the findings and recommendations that the PAB has handed down since his appointment in 2014.

<sup>9</sup> While we take the OCP's representation of its dismissal of allegations at face value, we think the Chancellor's Task Force should check this representation for accuracy.

reported in Table 2. Models that include only complainant characteristics and annual report year controls (Models 1, 2, 3, and 4) indicate that complainants' race was associated with the probability that allegations would be dismissed. Allegations filed by complainants who identified as BIPOC were 34% or 37% *less* likely to be dismissed than allegations filed by complainants who identified as White, depending on whether one focuses on Model 1 or Model 4.

The model that includes only measures of the degree to which complainants were aggrieved by their problematic encounters with the UCD police indicate that while serious allegations are no more or less likely to be dismissed than non-serious ones, the number of other serious and non-serious allegations with which an allegation was linked by virtue of being included in the same complaint *reduced* the probability that an allegation would be dismissed (Table 2, Model 5). Further, when these allegation characteristic measures were included along with the complainant characteristic measures in the same model, the effect of being linked to numerous other nonserious allegations remained negative, but the effects of complainant race and being linked to numerous other serious allegations were reduced in magnitude and statistical significance (Model 6). Still, the complainant race effect in the most fully specified model approached statistical significance at the 0.10 level ( $p = 0.145$ ). Further, the magnitude of the complainant race effect in this model remained substantively significant ( $b = - 0.231$ ), indicating that the probability that an allegation was dismissed was 23% less for allegations submitted by complainants who identified as BIPOC compared to allegations submitted by complainants who identified as White. In fact, close inspection of the PAB complaint data reveals that none of the 31 allegations submitted by complainants who identified as BIPOC were dismissed.

We suspect that the negative relationship between the magnitude of a complainant's grievance and the probability that the OCP dismissed their allegations reflects: 1) the tendency of significantly aggrieved persons to have had a problematic encounter with a police officer (rather than, for example, a residence halls staff person) and 2) the tendency of significantly aggrieved persons to go to the effort to ensure that they filed their complaint within jurisdictional constraints (e.g., with the UCD PAB rather than with the City of Davis independent auditor and within the PAB's stipulated statute of limitations rather than late).

We suspected that the alteration of the statistical association between complainant race and the dismissal of allegations when the measures of the magnitude of complainant grievance were included in the model was the result of an association between complainant race and the magnitude of complainant grievance. To explore this possibility, we estimated a series of OLS regression equations that evaluated the relationship between a complainant's race and our three measures of the degree to which complainants were aggrieved by their encounters with the perpetrators of the alleged misconduct. The results of these estimated equations, reported in Table 3, support this speculation. Allegations filed by complainants who identified as BIPOC were more likely than allegations submitted by complainants who identified as White to be serious (Models 1 and 2), to be accompanied by additional serious allegations (Models 3 and 4), and to be accompanied by additional non-serious allegations (Models 5 and 6). The fact that complainant race is associated with each of these measures of complainant grievance is partly

due to the fact that some of the three measures of complainant grievance are correlated with one another. Specifically, whether an allegation is serious is correlated with the number of other serious allegations with which it is linked ( $r = .24$ ;  $p \leq .01$ ), albeit not the number of non-serious allegations ( $r = .05$ ;  $p \geq .58$ ). This indicates that if complainants submitted one serious allegation of misconduct to the PAB, they tended to submit multiple such allegations.

We can only speculate why complainants who identified as BIPOC might have been more aggrieved by their problematic encounters with the police than complainants who identified as White. Perhaps most obviously, complainants who identified as BIPOC might have had more significantly problematic encounters with the police than did complainants who identified as White (e.g., their encounters with the police may have been more likely to involve serious and numerous different types of misconduct). Alternatively (but not mutually exclusively), complainants who identified as BIPOC might have tended to file complaints against the police only when they were significantly aggrieved by their problematic encounters with the police. Put another way, members of the campus and surrounding communities who identified as BIPOC may have been less likely to file complaints when their problematic encounters with the police was of little practical consequence (e.g., a single police traffic violation).

We also can only speculate why allegations submitted by complainants who identified as BIPOC might have been less likely than allegations submitted by complainants who identified as White to be dismissed. Perhaps complainants who identified as BIPOC were more knowledgeable about the UCD PAB's jurisdiction or the affiliation of the persons with whom they have had problematic encounters or were less likely to submit complaints without paying close attention to these considerations.

The above speculations are consistent with anecdotal evidence derived from personal communications with campus community members who identify as BIPOC, prior research, and journalistic accounts. In confidential interviews, community members who identify as BIPOC represented that they would be reluctant to submit an allegation of police misconduct to the PAB because they would not expect their allegations to receive a fair hearing and because they would fear retribution for submitting a complaint. Prior research indicates that the allegations of complainants who identify as BIPOC are sustained at lower rates than the allegations of complainants who identify as White (Stroube 2020). Journalistic accounts report instances in which civilian review board complainants (and even their advocates) have experienced threats of retribution (Bauer 2020; Speri 2021). For these reasons, persons who identify as BIPOC might only submit a complaint to the PAB if they were particularly aggrieved by a problematic encounter with the UCD police and if they were sure that their allegation would not be summarily dismissed for failing to meet jurisdictional requirements.

Before moving on, while not the main focus of our analyses, we point out that two of the models reported in Table 2 also indicate that allegations filed by students were more likely to be dismissed than allegations filed by community members (Models 4 and 6). Perhaps student complainants were less likely to be knowledgeable about the jurisdiction of the UCD PAB or the

affiliation of the persons with whom they had problematic encounters or were more likely to submit complaints without careful attention to these matters.

*The probability that non-dismissed complaints were not investigated to completion by the OCP*

After the OCP decides to not dismiss a complaint, it attempts to investigate the allegations of misconduct contained in it. In some instances, it does not complete its investigation because it is unable to obtain sufficient information to arrive at definitive findings of fact pertaining to the allegations contained in the complaint. As indicated above, interviews with persons involved in the complaint evaluation process led us to believe that OCP decisions to not complete investigations are largely determined by the failure of complainants to follow through with their complaints and provide the office with information needed to arrive at definitive findings of fact.<sup>10</sup> We presume that complainants failed to follow through with their complaints when they believed that the costs of following through outweighed the benefits of doing so. The costs of following through may include lost time and even money (e.g., if complainants must take time off of work and/or travel to follow through on complaints). Research indicates that complainants' failure to follow through on complaints submitted to the Chicago Office of Police Accountability (COPA) was related to the distance between a complainants' residence and the nearest physical COPA branch office (Ba 2016). The benefits of following through on a complaint likely include the satisfaction of having one's allegations of police misconduct acknowledged and addressed. As indicated above, research on civilian review boards suggests that non-dismissed complaints also are not investigated to completion when alleged offenders, their police officer peers, their departments, and their unions fail to provide investigators with sufficient cooperation. Interviews with persons involved in the UCD PAB complaint evaluation process led us to believe that the OCP enjoys a cooperative relationship with the UCD PD. If this is true, the principle underlying reason why allegations were not investigated to completion should have been the structure of the complainant's cost/benefit payoff matrix.

We estimated a series of OLS regression equations in which the sample included all non-dismissed allegations (N=84) and the dependent variable was failure to complete the investigation of a non-dismissed allegation, the results of which are reported in Table 4. Models that include only complainant characteristics and annual report year controls indicate that non-dismissed allegations were more likely to be dropped short of a full investigation when they were submitted by complainants of unknown race (Models 1 and 4). Models that include only measures of the degree to which complainants were aggrieved by their problematic encounters with UCD police officers indicate that while serious allegations were no more or less likely to be dismissed than non-serious ones, the number of other serious and non-serious allegations with which an allegation was linked *reduced* the probability that an allegation would not be investigated to completion (Model 5). Further, when these allegation characteristic measures were included along with the complainant characteristic measures, the results indicate that allegations filed by complainants who identified as BIPOC as well as allegations submitted by

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<sup>10</sup> While we take the OCP's representation of its failure to complete investigations of allegations at face value, we think the Chancellor's Task Force should check this representation for accuracy.

complainants of unknown race were more likely not to be investigated to completion (Model 6). Most germane to our focus, the results indicate that the probability that a non-dismissed allegation was not investigated to completion was 26.6% greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.

There are several possible interpretations of this pattern of statistical relationships. We begin with the coefficient estimates that are statistically significant in the most fully specified model (Table 4, Model 6). Allegations filed by complainants who identified as BIPOC might have been less likely than allegations filed by complainants who identified as White to be investigated to completion because complainants who identified as BIPOC faced higher costs of following through on their complaints and expected fewer benefits of following through. As noted above, anecdotal evidence derived from confidential interviews suggests that persons who identify as BIPOC tend to be skeptical that their allegations of police misconduct would get a fair hearing and tend to fear that they would experience retribution if they vigorously pressed their complaints against the police. Further, prior research indicates that the allegations of complainants who identify as BIPOC are sustained at lower rates than the allegations of complainants who identify as White (Stroube 2020). Finally, journalistic accounts report instances in which civilian review board complainants (and even their advocates) have experienced threats of retribution (Bauer 2020; Speri 2021).

There are at least two reasons why allegations submitted by complainants of unknown race might have been less likely than allegations submitted by complainants who identified as White to be investigated to completion. First, it seems possible that the “unknown race” effect is an artifact of the OCP investigative process. Specifically, it may be that the OCP is more likely to fail to complete an investigation when the complainant fails to follow through on their initial complaint filing and the OCP is less likely to record a complainant’s race if the complainant fails to follow through on their allegations. This interpretation is consistent with the similar positive association between missing complainant gender identification and the probability that allegations will not be investigated to completion (Table 4, Models 2 and 4). Second, it seems possible that complainants who identify as BIPOC were less likely to report their race, out of concern that their allegations will be treated in a prejudicial manner. And as indicated above, the allegations filed by complainants who identified as people of color were more likely to be dropped short of complete investigation.

We suspect that allegations filed by complainants who were particularly aggrieved by their problematic encounters with the police were less likely to be dropped because these complainants had more to gain from following through with their complaints. In common parlance, complainants who are particularly aggrieved by their problematic encounters with the police have more at stake in their complaints and thus stand to benefit more from the PAB’s acknowledgement and response to their complaints.

Finally, we suspect that the fluctuating effect of complainant race across the six models in Table 4 reflects the operation of a statistical “suppressor effect.” Complainant race may not have

been associated with the failure to investigate an allegation to completion in the models that do not include the measures of complainant grievance (Models 1 and 4) because complainant race was positively related to the magnitude of complainants' grievance and the magnitude of complainants' grievance was negatively related to the failure to investigate allegations to completion. Thus, the total effect of complainant race on the probability that an allegation would not be investigated to completion consisted of two paths, a direct effect that *increased* the probability that an allegation would not be investigated to completion and an indirect effect that *decreased* the probability that a complaint would not be investigated to completion.

While it is not a principal focus of this report, we note that models that did not include measures of complainant grievance indicated that allegations submitted by complainants who identified as male were less likely than those filed by complainants who identified as female to not be investigated to completion (Models 2 and 4), but the models that included measures of the magnitude of complainants' grievance evinced no gender identification effect. We suspect this pattern of gender identification effects reflects the fact that the impact of complainant gender on the investigation of complaints operates through the measures of complainant grievance. Indeed, Model 4 in Table 3 indicates that allegations filed by complainants who identified as male tended to be submitted by complainants who were more aggrieved by their problematic encounters with police, as indicated by the number of other serious allegations with which they were linked.

#### *The probability that allegations did not reach the PAB*

The above analyses indicate that a complainants' self-identified race had multiple direct and indirect effects on the probability that their allegations reached the PAB for evaluation, some of which operated in opposing directions. On the one hand, there is evidence suggesting that allegations submitted by complainants who identified as BIPOC were less likely to be dismissed. Further, there is evidence that allegations submitted by complainants who identified as BIPOC were more likely to be linked to numerous other serious and nonserious allegations and that allegations that were linked to numerous other serious and nonserious allegations were less likely to be dismissed and less likely not to be investigated to completion. These relationships would lead us to expect that allegations submitted by complainants who identified as BIPOC would be *more* likely to reach the PAB for evaluation. On the other hand, there is evidence that allegations submitted by complainants who identified as BIPOC tended not to be investigated to completion. This relationship would lead us to expect that allegations submitted by complainants who identified as BIPOC would be *less* likely to reach the PAB for evaluation.

To determine the degree to which these different direct and indirect relationships offset one another, we estimated a series of three OLS regression equations that included the full population of allegations (N=108) and in which the dependent variable was an allegation's failure to reach the PAB for evaluation (Table 5). Complaint race affected the likelihood that an allegation reached the PAB in the second of these two equations, which did not include our three measures of an allegation's characteristics. This effect indicates that allegations submitted by complainants who identified as BIPOC were more likely to reach the PAB. But

complaint race did not affect the likelihood that an allegation reached the PAB in the third equation, which included the three allegation characteristics and revealed that allegations linked to serious and nonserious allegations were more likely to reach the PAB.

The above pattern of statistical associations indicates that the various effects of a complainant's self-identified race on the likelihood that their allegations reached the PAB effectively counterbalanced one another. One should not conclude from this, though, that the allegation evaluation process is racially *unbiased*. It may be that the effects of several different types of racial bias, each of which might be worthy of eradication, just happen to negate one another. For example, it may be that campus and surrounding community members who identify as BIPOC and have problematic encounters with the police are less likely than campus and surrounding community members who identify as White and have equally problematic encounters with the police to submit allegations of misconduct to the PAB, only submitting allegations when their encounters with the police are particularly problematic and only when they are especially sure that their problematic encounters fall within the jurisdiction of the PAB. This hypothetically more restrained and cautious stance on the part of people who identify as BIPOC would decrease the chance that allegations would be dismissed and thus increase the chances that allegations would reach the PAB for evaluation. And as such, it would counterbalance the tendency of allegations submitted by complainants who identify as BIPOC to not be investigated to completion by the OCP. We think that both the possibly more restrained and cautious approach campus and surrounding community members who identify as BIPOC take to submitting allegations of police misconduct to the PAB and the OCP's apparent diminished tendency to investigate to completion allegations submitted by complainants who identify as BIPOC should be of concern to members of the Chancellor's Task Force.

*The probability that non-dismissed fully investigated allegations were sustained by the PAB*

As indicated above, interviews with persons involved in the complaint evaluation process led us to believe that while the PAB can depart from the OCP's findings of fact and recommended evaluations in connection with allegations, it seldom does. Interviews with persons involved in the complaint evaluation process also led us to believe that while the OCP knows the self-identified race of complainants, the PAB does not. Thus, if our analyses find that allegations submitted by complainants who identified as BIPOC were sustained at a different rate than those filed by complainants who identified as White, the mechanisms generating that relationship might be located in the OCP or the PAB. But if those mechanisms are located in the PAB, they are not likely to be associated with *perceptual* biases on the part of PAB members.

We estimated a series of OLS regression equations in which the sample included all non-dismissed allegations that were investigated to completion (N=59) and in which the dependent variable was whether these allegations were sustained. The results of these analyses, reported in Table 6, indicate that the PAB's decision to sustain an allegation was influenced only by the allegation's characteristics, which we understand to index the magnitude of complainants' grievance stemming from their problematic encounters with the UCD police. While serious allegations were no more likely than nonserious ones to be sustained, allegations that were

linked to other allegations were more likely than isolated allegations to be sustained. Further, while allegations that were linked to both other serious allegations and other non-serious allegations were more likely to be sustained, the effect of being linked to other serious allegations was larger and more statistically significant than those linked to other non-serious allegations (Table 6, Model 6).

Thus, there is no evidence that the PAB's evaluation of allegations, which is heavily influenced by the OCP's evaluation of allegations, was associated with complainants' self-identified race. One can only speculate about why the PAB's evaluation of allegations was associated with the degree to which complainants were aggrieved by their problematic encounters with UCD PD officers. Perhaps allegations submitted by complainants who are particularly aggrieved by their problematic encounters with the police are more meritorious. If this were the case, though, one would expect serious allegations to be sustained more frequently than non-serious ones. Alternatively, allegations submitted by complainants who were particularly aggrieved by their problematic encounters with the police might have generated a more sympathetic response on the part of the PAB's members, leading them to sustain at least one of a complainant's allegations (regardless of whether that allegation was serious or not).

### *Supplemental Analyses*

We conducted two supplementary analyses. First, we estimated a series of OLS regression equations that included the full population of allegations (N=108) and in which the dependent variable was whether these allegations were sustained. We estimated these models primarily because they approximate the models that we reported in our earlier preliminary analysis of the PAB complaint data (Davis Faculty Association 2020). We also estimated these models because campus and surrounding community members who have problematic encounters with the police may base their decisions on whether to submit allegations of misconduct to the PAB on the estimated likelihood that their allegations will be ultimately sustained, regardless of their allegations' likely fate at intermediate stages of the complaint evaluation process.

In our preliminary analysis of the PAB complaint data (Davis Faculty Association 2020), which focused on the complaints submitted to the PAB from 2014-2015 through 2018-2019, we evaluated the relationship between complainant race, the magnitude of complainant grievance, and the probability that **complaints** would be partially sustained (none of the complaints submitted to the PAB since the board's creation have been sustained in whole). In that analysis, the magnitude of a complainant's grievance was measured by a dichotomous variable indicating whether their complaint included a serious allegation and an interval variable indicating the number of allegations contained in their complaint. A complaint was coded partially sustained if one of the allegations contained in it was sustained (in no cases were all of the allegations contained in a complaint sustained). We found that in models that included only complainant race, the results indicated that complaints submitted by persons who identified as BIPOC were more likely to be partially sustained than complaints submitted by persons who identified as White. But in models that also included the two indicators of the magnitude of complainant grievance, the results indicated that complainant race was not

associated with the probability that complaints were partially sustained, and the magnitude of complainant grievance was.

For this report, we conducted analogous **complaint** level analyses of the PAB data covering the longer 2014-2015 to 2019-2020 period that are consistent with the above-described earlier **complaint** level results. They revealed that in models that did not include the magnitude of complainants' grievance, the probability that complaints were partially sustained was 21.6% greater ( $p \leq 0.10$ ) for complaints submitted by persons who identified as BIPOC compared to those submitted by complainants who identified as White. But in models that included two slightly modified measures of complainant grievance, the number of serious and number of non-serious complaints included in a complaint, the effect of complainant race was reduced to near zero (2.9%) and no longer approached statistical significance at the 0.10 level ( $p = 0.798$ ). Further, both measures of complainant grievance increased the probability that complaints were partially sustained. A one-unit change in the number of serious and non-serious allegations included in a complaint increased the probability that a complaint would be partially sustained by 19.4 % and 10.7 %, respectively (full results available on request).

The results of our parallel **allegation** level analysis, which are reported in Table 7, closely correspond to those of the two **complaint** level analyses described above. Models that include only complainant self-identified race and the annual report controls indicate that allegations submitted by complainants who identified as BIPOC were possibly more likely than allegations submitted by complainants who identified as White to be sustained by the PAB (Model 1:  $r = 0.139$ ,  $p = 0.207$ ; Model 4:  $r = 0.150$ ,  $p = 0.200$ ). But in the model that also includes the measures of the degree to which complainants were aggrieved by their problematic encounters with the police (Model 6), the effect of complainant self-identified race is reversed (-2.4%) and is no longer approached statistical significance at the 0.10 level ( $p = 0.800$ ). Further, that same model indicates that a one-unit change in the number of other serious and non-serious allegations to which an allegation was linked by virtue of being included in the same complaint increased the probability that an allegation would be sustained by 20.1 % and 5.6%, respectively. This suggests that complainants who identified as BIPOC might have had a slightly better chance of seeing their allegations of misconduct sustained, but this was because their allegations tended to be linked to multiple other serious and non-serious allegations, which we understand to be indicative of the degree to which the complainants who submitted these allegations were aggrieved by their problematic encounters with the police. And allegations that were linked to other allegations, especially other serious allegations, tended to survive the OCP's culling and investigation of allegations and be sustained by the PAB (Models 5 and 6).

Second, we estimated a series of six OLS regression equations that included only those allegations that were not dismissed and were investigated to completion ( $N=59$ ) and in which the dependent variable was whether these allegations were categorized as "not sustained" (Table 8). The vast majority of allegations that reach civilian review boards are ultimately categorized as "not sustained;" that is, categorized as instances of alleged misconduct that cannot definitively be judged as sustainable, but also cannot be judged as factually incorrect or factually correct but not violations of police policy or the law. We estimated these models because they provide insight into the factors that influence the probability that allegations will

meet the modal outcome. Further, some believe that allegations that are categorized as “not sustained” are instances of justice forgone (Cruz 2020).

The results of this second supplemental analysis indicate that none of the factors that appear to have influenced the dismissal, the failure to investigate, or the decision to sustain allegations influenced the probability that the PAB would categorize non-dismissed and completely investigated allegations as “not sustained.” Instead, the probability that the PAB categorized non-dismissed fully investigated allegations as “not sustained” only was influenced by complainants’ university affiliation. Non-dismissed fully investigated allegations submitted by complainants who identified as faculty (N=1) or staff (N=8), and current students (N=6) tended to be categorized as “not sustained” more frequently than the allegations submitted by complainants who identified as surrounding community members. Thus, while the PAB is *not* more likely to sustain the allegations of current campus community members, it *is* less likely to rule their allegations as definitively invalid.<sup>11</sup>

## Discussion

### Overview of Results

The summary statistics describing the allegations of police misconduct submitted to the UCD PAB from 2014 through 2020 indicate that only a narrow majority of all allegations of misconduct submitted by UCD and surrounding community members to the PAB in this period reached the board (59 of 108 = 55%) and that only a minority of allegations that reached the PAB were ultimately sustained by the board (9 of 59 = 15%). This pattern of allegation disposition suggests either that UCD police officers have performed in an exemplary fashion since 2014 or that the UCD complaint review process has not been effective at surfacing and addressing UCD police misconduct during this period. For what it’s worth, this pattern of allegation disposition approximates that found for civilian review boards that monitor the Chicago and New York City police forces, boards that have been criticized as largely ineffective (Figure 1).

A recent study of allegations of police misconduct submitted to the Chicago Police Department (CPD) or the city’s Civilian Office of Police Accountability (COPA) found that only 37% of all allegations were evaluated (34% were dropped because complainants failed to follow through with their complaints by filing an official affidavit and 28% were dropped because they could not be linked to a specific officer). Of those that were evaluated by the CPD or COPA, 11% were sustained, 49% were categorized as not sustained, 29% were ruled unfounded, and 11% were judged instances of alleged misconduct of which the officer was exonerated (Stroube 2021). A recent study of allegations of police misconduct submitted to New York City’s Civilian Complaint Review Board (CCRB) found that less than half of all allegations were eventually evaluated by

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<sup>11</sup> We ran parallel models of the probability that the PAB would judge allegations as either unfounded or instances of alleged misconduct of which officers were exonerated (see Table 9). Those analyses are consistent with this speculation.

the CCRB. Of those that were evaluated by the CCRB, 18% were sustained, 54% were categorized as not sustained, 9% were ruled unfounded, and 18% were judged to be instances of alleged misconduct of which the officers were exonerated.

The core results of our regression analyses are depicted in Figures 2 and 3 and itemized below:

1. Allegations submitted by complainants who identified as Black, Indigenous, or Persons of Color (BIPOC) were *less* likely than allegations filed by complainants who identified as White to be dismissed. The probability that an allegation was dismissed was 23.1% less for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.
2. Non-dismissed allegations submitted by complainants who identified as BIPOC were *more* likely not to be investigated to completion. The probability that a non-dismissed allegation was not investigated to completion was 26.6% greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.
3. Allegations submitted by complainants who identified as BIPOC were *more* likely to be serious and were linked to more numerous other serious and nonserious allegations. The probability that an allegation was serious was 27.6% greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White. The number of other serious allegations linked to an allegation was 0.63 greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White. The number of other non-serious allegations linked to an allegation was 1.02 greater for allegations submitted by complainants who identified as BIPOC than for allegations submitted by complainants who identified as White.
4. Allegations that were linked to numerous other serious and/or nonserious allegations were *less* likely to be dismissed, *less* likely not to be investigated to completion, and *more* likely ultimately to be sustained. Each additional serious allegation to which an allegation was linked by virtue of being included in the same complaint decreased the probability that an allegation would not be investigated to completion by 16.1% and increased the probability that an allegation would be ultimately sustained by 33.2%. Each additional non-serious allegation to which an allegation was linked decreased the probability that an allegation would be dismissed by 7.6%, decreased the probability that an allegation would not be investigated to completion by 14.6% and increased the probability that an allegation ultimately would be sustained by 8.7%.
5. Non-dismissed fully investigated allegations that were submitted by complainants who identified as BIPOC were no more or less likely than allegations submitted by complainants who identified as White to be ultimately sustained.

Thus, our results indicate that characteristics of an allegation, which we understand to be a measure of the degree to which complainants were aggrieved by their problematic encounters

with UCD police officers, had a pervasive impact on an allegation's disposition. Allegations that were linked to other serious and non-serious allegations were less likely to be dismissed by the OCP, a relationship that we think suggests that complainants who were more aggrieved by their problematic encounters with UCD employees were more likely to have had an encounter with a UCD police officer (e.g., rather than another UCD employee, such as a residence hall staff member) and were particularly likely to make sure that their allegations were filed appropriately (i.e., according to the PAB's bylaws). Allegations that were linked to other serious and non-serious allegations also were more likely to be investigated to completion by the OCP, a relationship that we think suggests that complainants who were more aggrieved by their problematic encounters with UCD police were more likely to follow through on their complaints because they had more at stake in doing so. Finally, allegations that were linked to other serious and, to a lesser extent, non-serious allegations were more likely to be sustained by the PAB, a relationship that in conjunction with the result that serious allegations were no more or less likely to be sustained than nonserious allegations, we think might suggest that the PAB was reluctant to not validate complainants' allegations when accompanied by numerous other serious and, to a lesser extent, nonserious allegations, regardless of how serious those allegations might have been.

The regression analyses also indicate that complainant's racial identification had an impact on the two intermediate stages of an allegation's disposition. There is evidence that allegations submitted by complainants who identified as BIPOC were less likely than those filed by complainants who identified as White to be dismissed. We think this might suggest that persons who identified as BIPOC were more cautious when contemplating submitting allegations of police misconduct to the PAB, submitting complaints only when they were sure that their allegations would satisfy the PAB's jurisdictional criteria. There also is evidence that allegations filed by complainants who identified as BIPOC were less likely than those who identified as White to be investigated to completion. We think this suggests that complainants who identified as BIPOC were less likely to follow through with their complaints, perhaps because they found it prohibitively costly to do so (where costs may have been pragmatic, related to the loss of time and perhaps money required to follow through on complaints, and/or emotional, related to the fear of retaliation for following through) and because they anticipated fewer benefits for following through on their complaints (i.e., they had lower expectations that their allegations would be sustained).

Further, there is evidence that allegations submitted by complainants who identified as BIPOC were more likely than those filed by complainants who identified as White to be linked to numerous other serious and nonserious allegations, a fact that made them less likely to be dismissed and that partially offset their tendency to not be investigated to completion. We think this suggests that complainants who identified as BIPOC tended to have more problematic encounters with the police and/or that complainants who identified as BIPOC were more restrained when contemplating submitting allegations of police misconduct to the PAB, submitting complaints only when they were particularly aggrieved by their problematic encounters with the police. Our regression analyses do not, though, indicate that complainant race was associated with the ultimate disposition of non-dismissed fully investigated

allegations. Thus, if racial bias, whether it be structural or interpersonal, influenced the disposition of allegations, this bias likely operated at the intermediate steps of the allegation evaluation process.

### Caveats

Before concluding, it is important to recall two important limitations of our analyses acknowledged in the preliminary sections of this report. Because only a small number of allegations have been introduced into the UCD police complaint evaluation process to date, because data on complainant characteristics are often missing, and because we adopt the conservative approach of only focusing on coefficient estimates that are or approach the statistical significance at the 0.10 level, our analyses likely underestimate the relationships between complainant characteristics and the allegation outcomes upon which we focus. We think these problems are most severe in connection with our analyses of the ultimate disposition of allegations. These analyses are based only on only 59 allegations (those that are not dismissed and that are fully investigated) and reveals no impact of complainant self-identified race on the likelihood that allegations will be sustained.

Further, because the pattern of missing data on complainant characteristics may be correlated with variables of interest, some of the relationships we report may be biased. We think this problem is most severe in connection with estimates of the relationship between complainant race and allegation outcomes. We suspect that complainants who identify as BIPOC were less likely to indicate their race and thus that the effect of our missing data indicator for race “picks up” some of the effect of race, which is strongest in our analysis of the probability that allegations were not investigated to completion.

### **Conclusion**

Our analyses of the allegations of police misconduct submitted to the UCD PAB indicate that complainants’ racial identification influenced their allegations’ fate in the OCP and PAB’s allegation review process during the period studied. Complaints’ race had a direct effect on the probability that their allegations would be dismissed and would not be investigated to completion, with the allegations of complainants who identified as BIPOC being more likely than those submitted by persons who identified as White to be dismissed and less likely to be investigated to completion. Complainants’ racial identification also had indirect effects on the probability that complainants’ allegations would be dismissed, investigated to completion, and ultimately sustained through its association with the characteristics of complainants’ allegations. The allegations submitted by complainants who identified as BIPOC tended be linked to numerous other serious and nonserious allegations, which we understand to index the degree to which complainants were aggrieved by their problematic encounters with UCD police. And the allegations submitted by complainants who were more aggrieved by their problematic encounters with the UCD police were less likely to be dismissed, more likely to be investigated to completion, and more likely to be sustained.

There is ample evidence that policing in the United States is racially biased, with persons who identify as BIPOC being subject to over-policing, inflated levels of conviction, and elevated levels of punishment (Alexander 2020). Civilian review boards have been touted as mechanism to address the first of these three racial biases. If they too are racially biased, then civilian review boards are contributing to the problem they were established to address, rather than addressing it. While the statistical relationships reported here are not subject to unambiguous interpretation, they are consistent with interpretations that imply that the UCD PAB complaint evaluation process is plagued by racial biases of one or more types. We believe the possibility of such biases should be investigated by a more direct inspection of the processes used by the OCP and PAB.

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Figure 1: Comparison of UCD PAB Allegation Outcomes with Two Major City Citizen Review Boards' Allegation Outcomes

Allegation Outcome	Chicago*	New York City**	UCD PAB
Reached the Review Board	37%	49%***	55%
Sustained	11%	18%	15%
Not Sustained	49%	54%	46%
Unfounded	29%	9%	12%
Exonerated	11%	18%	27%

- \* The Chicago allegation percentages are taken from Stroube (2020) and are based on allegations submitted to the Chicago Police Department and the Chicago Civilian Office of Police Accountability (CCRB) from March 2011 through August 2015.
- \*\* All but one of the NYC allegation percentages are taken from Cruz (2020) and are based on allegations filed with the NYC Civilian Complaint Review Board (CCRB) from 2010 to 2019.
- \*\*\* A report on the NYC CCRB from 1994 - 2006 states that the "agency investigates fewer than half of all complaints than all complaints it reviews" (New York Civil Liberties Union 2007).

Figure 2. Effects of Complainant Race and Magnitude of Complainant Grievance on the Disposition of Allegations of UCD Police Misconduct

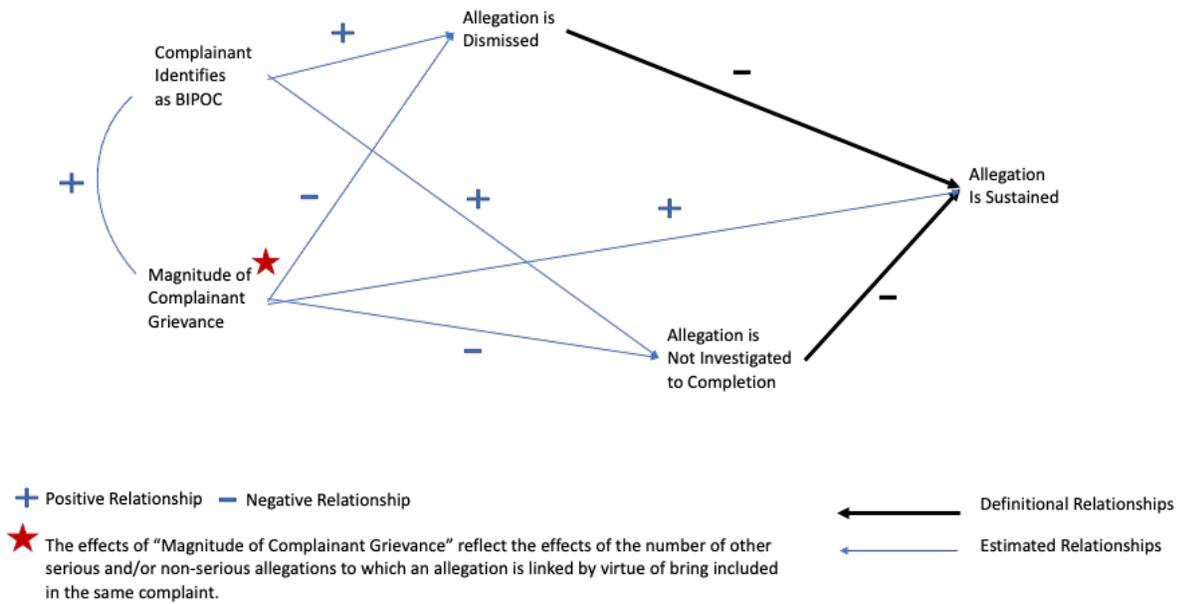


Figure 3. Magnitude of the coefficient effects that are the focus of the report (coefficient effects  $p \leq 0.15$  in bold)

Independent Variables	Dependent Variables					
	Allegation is serious	# of other serious allegations contained in complaint	# of other non-serious allegations contained in complaint	Allegation is dismissed	Allegation is not investigated to completion	Allegation is sustained
<b>Complainant Race</b>						
Black, Indigenous, or Person of Color	<b>27.6% (1)</b>	<b>0.63 (2)</b>	<b>1.02</b>	<b>-23.1%</b>	<b>26.6%</b>	<b>-14.6%</b>
<b>Magnitude of Complainant Grievance</b>						
Allegation is Serious				-8.9%	-5.4%	0.3%
# of other serious allegations contained in complaint				-6.5%	<b>-16.1%</b>	<b>33.2% (3)</b>
# of other non-serious allegations contained in complaint				<b>-7.6%</b>	<b>-14.6%</b>	<b>8.7%</b>

1. In the case of dichotomous independent variables (e.g., complainant identifies as Black, Indigenous, or Person of Color [BIPOC]) and dichotomous dependent variables (e.g., allegation is serious), the cell entry indicates the effect that the contrast implied by the independent variable (e.g., the contrast between complainants who identify as BIPOC rather than White) has on the probability that the dependent variable takes the indicated value (e.g., a serious rather than a non-serious allegation). For example, this cell in the table indicates that the probability that an allegation is serious is 27.6% greater when the complainant who submitted it identified as BIPOC rather than White.
2. In the case of dichotomous independent variables (e.g., complainant identifies as BIPOC) and interval dependent variables (e.g., number of other serious allegations contained in complaint), the cell entry indicates the effect that the contrast implied by the independent variable (e.g., the contrast between complainants who identify as BIPOC rather than White) has on the value of the dependent variable (e.g., the number of other serious allegations contained in the same complaint). For example, this cell in the table indicates that the number of other serious allegations with which an allegation is associated by virtue of being contained in the same complaint is .63 greater for allegations submitted by complainants who identify as BIPOC as opposed to White.
3. In the case of interval independent variables (e.g., number of other serious allegations contained in complaint) and dichotomous dependent variables (e.g., allegation is sustained), the cell entry indicates the effect that a one-unit change in the independent variable (e.g., an increase from one to two in the number of other serious allegations contained in a complaint) has on the probability that the dependent variable takes the indicated value (e.g., the allegation is sustained). For example, this cell in the table indicates that a one-unit increase in the number of other serious allegations contained in a complaint decreased the probability that an allegation was sustained by 33.2%.

Table 1. Descriptive Statistics and Correlations (N= 108 Allegations)

	Mean	SD	1	2	3	4	5	6	7	8	9	10	11	12
Allegation Is Dismissed (1)	0.222	0.418												
Allegation Is Not Investigated to Completion (2)	0.234	0.424	-0.2934*											
Allegation Is Sustained (3)	0.083	0.278	-0.1612*	-0.1655*										
Complainant Identifies as BIPOC (4)	0.287	0.454	-0.3392*	-0.2026*	0.1790*									
Complainant Race Unknown (5)	0.565	0.498	0.2446*	0.3046*	-0.07320	-0.7229*								
Complainant Identifies As Male (6)	0.296	0.459	-0.2005*	-0.3080*	0.02450	0.2158*	-0.3302*							
Complainant Gender Unknown (7)	0.435	0.498	0.1597*	0.2267*	0.00560	-0.3092*	0.5445*	-0.5696*						
Complainant Is Current Student (8)	0.139	0.347	0.1717*	-0.09350	-0.12110	0.2187*	-0.1875*	-0.14330	-0.02850					
Complainant Is Faculty or Staff (9)	0.148	0.357	0.02790	-0.04350	-0.03140	-0.14940	-0.05450	-0.09940	-0.10320	-0.1675*				
Complainant Is Former Student or Unknown Affiliation (10)	0.213	0.411	-0.06040	0.14350	0.1705*	0.01990	0.13730	-0.13940	0.1820*	-0.2089*	-0.2169*			
Allegation Is Serious (11)	0.194	0.398	-0.2063*	0.00770	0.02120	0.2054*	-0.08780	0.2448*	-0.10090	-0.12970	-0.1390	0.03020		
# Other Serious Allegations Associated w/ Allegation (12)	0.361	0.618	-0.2412*	-0.1793*	0.3674*	0.3926*	-0.2132*	0.3770*	-0.2419*	-0.14860	-0.2023*	0.13570	0.2439*	
# Other Non-Serious Allegations Associated w/ Allegation	1.0280	1.4820	-0.3121*	-0.3527*	0.1760*	0.2101*	-0.07210	0.1940*	-0.09250	0.15580	-0.1669*	-0.05580	0.05420	-0.02120

\* p <= 0.05

Table 2. Determinants of allegation dismissal

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	<b>-0.341**</b> (0.15)			<b>-0.374**</b> (0.17)		<b>-0.231~</b> (0.16)
Complainant is of unknown race	<b>-0.001</b> (0.16)			<b>0.025</b> (0.18)		<b>0.105</b> (0.17)
Complainant identifies as male		<b>-0.152</b> (0.13)		<b>-0.072</b> (0.14)		<b>0.018</b> (0.15)
Complainant is of unknown gender		<b>0.072</b> (0.21)		<b>0.061</b> (0.17)		<b>0.018</b> (0.17)
Complainant is a current student			<b>0.177</b> (0.20)	<b>0.350**</b> (0.16)		<b>0.310*</b> (0.18)
Complainant is a faculty or staff member			<b>0.019</b> (0.13)	<b>-0.033</b> (0.14)		<b>-0.060</b> (0.14)
Complainant is former student or unknown campus affiliation			<b>-0.091</b> (0.15)	<b>-0.058</b> (0.14)		<b>-0.067</b> (0.14)
Allegation is serious					<b>-0.127**</b> (0.06)	<b>-0.089</b> (0.07)
# other serious allegations associated w/ allegation					<b>-0.143***</b> (0.04)	<b>-0.065</b> (0.07)
# other non-serious allegations associated w/ allegation					<b>-0.091***</b> (0.03)	<b>-0.076**</b> (0.03)
Annual Report: 2015-2016	<b>0.063</b> (0.21)	<b>0.053</b> (0.25)	<b>-0.095</b> (0.21)	<b>0.190</b> (0.25)	<b>0.038</b> (0.19)	<b>0.178</b> (0.24)
Annual Report: 2016-2017	<b>-0.142</b> (0.20)	<b>-0.063</b> (0.23)	<b>-0.203</b> (0.19)	<b>-0.089</b> (0.22)	<b>-0.032</b> (0.18)	<b>-0.036</b> (0.21)
Annual Report: 2017-2018	<b>0.099</b> (0.21)	<b>0.071</b> (0.24)	<b>0.040</b> (0.24)	<b>0.120</b> (0.25)	<b>0.033</b> (0.20)	<b>0.103</b> (0.25)
Annual Report: 2018-2019	<b>-0.057</b> (0.22)	<b>-0.142</b> (0.26)	<b>-0.231</b> (0.20)	<b>0.046</b> (0.24)	<b>-0.049</b> (0.19)	<b>0.078</b> (0.24)
Annual Report: 2019-2020	<b>0.002</b> (0.24)	<b>-0.085</b> (0.23)	<b>-0.122</b> (0.24)	<b>-0.095</b> (0.23)	<b>0.100</b> (0.23)	<b>0.044</b> (0.24)
Constant	<b>0.335</b> (0.23)	<b>0.262</b> (0.27)	<b>0.327*</b> (0.18)	<b>0.258</b> (0.29)	<b>0.374**</b> (0.16)	<b>0.255</b> (0.28)
r <sup>2</sup>	<b>0.159</b>	<b>0.073</b>	<b>0.075</b>	<b>0.247</b>	<b>0.191</b>	<b>0.300</b>
p	<b>0.003</b>	<b>0.356</b>	<b>0.700</b>	<b>0.008</b>	<b>0.003</b>	<b>0.003</b>
N	<b>108.000</b>	<b>108.000</b>	<b>108.000</b>	<b>108.000</b>	<b>108.000</b>	<b>108.000</b>

~ p&lt;0.15, \* p&lt;0.10, \*\* p&lt;0.05, \*\*\* p&lt;0.01

Table 3. Association between complainant race and allegation characteristics

	Serious A b/se	Serious A b/se	# Other SA b/se	# Other SA b/se	# Other NSA b/se	# Other NSA b/se
Complainant identifies as BIPOC	0.317*** (0.12)	0.276*** (0.10)	0.716*** (0.24)	0.633*** (0.19)	1.007* (0.51)	1.020* (0.56)
Complainant is of unknown race	0.193* (0.11)	0.134 (0.14)	0.349* (0.18)	0.313 (0.22)	0.318 (0.70)	0.628 (0.90)
Complainant identifies as male		0.152 (0.12)		0.320~ (0.21)		0.731 (0.67)
Complainant is of unknown gender		0.042 (0.14)		-0.169 (0.23)		-0.470 (0.68)
Complainant is a current student		-0.137 (0.11)		-0.269 (0.20)		-0.130 (0.68)
Complainant is a faculty or staff member		-0.098 (0.09)		-0.174 (0.14)		-0.088 (0.32)
Complainant is former student or unknown campus affiliation		0.012 (0.14)		0.206 (0.22)		-0.321 (0.55)
Annual Report: 2015-2016	0.161 (0.15)	0.062 (0.16)	0.453* (0.26)	0.063 (0.25)	0.282 (0.52)	-0.291 (0.39)
Annual Report: 2016-2017	0.169 (0.15)	0.102 (0.18)	0.245 (0.22)	-0.050 (0.32)	1.191 (1.07)	0.619 (0.48)
Annual Report: 2017-2018	0.000 (0.12)	0.007 (0.19)	-0.039 (0.12)	-0.239 (0.22)	-0.001 (0.24)	-0.034 (0.35)
Annual Report: 2018-2019	0.094 (0.20)	0.061 (0.19)	0.325 (0.37)	0.080 (0.30)	0.695~ (0.43)	0.289 (0.55)
Annual Report: 2019-2020	-0.051 (0.12)	-0.036 (0.14)	0.070 (0.24)	0.025 (0.21)	1.692*** (0.56)	1.852*** (0.66)
Constant	-0.082 (0.14)	-0.032 (0.14)	-0.238 (0.20)	0.025 (0.23)	-0.207 (0.71)	-0.018 (0.58)
r2	0.096	0.138	0.232	0.353	0.241	0.310
p	0.190	0.024	0.069	0.002	0.003	0.041
N	108.000	108.000	108.000	108.000	108.000	108.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

# Other SA = Number of other serious allegations to which an allegation is linked.

# Other NSA = Number of other non-serious allegations to which an allegation is linked.

Table 4. Determinants of failure to investigate non-dismissed allegation to completion

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	<b>0.068</b> (0.13)			<b>0.059</b> (0.13)		<b>0.266*</b> (0.15)
Complainant is of unknown race	<b>0.381**</b> (0.17)			<b>0.325~</b> (0.20)		<b>0.437***</b> (0.16)
Complainant identifies as male		<b>-0.241*</b> (0.14)		<b>-0.344**</b> (0.13)		<b>-0.168</b> (0.12)
Complainant is of unknown gender		<b>0.490***</b> (0.16)		<b>0.266~</b> (0.18)		<b>0.174</b> (0.14)
Complainant is a current student			<b>-0.059</b> (0.18)	<b>0.175</b> (0.19)		<b>0.096</b> (0.19)
Complainant is a faculty or staff member			<b>-0.117</b> (0.17)	<b>-0.059</b> (0.16)		<b>-0.134</b> (0.14)
Complainant is former student or unknown campus affiliation			<b>0.046</b> (0.18)	<b>0.054</b> (0.16)		<b>0.057</b> (0.15)
Allegation is serious					<b>0.012</b> (0.07)	<b>-0.054</b> (0.06)
# other allegations associated w/ allegation						
# other serious allegations associated w/ allegation					<b>-0.146*</b> (0.08)	<b>-0.161*</b> (0.08)
# other non-serious allegations associated w/ allegation					<b>-0.160***</b> (0.03)	<b>-0.146***</b> (0.03)
Annual Report: 2015-2016	<b>-0.185</b> (0.29)	<b>0.145</b> (0.29)	<b>-0.549**</b> (0.23)	<b>0.239</b> (0.33)	<b>-0.301</b> (0.24)	<b>0.177</b> (0.31)
Annual Report: 2016-2017	<b>0.048</b> (0.33)	<b>0.404~</b> (0.27)	<b>-0.117</b> (0.28)	<b>0.366</b> (0.26)	<b>0.166</b> (0.27)	<b>0.440*</b> (0.23)
Annual Report: 2017-2018	<b>0.376</b> (0.30)	<b>0.605*</b> (0.30)	<b>0.151</b> (0.32)	<b>0.499~</b> (0.31)	<b>0.261</b> (0.27)	<b>0.398</b> (0.28)
Annual Report: 2018-2019	<b>-0.212</b> (0.30)	<b>0.113</b> (0.29)	<b>-0.440*</b> (0.24)	<b>0.079</b> (0.29)	<b>-0.142</b> (0.25)	<b>0.123</b> (0.25)
Annual Report: 2019-2020	<b>-0.195</b> (0.30)	<b>-0.312</b> (0.28)	<b>-0.373</b> (0.28)	<b>-0.321</b> (0.30)	<b>0.055</b> (0.26)	<b>-0.040</b> (0.29)
Constant	<b>0.119</b> (0.30)	<b>0.010</b> (0.30)	<b>0.559**</b> (0.23)	<b>-0.062</b> (0.31)	<b>0.549**</b> (0.22)	<b>0.016</b> (0.27)
r2	<b>0.366</b>	<b>0.482</b>	<b>0.279</b>	<b>0.530</b>	<b>0.525</b>	<b>0.694</b>
p	<b>0.000</b>	<b>0.000</b>	<b>0.007</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
N	<b>84.000</b>	<b>84.000</b>	<b>84.000</b>	<b>84.000</b>	<b>84.000</b>	<b>84.000</b>

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

Table 5. Association between race and the likelihood that allegation will not reach the PAB

	Model 1 b/se	Model 2 b/se	Model 3 b/se
Complainant identifies as BIPOC	-0.228 (0.17)	-0.262~ (0.18)	0.048 (0.16)
Complainant is of unknown race	0.274~ (0.18)	0.213 (0.21)	0.389** (0.15)
Complainant identifies as male		-0.374** (0.16)	-0.177 (0.15)
Complainant is of unknown gender		0.086 (0.16)	-0.029 (0.12)
Complainant is a current student		0.261~ (0.17)	0.184 (0.18)
Complainant is a faculty or staff member		-0.122 (0.16)	-0.172 (0.13)
Complainant is former student or unknown campus affiliation		0.012 (0.15)	-0.010 (0.12)
Allegation is serious			-0.034 (0.06)
# other serious allegations associated w/ allegation			-0.178** (0.08)
# other non-serious allegations associated w/ allegation			-0.184*** (0.03)
Annual Report: 2015-2016	-0.101 (0.24)	0.146 (0.24)	0.105 (0.21)
Annual Report: 2016-2017	-0.026 (0.28)	0.151 (0.20)	0.260~ (0.17)
Annual Report: 2017-2018	0.307 (0.22)	0.295 (0.21)	0.247 (0.17)
Annual Report: 2018-2019	-0.211 (0.28)	-0.073 (0.22)	-0.003 (0.19)
Annual Report: 2019-2020	-0.142 (0.27)	-0.282 (0.24)	0.062 (0.24)
Constant	0.392~ (0.27)	0.408~ (0.26)	0.408* (0.21)
r2	0.342	0.468	0.664
p	0.000	0.000	0.000
N	108.000	108.000	108.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

Table 6. Disposition of allegations that reach the PAB: Sustained

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	0.117 (0.15)			0.100 (0.14)		-0.146 (0.15)
Complainant is of unknown race	0.155 (0.13)			0.012 (0.07)		-0.088 (0.21)
Complainant identifies as male		0.037 (0.11)		-0.006 (0.10)		-0.158 (0.16)
Complainant is of unknown gender		-0.157 (0.13)		-0.140 (0.14)		0.017 (0.27)
Complainant is a current student			-0.211 (0.15)	-0.274 (0.20)		-0.127 (0.24)
Complainant is a faculty or staff member			-0.115 (0.09)	-0.100 (0.07)		0.072 (0.14)
Complainant is former student or unknown campus affiliatio			0.150 (0.26)	0.135 (0.29)		-0.123 (0.35)
Allegation is serious					-0.077 (0.14)	0.003 (0.23)
# other allegations associated w/ allegation						
# other serious allegations associated w/ allegation					0.231*** (0.08)	0.332** (0.15)
# other non-serious allegations associated w/ allegation					0.057* (0.03)	0.087* (0.05)
Annual Report: 2015-2016	-0.087 (0.25)	-0.333* (0.17)	-0.272 (0.22)	-0.433** (0.19)	-0.296~ (0.17)	-0.121 (0.29)
Annual Report: 2016-2017	-0.270 (0.19)	-0.522** (0.24)	-0.417** (0.19)	-0.549** (0.26)	-0.471*** (0.16)	-0.326~ (0.20)
Annual Report: 2017-2018	0.038 (0.22)	-0.157 (0.21)	-0.265 (0.29)	-0.463 (0.34)	-0.134 (0.15)	0.073 (0.46)
Annual Report: 2018-2019	-0.197 (0.22)	-0.392~ (0.24)	-0.311~ (0.19)	-0.497* (0.28)	-0.388** (0.17)	-0.302 (0.22)
Annual Report: 2019-2020	-0.088 (0.26)	-0.103 (0.25)	-0.194 (0.24)	-0.183 (0.27)	-0.264 (0.19)	-0.129 (0.27)
Constant	0.178 (0.22)	0.491** (0.21)	0.448** (0.20)	0.561** (0.25)	0.263~ (0.16)	0.191 (0.32)
r2	0.099	0.088	0.154	0.168	0.251	0.298
p	0.099	0.088	0.154	0.168	0.251	0.298
N	59.000	59.000	59.000	59.000	59.000	59.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

Table 7. Determinants of ultimate allegation outcome: Sustained

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	0.139 (0.11)			0.150 (0.12)		-0.024 (0.10)
Complainant is of unknown race	0.056 (0.06)			0.041 (0.06)		-0.052 (0.06)
Complainant identifies as male		0.042 (0.08)		0.002 (0.06)		-0.098* (0.06)
Complainant is of unknown gender		-0.017 (0.05)		-0.051 (0.04)		0.010 (0.06)
Complainant is a current student			-0.096 (0.07)	-0.152* (0.09)		-0.096 (0.08)
Complainant is a faculty or staff member			-0.010 (0.08)	0.008 (0.07)		0.045 (0.06)
Complainant is former student or unknown campus affiliation			0.083 (0.11)	0.069 (0.13)		0.046 (0.10)
Allegation is serious					-0.044 (0.09)	-0.037 (0.08)
# other allegations associated w/ allegation						
# other serious allegations associated w/ allegation					0.184*** (0.07)	0.201** (0.08)
# other non-serious allegations associated w/ allegation					0.044* (0.02)	0.056** (0.02)
Annual Report: 2015-2016	0.001 (0.15)	-0.016 (0.13)	0.013 (0.16)	-0.066 (0.13)	-0.087 (0.11)	-0.060 (0.10)
Annual Report: 2016-2017	-0.109 (0.10)	-0.144 (0.10)	-0.106 (0.09)	-0.138~ (0.09)	-0.197** (0.09)	-0.159* (0.09)
Annual Report: 2017-2018	-0.065 (0.10)	-0.065 (0.11)	-0.081 (0.12)	-0.112 (0.11)	-0.059 (0.08)	-0.062 (0.09)
Annual Report: 2018-2019	-0.066 (0.12)	-0.046 (0.12)	-0.029 (0.12)	-0.127 (0.11)	-0.157 (0.11)	-0.157* (0.09)
Annual Report: 2019-2020	0.008 (0.17)	0.029 (0.16)	0.033 (0.13)	0.028 (0.14)	-0.084 (0.11)	-0.082 (0.08)
Constant	0.055 (0.11)	0.128 (0.11)	0.114 (0.09)	0.118 (0.09)	0.091 (0.08)	0.113 (0.08)
r2	0.068	0.047	0.076	0.117	0.223	0.262
p	0.351	0.492	0.472	0.472	0.093	0.019
N	108.000	108.000	108.000	108.000	108.000	108.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

Table 8. Determinants of the disposition of allegations that reach the PAB: Not Sustained

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	-0.158 (0.18)			-0.018 (0.09)		0.055 (0.09)
Complainant is of unknown race	-0.188 (0.17)			0.253*** (0.07)		0.296*** (0.09)
Complainant identifies as male		0.050 (0.18)		0.101 (0.10)		0.127 (0.16)
Complainant is of unknown gender		-0.522*** (0.17)		-0.602*** (0.15)		-0.663*** (0.19)
Complainant is a current student			0.401*** (0.09)	0.567*** (0.09)		0.533*** (0.14)
Complainant is a faculty or staff member			0.540*** (0.08)	0.648*** (0.08)		0.608*** (0.11)
Complainant is former student or unknown campus affiliatio			0.191** (0.09)	0.146~ (0.09)		0.211~ (0.12)
Allegation is serious					0.047 (0.14)	0.081 (0.18)
# other allegations associated w/ allegation						
# other serious allegations associated w/ allegation					-0.149~ (0.09)	-0.120 (0.10)
# other non-serious allegations associated w/ allegation					-0.012 (0.03)	-0.023 (0.02)
Annual Report: 2015-2016	0.121 (0.23)	-0.333* (0.17)	0.615*** (0.19)	0.315~ (0.20)	0.274 (0.23)	0.255 (0.27)
Annual Report: 2016-2017	0.236 (0.20)	-0.255 (0.23)	0.743*** (0.19)	0.285 (0.23)	0.344~ (0.23)	0.240 (0.28)
Annual Report: 2017-2018	0.303 (0.21)	-0.189 (0.24)	0.682*** (0.20)	0.504* (0.25)	0.395* (0.19)	0.371 (0.34)
Annual Report: 2018-2019	0.202 (0.24)	-0.316 (0.26)	0.642*** (0.20)	0.271 (0.24)	0.301 (0.26)	0.229 (0.26)
Annual Report: 2019-2020	-0.268 (0.18)	-0.256 (0.18)	0.055 (0.20)	0.222 (0.20)	-0.218 (0.20)	0.235 (0.25)
Constant	0.521** (0.24)	0.855*** (0.24)	-0.206 (0.19)	0.034 (0.28)	0.371* (0.20)	0.112 (0.34)
r2	0.199	0.207	0.319	0.370	0.221	0.387
p	0.199	0.207	0.319	0.370	0.221	0.387
N	59.000	59.000	59.000	59.000	59.000	59.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

Table 9. Determinants of the disposition of allegations that reach the PAB: Unfounded or Exonerated

	Model 1 b/se	Model 2 b/se	Model 3 b/se	Model 4 b/se	Model 5 b/se	Model 6 b/se
Complainant identifies as BIPOC	0.041 (0.18)			-0.082 (0.12)		0.091 (0.15)
Complainant is of unknown race	0.033 (0.18)			-0.265** (0.09)		-0.209 (0.21)
Complainant identifies as male		-0.087 (0.19)		-0.095 (0.12)		0.031 (0.19)
Complainant is of unknown gender		0.679*** (0.19)		0.742*** (0.19)		0.646** (0.28)
Complainant is a current student			-0.190 (0.14)	-0.293* (0.16)		-0.406* (0.23)
Complainant is a faculty or staff member			-0.425*** (0.07)	-0.548*** (0.09)		-0.681*** (0.15)
Complainant is former student or unknown campus affiliatio			-0.341* (0.20)	-0.282 (0.21)		-0.088 (0.27)
Allegation is serious					0.030 (0.12)	-0.084 (0.19)
# other allegations associated w/ allegation						
# other serious allegations associated w/ allegation					-0.082 (0.11)	-0.212 (0.16)
# other non-serious allegations associated w/ allegation					-0.045 (0.04)	-0.065~ (0.04)
Annual Report: 2015-2016	-0.035 (0.39)	0.667* (0.34)	-0.343 (0.36)	0.118 (0.37)	0.022 (0.35)	-0.134 (0.41)
Annual Report: 2016-2017	0.034 (0.36)	0.778** (0.37)	-0.327 (0.35)	0.264 (0.40)	0.127 (0.37)	0.086 (0.39)
Annual Report: 2017-2018	-0.341 (0.37)	0.346 (0.39)	-0.417 (0.39)	-0.041 (0.45)	-0.261 (0.33)	-0.444 (0.53)
Annual Report: 2018-2019	-0.005 (0.37)	0.708* (0.38)	-0.330 (0.35)	0.225 (0.41)	0.087 (0.37)	0.073 (0.38)
Annual Report: 2019-2020	0.356 (0.38)	0.359 (0.37)	0.138 (0.37)	-0.039 (0.40)	0.481 (0.35)	-0.106 (0.39)
Constant	0.300 (0.39)	-0.346 (0.39)	0.758** (0.35)	0.405 (0.43)	0.366 (0.34)	0.696~ (0.47)
r2	0.133	0.173	0.226	0.281	0.152	0.306
p	0.133	0.173	0.226	0.281	0.152	0.306
N	59.000	59.000	59.000	59.000	59.000	59.000

~ p<0.15, \* p<0.10, \*\* p<0.05, \*\*\* p<0.01

## **Appendix E: Bibliography of Reading Materials Distributed to the Task Force**

- (2020). (rep.). *Task Force on Next Generation Reforms to Advance Campus Safety, Preliminary Report*.
- (2021). (rep.). *UC Riverside Campus Safety Task Force Report and Recommendations* (pp. 1–20).
- Bechtel, M. (2021, March 29). *FW: COPS OFF CAMPUS NATIONWIDE DAY OF REFUSAL MAY 3*.
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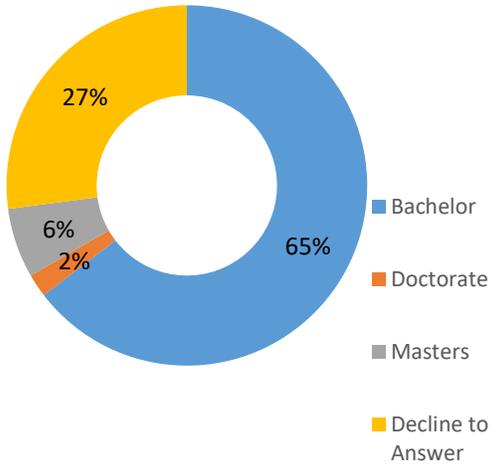
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## Appendix F: UCDPD Data

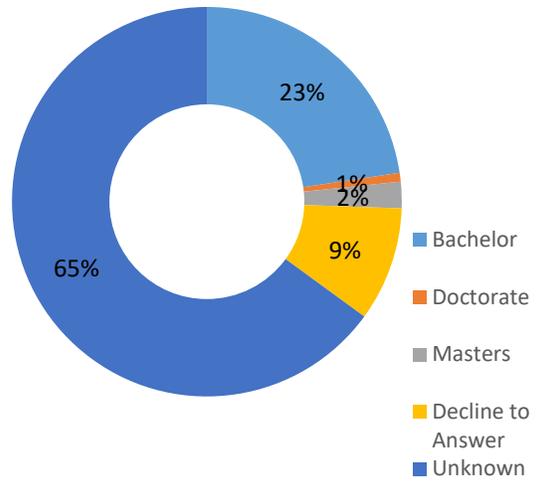
## **UCDPD Demographics (2021)**

The following data regarding race, gender, UC alumni status, and education level of department employees are separated by those serving as police officers (i.e. “sworn”) and all those working for the UCDPD, including the police officers (i.e. “department wide”). Under Chief Farrow’s leadership, the department has demonstrated a strong commitment to eliminating the barriers that have prevented full participation of people of color and women as sworn officers in the UCDPD. The most recent graduating class, the Class of 2020, reflects an investment in inclusive recruitment and training resulting in a 35% increase in people of color and an 83% increase in women among sworn police officers.

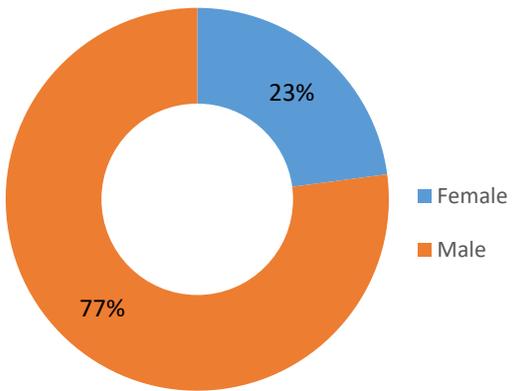
Education Level (sworn)



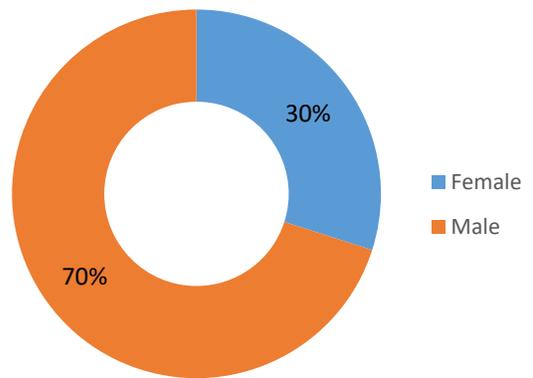
Education Level (department wide)



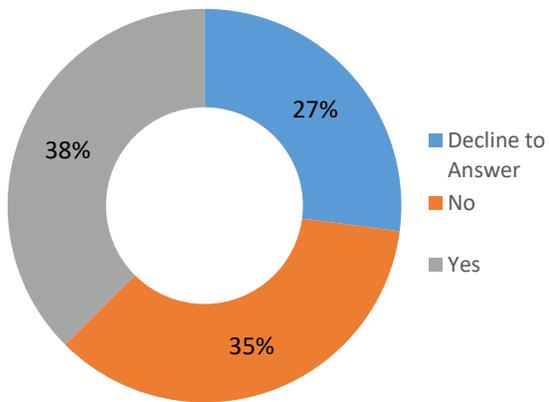
Gender (sworn)



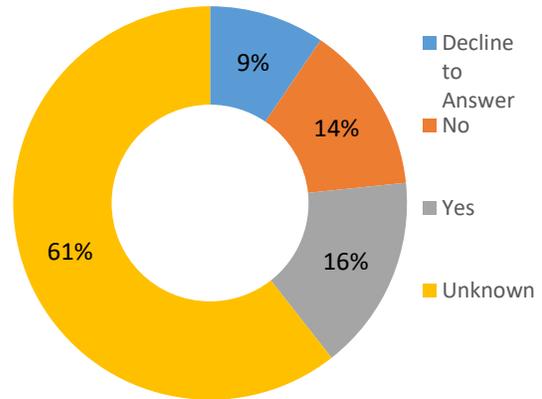
Gender (department wide)



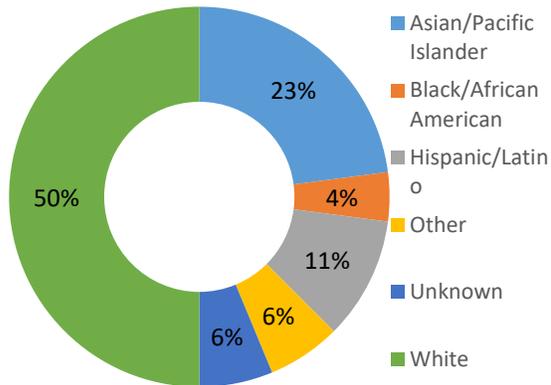
**UC Graduate (sworn)**



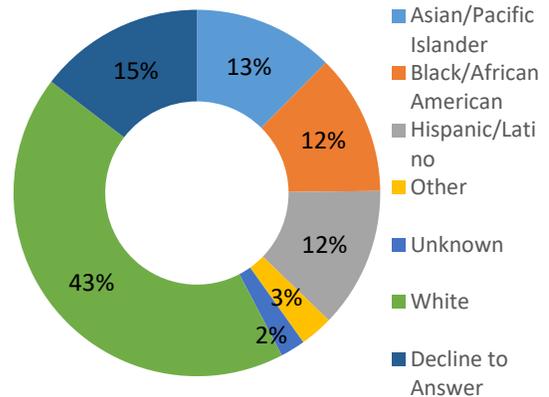
**UC Graduate (department wide)**



**Race (sworn)**



**Race (department wide)**



**UCDPD Staffing Breakdown (2021)**

	<b>UCDPD Allocated Staff</b>	<b>UCDPD Actual Staff</b>	<b>Variance</b>
<b>Police Officers (armed)</b>	54	49	5
<b>Admin Staff</b>	15	15	0
<b>Dispatch Staff</b>	10	10	0
<b>Security (unarmed)</b>	83	69	14
<b>Student Security Staff</b>	100	47	53
<b>Student Admin Staff</b>	5	3	2

### **Use of Force (2018-2020)**

The tables identify the use of force incidents involving UCDPD at the Davis and Sacramento campuses for 2018, 2019, and 2020. The UCDPD publishes this data on its website for transparency purposes.

<b>Year</b>	<b>Location</b>	<b>Type of Force</b>	<b>Affiliate</b>	<b>Race</b>	<b>Gender</b>	<b>Age</b>
2018	Davis	Physical force	No	White	Male	54
2019	Davis	Physical force/Wrap	No	Hispanic	Female	19

<b>Year</b>	<b>Location</b>	<b>Type of Force</b>	<b>Affiliate</b>	<b>Race</b>	<b>Gender</b>	<b>Age</b>
2018	Sacramento	Taser	No	Hispanic	Male	40
2018	Sacramento	Taser	No	White	Male	25
2018	Sacramento	Physical force/Wrap	No	Black	Male	48
2018	Sacramento	Taser	No	Black	Male	25
2019	Sacramento	Physical force	No	Black	Male	42
2019	Sacramento	Physical force	No	White	Male	26
2019	Sacramento	Physical force	No	Asian	Male	33
2020	Sacramento	Physical force	No	Middle Eastern/South Asian	Male	23

The UCDPD’s Policy Manual provides that police officers “may use objectively reasonable force in carrying out their duties.”<sup>1</sup> The Policy Manual identifies the types of force that may be necessary in an encounter, such as chemical agents, conducted energy device (i.e. taser), baton, restraints, projectile devices (e.g. FN 303, 12 gauge specialty impact device,

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<sup>1</sup> UC Davis Police Department Policy Manual, Policy 300.1

pepperball, and 40 mm), control strikes to subject's body, and deadly force.<sup>2</sup> The carotid restraint, sometimes referred to as a chokehold, is not a part of the department's authorized techniques for use of force. Like a handful of other cities and states, California banned the use of the carotid restraint in 2020. Additionally, the Policy Manual includes the "duty to intercede," which provides as follows:

Any officer present and observing another officer using force that is clearly beyond that which is objectively reasonable under the circumstances shall, when in a position to do so, intercede to prevent the use of unreasonable force. An officer who observes another employee use force that exceeds the degree of force permitted by law should promptly report these observations to a supervisor.<sup>3</sup>

In regard to the use of force incidents for 2018, 2019, and 2020, each incident was internally reviewed and found to be justified and in accordance with UCDPD's policy and training. Memoranda of the reviews are publicly available under "Use of Force" on the [UCDPD's website](#). Additionally, in collaboration with the PAB, the UCDPD is currently considering whether all use of force incidents should be reviewed by the PAB.

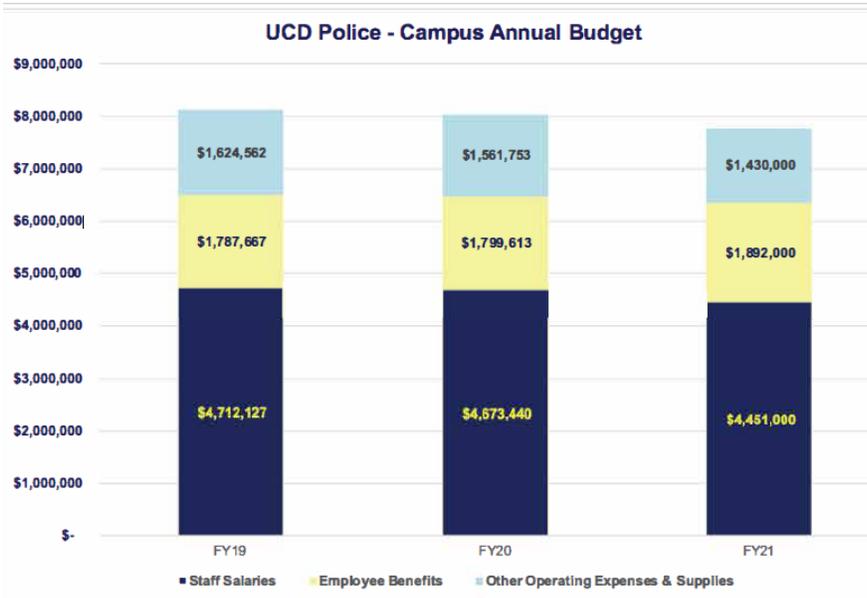
### **UCDPD Budget (Fiscal Years 2019-2021)**

The graphs depict the UCDPD budgets for the Davis and Sacramento campuses, and its general allocations for fiscal years 2019, 2020, and 2021.

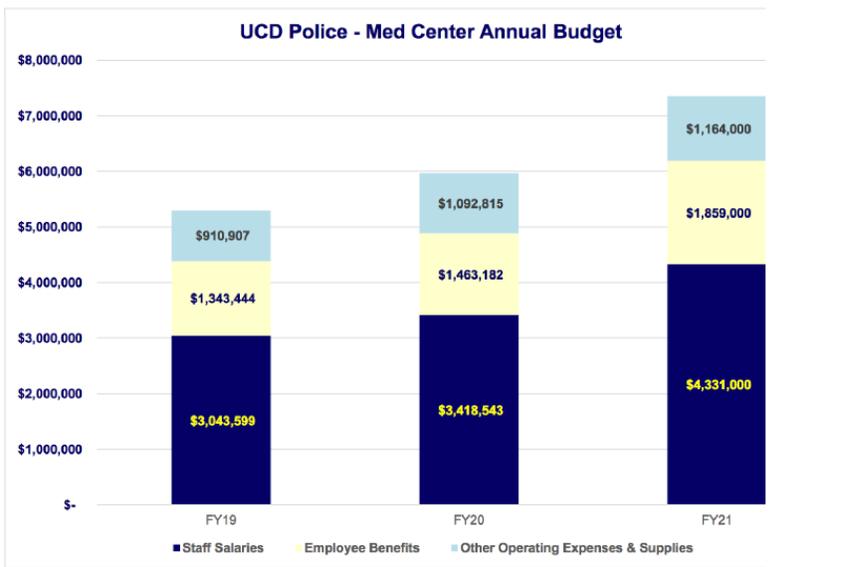
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<sup>2</sup> *Id.* at Policy 300.1.1

<sup>3</sup> *Id.* at Policy 300.3



Campus	FY19	FY20	FY21
Staff Salaries	\$4,712,127	\$4,673,440	\$4,451,000
Employee Benefits	\$1,787,667	\$1,799,613	\$1,892,000
Other Operating Expenses & Supplies	\$1,624,562	\$1,561,753	\$1,430,000
<b>Total</b>	<b>\$8,124,356</b>	<b>\$8,034,806</b>	<b>\$7,773,000</b>



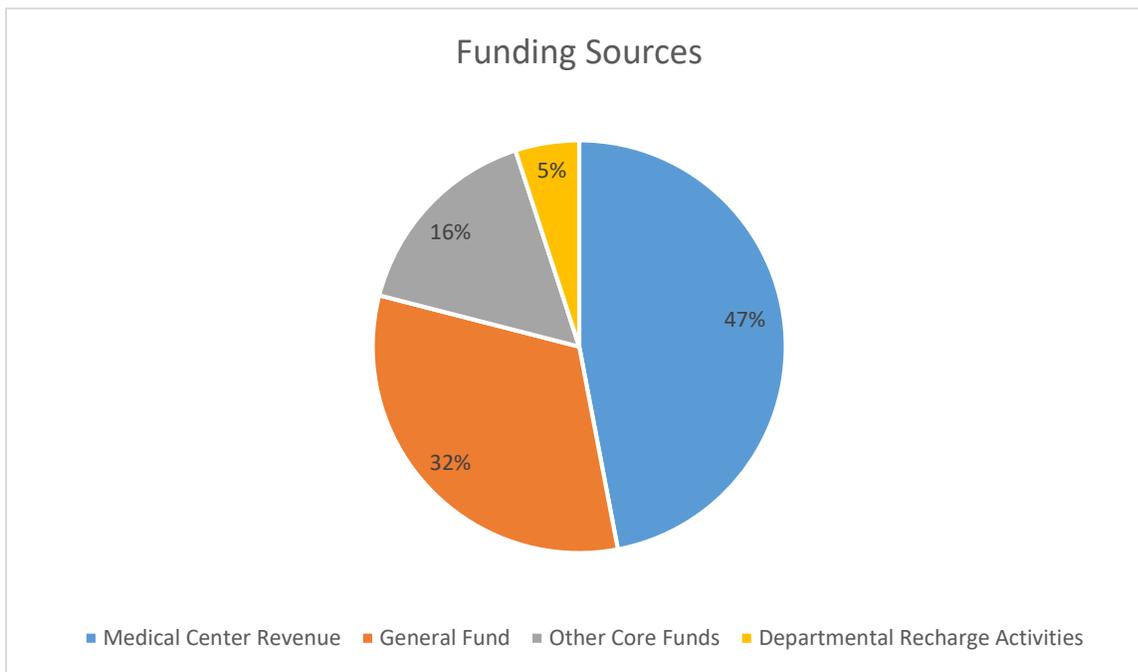
Med Center	FY19	FY20	FY21
Staff Salaries	\$3,043,599	\$3,418,543	\$4,331,000
Employee Benefits	\$1,343,444	\$1,463,182	\$1,859,000
Other Operating Expenses & Supplies	\$910,907	\$1,092,815	\$1,164,000
<b>Total</b>	<b>\$5,297,950</b>	<b>\$5,974,540</b>	<b>\$7,354,000</b>

As represented in the graph for the Davis campus, the budget has decreased over the last three fiscal years. The decrease is due to a campus wide budget reduction, which resulted in the

loss of three full-time UCDPD employees, as well as the repurposing of a Police Officer position to a Community Engagement position (the CORE Officer).

The increase in the budget at the Sacramento campus, as pictured above, is due to requests made by the UCD Medical Center Administration. The Administration asked for additional police officer positions to meet the coverage needs of the emergency room, which operates 24/7.

### **UCDPD Funding Sources (Fiscal Year 2021)**



The Task Force heard community members' concerns regarding UCDPD's potential receipt of funding from the Law Enforcement Support Program (formerly called the 1033 Program), which is a government program that provides surplus military property to law enforcement agencies. UCDPD did not receive funding from the Law Enforcement Support Program in 2021. UCDPD removed itself from this program in 2017.

**Appendix G: Post-Pepper Spray Recommendations Adopted or Under Consideration**

## Demonstration Reviews

### Protest Policies and Management

#### Reynoso

##### Administration and Leadership Response Recommendation No. A-1

The Task Force recommends the campus develop a broadly accepted agreement on rules and policies that regulate campus protests and instances of civil disobedience. This broadly accepted agreement should be grounded in our campus culture and regularly communicated to students. These rules and policies should be subject to regular review.

Campus rules should:

- Be consistent with free speech doctrine;
- Recognize the unique circumstances of a university community and the importance of open and vigorous debate to our institutional function and identity;
- Respect the rights and interests of non-protesting students, faculty and staff;
- Respect the legitimate needs of the University to fulfill its educational function and operate its programs without undue interference;
- Recognize that the legitimate purpose of protest in a campus setting is to inform and persuade, not to coerce;
- Determine and define "non-violent" versus "active resistance" and "violent" protests and clarify the use of force and the force continuum as recommended by Kroll;
- Accurately identify and clearly describe and communicate the legal basis for the University's response to any protest or instance of civil disobedience;
- Identify the consequences for breaches of the rules and policies.

#### UC DAVIS ACTION

A-1: On April 11, 2013, Chancellor Linda Katehi created a Blue Ribbon Committee on Freedom of Expression to review eight specific recommendations made to the university by the Academic Senate on freedom of expression and related areas, and to solicit campus input on a broad range of areas related to free speech. The Committee is chaired by King Hall Law School Dean Kevin Johnson and is slated to hold a number of public forums on freedom of speech and expression in the Fall. A final report with policy recommendations is due by October 31, 2013.

##### Administration and Leadership Response Recommendation No. A-2

The Task Force recommends the Leadership Team engage in (1) proactive communication and consultation with the Academic Senate, Academic Federation, Staff Assembly, Graduate Student Association, Associated Students of UC Davis, and student governments of professional schools to build relationships and identify issues early; (2) invest in prevention through engagement in community dialogue and community building; and (3) develop a structure for campus constituents to raise issues (such as holding regular office hours).

#### UC DAVIS ACTION

A-2: The campus administration has consistently held regular meetings with representatives of the Academic Senate, Academic Federation, Staff Assembly, Graduate Student Association, ASUCD and student governments of the professional schools to identify issues and discuss areas of mutual concern. In addition, many of these groups have representatives on the Campus Community Council which serves as a sounding board for ongoing identification and discussion of campus issues. Student Affairs has been asked to provide outreach to student clubs and other organizations to advise them of the administration's willingness to provide speakers for their events and other occasions.

#### Robinson-Edley Review

Recommendation 1. Add to current "Free Speech" policies language formally recognizing that civil disobedience has had an historic role in our democracy, that it is not protected speech under the Constitution, and that it may have consequences for those engaging in it.

#### UC DAVIS ACTION

1. On April 11, 2013, Chancellor Linda Katehi created a Blue Ribbon Committee on Freedom of Expression to review eight specific recommendations made to the university by the Academic Senate on freedom of expression and related areas, and to solicit campus input on a broad range of issues related to free speech. The Committee is chaired by King Hall Law School Dean Kevin Johnson and is

slated to hold a number of campus public forums on freedom of speech and expression in the fall. A final report with policy recommendations is due by Oct. 31, 2013.

Recommendation 5. Offer opportunities for the campus community to become acquainted with the applicable rules for campus protests — including rights and responsibilities, triggers for an administration or police response, the response option framework, and alternate modes for engaging with authorities.

#### UC DAVIS ACTION

5. The UC Davis Police Department addressed these topics in the new crowd management policy. Furthermore, the UC Davis Police Department provides a link on its website to related information authored by the ACLU. Also during a protest or a potential protest the UC Davis Police Department hands out this same material in printed form to students prior to and during the event.

Recommendation 31. Establish an internal mediation function at the campus or regional level to assist in resolving issues likely to trigger protests or civil disobedience.

#### UC DAVIS ACTION

31. The campus has established an "Office of Campus Dialogue and Deliberation." The Office of Campus Dialogue and Deliberation will strengthen UC Davis as a civic-minded campus. It will serve all aspects of the campus community as a locus to support, create, convene, design and facilitate civic engagement for UC Davis. The office will work with campus partners such as Student Affairs, the Academic Senate, and the University Library to support and enhance civic engagement efforts underway as well as to pilot new and complementary programs. Programs for the Office of Campus Dialogue and Deliberation include:

- Plan and initiate a series of training and capacity building workshops to promote the use of skillful dialogue as a means to understand and appreciate varying viewpoints. Example topics may include freedom of expression, crucial conversations, or interest-based negotiation.
- Design custom workshops and dialogue processes for and among a range of campus partners including, for example, ASUCD, student groups, Academic Senate, Academic Federation and other campus entities.
- Work as a member of the Engagement Team (ET) to plan and prepare for campus demonstrations and protests with an emphasis on effective communication, identification of strategic issues, accepted negotiation techniques, and emerging methods of addressing leaderless movements.
- Support ongoing success of the ET by attending to its infrastructure needs such as training and documenting processes.
- Assist the Freedom of Expression Committee to plan for and convene forums on freedom of expression and related issues.
- Serve as a third party neutral mediator for group-level conflicts on campus.
- Perform preliminary work on scoping the establishment of an engagement office on campus to resolve disputes around difficult topics, improve relations between organizations, and assist the campus community to negotiate difficult issues in an effective and productive manner.
- Advise other campus offices including Student Affairs on implementing restorative justice and similar initiatives.
- Provide regular reports to the Offices of the Chancellor and the Provost on engagement and dialogue efforts.

Recommendation 32. Consider deploying this mediation function as an alternative to force, before and during a protest event.

#### UC DAVIS ACTION

32. A member of the Engagement Team (ET) will lead the campus mediation function work. As part of the ET, this person would deploy as an alternative to force.

Recommendation 33. Beware of police tactics likely to increase tensions, and where possible, avoid them — pursue instead tactics designed to diffuse the tensions.

#### UC DAVIS ACTION

33. An Integrated Critical Incident Negotiations Team ensures effective communication with community well in advance of any event through honest and proactive communication.

Recommendation 34. Develop or modify existing student discipline processes as an alternative to arrests and the criminal justice system.

#### UC DAVIS ACTION

34. The student conduct process has been reviewed. Acts of civil disobedience that violate the UC Standards of Conduct for Students can be referred to Student Judicial Affairs.

Recommendation 40. Commission further studies on the effects of pepper spray on resisters as compared to the effects of other force options.

#### UC DAVIS ACTION

40. System-wide changes are the purview of the UC Office of the President.

Recommendation 41. Establish at each campus a formal program to allow designated observers to gain access to the protest site for purposes of observing, documenting, and reporting on the event.

#### UC DAVIS ACTION

41. UC Davis is currently organizing a Neutral Observer Program (NOP). The mission of this program is to provide trained volunteers to serve as neutral witnesses at protests and demonstrations on campus where there is the potential for illegal activity, violation of campus regulations, or police response.

- The role of the neutral observers is to watch and report impartially on acts observed.
- Observers do not interpret or evaluate actions or behaviors, give advice, or mediate a conflict.
- The Office of Campus Community Relations (OCCR) manages the NOP and is responsible for recruiting, training, and coordinating neutral observers.
- The NOP manager schedules neutral observers. The manager also provides neutral observer armbands for identification, supervises neutral observer placement on site, maintains the neutral observer log, and follows up as needed on neutral observer reports.
- Volunteer neutral observers participate in a 6-hour training session administered by OCCR.
- Training includes topics such as the neutral observer's role, neutrality, report writing, dealing with difficult people, police practices, complaint procedures, safety issues, and site logistics.
- UC Davis Police Department, Student Judicial Affairs, and the Engagement Response Team are involved in a portion of the training.
- Written neutral observer reports are provided directly to the NOP manager. These reports are accessible in accordance with the law and University policy. Submitted neutral observer reports are not edited.
- UC Davis students, faculty and staff are eligible to become neutral observers.
- A six-hour neutral observer training is conducted once a year. The first training is expected to take place October 2013.
- When possible, the goal will be to have two or three neutral observers at an event and for those neutral observers to represent more than one role at UC Davis (student/academic/staff.)

Recommendation 45. Establish a structure and process at the system level for discretionary review of campus responses to protest activity, consistent with existing legal limitations.

#### UC DAVIS ACTION

45. As per UCOP, this recommendation was completed by the hiring of the Implementation Manager.

Recommendation 46. Establish a systemwide Implementation Manager to develop specific policy language in those areas where recommendations call for common or system policies or practices, and to track campus-level measures.

#### UC DAVIS ACTION

46. UCOP appointed Associate Vice President of Communications Lynn Tierney to fulfill this requirement.

Recommendation 47. Require status reports from each campus six months following the President's acceptance of this Report's recommendations concerning progress on implementation of the recommendations.

#### UC DAVIS ACTION

47. This six-month report was submitted to the UC Office of the President on February 28, 2013.

Recommendation 48. Require a final report and certification from each Chancellor one year following the President's acceptance of this Report's recommendations confirming that all recommendations so accepted have been implemented.

#### UC DAVIS ACTION

48. The final report and certification from the Chancellor is due to the UC Office of the President by September 30, 2013.

Recommendation 49. Establish similar reporting and certification requirements for future recommendations arising out of the event review process described above.

#### UC DAVIS ACTION

49. UC Davis will follow a similar reporting structure for any future recommendations. This structure includes centralized management, campus contacts, a steering committee (assigned by UCOP.)

## UC Davis Academic Senate

### 2. Freedom of Expression Group:

The committee endorses the Reynoso recommendation that "the campus develop a broadly accepted agreement on rules and policies that regulate campus protests and instances of civil disobedience" (Reynoso, 26). To achieve this, we recommend the formal constitution of a Freedom of Expression Group. We recognize and endorse the purpose behind forming the ad hoc student response team (Kroll, 15-16). However, its ad hoc nature and lack of established charges and goals rendered it incapable of responding to the complex needs of the Occupy protests.

This newly constituted group should address the need for new policies and procedures for implementation that clearly define the appropriate time, place and manner of freedom of expression on the campus. The group should help to put into place guidelines that enable appropriate parties to recognize civil disobedience and student protest as specific categories of action (Kroll, 128). At the same time, we recognize the need for student responsibility. Administration and faculty must educate students to make clear the guidelines related to these activities and to specify the disciplinary consequences when they are violated. The group should be attentive to the needs that pertain to the special nature of a campus community. Freedom of expression in a campus environment should go far beyond the protections of the First Amendment.

**Benchmark: This group should be established by fall 2012.**

#### UC DAVIS ACTION

AS-2: On April 11, 2013, Chancellor Linda Katehi created a Blue Ribbon Committee on Freedom of Expression to review eight specific recommendations made to the university by the Academic Senate on freedom of expression and related areas, and to solicit campus input on a broad range of areas related to free speech. The Committee is chaired by King Hall Law School Dean Kevin Johnson and is slated to hold a number of public forums on freedom of speech and expression in the Fall. A final report with policy recommendations is due by October 31, 2013.

## Demonstration Reviews

### Administrative and Leadership Decisions

#### Reynoso

##### Administration and Leadership Response Recommendation No. A-3:

The Task Force recommends that campus leadership develop NIMS/SEMS-compliant procedures and protocols in order to achieve standardized procedures for planning, managing, communicating, and collaborating to manage a large scale event or incident.

The procedures and protocols will include:

- Delineation of the appropriate engagement of University administrative procedures as opposed to law enforcement engagement, clearly defined thresholds for activating and leadership roles in ICS (Incident Command System), and regular meaningful rehearsals (outside of state mandated training) of emergency preparedness, including rigorous after-action analysis of ICS. In particular, all members of the Leadership Team, including the Chancellor, should become familiar with NIMS/SEMS standards;
- Designation by the Chancellor of a senior administration official who has explicit responsibility for managing all matters related to incidents of this nature. This management responsibility includes protocols and procedures for collecting and validating information on the nature of the incident and participants. The official should be the direct liaison with the police department and the portal through which other senior officials funnel information;
- Establishment by the Leadership Team of clear and concise procedures that delineate policy decision-making from tactical implementation. Related training for both administration and police leadership must be undertaken on this issue.

#### UC DAVIS ACTION

A-3: The University created an Event and Crisis Management Team (ECMT) and guide to direct how and under what conditions university staff and police will engage with protestors. In addition, participants on the Event and Crisis Management Team have undergone NIMS/SEMS training and continue to participate in ongoing training exercises. Both administration and police personnel are included in these exercises.

Police hosted an exercise directed by the Department of Homeland Security to allow police supervision to practice what was learned in a recent police all supervision NIMS/SEMS update provided by CALEMA and the Department of Homeland Security. The exercise included other campus community members and executives. All police supervisors have completed both NIMS/SEMS training. Also all police supervisors have been provided with advance small group leadership training and various supervisors have attended critical incident training for management.

#### Kroll

8.1 UC Davis Leadership Team: The creation of the Leadership Team, an inter-disciplinary team to address developing campus issues and potential crises, was an excellent idea, but the Leadership Team must include a clearly defined structure and set of operating rules. While the UC Davis Administrative Code makes clear that the Chancellor "is the person ultimately responsible for all functions of the campus community,"<sup>612</sup> the Chancellor told Kroll investigators that she favors a participatory style of leadership involving consensus-building rather than an authoritative style of leadership.

For the Leadership Team, we recommend:

1. A clear statement of membership with a defined chairperson to guide the meetings.
2. Scheduled meeting times that are communicated to all members and, when communicated, identify whether meetings are mandatory or can be attended by a substitute if necessary.
3. Decisions that are clearly summarized at the conclusion of the call/meeting, and that the various decision-makers are given the opportunity to state their positions.
4. A simple "listserv" be created to insure that each member of the team receives all team-wide communications.
5. Training in the incident command system, as well as the California Standardized Emergency Management concepts and guiding principles, should be provided to the members of the Leadership Team. The training needs to be tailored to the type of situations the Leadership Team is likely to encounter, in other words, especially including public protest.
6. A review of available legal options, including the difference between "administrative violations" and "criminal violations." Put another way, the Leadership Team should rethink how best to use their various 'tools,' including Student Affairs or the Police Department, in addressing problems, with input and direction from Counsel.
7. Recognizing that the University is a unique environment with a special culture, the University of California should provide clear policy guidance as to what is acceptable protest behavior and what is not. At what point does protesters' behavior become serious enough

to warrant police response and the application of criminal law, instead of administrative sanctions and referral to internal campus enforcement mechanisms?

#### UC DAVIS ACTION

**8.1:** In addition to the reforms spelled out in the previous sections of this action plan, the Davis Campus Emergency Operations Plan was updated to ensure full compliance with the National Incident Management System/Standardized Emergency Management System (NIMS/SEMS), and standardized procedures for planning, managing, communicating and collaborating to manage any size event or incident.

1. The Event and Crisis Management Team (including administrators and faculty) provides leadership and oversee the campus response to demonstrations. Membership is defined and the group is chaired by the Chancellor.
2. In addition to the reforms spelled out in the previous sections, the standardized procedures for planning, management, communication, and collaboration have been adopted.
3. Roles and responsibilities have been clarified and assigned. Participants received regular training.
4. Listserv is complete and operational. All members of the team are able to participate in team-wide communications.
5. The ECMT has received NIMS/SEMS training in campus specific incidents and scenarios, including public protests, and will undergo periodic training.
6. Student Affairs has developed a set of criteria to facilitate the use of Student Judicial Affairs as an alternative to the court system when considering appropriate response to violations of campus rules or regulations. In addition, the campus now participates in a "Neighborhood Court" process that provides an alternative to the use of the court system when addressing violations committed on campus.
7. On April 11, 2013, Chancellor Linda Katehi created a Blue Ribbon Committee on Freedom of Expression to review eight specific recommendations made to the university by the Academic Senate on freedom of expression and related areas, and to solicit campus input on a broad range of areas related to free speech. The Committee is chaired by King Hall Law School Dean Kevin Johnson and is slated to hold a number of public forums on freedom of speech and expression in the Fall. A final report with policy recommendations is due by October 31, 2013.

## Robinson-Edley Review

Recommendation 7. Establish a standing event response team on each campus to plan and oversee the campus response to demonstrations — include on the team faculty members and/or administrators recognized by students and faculty to be sensitive to the University's academic mission and values.

#### UC DAVIS ACTION

7. The ECMT is an integrated, multi-level emergency management team of administrators and faculty members with clear delineation of roles and responsibilities; requirements for administrators to be present at major events or incidents where direct police involvement is contemplated; and systematic weekly review by a policy-level team of emerging (potential crisis) issues.

Recommendation 11. Place a senior administrator on-site within viewing distance of the event and with instant communication to the police Incident Commander — that administrator must (Edley) or may (Robinson) be a member of the Academic Senate.

#### UC DAVIS ACTION

11. This is now required by campus policy and state law.

Recommendation 12. During the course of an event, continuously re-assess objectives, and the wisdom of pursuing them, in light of necessary police tactics — seek to pursue only important goals with the minimum force necessary.

#### UC DAVIS ACTION

12. The Police Department has established its first crowd management policy consistent with POST guidelines (POST is the California Commission on Peace Officer Standards and Training.)

Recommendation 13. Absent exigent circumstances, bar commencement or escalation of force by police unless the Chancellor or the Chancellor's designee approves it immediately before the action is taken.

#### UC DAVIS ACTION

13. Commencement or escalation of force by police is quite rare and does require Chancellor or Chancellor designee approval absent exigent circumstances. This is focused on a mass arrest or protest situation and not normal course of business.

Recommendation 22. Implement formal training of administrators, at the system and campus levels, in the areas of crowd management, mediation, de-escalation techniques, the incident command system, and police force options, to be refreshed annually.

#### UC DAVIS ACTION

22. The Federal Emergency Management Agency's "Introduction to the Incident Command System, ICS-100 for Higher Education" was completed by all members of the Council of Vice Chancellors (COVC) and the Event and Crisis Management Team (40 individuals in all), and a separate course in event management training and participation in a series of trainings to improve understanding of the NIMS/SIMS vernacular and decision-making processes was completed.

The entire police department has attended alternative force methods known as "soft hands" training. All of the police departments in the system have attended the training, but UC Davis is the only police department to ensure that all the officers attended the training.

## UC Davis Academic Senate

In general, the committee endorses the findings and recommendations of the Reynoso and Kroll reports as a minimum first step toward addressing the conditions that led to the incident on November 18. In some cases, we consider their recommendations to fall outside the scope and charge of this committee. With regard to system-wide recommendations, including NIMS-SEMS compliance, we defer to the expertise of appropriate parties.

We recommend the following actions based on specific areas of concern to our committee. In some cases (indicated below), we recommend the creation of committees or task forces composed of administration, senate faculty, federation faculty, staff and student members. To address the problems that we have identified, and in the spirit of representative democracy, all representatives should be chosen by their respective groups.

### 1. Benchmarks and Metrics

A major concern of our committee is the lack of substantive response by the administration at UC Davis and other UC campuses to findings and recommendations following comparable incidents. This troubling pattern of behavior and lack of accountability by administrators motivates the recommendations that follow in this report. For example, after the Mrak Hall occupation in November 2009, the chair of the Academic Senate at the time, Robert Powell, recommended the creation of a Police Review Board to the administration. This recommendation was ignored. This is one in a string of such examples. To avoid this pattern, it is imperative that the following recommendations be coupled with benchmarks and metrics to assess progress. For each recommendation, we offer what we regard as a reasonable timeframe for implementation, but recognize that some adjustments may be necessary. We also recognize the need for oversight. **Executive Council will be charged with constituting a committee to monitor progress and comprehensively review the status of the recommendations made by this committee, Kroll and Reynoso.** Each group described below should submit a quarterly report to this oversight committee, indicating progress in meeting charges and goals, as well as detailing activities. This oversight committee should issue public reports on Nov. 1, 2012 and June 1, 2013 assessing whether or not the groups are meeting the established metrics. In addition, the oversight committee should consider the full range of possible responses and whether or not the administration is making progress in building collaboration.

#### UC DAVIS ACTION

AS-1: Reports were submitted to the Administrative Oversight Special Committee in accordance with the deadlines imposed by the Committee. Each report detailed work accomplished or in progress with attendant metrics where appropriate.

### 3. Decision-Making

The administration and its "leadership team" failed both in its judgment of the situation and to establish a management structure that would lead to sound and well-informed decisions. Decision-making entails multiple elements of communication and consultation such that in some sense it is artificial to break them apart. However, because of the complexity of the issue, we need to bring clarity to the different elements that contributed to the problem. Both reports emphasize that there were dissenting voices within the process, but clearly, they were ignored. The deliberate decision to ignore dissenting voices — among them Griselda Castro's characterization of the demonstrators as primarily students instead of non-affiliates (Reynoso, 22; Kroll, 28-9, 56), the chief of police's agreement with this assessment (Kroll, 28-9), as well as the police objection to moving the operation to 3 p.m. (Kroll, 62) — is a function, in part, of ignoring what constitutes meaningful consultation.

The committee recommends a specific definition of consultation that recognizes the need for dissenting opinions to be offered without fear of retaliation and to be heard without prejudice. The outcome of such a process results in informed decisions and a sense of inclusivity of all parties. For example, the question of how to deal with the student protestors was on the agenda of the Executive Council meeting on November 18. Rather than consulting and collaborating with faculty leaders, the chancellor instead informed them that

actions were already being taken. This does not constitute consultation. Meaningful consultation requires decision-makers who reserve judgment, consider all options, and state clearly the reasons for their ultimate decisions. The leadership of a community as diverse as UC Davis cannot legitimately function in any other way.

**Benchmark: These concerns should be addressed immediately.**

#### UC DAVIS ACTION

**AS-3:** The Campus Community Council, established on April 6, 2011, serves as the foundation for this effort. The council will hold a series of meetings throughout the fall and spring quarters to enhance and reinforce the campus's commitment to consultation as an active practice.

In addition, adoption of the UC Davis Emergency Operations Plan and an Event & Crisis Management Team Guide outline specific roles and responsibilities for members of the team.

## 4. Leadership

This question of leadership comes into play in the "Leadership Team" described in Kroll and Reynoso, an informal advisory group with no official standing. Following the recommendations of Kroll Page 5 (section 8.1, Kroll, 127), a "clearly defined structure and set of operating rules" for such a team needs to be created. This "inter-disciplinary" leadership team should include representatives from relevant constituencies: Administration, Academic Senate, Academic Federation, Staff and Students. The leadership team, as it is presently understood, is made up of individuals from the Chancellor's inner circle. The representatives of an official team should be chosen by their respective groups so that members of the leadership team are not beholden to the Chancellor. The leadership team should be an inclusive group that functions according to the principle of consultation outlined above. While we recognize that, on a variety of issues, it is advisable for the Chancellor to seek the opinions of individuals outside this team, responsibility for critical consultation must rest with an officially constituted body.

**Benchmark: This group should be established by fall 2012.**

#### UC DAVIS ACTION

**AS-4:** The administration formed the ECMT to address potential campus crises and emergencies. The team, comprised of campus administrators and the Chair of the Academic Senate, meets regularly to discuss issues. In addition, the ECMT has developed and the administration has approved the Davis Campus Emergency Operations Plan to ensure full compliance with NIMS/SEMS, provided training in NIMS/SEMS to the members of the team, including action scenarios, and put in place a number of other systems such as the All Hazards Building Notification process to augment campus safety and familiarity with emergency planning and response procedures.

## 5. Communication

The breakdown of communications was a major contributing factor to the unfolding of events before, during and after November 18, 2011. We acknowledge and support the findings of Reynoso and Kroll that poor communication lies at the heart of the incident. While it is difficult to separate consultation and communication, we also recognize that language was used by the leadership team in ways that did not clearly convey intended meaning. Examples include "we don't want another Berkeley," a phrase subject to multiple interpretations, and which may well be the source of the police apparently misunderstanding orders by administration prior to and during the incident. To avoid these kinds of situations, the administration should establish a set of procedural guidelines that provide a framework for ensuring that all parties understand commands and other communications in the same way. This may entail procedures for the party receiving orders to restate and acknowledge comprehension of the orders.

**Benchmark: Procedural guidelines for checking comprehension and communication should be established by fall 2012.**

#### UC DAVIS ACTION

**AS-5:** NIMS/SEMS training has been provided in a number of instances to the campus Event and Crisis Management team, including action scenarios and role playing response. Training is ongoing.

## 6. Police and Emergency Management Review Board

Alongside the system-wide recommendations made in Kroll (129) that remain outside our purview, the committee recommends the creation of a police and emergency management review board specific to the Davis campus. We reiterate our endorsement of the specific recommendations in Reynoso and Kroll and add our own concerns about appropriate and inappropriate uses of force. Mindful of the special nature of the campus community, we are concerned with the militarization of the police force on campus and the chilling effect that the use of force produces. We recommend that, whenever possible and appropriate, alternatives to police force should be used, such as Student Judicial Affairs (Kroll, 128). Indeed, the police should be the option of last resort, even when the intention is not to use force

because of the ever-present potential for situations to escalate. Finally, we strongly urge the administration to establish a clear structure that defines and delineates the limits of civilian and police authority.

**Benchmarks: The Review Board should be established by fall 2012.**

**An updated Emergency Plan (characterized by transparency, effectiveness and accessibility, consistent with NIMS/SEMS) should be established as soon as possible.**

#### UC DAVIS ACTION

**AS-6:** The campus held a number of forums with an expert on police review commission on October 12. A new set of meetings took place in January. The police review commission consultant filed a report with the campus on June 6. The campus will hold a number of public forums in the Fall to solicit input prior to making a decision.

## Demonstration Reviews

### Community Engagement

#### Reynoso

##### Administration and Leadership Response Recommendation No. A-4:

The Task Force recommends the Leadership Team devote itself to healing processes for the university community, including steps to operationalize the Principles of Community, and that the administration consider Restorative Justice among other tools to address behavior that negatively impacts the campus climate.

###### UC DAVIS ACTION

**A-4:** UC Davis held five separate "Strengthening Campus Community" forums. These two-hour forums were designed to identify strengths of the university and areas for improvement, including identification of potentially controversial or troubling issues that could lead to demonstrations or civil disobedience. The forums were held at different times and at different locations in an attempt to boost student participation. The entire campus community was invited to take part. A trained facilitator moderated each forum and invites input. Results from the forum were compiled and will be presented to the administration for consideration. Each of the forums was widely publicized in news stories in the campus student newspaper, ads in the student paper, and on the website.

In addition, Student Affairs staff is convening a joint meeting of the Chancellor's Graduate and Professional Student Advisory Board and the Chancellor's Undergraduate Advisory Board specifically to solicit their ideas on how to improve communication outreach to students.

##### Campus Community Recommendation No. D-1

The Task Force recommends that all members of the campus community adhere to the Principles of Community, respecting members of the campus community and acting with civility toward others.

###### UC DAVIS PROPOSED ACTION

**D-1.** Planning is underway to institute computerized orientation to the campus Principles of Community.

#### Robinson-Edley Review

Recommendation 2. Increase and better publicize opportunities for students, faculty, staff, and others to engage with senior administrators, particularly on issues likely to trigger protest or civil disobedience events.

###### UC DAVIS ACTION

**2.** UC Davis held five separate "Strengthening Campus Community" forums. These two-hour forums were designed to identify strengths of the university and areas for improvement, including identification of potentially controversial or troubling issues that could lead to demonstrations or civil disobedience. The forums were held at different times and at different locations in an attempt to boost student participation. The entire campus community was invited to take part. A trained facilitator moderated each forum and invites input. Results from the forum were compiled and will be presented to the administration for consideration. Each of the forums was widely publicized in news stories in the campus student newspaper, ads in the student paper, and on the website.

In addition, Student Affairs staff is convening a joint meeting of the Chancellor's Graduate and Professional Student Advisory Board and the Chancellor's Undergraduate Advisory Board specifically to solicit their ideas on how to improve communication outreach to students.

Recommendation 24. Identify and contact members of the demonstration group—preferably one or more group leaders—in advance of the demonstration to establish lines for communication.

###### UC DAVIS ACTION

**24.** UC Davis formed an Engagement Team (ET) comprised of three individuals, each with advanced training in group processes, dispute and conflict resolution, and negotiations. These individuals may meet with protestors individually or in teams to communicate alternative means of communications and resolutions to issues.

Recommendation 25. Inform protesters, in advance of the event, of the availability of alternative avenues for communication of their concerns or proposals.

**UC DAVIS ACTION**

25. Information and available avenues for communication will be conveyed by the Engagement Team (see System-wide Review Recommendation 24).

Recommendation 26. Pursue a dialogue between Administration officials and the demonstration group about protest objectives and applicable rules for campus protest.

**UC DAVIS ACTION**

26. The campus engagement team was assigned this duty.

Recommendation 27. Absent special circumstances, assign administrators or faculty members, rather than police, to serve as the primary University spokesperson during a demonstration.

**UC DAVIS ACTION**

27. The Engagement Team serves as the primary University representatives assigned to communicate with protestors during a demonstration.

Recommendation 28. Establish senior administrators as a visible presence during protests, absent good cause.

**UC DAVIS ACTION**

28. This has been established as campus policy.

Recommendation 29. Establish a communication link with identified leaders or sponsors of the event—for leaderless groups, communicate broadly to the group as a whole (through social media and otherwise) until relationships form.

**UC DAVIS ACTION**

29. The Engagement Team engages with potential leaders, contacts members of specific organizations, performs extensive outreach to club members and individuals associated with certain groups and engages through a broad range of methods that includes individual meetings and social and campus media.

Recommendation 30. Establish a communication mechanism for promptly informing the campus community at large about ongoing protests.

**UC DAVIS ACTION**

30. In addition to more conventional means of updates (posting on the campus webpage – press advisories - emails - etc.), the campus relies on decisions made by the Event & Crisis Management Team (ECMT) and the Emergency Manager to utilize the WarnMe system for issuing messages associated with potential immediate and life safety concerns. WarnMe gives the campus the ability to deliver timely and rapid messages to the entire university community.

## UC Davis Academic Senate

### 7. Organizational and Administrative Structures

In one significant respect, the approach and findings of our committee differed from those of Reynoso and Kroll: we do not view the events of November 18 as an isolated incident caused by the confluence of student protests with the Occupy Movement. Rather we perceive the response to the encampment as part of a larger pattern related to flawed organizational, decision-making and administrative structures. Again, we have identified previous incidents that had no impact on procedures:

- The occupation of Mrak Hall in November 2009 led to no significant changes in response to student protests by the administration.
- Likewise, the occupation of Wheeler Hall in Berkeley in November 2009, which led to the exhaustive Brazil report, produced no tangible results in terms of change in the response plan on the Davis campus.

In part, the failure to respond appropriately to the events on campus in November 2011 was produced by a leadership team that did not tolerate dissent within its ranks and did not listen to repeated warnings and informed opinions from within its own membership (Kroll, 109-10). In order for the administration to "devote itself to the healing processes for the university community" (Reynoso, 27) and establish patterns of behavior consistent with the Principles of Community, we recommend that the administration engage in a form of

open dialogue with the campus community that is consistent with the principle of consultation defined above. Senate and federation faculty have a key role to play in providing guidance and alternative perspectives in this healing process.

**Benchmark: Open forums for dialogue and real communication and consultation with evidence of attendance and impact by fall 2012.**

#### UC DAVIS ACTION

**AS-7:** UC Davis held five separate "Strengthening Campus Community" forums. The two-hour forums were designed to identify strengths of the university and areas for improvement, including identification of potentially controversial or troubling issues that could lead to demonstrations or civil disobedience. The forums were held at different times and at different locations in an attempt to boost student participation. The entire campus community was invited to take part. A trained facilitator moderated each forum and invited input.

Results from the forum were compiled and presented to the administration for consideration. Each of the forums was widely publicized in news stories in the campus newspaper, ads in the student paper, and on the campus website.

In addition, Student Affairs staff convened a joint meeting of the Chancellor's Graduate and Professional Student Advisory Board and the Chancellor's Undergraduate Advisory Board specifically to solicit their ideas on how to improve communication outreach to students.

## Demonstration Reviews

### Police Operations

#### Reynoso

##### UC Davis Police Recommendation No. B-1:

The Task Force recommends the Chancellor employ outside assistance to review UC Davis police department protocols and procedures. Once the review is completed, specialized training should occur with all members of the PD to assure compliance with modern and contemporary practices for a campus-based police department. This review should include:

- Recommendations related to all manner of PD operations including appropriate levels of oversight and review;
- Recommendations related to an evaluation of how the police requirements for our campus can be fulfilled including an analysis of the number of officers needed and the ratio of sworn officers (authorized to carry weapons) to other personnel;
- Determination of the appropriate command structure, how incident command is managed, coordination related to mutual aid, and procedures and protocol for use of all manner of force consistent with our campus culture. The protocol for use of force should include provisions for conditions for which riot gear is used;
- A review of the job description of the Chief of Police to ensure that the scope of practice as defined reflects the current campus needs and that the qualifications and experience reflect campus acuity. In addition, there should be a review of staffing and skill mix, benchmarking with other UC campuses and national university benchmarks if available. Any officer recruitment should consider the skills necessary to fit with the campus culture;
- Recommendations for annual competency trainings and annual performance valuations.

#### UC DAVIS ACTION

**B-1:** The Commission on Police Officer Standards and Training (POST) conducted an audit of all police department background files (June 8 - 12, 2012.) An outside expert was also secured to assist with the review of all policy and protocols. This included the implementation of formalized policy revision utilizing LEXIPOL. Community input has also been sought when reviewing draft policy. POST background and training audits are now complete and corrections have been made and approved.

##### UC Davis Police Recommendation No. B-2:

The Task Force recommends the Chief of Police evaluate the appropriate role of student involvement in police functions such as increasing the size and utilization of the Aggie Hosts. The focus should be on fostering a deeper sense of community.

#### UC DAVIS PROPOSED ACTION

**B-2:** Our nationally recognized Volunteers in Police Service program (VIPS) launched a new volunteer cadet program in January 2013 to help prepare UC Davis students interested in a career in law enforcement.

Three students receive sponsorships to a local police academy upon graduation. One cadet is hired as a cadet during the academy then upon successful completion of the academy will be reclassified to a UC Davis Police Officer.

More than twenty student positions were created by eliminating two officer positions to fund the new student-run facility security program through the Aggie Host unit. These students work on campus seven nights a week ensuring sensitive facilities are locked and secure. This program has been operating since June 2012 and has proven to be most effective.

##### UC Davis Police Recommendation No. B-3:

The Task Force recommends the UC Davis police department should strive to be a model of policing for a university campus and ensure best practices are followed.

#### UC DAVIS ACTION

**B-3:** Numerous improvements in policy and procedure have occurred. This is evidenced by several changes made in current community policing philosophy. Such items as having a truly community-based hiring process, citizens' academy, Police Chief/Staff formal monthly meetings, student cadet program, outreach officers, improved bicycle patrol, draft department-wide policy which seeks input from the community and so on.

### System-wide Recommendation No. C-1

The Task Force recommends the University of California study, evaluate, and adopt policies involving the training, organization, and operation of UC Police Departments to ensure that they reflect the distinct needs of a university community and utilize best practices and policing adapted to the characteristics of university communities.

#### UC DAVIS PROPOSED ACTION

C-1: System-wide changes are pending UC Office of the President review.

### System-wide Recommendation No. C-2

The Task Force recommends the University of California adopt a system-wide policy for inter-agency support that requires responding agencies to respect the local campus' rules and procedures, including specifically those for the use of force.

#### UC DAVIS ACTION

C-2: System-wide changes are pending UC Office of the President review.

### System-wide Recommendation No. C-3

The Task Force recommends The Office of the President should review provisions of the Police Officers' Bill of Rights that appear to limit independent public review of police conduct and make appropriate recommendations to the Legislature. The Task Force did not have access to the subject officers. This limitation does not serve the police or the public. When information necessary to understand and evaluate police conduct is unavailable to the public, the public has less confidence in the police, and the police cannot perform their duty without public confidence.

#### UC DAVIS ACTION

C-3: System-wide changes are pending UC Office of the President review.

## Kroll

### 8.2 System-wide Policing at the University of California

Kroll recommends that changes in policing at the University of California be instituted systemwide, and not merely on the UC Davis campus.

Kroll recommends that the University of California immediately begin the transition from ten separate university police departments operating pursuant to their various administrative leaders to a unified, standardized police force that is uniformly deployed at different locations around the state. A similar such institution is the California Department of Corrections, a statewide sworn law enforcement agency that has one set of core policies (e.g. one use of force policy, one training curriculum for crowd management, etc.), while allowing the local administrator in charge (the warden) flexibility to address unique local realities differently. (Another example is the United States Park Police; while the majority of their operations are in the Washington, D.C., metropolitan area, they are also responsible for national parks in New York City and San Francisco. They provide some flexibility to their local police leadership working with the local park management, but their core rules, regulations, policies, training and equipment are standardized across all the locales that they police).

The first step in this direction should be the creation of a Chief Public Safety Administrator ("Chief PSA") position operating out of the Office of the President of the University of California. This individual should be an experienced law enforcement professional. The Chief PSA should have functional authority over the ten different UC campus police chiefs; at a minimum, he/she must be able to require adherence to certain core equipment standards, training minimums/curriculums, and policies.

As a first step, the new Chief PSA should work with the various police chiefs to create, implement, review and establish standardized "public safety" policies throughout the UC System. All UC police officers, regardless of campus assignment, should be operating under the same core policies and performing their duties using the same training.<sup>613</sup> The UC policing apparatus should strive to become a leader and a source of expertise in the constitutional policing of public protest.

While the UC campus police chiefs should remain in a direct reporting line to a high-level campus administrator (this administrator should be standardized as well), the Chief PSA should have the authority to audit core functions of the campus police departments at any time. Annual reviews in areas such as use of force, training, critical incidents, internal affairs investigations and discipline-imposed would be appropriate.

In a similar vein, the Chief PSA should develop an annual statewide training plan on critical policing issues/skills for the UC campus police. This training plan will ensure that coordinated inter-campus training is being conducted. The idea of a "north" policing culture

that differs from a "south" policing culture should be addressed and eliminated, at least as to core skills, functions and policies, as part of this training plan.

<sup>613</sup> *Without belaboring the point, we believe it is completely unacceptable to have police forces that wear the same badge and work for the same ultimate employer, but use different tools, training and tactics and follow different policies. This is more serious when one looks at the various use-of-force policies that are employed on different UC campuses, and should be a top priority for repair. The UC reality is compounded in that each campus police department does its own hiring and most of their hires appear to be either self-sponsored at the various academies around the state or hired after initial training and service with a different law enforcement agency. Thus, while their training will have a common basis—the learning domains established by California POST—officers will have attended academies of different lengths, with different training emphasis, with different policing cultures. The UC system should develop training methods to foster one agreed upon set of competencies across the system, with emphasis on the necessary tactics for policing a college campus.*

## UC DAVIS ACTION

8.2: System-wide changes are the purview of the UC Office of the President.

### 8.3 Additional Recommendations for UC Policing

A detailed review of the UC system's approach to policing should be conducted. This is not the first major incident to go awry on UC campuses in recent years. The expectations of the individual UC campuses and the UC system leadership for their police should be defined and measured against the current capabilities of the UC police force. In short, a gap analysis should be conducted. The operational tempo of UC police departments is radically different from that of standard municipal police agencies; the normal measures of reported crime, calls for service, and response time remain elements of evaluating the police departments but must be supplemented by the other regular demands placed on these forces—and public protests and public order must be at the top of this list. With increasingly coordinated protests occurring across the state and the UC system, it is highly questionable whether the current system of inter-agency assistance remains viable. This needs further study.

There are a number of very specific policing-centric tasks that need to be addressed; these recommendations certainly apply to the UCDPD but may also apply to other departments in the UC system. These are:

1. Standardized and recurring training should be provided for UCDPD officers involving 21<sup>st</sup> Century Crowd Management strategies (20 hours). Additionally, enhanced supervisory and executive level crowd management training should be developed (10 hours). Training must comport with the California POST, 2102 updated, Crowd Management and Civil Disobedience Guidelines.
2. Incident Command System (ICS) training should be provided for individual campus Student Activities, Public Information, EH&S, Care and Shelter, Food Services, Financial, Office of Technology, Risk Management, Human Resources and Emergency Management personnel.
3. UC Davis campus emergency personnel must comply with state mandated standards for ICS and SEMS. This is especially true in the area of documentation where the operations plans for virtually [all] of the police events discussed in this report were deficient in key areas (e.g., no signatures, no approval sign-off signature, numerous blank sections of the report, failing to provide for key tactical elements of operations, etc.). Put another way, Incident and Event Action plans must be detailed, informative, and accurate and have "accountability for review" measures built in.
4. While we understand that some emergency operations discussions have occurred in the past, our understanding is that they involved sub-sets of the various campus entities but were neither comprehensive in their involvement nor realistic in defining their subject matter. Periodic Emergency Operations Center (EOC) exercises must be conducted and evaluated. Exercises must include both sworn and civilian EOC stakeholder personnel and these exercises should comport with both SEMS and the National Incident Management System (NIMS) standards.
5. Training should be provided to all UC police officers addressing alternative force applications (Passive Arrest Team Tactics) involving arrests of both active- and passive-resistant protesters. Command approval authority should be included regarding use of specialized munitions and OC dispersal methods during crowd control situations.
6. There needs to be a wholesale review of the UC Davis use of force reporting and investigation protocols. The use force by police against a member of the public is almost inevitably controversial. The policies, training, and investigative procedures must be current, comprehensive and transparent. They must include supervisory review of use-of-force reports, and the process needs to include command and executive review. Recordation should include threshold triggers to identify employees prone to multiple use-of-force applications and recommendations for training and/or remediation. These systems are generally termed Early Identification and Intervention systems (EIIIS) and there is an existing United States Department of Justice approved training program to aid in the development of these necessary systems.

Finally, Kroll recommends that the University of California monitor its progress in meeting all of the above-stated objectives, and report its progress to the public on a regular basis.

## UC DAVIS ACTION

**8.3:**

The following actions have been taken to respond to this recommendation:

1. All Police Department operations plans, effective March 2012, now identify the difference between passive and active resistance and are specific as to the appropriate use of force in each category. These plans also include guidelines for police use of chemical weapons, including when police can deploy chemical weapons and when officers need prior authorization to deploy such weapons. All supervisors have completed ICS training along with small group leadership and critical incident management training. All officers have received alternative use of force techniques.
2. This item is still under consideration.
3. It is campus policy that UC Davis emergency personnel must comply with state mandated standards for ICS and SEMS.
4. This item is consistent with current practices on campus.
5. All police officers attended a use of force training in September. Officers were taught an innovative approach to control and restraint called the Compliance, Direction and Take Down System (CDT System.) Unlike other types of so called non-deadly force systems, the CDT System teaches individuals to physically control or disarm a hostile aggressor, and keep him or her in compliance or completely restrained until help arrives. It addresses peace officer wellbeing and subject safety while decreasing the liability factors of all concerned. The CDT System is viewed as minimal justifiable force and is based on a proven theory that "less is better." Command approval, absent exigent circumstances, for the use of specialized weapons or OC during a crowd control situation is now standard operating procedure.
6. Review is underway and includes aforementioned reviews, supervisory reviews and recordation of use of force incidents. Along with this recommendation a formalized database has been established meeting all of the bullet points. This database, IAPRO, affords police command real time review of all use of force reports, citizen complaints, internal affairs investigations, and other various reports. This system also has an established early warning mechanism with set thresholds identifying areas for review. This standardized, formal, and professional system ensures all appropriate reviews and investigations are completed in a timely fashion.

### Robinson-Edley Review

Recommendation 3. Discuss with the Regents the possibility of increasing opportunities for students and other campus constituencies to address concerns directly with the Regents at times other than during public comment period at formal meetings.

#### UC DAVIS ACTION

3. System-wide changes are the purview of the UC Office of the President.

Recommendation 4. Collect each campus's current time, place, and manner regulations and all policies governing the response to events of civil disobedience, including applicable system-wide and campus police policies; post collected policies on system and campus websites.

#### UC DAVIS ACTION

4. System-wide changes are the purview of the UC Office of the President.

Recommendation 6. Increase opportunities for routine interaction between police and students and between the Chancellor and the Police Chief.

#### UC DAVIS ACTION

6. The Police Chief routinely meets with student groups including ASUCD and the Graduate Student Association to exchange information and discuss campus topics. This Student Police Chief Advisory committee has been formalized in police policy to ensure the continuation of the process. The Chancellor created and has convened the Campus Community Council, which includes student representation as a means of discussing important campus topics and events. This spring the campus will hold three separate forums around the theme of strengthening the campus community. An additional three workshops have been scheduled to train attendees in how to handle difficult or challenging conversations.

Recommendation 8. To the extent necessary, modify police policies to require the participation of senior administrators in decision-making about any police response to civil disobedience—clearly define the respective roles of administrators (objectives) and police (tactics) in this process.

#### UC DAVIS ACTION

8. These policies are consistent with those outlined in the Event and Crisis Management Team guide.

Recommendation 9. Develop principles to guide the event response team in determining whether particular acts of civil disobedience merit a response—when a response is necessary, specify use of lower levels of force (e.g., persuasion, hands-on compliance), before resorting to higher levels of force (e.g., pepper spray, batons), barring exigent circumstances.

#### UC DAVIS ACTION

9. All Police Department operations plans, effective March, 2012, now identify the difference between passive and active resistance and are specific as to the appropriate use of force in each category. These plans also include guidelines for police use of chemical weapons, including when police can deploy chemical weapons and when officers need prior authorization to deploy such weapons.

Recommendation 10. When faced with protesters who are non-aggressively linking arms, and when the event response team has determined that a physical response is required, principles should specify that administrators should authorize the police to use hands-on pain compliance techniques rather than higher levels of force (e.g., pepper spray, batons), unless the situation renders pain compliance unsafe or unreasonable.

#### UC DAVIS ACTION

10. The Police Department established its first crowd management policy consistent with POST guidelines (POST is the California Commission on Peace Officer Standards and Training.)

Recommendation 14. Coordinate in advance of planned demonstrations with other police departments likely to provide assistance.

#### UC DAVIS ACTION

14. All of the campuses have accepted this as their standard operating procedure for planned events such as Regents meetings or labor or occupy demonstrations if there is enough time to move the troops around. There will now be a specially trained UCPD response team available for these events. Obviously exigent circumstances will require following state authorized Mutual Aid compacts.

Recommendation 15. Require each campus police agency to seek aid first from other UC campuses before calling on outside law enforcement agencies, except where there is good cause for seeking aid from an outside agency.

#### UC DAVIS ACTION

15. This is now policy for the UC Davis Police Department. Other UC campuses will be called upon for mutual aid before calling on outside law enforcement agencies.

Recommendation 16. Require the Chief of Police on each campus personally to interview and approve all newly hired sworn officers.

#### UC DAVIS ACTION

16. A police department cadet program was created to better acquaint members of the student community with police work on campus, expose them to police policies and procedures, and prepare them for potential careers in law enforcement. Over 20 UC Davis undergraduates enrolled in the program. The top three will be sent to a regional law enforcement academy and the top candidate will be hired into the UC Davis police force as a sworn officer. This practice will, over time, increase the department's diversity, promote stronger ties with the student community and make hiring practices more transparent.

The UC Davis Police Chief personally interviews and approves all newly hired sworn officers.

Recommendation 17. Review UC police compensation practices to ensure that compensation is sufficiently competitive to attract and retain highly qualified officers and police leaders.

#### UC DAVIS ACTION

17. System-wide changes are the purview of the UC Office of the President.

Recommendation 18. Obtain input from members of the campus community (e.g., students, faculty, staff) in the process for hiring campus police officers, and promoting or hiring officers for command-level positions within the department.

#### UC DAVIS ACTION

18. Hiring and promotional panels now consist of community members from many areas, including the Associated Students of the University of California, Davis (ASUCD), the Graduate Students Association (GSA), faculty and law enforcement command officers.

Recommendation 19. Increase training of campus police officers in the areas of crowd management, mediation, and de-escalation of volatile crowd situations.

#### UC DAVIS ACTION

19. UC Davis has adopted the new UCPD policy on Crowd Management, Intervention and Control. The policy highlights the importance of safeguarding constitutional rights and the First Amendment and provides an outline of basic steps to be taken and/or considered by the UC Davis Police Department in the management of demonstrations.

UC Davis Police have reviewed internal processes and procedures and have participated in NIMS/SEMS trainings and documentation protocols.

UC Davis protocols for use of force reporting and investigation are complete, including a three-year review of "use of force" statistics for both the Davis and Sacramento campuses.

Recommendation 20. Create specialized response teams with additional training in crowd management, mediation, and de-escalation techniques at the systemwide level.

#### UC DAVIS ACTION

20. System-wide changes are the purview of the UC Office of the President.

Recommendation 21. Establish a regular program for joint trainings, briefings, and scenario planning with law enforcement agencies on which each campus police department is likely to call for assistance or mutual aid.

#### UC DAVIS ACTION

21. Completed a table top exercise in partnership with the California Emergency Management Agency (CALEMA) utilizing our mutual aid partners and campus executives in the process. This will be an on-going process.

Recommendation 23. Conduct simulations jointly with campus administrators and campus police to rehearse responses to civil disobedience scenarios.

#### UC DAVIS ACTION

23. Police hosted an exercise directed by the Department of Homeland Security to allow police supervision to practice what was learned in a recent police all supervision NIMS/SEMS update provided by CALEMA and the Department of Homeland Security. The exercise included other campus community members and executives. All police supervisors have completed both NIMS/SEMS training. Also all police supervisors have been provided with advance small group leadership training and various supervisors have attended critical incident training for management

The Federal Emergency Management Agency's "Introduction to the Incident Command System, ICS-100 for Higher Education" was completed by all members of the Council of Vice Chancellors (COVC) and the Event and Crisis Management Team (40 individuals in all), and a separate course in event management training and participation in a series of trainings to improve understanding of the NIMS/SIMS vernacular and decision-making processes was completed.

Recommendation 35. Establish and implement a systemwide response option framework for use on each campus.

#### UC DAVIS ACTION

35. System-wide changes are the purview of the UC Office of the President.

Recommendation 36. Require that campus police and other authorities (to the extent controlled by the University) act in accordance with the response option framework, absent exigency or good cause.

#### UC DAVIS ACTION

36. System-wide changes are the purview of the UC Office of the President.

Recommendation 37. Develop a systemwide process for determining which "less lethal" weapons may be utilized by UC police officers.

**UC DAVIS ACTION**

37. System-wide changes are the purview of the UC Office of the President.

Recommendation 38. Require each campus Police Chief personally to approve the specific types of less lethal weapons available to officers in their department.

**UC DAVIS ACTION**

38. System-wide changes are the purview of the UC Office of the President.

Recommendation 39. Require each campus police department to include the list of weapons approved for use in response to demonstrations and civil disobedience in its use-of-force policies, and to make the list available to the public.

**UC DAVIS ACTION**

39. System-wide changes are the purview of the UC Office of the President.

Recommendation 42. Establish a program for video recording protest events designed to develop a fair and complete record of event activity solely for evidentiary or training purposes.

**UC DAVIS ACTION**

42. UC Davis Police Department has purchased five wearable video cameras to be used in various situations including protest activity. Each camera bears a clear, discernible label that reads: "CAMERA". This designation is meant to inform members of the public that an exchange with the police officer is being filmed and audio taped. UC Davis also developed a procedure to ensure that, during a large or potentially troublesome event, cameras are deployed into the field at specific locations. Typically this includes putting a camera on the field commander, arrest teams and line officers to provide a variety of views of the activity. Each significant incident then may be filmed from five different placements. This is to ensure that the full spectrum of interaction is recorded and available for subsequent viewing. This is a tremendous educational resource and will assist in resolving complaints and in determining how specific events were managed and/or how they might have benefitted from different approaches. The university also utilizes in-car cameras on police vehicles and ensures, as standard operating procedure, that they are activated when transporting prisoners or when near the scene of activity. All recording is covered under the various policies listed below. UC Davis is one of a few departments in the country that actually have a policy related to the public video recording of officers and how officers shall respond. "Video Recording and Photographing of UCDPD Members by the Public".

In addition, UC Davis provides officer training on all video devices and the rules of evidence apply to video same as any other evidence. Even the campus Tasers have video recording devices built into them as safeguards for both officers and the public.

Recommendation 43. Amend existing police department policies to require after-action reports for all protest events involving a police response, regardless of whether the response resulted in force, injury, or civilian complaint.

**UC DAVIS ACTION**

43. All events, including protests and pre-planned events—not related to protests, but out of the ordinary—all require an after-action report. These after-action reports are stored for easy access in a simple computer database. <http://police.ucdavis.edu/departamental-policy-and-procedures>.

Recommendation 44. Coordinate review of after-action reports on a periodic basis with campus event response teams, and with the Office of the President.

**UC DAVIS ACTION**

44. System-wide changes are the purview of the UC Office of the President.

## **Appendix H: Reforms Implemented Under Current UCDPD Leadership**

## UC Davis Police Department's Progressive Approach to 21<sup>st</sup> Century Policing

2021

- Reduced armed sworn personnel on Davis campus by 33%.
- The UCDPD eliminated its motorcycle traffic enforcement unit and sold all four of the existing motorcycles.

2020

- The International Association of Campus Law Enforcement Accreditation (IACLEA) awarded the department full accreditation. This three year process was a full agency assessment, the acceptance of new policies and procedures that encompass the nation's most contemporary best practices and verification that they are applied and accepted in our culture.
- The UCDPD introduced the first Core officer position. This position is unique as it places, a casually dressed officer in the core of campus to address a variety of calls for service.
- The UCDPD established and completed the hiring of a student liaison position assigned to Student Affairs. This first such position in the UC system.
- Discontinued/decommissioned the campus holding/jail facility.
- In partnership with Student Affairs, CARE, and DEI, and in compliance with IACLEA, arrange for a diverse hiring panel for sworn officer positions.

2019

- Re-establishment of the UC Davis Health Physical Security (PSO) Security Services in Sacramento.
- Adopted the Chief's philosophy of hiring UC Davis cadet graduates into both uniformed and non-uniformed positions.

2018

- The UCDPD reduced the number of officers assigned to the Davis campus by 33 percent.
- In partnership with Student Affairs, the police department established campus policy which removes the presence of police for all peaceful protests and gatherings.
- Enhanced the department run police cadet program and created a portal for students and alumni to become UCPD officers.
- De-emphasis of minor criminal violations are redirected in partnership with the Yolo County District Attorney, we established a more holistic approach to policing with the adoption of Neighborhood court, and mental health court. In addition, we enriched our partnership with student judicial affairs all in an effort to keep students out of the criminal justice system.

2017

- The UCPD completely removed itself from the Federal 1033 program.

- Extensive training program i.e. CIT, de-escalation, implicit bias, Procedural Justice, Mental Health, Tactical Communication, Racial Profiling, trauma informed interviewing techniques
- Expanded the student run safe rides and escort programs for all students.
- Expanded the student run Aggie Host security programs.

## **Appendix I: Town Hall Dates, Target Populations, and Attendee Information**

Date/Constituent Group	Moderator - Zoom Host	Moderator - Zoom Co-Host - Zoom Co-Host	Note Taker - Zoom Co-Host	Note Taker - Zoom Co-Host	Note Taker - Zoom Co-Host	Producer - Zoom Co-Host	Conflict Resolution Assistant (optional) - Zoom Co-Host	# of Registrants (not including taskforce members)	# of attendees (not including taskforce members)	Registration to Attendance Percentage
February 9 (2:00pm – 3:00pm): [Student – Undergrad]	Hla Elkhathib	Diana Martinez	Molly Bechtel	Molly Bechtel	Molly Bechtel	Stacy Miller; Mi-Chelle Thomas	Sheri Atkinson	24	19	79%
February 12 (11:00am – 12:00pm) [ Staff – Campus]	Christine Lovely	Kevin Johnson	Molly Bechtel	Molly Bechtel	Adriana Berenise Pulido	Mi-Chelle Thomas		60	53	88%
February 22 (5:00pm – 6:00pm) [GENERAL - Anyone]	Sheri Atkinson		Sarah Meredith	Sarah Meredith		Stacy Miller; Mi-Chelle Thomas		39	24	62%
February 25 (6:00pm – 7:00pm) [School of Medicine and School of Nursing Students]	Allison Brashear (co-moderator)	Sarah Meredith	Richard Tucker	Richard Tucker		Mi-Chelle Thomas		17	14	82%
March 1 (6:00pm - 7:00pm) [Academic Senate and Academic Federation Faculty - Health]	Mary Croughan	Zeljka Smit-McBride	Richard Tucker	Richard Tucker		Mi-Chelle Thomas	Ari Kelman; Allison Brashear	7	3	43%
March 2 (12:00pm - 1:00pm) [Health Staff]	Christine Lovely	Toby Marsh	Cathy Montes	Cathy Montes		Mi-Chelle Thomas		68	52	76%
March 2 (4:00pm – 5:00pm) [Alumni/Community]	Mike Sweeney	Renetta Tull	Molly Bechtel	Molly Bechtel		Mi-Chelle Thomas		11	10	91%
March 3 (4:00pm – 5:00pm) [International Students]	Renetta Tull		Gillian Moise	Gillian Moise		Mi-Chelle Thomas		5	1	20%
March 3 (6:00pm - 7:00pm) [Academic Senate and Academic Federation Faculty- Davis]	Mary Croughan	Zeljka Smit-McBride				Mi-Chelle Thomas	Ari Kelman	8	5	63%
March 4 (10:00am – 11:00am) [Student – Graduate]	Kevin Johnson	Mike Sweeney	Jonathan Minnick	Jonathan Minnick		Gillian Moise; Mi-Chelle Thomas		14	10	71%
March 9 (4:00pm - 5:00pm) [Health Staff]	Christine Lovely	Toby Marsh	Cathy Montes	Cathy Montes		Mi-Chelle Thomas		16	14	88%
March 9 (6:00pm – 7:00pm) - CANCELED (NO STUDENTS REGISTERED)			Pamela Pretell	Pamela Pretell	Adewale Osipitan			0	0	0
March 23 (7:00am – 8:00am) [GENERAL – Anyone]	Christine Lovely	Renetta Tull	Roxanne Grijalva	Roxanne Grijalva		Mi-Chelle Thomas		27	17	63%

## **Appendix J: Subcommittees and the Members**

## **Bibliography of Readings**

*Create an annotated bibliography of the “Collection of Information” in Box by Diana Flores, Law Fellow. This workgroup will digest, discuss, and write summaries based on the collected readings and research.*

- Gillian Moise, Co-Chair
- Michael Sweeney, Co-Chair
- Maddie Ghosh
- Bruce Hayne
- Joanna Kwong,
- Maleah Vidal (with Diana Flores)

## **Website and Data**

*Consider items and information that would be part of a public facing website that shares a level of transparency of the items the Task Force is involved with and information that is being considered. For example, our reading list, training (ex: implicit bias training), events such as Town Halls, an email plugin with a ways for the UC Davis communities to submit questions, list of any additional meetings attended on behalf of the Task Force (ex: NACOLE)*

*Other items to include at a later time: background on the charge, the recommendations and priorities/copy of the full report and then subsequent updates at the conclusion of the Task Force. (Note: UC Davis Strategic Communications will create the website, this group will assist with determining content.)*

- Jonathan Minnick, Co-Chair
- Paul David Terry, Co-Chair
- Roxanne Grijalva
- Diana Martinez
- Kelly Ratliff

## **Focus Groups and Town Halls**

*The Task Force will host focus groups and town halls, with the intent to engage members across the UC Davis community. Those in this subcommittee will work on general town hall dates, which groups on campus should have additional smaller focus groups, and questions that should be asked of the audiences during the town halls and focus groups.*

- Sheri Atkinson, Co-Chair
- Christine Lovely, Co-Chair
- Molly Bechtel

- Milagros Copara
- Mary Croughan
- Darryl Goss
- Roxanne Grijalva
- Kyle Patrick Krueger
- Jonathan Minnick
- Zeljka Smit-McBride

### **Task Force Report Writing Group**

*This subcommittee will assist with writing the content for the draft report.*

- Kevin Johnson, Chair
- Charron Andrus
- Allison Brashear
- Sheila O'Rourke
- Maleah Vidal

## **Appendix K: The Website and Data Subcommittee's Website Development Description**

May 4, 2021

#### INTRO:

The Website and Data Subcommittee was tasked with creating an online interface that serves as a repository for documents, a bibliography on campus safety and materials cited by the task force, a schedule of townhall meetings and events and a list of task force contributors, along with a webform to collect virtual submissions. The sub-committee was led by Jonathan Minnick and Paul David Terry, with task force members Kelly Ratliff, Roxanne Grijalva, Diana Paulina Martinez Padilla and website contributions by Renetta Tull and Tristan Perry.

#### CONSTRUCTION AND CONCEPT:

The website and data subcommittee chairs met with Strategic Communications staff member Tristan Peery to develop a site map and build out the basic structure of the task force web pages within the existing UC Davis Leadership website (<https://leadership.ucdavis.edu/strategic-plan/task-forces/campus-safety>). Jonathan and Paul consulted a variety of website formats in order to design the most effective structure for communication, with a focus on accessibility and engagement. The sub-committee scoped a website after a review of UC Davis Leadership task force pages, current trends in marketing and communications, sparse pages online and how users perceive educational tools around human rights, racial justice and academic sources. UC Davis Strategic Communications created a basic site and the sub-committee completed the remaining structure and design.

The development of content and mechanism for virtual submissions took into account several frames, including human rights and policing (Organization for Security and Co-operation in Europe, 2012), pedagogy of safety (Leonardo & Porter, 2010, Leonardo, 2009), story collection through a social justice framework (Mayotte et al., 2018), circumstantial evidence through tenets of Critical Race Theory (Solórzano & Yosso, 2002), Narrative medicine (Sayantani, 2016) and Indigenous Education (Styres, 2019, Smith, 2012), building relevant resources with changing dynamics (Devine et al., 2012), and truth-telling as it relates to non-majoritarian stories (Ragland, 2020, Taylor, 2016, Bonds & Inwood, 2015). Applying these increases trust among those visiting the website and for those submitting potential stories associated with racial trauma and safety violations.

#### IMPLEMENTATION:

A few of our main goals for the task force's website were accessibility, ease-of-use, balance of quality and quantity of information and a page that serves as a thought leader among academic institutions. The landing page for the Task Force includes an introduction to the purpose of the task force, with links to existing reports and a request for campus community feedback. Our subcommittee was responsible for connecting with the other subcommittees on the task force and developing content and website for their needs, and the rest of the website is organized around three main categories: Readings, Trainings, and Resources; Town Halls, Focus Groups, and Events; and, Task Force Members and Committees.

The Readings, Trainings, and Resources portion of the website contained the living bibliography and list of readings, as well as a list of resources collected by various members of the task force. This page also listed the training that task force members conducted as part of their membership, such as the implicit bias training offered by the University of California Office of the President. Going beyond simply posting the full bibliography document from the bibliography and readings subcommittee, we also posted readings, essays, and articles that were circulated throughout the task force, were mentioned during the meetings and town halls, or came as an addendum from the Bibliography and Reading subcommittee. This included a series of reports, such as the UAW 2865 report on policing in the UC and several articles posted in major California newspapers about policing within the UC. As the story of policing continued to develop throughout 2020 and 2021, we felt it necessary to capture the changes in thought, which were represented through many reports that came out over the last year, as well as the multitude of op-eds, essays, and articles that were published by news agencies across the country. By sharing a living bibliography, our campus community could follow along with the reading that our task force was doing and see which concepts were shaping our conversations and thoughts. The bibliography was updated by the website subcommittee regularly throughout the year.

The Town Halls, Focus Groups, and Events page listed all of the dates and registration links for the twelve town halls hosted by the task force. Visitors to this page would also find events happening on campus and throughout the UC system, such as the two-part Campus Safety Symposium, hosted by the Office of the President in February and March. It was crucial for the engagement and outreach goals of the task force that this page be highly accessible, as it was the main avenue for the campus community to register for town hall meetings which occurred during the Winter Quarter. Additionally, because the Office of the President's two-part Campus Safety Symposium was such an important event during this year, we shared the YouTube information on the page to ensure that visitors were able to access the content. They were able to watch the symposium live or an archived version, which is currently available on YouTube for both days.

The Task Force Members and Committees page listed all of the task force members and their subcommittee membership. In addition to listing the members and the committees that they sat on, we collected headshots, bios, contact information, and pronouns, which we then created "Person" pages for all of the task force members. This allowed visitors to "see" the task force, which was valuable as we conducted most of our work in the virtual world. We hoped that by making the task force structure and membership more visible that campus affiliates would be able to engage more readily with the various facets of the task force.

#### ACCESSIBILITY:

Accessibility is at the forefront of our website design and implementation. We limited the number of pages that were on the website so that visitors could easily navigate through our pages. Additionally, we structured pages so that all listed items were hyperlinked to the content it mentioned in an effort to limit the amount of text on the page. Furthermore, the most important items were posted clearly so that visitors would not have to search to find them, like the campus

feedback form, which exists in multiple places and as a large button on the main page. Given that the website is the primary connection between the task force and the campus community, it is crucial that the information shared is easily accessible and the website is used frequently and seamlessly. Many of the pages are designed to limit the amount of text in order to make the information as easily accessible as possible, while maintaining the fidelity of the source. We hoped that visitors would engage with all parts of the website, so keeping the pages short and easy to navigate would encourage users to explore other parts of the website.

We also believed that it was important to establish a more open connection between the task force members and the campus community, so each member's person page included contact information so that people who wished to communicate with a member could do so easily. Additionally, having a bio for each of the members allowed visitors to understand who is on the committee and what their role is in the campus community. Task force member biographies included gender pronouns, parallel voicing and relevance to racial justice and human rights endeavors.

The creation of the campus feedback form allowed constituents across the campus to give their voice to the conversation beyond the town halls that were conducted earlier in the calendar year. The campus feedback form is anonymous (with the exception of affiliation status) and is an open text box, allowing users to write anything they want about campus safety. As some campus safety stories can be incredibly personal, and sharing them is a vulnerable experience, we made sure that privacy was maintained throughout the sharing process. This form could be used by anyone, and is another tool that the task force used for engagement, in addition to and separate from the town halls and focus groups. The story collection pedagogy framed with human rights, social justice, APA styling and narrative medicine builds trust with the submitter, relays the value of their story, provides a sense of security with identity and pronouns, and potentially reduces trauma associated with submitting a story associated with safety.

## PRODUCTION OUTCOMES

Website and content construction was tracked through this process. The subcommittee built or revised 39 pages, created content for each of the 39 pages, and accounted for 24 events, a resource list, bibliography, graphics, and content editing of 25 biographies and tracking of 30 biographies. The subcommittee used a project management system to track all actions and develop submission forms through [Airtable \(https://airtable.com/invite/l?inviteId=invVfg5OiXoWkjaAU&inviteToken=5d380d59abd820ca67ef7064ffb9f151301aa78586c289497c75af8154522b\)](https://airtable.com/invite/l?inviteId=invVfg5OiXoWkjaAU&inviteToken=5d380d59abd820ca67ef7064ffb9f151301aa78586c289497c75af8154522b). Busy schedules of subcommittee and task force members, with volunteers tasked with complex work, reduced capacity in launching components in a thoughtful and timely manner.

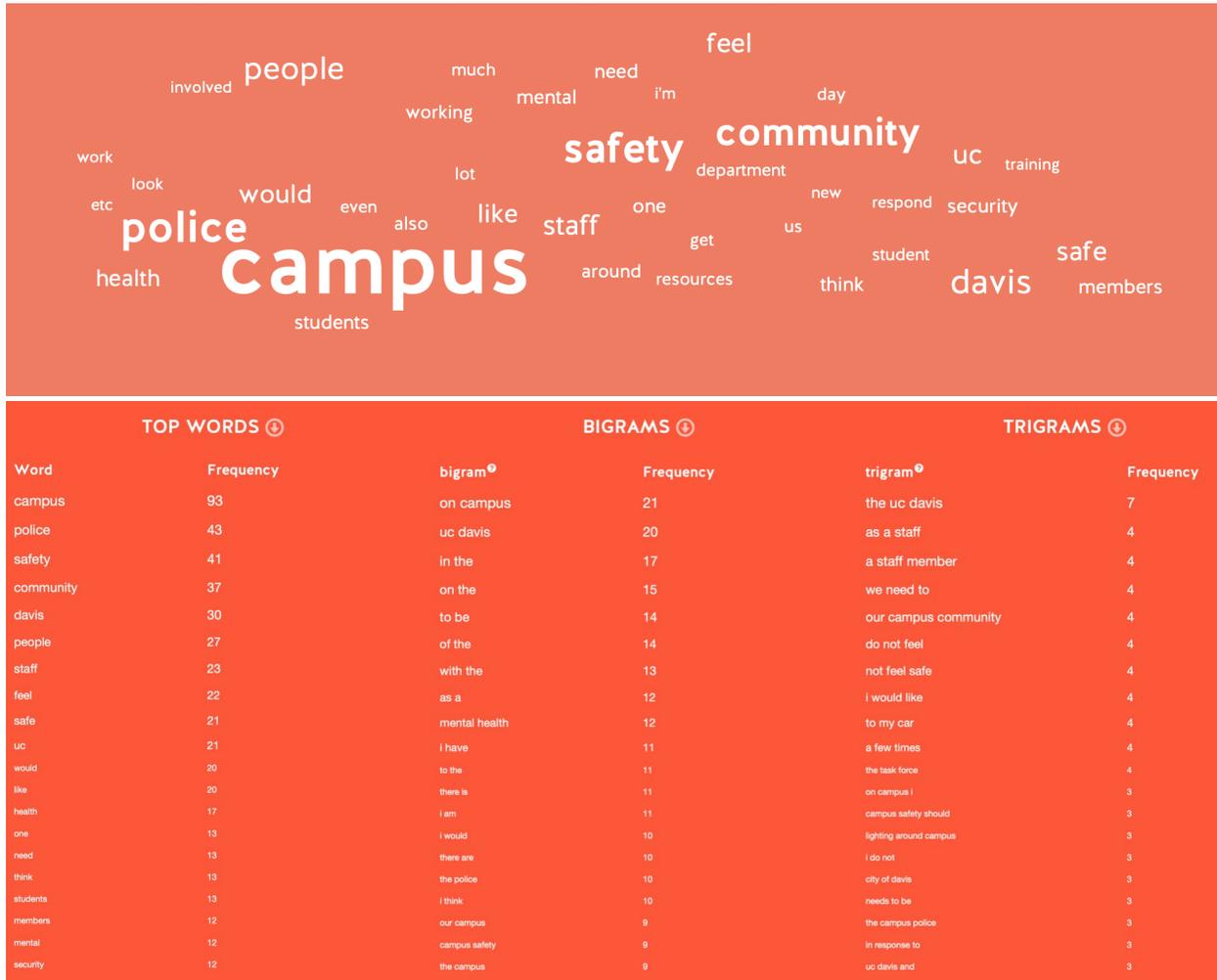
## CAMPUS FEEDBACK FORM RESULTS:

Engagement - Total: 42 (as of May 4, 2021)

- Student - Undergraduate: 2

- Student - Graduate/Professional: 7
- Postdoctoral Scholar: 0
- Staff - 26
- Faculty - 7
- Alumni - 0

Text entry analysis: Word cloud, top words, bigrams, and trigrams.



## CONCLUSION

Our primary concern with the website was for the perception of the output of the task force and whether it would be viewed as a relic or co-conspirator in advancing campus safety. Innovating and leading requires something beyond a repository of content and advances the work as a case study and ever-evolving group of thinkers connecting to advancements in racial justice work and research across all disciplines. Our recommendation is that the website not only serve its conventional role of posting the recommendations and any progress toward those recommendations, but that it also continues to add relevant and truth-telling resources to continue the thought leadership capable of this committee. As Kimberly Crenshaw writes in her

Washington Post article on Why Intersectionality Can't Wait: "Intersectionality has been the banner under which many demands for inclusion have been made, but a term can do no more than those who use it have the power to demand."

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- ["Los Angeles School District Eliminates One-Third of Its Police Officers." – Shawn Hubler and Kate Taylor in the \*New York Times\*](#)
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