Recommendations for the University of Oregon Regarding Campus Safety & Well-Being Topics

21CP Solutions

September 2022

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I. Introduction, Scope, and Approach

A. Scope of the Assessment

The University of Oregon ("UO" or "the University") engaged 21CP Solutions ("21CP") to conduct an evaluation of, and provide recommendations regarding, three primary areas related to campus safety and well-being:

- ***Area 1: Response to Individuals Experiencing Mental, Behavioral, and Emotional Health Challenges on Campus.*** UO charged 21CP with assessing UO's, and the University of Oregon Police Department's ("UOPD" or "the Department"), current system of response to individuals experiencing mental, behavioral, and emotional health challenges; to consider best and promising practices in the area; and to make specific recommendations for enhancing or improving UO and UOPD's response.

- ***Area 2: Additional Changes to the Roles, Responsibilities, and Functions of UOPD.*** In January 2021, University President Schill announced a reduction of the number of armed UOPD officers on campus and an increase in the number of unarmed community service officers ("CSOs"). UO asked 21CP to make specific recommendations about the types of community problems, needs, and issues for which resources beyond the police may be the best, most appropriate, or necessary primary response.

- ***Area 3: Police Accountability Process/Review Board Structure.*** UO asked 21CP to evaluate the structure and practices of its current Complaint Review Committee ("CRC"); review the CRC in light of best and promising practices regarding police accountability structures in university and college settings; and make recommendations for how UO can ensure a fair, just, and responsive accountability process.

Additionally, UO asked 21CP to summarize, based on its engagement with students and other UO constituents, community views about, and expectations regarding, public safety and UOPD's role on campus going forward.

21CP's work was therefore not a comprehensive assessment of UOPD's policies, practices, procedures, staffing, or operations. It was not an evaluation of UOPD's performance across time or an investigation of any particular incident involving UOPD. It was also not a 360-degree consideration of all aspects of safety or policing across UO. Instead, 21CP's evaluation was a focused, targeted assessment across the areas listed above, which all relate to safety and well-being at UO.

B.   Approach

21CP typically bases its assessments and recommendations on an analysis of three primary sources of information or data: paper, performance, and people. Our work related to public safety at the University of Oregon was no exception.

First, 21CP examined an array of written materials and information concerning policing, public safety, and campus safety at UO. This included various policies, procedures, protocols, training materials, annual reports, and several other types of materials that assisted 21CP in gaining a better understanding of the current systems and structures pertaining to campus safety and the three areas of focus outlined above. These materials related both to the University generally and to UOPD specifically, which was cooperative and engaged with 21CP throughout the assessment. 21CP evaluated these various written materials in light of an array of best practices, emerging approaches, and national standards. Throughout this report, we detail or reference the specific materials, and the best, emerging, or promising national practices used to consider those materials.

Second, 21CP considered some overall, aggregate information about public safety at UO and UOPD's activities. Specifically, 21CP examined data on crime, calls for service, arrests, citations, the University's engagement of Eugene's CAHOOTS program, and other information related to the needs of the UO campus community when it comes to safety and well-being.

Third, between February 2022 and June 2022, 21CP engaged in a sustained effort to engage with the UO community. This engagement included (1) focus groups and interviews with campus stakeholders and community members; (2) feedback and experiences shared through a "Voices of UO" email created to receive anonymous community input; and (3) a student-focused electronic questionnaire. Through these various methods, 21CP obtained input and feedback from approximately 309 individuals.

21CP's overall engagement efforts were influenced by the academic calendar at UO, and, pursuant to numerous conversations with UO administrators and leadership, the 21CP team aimed to focus engagement efforts during times when students, faculty, staff, and external stakeholders were not otherwise focused on examinations, grading, or breaks. Table 1, below, summarizes the specific time periods during which various types of engagement were conducted and the nature of the community participation in each stage.

Table 1.   Summary of Community Engagement Efforts at UOPD

	Engagement Type	**Community Participation**
January – March 2022	• Initial communications pertaining to community awareness • Identification of community stakeholders for outreach • Scheduling of focus groups and interviews	

March 29 – May 11, 2022	• Virtual interviews and focus groups conducted	• 26 listening Sessions and interviews conducted • 115 UO stakeholders participated
May 20 – June 3, 2022	• Student-focused electronic feedback questionnaire circulated to all UO students via email	• 193 responses

21CP strove to engage with a diverse array of University stakeholders. The various engagement mechanisms that 21CP pursued were aimed at creating accessible opportunities for University community members to share opinions, views, values, histories, experiences, and ideas surrounding public safety and well-being on campus. The following sections summarize 21CP's efforts to engage various UO community groups.

1. Student Engagement

Three open listening sessions were conducted for students (including two sessions on April 19, 2022 and one session on April 27, 2022). Another session was conducted with student government representatives (on April 13, 2022). These various sessions occurred on various days of the week and times of day. Because of the COVID-19 public health situation, including the surge of cases related to the Omicron variant in the first quarter of 2022, these listening sessions – along with other interviews and listening sessions for other campus stakeholders – were conducted using online video conference. In an effort to be respectful of student time, focus groups were structured to take one hour.

To promote the listening sessions to students, 21CP worked with staff from UO's Division of Student Life, who in turn worked with UO Communications to send an email to students during the second week of April 2022 that provided information about the upcoming listening sessions. That communication also provided students with the "Voices of UO" email established to receive feedback.[1]

Additionally, to promote and encourage student participation in the listening sessions, 21CP engaged various University leaders who support students and student organizations on campus. Through their efforts, as well as those of the UO Multicultural Center, communications and invitations to the listening sessions were circulated to 21 formal, identity-based student groups.

To promote high-quality and in-depth conversation in a supportive environment, 21CP intended to limit these open sessions to 25 registrants per session at the outset. These limits were aimed at promoting an inclusive environment in which a diversity of voices might be heard. Specifically, a smaller-group setting aims to support individuals who experience discomfort, fear, trauma, or difficulty discussing issues

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[1] It should be noted here that, due to a technical malfunction, some individuals who attempted to submit feedback via the "Voices of UO" email received "bounceback" notifications indicating that their email was not successfully received. 21CP immediately corrected the error when it was made aware of the issue in late April 2022. Ultimately, two communications were received through the "Voices of UO" feedback channel.

surrounding safety, policing, law enforcement, University administration, and related issues. Additionally, the focus group setting allows for moderators to ensure that equal opportunity to contribute and speak is provided to all participants. Further, in contrast to large, "open mic"-style forums, smaller discussion groups enable those who are less comfortable with public speaking or disclosing personal information or details to a large group to provide input in a smaller environment.[2] Lastly, the online video platform offered participants the "chat" option to communicate directly and privately with facilitators.

Consistent with these focus group goals, the sessions were facilitated by a member of the 21CP team. Although a 21CP team member took notes, all participants were assured that their participation was voluntary and confidential. Although 21CP might characterize or quote various aspects of their comments, their names and identities would not be disclosed. Meetings were not recorded, and no names or other identifying information was documented.

Despite the various types of communications and outreach outlined above, and sustained efforts by UO staff and administrators, student participation was low for the listening sessions. A total of 12 students attended the various focus group sessions. As such, no student who signed up for a listening session or logged on to the video conference platform was turned away.

In light of the low numbers of students who elected to participate in various focus groups settings, 21CP created an anonymous, electronic feedback questionnaire for students. The questionnaire consisted of a short series of open-ended questions about public safety at UO that aligned with the themes of prompts used in focus group sessions, including:

- How safe or unsafe do you feel on campus?
- Please share with us ways in which the University of Oregon Police Department (UOPD) does or does not contribute to your feeling of safety and well-being at UO.
- What University offices or groups other than UOPD do you think can contribute to promoting safety and well-being on campus? What types of campus issues or problems do you think could or should be addressed by people, entities, or University resources other than UOPD?
- What else can the University of Oregon do to help foster safety and well-being on campus?

The questionnaire was distributed, via a UO email to all University students, on May 20, 2022. It was available through June 3, 2022. Overall, 193 student responses were submitted, and 184 submissions were responsive in at least some way to at least one question (i.e., by providing at least some response in at least one of the open-narrative answer fields for at least one question).

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[2] *See* S. Wilkinson, "Focus Group Methodology: A Review," 1 *International Journal of Social Research Methodology* 181 (1998).

2. *Faculty, Staff, and Administrators*

21CP met with a number of faculty, staff, and administrators, including but not limited to personnel affiliated with the following groups:

- Office of Investigations and Civil Rights Compliance;
- Human Resources;
- Counseling, Health and Wellness;
- Residence Life;
- Student Life;
- Faculty;
- University Administration;
- Complaint Review Board;
- Diversity, Equity and Inclusion/Multicultural Center;
- Title IX;
- Black Strategies Group;
- President's Diversity Advisory Community Council (PDACC); and
- UO's General Counsel Office.

3. *UOPD Personnel*

21CP engaged with various members of the UOPD – including leaders, managers, officers, civilian staff, and Community Service Officers. 21CP endeavored to speak with UOPD across various ranks, assignments, and number of years with the Department. Various discussions addressed current UOPD and officer interactions with campus community members, response dynamics, campus safety and crime trends, the use of the City of Eugene's CAHOOTS program on campus, internal culture, formalized community engagement and outreach efforts, and many other topics.

4. *City of Eugene Stakeholders*

21CP made multiple attempts to talk with CAHOOTS personnel, via University-provided contact information, in April 2022 but were unsuccessful in doing so. 21CP engaged with representatives of the Eugene Police Department ("EPD") and Eugene Springfield Fire. Personnel from these entities provided perspectives on CAHOOTS, UOPD, UO campus safety, and public safety services generally.

5. *The Role of Community Engagement in the Assessment and Report*

Regardless of affiliation or relationship to the University – whether they be students, faculty, staff, administrators, members of UOPD, Eugene stakeholders, or others – individuals elected to speak with us or voluntarily completed the electronic questionnaire. This means that campus participants in 21CP's engagement were self-selected, not randomly selected. Consequently, the views of participants cannot be extrapolated to the University community or any particular subgroup.

In other words, ***the views of participants in our community conversations and electronic questionnaire may or may not represent or reflect the opinions of the University community as a whole.*** For instance, it may be that individuals with more positive views about public safety on campus, or with more positive experiences involving UOPD at UO, were more likely to engage with 21CP. It may also be that individuals who say they feel less safe on campus, or who raised concerns about UOPD's presence on campus, were relatively more interested in talking about such issues and were therefore more represented in focus groups or the electronic questionnaire than they are among the overall University community.

Likewise, the "sample" of the UO community with whom we spoke, including both focus groups and online questionnaires, was not statistically significant. Substantively, this means that it is entirely possible that, during our engagement process, some important views were not, or were not sufficiently, represented simply because of the particular nature of the individuals with whom we interacted.

Despite these limitations, small-group discussions, semi-structured interviews, focus groups, and convenience-sample-based questionnaires are, as many members of the University community will recognize from their academic pursuits and inquiries, nonetheless appropriate and useful methods of qualitative research:[3]

> [Q]ualitative research . . . allows you to identify issues from the perspective of your study participants, and understand the meanings and interpretations that they give to behaviour, events, or objects . . . . Qualitative research is useful for exploring new topics or understanding complex issues; for explaining people's beliefs and behaviour; and for identifying the social or cultural norms of a culture or society.[4]

Another set of conversations with different community stakeholders might well yield different or additional insights. However, the 21CP project team believes that the commonality of a number of themes and the recurrence of several issues and suggestions indicate that the views of the stakeholders with whom we spoke reflected at least some material and important part of the UO community.

In describing recurring themes and areas of feedback, this report cites, characterizes, and sometimes quotes stakeholder participants from our focus groups, interviews, and questionnaire. To ensure candid discussions and preserve the confidentiality of participants who sometimes shared sensitive or traumatic experiences, 21CP did not record the identities of who said what during focus groups and interviews. Their self-identified demographic characteristics or University affiliations were recorded, when participants referenced them, for context, along with the specific contents of what they said. Accordingly, this report refers to the views and comments of stakeholders in generic ways – as "a student," "a faculty member," or the like. When quoting from responses to the electronic student

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[3] *See, e.g.,* Steven J. Taylor, et al, *Introduction to Qualitative Research Methods* (4th ed. 2015) (describing various modes and standards of qualitative inquiry); Pranee Liamputtong, *Focus Group Methodology: Principles and Practice* (2011) (summarizing approaches to focus group research); Gisela Bichler and Larry Gaines, "An Examination of Police Officers' Insights into Problem Identification and Problem Solving," 51 *Crime & Delinquency* 53 (2005) (applying focus group or group interview techniques to police officers).

[4] Monique Hennink, et al, *Qualitative Research Methods* 9–10 (2011).

questionnaire, this report generally preserves the original emphasis, wording, and formatting, adding material in brackets as necessary to clarify meaning.

C.   The Role of This Report

21CP again observes that – even as its scope of work necessarily implicates a variety of important issues and community topics, and even as the approach that 21CP took to completing its evaluation involved the analysis of substantial information and engagement with a number of University stakeholders – 21CP's work at UO was not a fully exhaustive, encyclopedic evaluation of public safety at UO or of the practices, policies, procedures, or performance of UOPD. The University engaged 21CP to address an important but defined set of topics. Where appropriate in this report, we note areas where it may be useful for the University to devote additional resources, partner with its rich academic and intellectual resources to explore issues further, or conduct additional analysis in the future. It should be specifically noted that 21CP was not charged with conducting, and therefore this report does not include, an analysis of UOPD's use of force data, stop data, officer misconduct investigations, civilian complaint investigations, or policy manual.

21CP approached its engagement at UO, and the crafting of the recommendations contained in this report, with humility. Although we believe that the recommendations outlined here are grounded in best practices, emerging and promising public safety approaches, and an understanding of critical campus dynamics at UO, 21CP is not a part of the University of Oregon community. Further, the realities associated with COVID-19 during the project prevented 21CP from spending the type of on-the-ground, in-person time with community stakeholders that would typically form a part of our assessment methodology. It is very possible, if not probable, that these and other limits to our approach may have led us to overlook details, miss nuance, or bypass some areas of importance. Consequently, any University work to implement or engage with the recommendations of this report will likely be aided by additional and continuing campus community feedback and engagement.

This report aims to provide specific guidance, and practical recommendations, for UO and its community. However, UO is not alone in encountering the topics that this report addresses. 21CP has conducted, and is conducting, similar reviews for other universities, colleges, and municipalities that address many of the same issues and topics. Perhaps unsurprisingly, given the common challenges that academic institutions, communities, and police departments are facing, some of the recommendations we propose for UO are the same. Even where this report makes similar recommendations – and in some portions of this report discusses the logic and rationale for those recommendations using the same language, examples, and/or citations as we did in reports prepared for other communities or in other contexts – the specific realities of UO and the UO campus community are the focus and foundation of the recommendations contained here.

This report does not have all of the answers. We do not have all of the answers. For that matter, it is unlikely that any one of UO's stakeholders alone has all of the answers when it comes to issues surrounding safety and well-being at UO. The remainder of this report is intended to outline a set of specific approaches and actionable recommendations with respect to the three areas of focus identified

previously that 21CP believes the University and campus stakeholders should consider to promote more effective, responsive, equitable, and just safety services that address the needs of UO's communities going forward.

II.   Community Safety & Well-Being at the University of Oregon

A.   Background on Public Safety Services at UO

The University of Oregon, one of Oregon's seven public universities, describes itself as:

> [A] comprehensive public research university committed to exceptional teaching, discovery, and service. We work at a human scale to generate big ideas. As a community of scholars, we help individuals question critically, think logically, reason effectively, communicate clearly, act creatively, and live ethically.[5]

In 2022, just under 22,300 students enrolled at UO. The University reports that 32% "of new freshmen are ethnic and racial minorities," 55% identify as female, and 5% are registered international students.[6] Some 1,951 "teaching and research faculty" provide instruction across well more than 300 degree and certificate programs.[7]

The University of Oregon Police Department is a full-service campus police agency that delivers services to the UO community 24 hours per day, seven days per week. UOPD is staffed by sworn police officers, Community Service Officers, security officers, and civilian staff.

UOPD provides services to all UO campus properties, some of which are outside the boundaries of the main campus location. Sworn UOPD police officers may, as with all state-certified law enforcement officers, enforce the law anywhere in the state. However, the primary scope of services and area of operations focus on UO's main and satellite campuses.

UOPD operates within an organizational structure typical of other law enforcement agencies. UOPD's Police Chief oversees all aspects of the police department and campus security. Currently, the Department outsources its communications and dispatch services to Junction City, Oregon.

The Department derives its authority from Oregon state law.[8] Before 2011, the University employed public safety officers in a Department of Public Safety who were not full, sworn police officers. Separately, UO maintained a formal contract with EPD to provide policing services on campus. In the 2000s, the volume and scope of campus needs resulted in UO's non-sworn public safety officers being authorized to issue lower-level citations so that EPD could focus on more significant issues.[9]

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[5] University of Oregon, *Mission Statement*, https://www.uoregon.edu/our-mission (last visited Aug. 22, 2022).

[6] University of Oregon, *About the UO*, https://www.uoregon.edu/about (last visited Aug. 22, 2022).

[7] *Id.*

[8]   Oregon Revised Statutes, Vol. 9, Title 30, Chapter 352, Section 352.121, https://oregon.public.law/statutes/ors_352.121.

[9] University of Oregon, Police Department, *History of UOPD*, https://police.uoregon.edu/uopd-timeline (last visited Aug. 22, 2022).

In 2011, the Oregon State Legislature and Governor deputized Oregon's State Board of Higher Education to authorize the establishment of campus police departments.[10] The Board of Higher Education authorized UO to establish a campus police department in late 2011.[11] As part of starting UOPD, the University "establishe[d] a Policing Implementation Advisory group comprised of students, faculty, staff and administrators" to "provide[] advice and guidance on issues related to a university police force and issue of arms."[12] Community engagement also included a focus on the scope of policing services and "the potential for arming sworn officers."[13]

UOPD was "formally established" in 2012, with personnel including:

- "Sworn police officers," who have full law enforcement authority in the state of Oregon;
- "Non-sworn public safety officers," who do not have full law enforcement authority in the state and who, at UO, have come to be referred to as Community Service Officers ("CSOs"); and
- "Security officers," who focus on providing security for campus buildings and physical premises."[14]

The Board of Education "approve[d] UO's request to arm sworn UOPD officers" in June 2013, with "UOPD sworn officers begin[ning to] carry[] sidearms" in July 2013.[15]

In November 2020, then-University of Oregon President Michael H. Schill announced that UO would be taking a series of steps pertaining to the roles and responsibilities of UOPD.[16] These steps included:

- "[R]educ[ing] the number of armed UOPD officer positions by 26 percent";
- "[I]ncreas[ing] the number of unarmed community service officers";
- Ensuring that "[r]outine security patrols of many campus buildings – particularly those used by students . . . – will be conducted by unarmed CSOs rather than armed police officers";
- Ensuring that "[u]narmed CSOs . . . take the lead in responding to non-emergency calls for service that do not require the presence of a police officer"; and
- Equipping CSOs with non-"police-style uniforms" that "mak[e] them appear more approachable and non-threatening to the campus community."[17]

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[10] *Id.*

[11] *Id.*

[12] *Id.*

[13] *Id.*

[14] University of Oregon, Police Department, *History of UOPD*, https://police.uoregon.edu/uopd-timeline (last visited Aug. 22, 2022).

[15] *Id.*

[16] University of Oregon, Office of the President, *Reforms to UO Police Department* (Nov. 9, 2020), https://president.uoregon.edu/reforms-uo-police-department. President Schill announced in August 2022 that he is leaving the University of Oregon to become President of Northwestern University. Patrick Phillips, previously the University's Provost and Senior Vice President, will serve as interim President. "University of Oregon Names Interim President," *Associated Press* (Aug. 16, 2022), https://www.usnews.com/news/best-states/oregon/articles/2022-08-16/university-of-oregon-names-interim-president.

[17] University of Oregon, Office of the President, *Reforms to UO Police Department* (Nov. 9, 2020), https://president.uoregon.edu/reforms-uo-police-department.

B.   Campus Community Perspectives on Public Safety and the Role of Police at UO

21CP endeavored for its work at UO to be grounded in the experiences, histories, views, and ideas of the UO community regarding campus safety and well-being. Using the approaches described in Section I of this report, 21CP employed a variety of mechanisms in an effort to engage with a diverse array of campus community stakeholders, including students, faculty, and staff.

As the following sections detail, many UO community members say that they feel safe on campus, with many of these individuals also saying that the presence of police contributes to those feelings of safety. At the same time, many other UO community members – including both those that generally feel safe and those that feel less safe on campus – say that UOPD make them feel less safe on campus or do not identify a strong connection between police and safety at UO. People with varying views about safety on campus expressed similar concerns about physical security at night on campus, the presence of unhoused individuals on or near campus, and generalized concerns about crime or violence.

Across individuals with different views about safety generally and the role of police on campus specifically, a substantial portion of UO community members who engaged with 21CP appeared to agree that many campus problems and community issues are best served by a University response that does not involve UOPD. Indeed, for many community members, issues relating to mental health and well-being are critical safety issues that should involve expanded, non-police University resources. Even as some believe that campus would be safer without UOPD while others see a role for UOPD in addressing crime, violence, and the threats of the same on campus, a common ground appears to exist in the possibilities of expanding and enriching a system of diversified response on campus – or a public safety structure where non-police University personnel, professionals, or resources respond to situations that do not implicate imminent threats to physical safety.

The following sections report more specifically on the common themes and overall trends that could be identified across the wealth of feedback provided and engagement offered by campus community members.

- **Many campus community members say that they feel safe on campus.**

Many members of the UO community say that they feel safe on campus. Indeed, many respondents to the electronic student questionnaire used the words "safe," "very safe," or "pretty safe" to describe how they generally feel on campus. This included some respondents who said they felt safe even as they cited instances or areas where they do not feel as safe as they want or say that they could feel even safer.

For example, one student who said they "feel very safe" explained that "I do not think there is a big issue of safety on the campus," with another agreeing that they "do not think there is much to worry about on campus at UO." Another described that they "feel you[']r[e] safe on campus. 8/10. Never do I fear for my safety." A further student reported that they feel "100% safe."

Some students noted that they feel especially safe on campus in comparison to other locations. One student questionnaire respondent observed that they "feel relatively safe on campus, especially compared to other areas of Eugene." Another asserted that "[t]he UO campus seems to be one of the safest places I've ever been." Another student reported that they "feel pretty safe, safe as any other public place."

- **Physical safety on campus at night, the presence of unhoused individuals on or near campus, and some generalized concerns about violence and crime were the most frequently cited areas contributing to feelings of unsafety on campus.**

Community members with varying overall views of campus safety expressed similar concerns about physical safety at night on campus, the presence of unhoused individuals on or near UO's campus, and more generalized or overall concerns about crime or violence. (Issues related to the impact of UOPD on feelings of safety are addressed separately below.)

Physical Safety on Campus at Night

Physical safety on campus at night was the most commonly cited safety concern that campus community members shared with 21CP. Indeed, many indicated that, although they feel safe at UO during the day, they become more uneasy at night:

- "I do not feel safe at night but feel safe during the day."

- "During the day[,] it feels safe, but when it gets dark out[,] it can feel a little unsafe."

- "[I feel] safe most of the time on campus, except at night when I have a late night working on a project."

- "Walking around campus after dusk or even near dusk is a no go because it is not safe."

- "[I feel] safe during the day, but I go home from campus late at night[,] and this is when it does not feel safe."

A notable number of community members connected a lack of safety at night with a perceived lack of lighting, or sufficient lighting, around campus – a concern that also surfaced in an Associated Students of the University of Oregon ("ASUO") "Campus Safety Survey" of as many as 270[18] students conducted during the 2021–22 academic year.[19] In 21CP's outreach, a number of students characterized much of the

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[18] Although survey result data made available to 21CP did not specifically cite the total number of participants, a bar chart utilizing a unit scale of 10 (ten) illustrating the class year of participants provides some general numbers. To approximate the number of participants, 21CP rounded up in each category – such that, for example, the bar reflecting the number of survey participants for the class of 2024 as totaling between 40 and 50 students was rounded up to 50 for purposes of computing the total number of participants. Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 2.

[19] Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 12.

campus as suffering from "insufficient lighting during the night." As one explained, "I do not feel safe walking on unlit/partially lit paths that seem to be all around." A peer agreed, saying that while they usually "feel very safe on campus . . . [,] there are areas [that are] very unlit." Another student observed, "The only times I feel unsafe are when I am walking through campus at night due to the poor lighting." A few faculty members and administrators agreed that improvements to lighting on campus would enhance safety.

Parking lots – both the lots themselves and the pedestrian thoroughfares that access the lots – were one such area of concern when it comes to lighting. For instance, one student noted that because "most parking areas . . . are terribly lit, against heavily wooded areas . . . [,] I do not feel safe on campus at night." Another student shared that "[w]hen I have to work in the morning or at night, I feel unsafe walking to my car[] that's parked in the student overnight lot . . . ."

A few students cited specific areas of campus where a lack of lighting leads to a sense of unease. One student contended that "there needs to be much more light present on major intersections like 13th Street and the way from the library. I do feel safe, but could feel safer." Another, who agreed that they "generally feel pretty safe," nonetheless noted that "[t]here are some places such as walking on the path from the C parking garage past the urban farm and Knight campus that feel unsafe at night."

Other community members connected a lack of safety at night to a lack of visibility of police at night. A student observed that "[a]t night[,] there is ZERO police presen[ce] on campus[,] and me and my friends have to resort to walking in groups to feel safe." Another student reported that they "only see officers during the busy part of the day. In the evenings, I have rarely seen UOPD," leading them to believe that if they "did need help, it feels the response time would be a long wait." For some students, the presence of police appears primarily restricted to "the more lit areas at the center of campus instead of at the borders of campus." Another student contended that although they "often see police during the day, . . . a lot of the crime and unsafe behaviors happen at night when they are not working or at least are less visible," with a peer agreeing that because "UO police do not patrol around all [a]reas of the university," safety concerns surrounding unhoused individuals are not adequately addressed. This report discusses additional community views related to police presence and visibility below.

Presence of Unhoused Persons On and Near Campus

Many campus community members made the connection between their feelings of safety on campus and the presence of unhoused populations on or near the University's Eugene campus. As one student described, there is a general sense among many community members, especially students, that there are "[l]ots of homeless people [all] around campus that are always . . . there." As another student described:

> [T]here are often many transient/homeless people with obvious mental health issues living/camping a disturbingly close proximity to campus. Their presence and mental condition concern me because they are obviously troubled.

A number of focus group participants and questionnaire respondents said that, even as they mostly feel safe on campus, congregations of unhoused populations, or the presence of people appearing to be unhoused exhibiting various types of uncomfortable or erratic behaviors, can make them feel less safe. For example, one student observed, "Mostly[,] I feel safe on campus. Sometimes homeless people who often seem to be on drugs make me feel uncomfortable and unsafe." Another student agreed, saying, "They are not necessarily threatening, [but] the percentage of homeless persons with mental disorders is extremely high. That's the only thing that makes me feel unsafe." Another explained that, "[s]ince Eugene has a high homeless population, it[']s common to see homeless people wandering all around campus during all hours of the day . . . It's a serious safety issue, and contributes to a feeling of insecurity and fear." A further student observed that even as they still feel "[p]retty safe" overall," they are feeling "decreasingly" so "with the increase of homeless surrounding campus."

Some students highlighted that the unease surrounding unhoused individuals is elevated at night:

> I feel very safe on campus during the day[;] at night[,] I feel less safe when it's dark and there are homeless [people] and drug addicts walking around and near campus and shooting up, breaking into cars, and breaking into apartments.

Another student agreed, recounting:

> At night[,] there are a lot of suspicious looking people walking around campus. As a minority[,] I've had racial slurs and other derogatory things yelled at me countless times that almost made me fear for my life.

A further student, calling attention to heightened concerns about unhoused populations at the edges of UO's main campus, told 21CP:

> I feel fairly safe on campus . . . However, the rim of the campus often seems to be the unfettered playground of disorderly people. As an on-campus resident living near the rim of campus, safety concerns often come up to my mind.

Overall Concerns about Violence & Crime

Even as concerns about general physical safety on campus at night and about the presence of unhoused populations surfaced more frequently, some focus group participants and questionnaire respondents raised specific concerns about violence and crime on campus. For example, one student observed that:

> As a female of color, I feel unsafe walking at night, because of the reported kidnappings and armed suspects on campus. There's also been a drunk/homeless man who sexually harasses female students on campus . . . . .

Another student indicated:

> [T]here's a LOT of crime that happens near campus. People getting robbed at gunpoint, shootings, even a hostage situation in the dorms. The city doesn't feel safe, and it feels like there's nothing separating this school from that.

One student, who said they live very close to campus, shared that they have "been robbed" on their way home and, as a result, feel "quite unsafe." Another student offered that, "As a woman, I do not feel very safe on campus. . . . This year alone, we have had increased incidents of home invasion and robbery, arson, and even a hostage situation." A further student agreed, noting that, "[a]fter the incident that happened in Hamilton [H]all first term [of the 2021-22 school year[,] I don't want to go outside alone at night or in the morning . . . . " (References to the hostage situation at Hamilton Hall specifically reference a November 2021 incident in which "an armed suspect" held two students hostage in UO's Hamilton Hall.[20])

Several community members connected fears about crime and violence specifically to the presence of unhoused individuals. One student described the "theft, rampant drug use[,] and overall crime that is caused by the homeless people living on the streets" near campus as being a significant safety concern. Another student suggested that "several instances of homeless people acting bizarrely" was "placing students in danger." Other students described "violent homeless individuals" who are "dangerous and completely running loose [and] out of control."

Some other stakeholders surfaced specific concerns about theft and property crime on campus. As one student explained:

> Property crimes are a recognized issue on campus, and this disrupts learning. People miss or are late to classes because they forgot a bike lock . . . Signs are posted all over, including on . . . vending machines, warning of the threat.

Another student agreed, saying "I do not feel like my things are safe, i.e. bikes." Yet another student described one of the "bigger issues on campus . . . as bike theft," with a peer agreeing that "there are lots of bike thefts around, and I don't feel safe when I have a bike."

At the same time, other community stakeholders disagreed with the view of violent crime as a significant issue on campus. One student remarked, "I feel safe in the sense that I do not feel like I will get threatened [or] assaulted." Another agreed, noting that "[p]hysically, I feel safe. The absence of violent crime around campus is awesome." Indeed, as previously reported, many students said that they feel safe on campus and minimally concerned about crime and violence on campus.

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[20] "Two University of Oregon Students Held Hostage in Dorm Room by Armed Man," KPTV.com (Nov. 5, 2021), https://www.msn.com/en-us/news/us/two-university-of-oregon-students-held-hostage-in-dorm-room-by-armed-man/ar-AAQne1M; *see also* Adam Duvernay, "Suspect in UO Situation Arraigned on Charges of Coercion, Carrying Concealed Weapon," *Eugene Register-Guard* (Nov. 5, 2021).

- **Many UO community members say that the police contribute positively to their feelings of safety on campus.**

A number of community members say that UOPD's presence and visibility on campus makes them feel safer and more secure. For instance, one student said that "[s]eeing officers sitting in their cruisers on campus helps me feel safe." Another student offered that "[a] police presence on campus that is discreet but visible contributes strongly to this feeling [of safety] . . . . " Still another agreed that "I feel protected and secure when they around," with a peer concurring that the police "protect me" and another observing that "[t]here is always a presence of UOPD on campus, which is great." Per a further student, "The UOPD does have a presence on campus[,] which makes me feel safer than if they were not visible around campus." A peer indicated they "appreciate that the UOPD's patrol routine keeps the campus much safer than [if we did] not have it." Another observed that they are "[t]otally fine with UOPD" because "[t]hey're all really nice and professional."

Some community members suggested that UOPD's presence and visibility on campus helps to deter crime:

- "I personally think that uniformed, armed law enforcement help create a deterrent effect; a decreased presence may be contributing to theft and property crimes on campus . . . [T]he possibility of gender-based violence during on-campus events does make me want an armed, uniformed law enforcement presence . . . . "

- "The UOPD contributes heavily to my feeling of safety . . . . The reason instances of crime on the University of Oregon's campus are so much less than the surrounding areas of Eugene is because of the work the UOPD does to protect the campus community. By maintaining a presence . . . [,] they actively discourage crime from occurring."

- "I don't know what other groups could deter criminals like the police do . . . . "

In addition to the possibility of deterring crime or violence on campus, the ability of UOPD to respond or intervene quickly to urgent campus needs is something that many stakeholders cited. As one student observed, "[i]t feels comforting to see them patrolling and know someone is there in case of emergencies." Another student similarly remarked that they "like knowing that there are law enforcement officers just dedicated to campus. I know that they will respond faster to an emergency on campus than Eugene police." For another, the Department's presence "makes me hope I'll be protected if something were to happen . . . . " Another student questionnaire respondent indicated that "it is important to have a [p]olice force on campus" because "sometimes situations escalate[,] and some form of intervention is important to have." A faculty member agreed that the presence of on-campus police makes them feel safer in an era when:

> We have been dealing with threats to our faculty. We are concerned about potential shootings, potential physical harassment of faculty in classrooms . . . .

Some individuals who engaged with 21CP suggested that expanded campus police visibility and presence would further enhance their feelings of safety. As one questionnaire respondent shared, "I know most people think that less police presence is better, but I personally think the opposite is true. I'd be much more comfortable if I was walking alone at night if I saw officers walking around." To this end, another student offered:

> I feel very safe when they are around, and wish there could be more of them for when the sun goes down. Once I was walking to my car late at night, and an officer pulled over to ask me if I was OK walking . . . . I really liked that and wish that was an experience I could have more often. I just want to know that I'm being looked after.

A further student, indicating that UOPD officers "mostly do a good job," suggested that "a larger patrol presence would be nice . . . . " Another concurred that "[w]e need more police" because "[t]here is no substitute for law enforcement officers in creating a safe campus."

- **Other campus community members say that the presence of police on campus makes them feel less safe.**

At the same time, a number of community members say that police on campus make them feel less safe, anxious, and/or fearful. As one student described, "[e]very time I see a UOPD officer on-campus, I experience a mix of anger, frustration, and a desire to be elsewhere." Per another student:

> Police make me feel uneasy. I've never seen a cop car and thought to myself, 'Oh thank goodness, the cops are here.' No. What makes me feel safe is wide open spaces, people biking, running, or walking their dogs, things like that.

This sense of fear, anxiety, or unease about police means, for some, that "[i]f [I] were in an unsafe situation, they are not someone that I would want to call for help." A focus group participant emphasized this, saying that the "biggest thing that makes me feel unsafe [at UO] is the actual presence of UOPD."

One reason that surfaced repeatedly for why the presence of police makes some community members feel unsafe is the fear or unease about police officers being armed:

- "[UOPD] make[s] me feel less safe[,] as it is unnerving to have an armed presence on campus at all times."

- "I am more afraid of getting shot by a cop th[a]n someone coming on campus and hurting me."

- "UOPD has a negative impact on my feelings of safety and well-being. Having police on campus, especially armed police, makes me feel more unsafe and less secure."

- "Lots of police open carrying does not help me feel more safe. It makes me feel . . . more unsafe."

- "[H]aving guns on campus makes me feel less safe no matter who they belong to."

- "The fact that UOPD is armed also decreases my feelings of safety on campus and around them. Arming campus cops means that they are expecting violence . . . ."

- "Police . . . actively undermine safety when they are armed."

- "UOPD contributes to the sense of danger at UO due to [the Department] being armed and feeling empowered to confront students. Their presence makes me feel less safe."

- "There are very few instances where an armed officer is needed on UO's college campus, especially when Eugene has it[]s own armed police force that can be called into action within 5 minutes . . . ."

Many community members cited concerns around race and equity, as well as the national conversation around policing, as the basis for their views about UOPD. One student, reflecting the views of several others, explained:

> Given the historical roots of policing as a violent and oppressive institution and the local history of UOPD specifically . . . , seeing UOPD signals to me that I or someone else, especially students with one or more marginalized identities, may be at risk for harm at the hands of UOPD . . . . A campus that is heavily surveilled and patrolled by armed officers cannot possibly be a welcome, safe, or inclusive space for students, and especially students of color.

Another student observed:

> As a woman of color, I am fearful of police presence. Officers who are armed with weapons and the power to cause physical, emotional, and legal harms on people is concerning. I have not ha[d] run-ins with UOPD, but I am constantly fearful of something happening."

A peer concurred, saying:

> As a POC, just knowing there's police on campus makes me feel unsafe and freaks me out. I have heard their history of violence towards vulnerable people on campus, and knowing the history of police towards POC in general. It creates a more hostile environment for me and my learning.

Another student observed that "[i]t's everything that UOPD represents that is threatening: it's a police department that wants to enforce laws that are historically protecting white cis-gender men. I . . . never feel comfortable around any police officer." A focus group participant described a "pattern of racial discrimination" and "aggressive behavior toward people of color, non-conforming people, and the houseless" as contributing to their negative feelings about police on campus.

Some students expressed a specific concern about the presence of police vis-à-vis friends, peers, or colleagues who are members of BIPOC communities. One student indicated that UOPD's "presence actively makes me feel uncomfortable and less safe, especially because I do not feel that my BIPOC friends are safe or feel safe on campus. If I feel this unsafe in the UOPD's presence, I can only imagine how unsafe others who have had negative police experiences feel." Another agreed, saying that "[p]olice in general do not make me feel safe, rather they make me feel unsafe and worry for the safety of my friends with more marginalized identities."

Other community members cited specific incidents or dynamics of policing at UOPD that shape their negative feelings about policing on campus. One student recounted "hav[ing] seen several instances where [UOPD] . . . deliberately targeted individuals based on color or political association." Another student indicated that UOPD "make[s] my disabled, Black, and international friends and fellow classmates less comfortable, feel less safe, and feel less welcomed." Another student shared that "[t]he disproportionate rate of stop and citation for [B]lack students contributes to my distrust of UOPD." A focus group participant recounted another student describing "how they saw a Black student being detained right off campus by UOPD for riding the bike on a sidewalk. The officer detained the student for at least an hour . . . . I ride my bike on campus unsafely and have never been stopped." Another referenced an awareness of incidents during which BIPOC students were subject to stops or uses of force without cause. A further participant described "friends who have been unfairly harassed and questioned by UOPD" who, in light of their "accents and . . . Green Cards," were interrogated about "their immigration status."

Some campus stakeholders suggested to 21CP that not all individuals who are members of BIPOC or historically marginalized communities necessarily agree that police make them feel less safe on campus. For example, a student identifying as Black or African-American told 21CP they "would have felt safer with a more visible police presence around campus, especially at night." Another student questionnaire respondent identifying as Black or African-American indicated that, while they feel "[m]ostly safe[,] [t]he police need to focus . . . more . . . on actual crime" than quality of life issues. A student identifying as multiracial offered that "[t]he UOPD is essential to my safety. The[ir] visible presence assures me that they will handle any potential problems with dangers especially from off[-]campus actors." A Black administrator observed that "[a] large contention of the students who have called for disarming and/or defunding UOPD are white students and that is not necessarily what the Black students I have spoken to want."

Separately, several students suggested that the police make them feel less safe in part because the perceived priorities and focus of UOPD do not inspire confidence or trust:

- "I think I speak for the majority of students when I say that I feel more scared of the police than safe . . . They are incredibly rude, intimidating, and honestly do not put students first. It seems they would rather continue to give out immense amounts of citations . . . th[a]n be there for our protection."

- "The UOPD has an interest in justifying their . . . model of a sworn officer[] police department on campus . . . . They do this by broadcasting every time they 'save the day' by 'protecting us all' when they are actually escalating and making situations far more dangerous, and actively blocking true efforts that would have prevented that situation in the first place."

- "I feel less safe when I see campus police all the time[,] especially when I am just trying to go to class. I don't want to see their presence on campus. I want to be treated more like a student they are trying to keep safe rather than someone they are trying to find some miniscule way to stop and arr[est]/give a ticket for something small and dumb. There are bigger issues on campus . . ."

- "UOPD does absolutely nothing to make me feel safer on campus. I've heard many stories of them harassing students, and using their power in inappropriate ways, while not actually preventing or solving real threats to students such as sexual assault and harassment."

- UOPD "seem[s] to be responding more to events that aren't affecting my immediate safety and less to events that could potentially affect my safety. I wish the UOPD would switch its focus onto things that matter."

- "A lot of students on campus view UOPD as an extension of the administration not there to serve the students' well-being but to serve the interest of the University."

For these and additional reasons, some focus group participants and questionnaire respondents expressly advocated for the University to "abolish UOPD," "disband UOPD," "defund UOPD," "dismantle[e]" UOPD and/or "defund UOPD." As one focus group participant summarized, "students don't want a better complaint and review board process, we don't want police on campus – we want resources that make us feel safe on campus." For this student and other community members, the resources expended on UOPD would be better invested in any of a number of non-police University response and preventive resources to promote campus safety.[21] These views are further discussed below.

- **Others described either mixed feelings about the presence of police or otherwise see little relationship, one way or another, between police on campus and safety.**

Other campus community members articulated mixed, conflicted, or ambivalent feelings and opinions about the presence of police on campus and the connection between police to safety. For instance:

- "I think they make me feel more safe on campus. Having them around makes me feel like someone is watching out. However, police in general . . . have made me feel unsafe and like they are out to get students . . . I don't feel like they're on my side[,] which is very scary."

- "I feel mostly neutral about the presence of UOPD. I am uncomfortable with their presence instead of other options, but recognize the need for some security options."

- "Not sure anymore! [I] [u]sed to think the occasional police cruiser idling with its motor on for ~1 h[ou]r in the same spot each day was a sign of safety, but judging with what had happened with police presence not necessarily decreasing school shootings, I feel scared despite their presence."

- "While I would call the police in the case of emergency, they're not the officer/department I would go to for anything other than [what] is absolutely necessary. I don't see them as a resource to improve my experience at UO."

- "Police generally do not make me feel safe due to how unpredictable they are[,] [t]hough I understand that they are sometimes necessary."

Notably, a number of individuals who engaged with 21CP suggested that, in the words of one student, they "don't really attribute my safety on campus to the campus police" because they either do not see or interact with police or, when they do, they do not believe that UOPD is effective. First, a few students indicated that UOPD does not influence feelings of safety because "I feel like they deal with crimes after they happen more than prevent them." As one put it, "[t]he UOPD does not contribute to my feeling safe because I have never seen them prevent crime, only react to it." For these community stakeholders, UOPD does not impact their experience of safety on campus because, according to this view, the Department only responds after bad things happen and does not prevent them from happening on campus.

Second, and more fundamentally, some stakeholders say that UOPD does not influence their sense of safety because they do not see or interact with officers. As one student put it, "[t]he UOPD does not help my feeling of safety at all" because "I rarely see UOPD help students at all." Another explained, "I feel neutral towards the UOPD since I do not seem them when I am in campus." A further student similarly described that "they haven't really seen them ever and they do not contribute to my feelings of safety." Another concurred, saying, "The UOPD has no impact on how safe or not safe I feel[.] I rarely see them on campus and have never seen them improve someone[']s safety on campus." Yet another described that they "don't see [UOPD] patrolling campus at night[.] I don't see them as an adequate force to respond to any threat."

Third, some students who say that they have seen or interacted with UOPD do not believe that the Department's specific activities meaningfully impact campus safety. For example:

- "My want is for UOPD to switch up some of what it[]s main targets seem to be .. . It seems like they miss a lot . . . . If they . . . stopped focusing so much [on if] . . . some student is drinking alcohol, rather than the guy trying to break into a house or doing drugs across the street [it would be better]. I just think they're focusing on the wrong things."

- "I don't think the UOPD does much for me. I just see them drive around their silly cars on campus in the walkways. They just seem like they are doing nothing and contribute nothing to safety. They seem to be more for show than actual action."

- "Frankly[,] I don't see them doing anything aside from like, standing around with their guns at university events."

- "The UOPD has done nothing in my . . . years [at UO] . . . to contribute to my safety[.] [A]ll I have ever seen them do is line the[ir] cars up next to each other on 13th [A]venue and just block the walking path. They do diddly squat and honestly are [a] major waste of money and resources."

- "[UOPD is] kinda a joke. They really are just figureheads, kinda there but not there at the same time, and when something really happens[,] we usually get told '[W]ell there[']s nothing we can really do.'"

- "[UOPD officers] do not intervene and are rarely seen outside of their vehicles . . . ."

- "UOPD seems to mostly exist as a showpiece that UO can use to demonstrate how attentive they are to safety."

C.   Data on Campus Safety & Police Activity

To gain a further understanding of problems and issues for which community members call for help, provide some context for the comments we gathered listed above, and explore the ways that UOPD currently addresses those concerns, 21CP examined UOPD data on criminal offenses and on calls for service.[22]

First, the Department provided criminal offense data for the year 2021. Given the substantial changes in campus activity that occurred in 2020 and 2021 due to the COVID-19 pandemic, it is possible that criminal offense dynamics from the year are somewhat atypical in some material respect. Nevertheless, 21CP considered the data as the most recent calendar-year snapshot of criminal offenses occurring at UO.

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[22] 21CP also examined other types of UOPD data, which are discussed where pertinent throughout the report.

This data from 2021 showed UOPD responding to 635 criminal incidents.[23] More than 84 percent of these incidents were consistent with the "property crime" definition derived from the federal, standardized National Incident Based Response System ("NIBRS") classification scheme.[24] Property destruction accounted for slightly more than 46 percent of all incidents, and theft accounted for nearly one-third (33 percent) of overall criminal offenses reported by UOPD. Meanwhile, NIBRS "person crimes" accounted for 2 percent of crimes, with sex offenses accounting for the majority of such offenses.

Table 2.   UOPD Criminal Offenses, 2021

Category	Subcategory	Incidents	Percentage of Offenses
Person Crime	Sex Offense	8	1.3%
	Assault	4	0.6%
	Kidnapping	1	0.2%
Property Crime	Property Destruction	294	46.3%
	Theft	210	33.1%
	Burglary	26	4.1%
	Fraud	3	0.5%
	Arson	1	0.2%
	Robbery	1	0.2%
Society Crime	Trespass	26	4.1%
	Disorderly Conduct	8	1.3%
	Weapons Offense	3	0.5%
	DUI	2	0.3%
Non-NIBRS Offense	Unauthorized Entry/Use of a Motor Vehicle	18	2.8%
	Harassment	17	2.7%
	All Other Criminal Offenses	11	1.7%
	Public Indecency	2	0.3%
Non-Criminal	Non-Criminal Issue	12	N/A

Source: 21CP Analysis of UOPD Data

Second, 21CP considered UOPD's calls for service data, which is primarily derived from the Department's computer-aided dispatch ("CAD") system. That system records when officers respond to a call for service from a community member, tracks officer-initiated activities (such as routine patrol of the campus or conducting a traffic stop), and logs other types of regular officer activity (e.g., "information report"). Thus, like any such system, UOPD's CAD system captures an array of distinct officer activities: responding to calls for service, initiating responses based on officer observations or interactions, and various patrol and administrative activities that officers perform that are not necessarily connected to

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[23] An additional 12 incidents were included in the data set provided, but 21CP concluded that the offenses involved a non-criminal issue and were therefore excluded from the analysis.

[24] *See* Federal Bureau of Investigation, Services, Criminal Justice Information Services (CJIS), *National Incident-Based Reporting System (NIBRS),* https://www.fbi.gov/services/cjis/ucr/nibrs (last visited Aug. 2, 2022).

any particular incident or event. Because it records a variety of police activities, this type of data set presents an important, though not necessarily definitive, account of what UOPD does and what problems and issues the Department addresses.

CAD records and calls for service are generally categorized initially by a 9-1-1 call taker based on the information provided by the reporting person (a caller or an officer initiating activity). Once a police officer responds, if there is evidence that a crime occurred, a crime report will be taken, and a further investigation may occur. If the crime or incident did not occur, or ultimately the incident involved a different type of issue or concern, the CAD system records typically do not reflect a change from an initial classification to what ultimately turned out to be the case. For this and other technical reasons, the number of calls for service in the CAD system associated with a given type of crime will not necessarily correspond with the number of crime reports logged.

Again, given the changes in campus activity that occurred in 2020 and 2021 due to the COVID-19 pandemic, 21CP requested, and UOPD provided, this type of calls for service data for the year 2019. It must be observed at the outset that the information provided did not appear to be a complete record of all calls over the period – for instance, only two calls for service were reported for January 2019.

As Table 3 illustrates, a substantial array of the most-common activities that UOPD performed do not relate directly to crime or violence. In 2019, patrol checks, foot patrols, traffic stops, and calls labeled "public assist" accounted for over 40 percent of all calls reported by UOPD. Additionally, using information about UOPD call codes and the federal, standardized NIBRS criminal offense definitions, 21CP also endeavored to estimate the scope and extent of calls or incidents that were initiated because they may have, depending on what transpired, implicated a NIBRS person or property offense. This method approximates that about 4 percent of incidents logged in UOPD's CAD system were associated with calls or incidents that were coded in categories that might have been consistent with a NIBRS person or property offense.

Table 3.   Top Calls for Service Types at UOPD, 2019

Type	Calls for Service	% of Total
Patrol Check	3,306	28.5%
Foot Patrol	685	5.9%
Traffic Stop	572	4.9%
Public Assist	438	3.8%
Information Report	337	2.9%
Theft	327	2.8%
Suspicious Subject	326	2.8%
Alarm, Audible	293	2.5%
Trespass	269	2.3%
Citizen Contact	265	2.3%
Follow Up	237	2.0%

Suspicious Conditions	227	2.0%
Person Stop	187	1.6%
Access Assist	175	1.5%
Alarm, Trouble	150	1.3%
Check Welfare	150	1.3%
Criminal Mischief	144	1.2%
Special Assignment	134	1.2%
Welfare Check	134	1.2%
Sobriety Check	130	1.1%
All NIBRS Person/Property Calls for Service	461	4.0%
All Other Calls for Service	2,640	22.8%

Source: 21CP Analysis of UOPD Data

Taken together, the data made available to 21CP regarding reported criminal offenses, calls for service, and UOPD officer activity suggest that UOPD responds to a diverse array of campus issues and problems. Many of these issues and problems do not directly implicate or involve crime, violence, threats to individuals, or even the enforcement of laws – even as they do relate to the provision of other types of campus service or assistance. In this way, **although crime sometimes occurs on campus, UOPD regularly responds to and addresses concerns not closely related to violence, crime, or threats of either.**

D.   Community Expectations About Public Safety and the Role of Police

1.   *Community Member Views About a Diversified Response Approach*

Nationally, many communities are re-assessing the role of police and the extent to which they rely on police to address a host of community problems. For various reasons, police have often been relied upon to address concerns that have little to do with crime, violence, or the enforcement of law. Many police officers themselves have increasingly contended that "[w]e're asking cops to do too much in this country,"[25] with police dealing with issues for which officers often receive little training or education.

Although research is lacking across all 18,000 law enforcement agencies in the country, a study analyzing several cities such as Sacramento, New Orleans, and Montgomery County, Maryland suggested that "officer[s] spend roughly 4% of their time addressing violent crime."[26] The preceding portion of this report, and its summary of UOPD data, suggests that a similar dynamic is present at UO – with the UOPD

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[25] Clarence Page, "Are We Asking Too Much of Police?," *Chicago Tribune* (Sep. 4, 2020), https://www.chicagotribune.com/columns/clarence-page/ct-column-daniel-prude-police-david-brown-page-20200904-bmps6mdxzrcmlbipai6s6achau-story.html (quoting Chicago Police Department Superintendent David Brown).

[26] Jeff Asher and Ben Horwitz, "How Do the Police Actually Spend Their Time," *New York Times* (June 19, 2020), https://www.nytimes.com/2020/06/19/upshot/unrest-police-time-violent-crime.html. Mr. Asher and Mr. Horwitz served as contributors to this report for the purposes of analyzing UOPD calls for service and crime data.

responding to and addressing an array of community issues that do not necessarily relate to crime or violence.

Across various views and communities at UO, and within the available information on the UO campus community's needs and problems, it appears that **there is generalized support for a system of public safety at UO that aims to match the right response and resource to the appropriate community problem – and that does not simply assume that police are best situated to address every type of problem that campus community members may have.**

Some community members expressly articulated the view that many community problems should be addressed by diversified response resources that do not include police. A student government representative said, simply, "A lot of students are looking for non-police responses to making campus safer." Another student offered:

> For incidents that are urgent but not security[-]related, . . . look into specific [campus] groups that can offe[r] these services. Part of the problem with the police is that they are not trained in any of these things . . . and yet are expected to take on the work of 5+ professions.

Indeed, the Associated Students of UO's feedback initiative regarding policing and public safety found that, compared to those agreeing with other views, the largest portion of respondents indicated that "the University should shift more UOPD funding to non-police responses."[27]

Support for the University promoting and enhancing non-police services to handle appropriate issues appears across stakeholders with different views about what the role of UOPD should be on campus. Many students who advocated for the defunding or abolition of UOPD suggested that various non-police response resources can address issues that police may have historically handled on campus. One such student observed that:

> I admire and appreciate services in the Eugene community that are trained in unarmed crisis response . . . . I also envision teams of faculty or staff trained in crisis response and intervention, and increased resources toward nonviolent/unarmed dispute resolution teams and personnel.

Another student recommended that the University establish "smaller organizations . . . to allow people who can actually specialize in something address serious concerns. Have an office for mental health response, substance abuse, semi-serious emergency response, and a group for serious safety concerns." Other community members who expressly advocated for the disarmament or defunding of UOPD recommended that the University utilize Eugene's CAHOOTS program, "a group that[']s not armed but also would be able to help someone in a crisis," provide "more mental health support generally" and enhanced campus community access to mental health professionals (each option is discussed further below).

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[27] Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 6.

At the same time, other community members who contemplate a continuing role for UOPD in public safety going forward still suggested that the University can benefit from non-police response options. For instance, one student who said they "feel pretty safe on campus" and who "do[es] not mind the UOPD and their presence on campus" suggested that the University could benefit from "more mental health professionals, people like CAHOOTS 'patrolling' around campus" and "having an increase[d] presence of unarmed security officers."

2. *UOPD's Calls for Service Response Matrix*

In service of more formally identifying what University resource should respond to what type of community problem, UOPD previously created a "Calls for Service Response Matrix"[28] (the "Matrix") that designates various types of primary, secondary, and tertiary responses for various types of calls for service. Indicating that "UOPD officers . . . are not the sole resources available to our campus community," this UOPD document includes, among potential on-campus responders, Departmental personnel – UOPD Police Officers or Community Service Officers – Student Service Assistants, Resident Advisor/Housing Staff, Transportation Services personnel, and others as primary responders for an array of issues.

For example, within the Matrix, a "shots fired" call is associated with a UOPD police officer response. Meanwhile, for a "lost property" issue, a CSO is the designated primary responder, with student security assistants service as secondary response. A "housing, access request" call – predominantly situations where students have been locked out of, or otherwise need access to, their on-campus building or residence – is associated with a resident advisor and/or housing staff taking the lead, with CSOs listed as a secondary response, and UOPD police officers included as a tertiary response option.

21CP was favorably impressed by the methodical approach to charting a diversified response system that the Matrix memorializes. The Matrix makes much more concrete than most other institutions and jurisdictions have to date what types of issues could, and should, receive a response beyond UOPD.

However, 21CP heard very little about the Matrix in engagement with UOPD personnel and UO stakeholders. Indeed, the 21CP project team discovered the existence of the Matrix inadvertently while conducting a web search for other information. When 21CP subsequently asked stakeholders about the Matrix, many agreed that, while it was distributed to some implicated community stakeholders when it was initially completed, the existence and substance of the Matrix has likely not been as meaningfully operationalized and communicated to the wider UO community as necessary.

Consequently, the Matrix, and its descriptions of UOPD response approaches to varying issues, appears somewhat aspirational rather than either descriptive or prescriptive – detailing a generally intended approach but not requiring or guiding specific response pathways that become broadly operationalized

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[28] University of Oregon Police Department, *Calls for Service Response Matrix*, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf (last accessed Aug. 22, 2022).

across the University. That is, even as the Matrix describes a desired response system, it does not appear to govern or guide actively who actually responds to or takes the lead in specific instances.

Further, the Matrix's various decisions about when UOPD should serve as primary responders appears ripe for expanded consideration going forward. Indeed, in the current Matrix, a substantial number of call types identify Department personnel (either police officers or CSOs) as the primary responder. Area 2 of this report, below, discusses in detail some of the types of response roles currently advanced in the Matrix that may be ripe for further consideration about the preferred response.

Nevertheless, and as this report also makes clear below, UO's existing Matrix offers a strong foundation for a dynamic, diversified response system – which the University should work to strengthen, enhance, and further formalize consistent with the desires of many campus community members.

3. *The Role of UOPD Going Forward*

Independent of the Matrix or of diversified response approaches, there remains the issue of what UOPD's role should or should not be on campus. One common sentiment – articulated in a variety of ways – is that any police on UO's campus should be focused on addressing and deterring crime and violence on campus, leaving other community problems and issues to other University resources. On this view, armed law enforcement officers may play a role in public safety, but that role should be calibrated closely to activities and responses on campus relating to crime and violence.

Indeed, some campus community members expressly contemplated that UOPD's role on campus should be to address crime, violence, and the prevention of the same rather than to address a host of community concerns that, while important, do not require police response. As one student put it, UOPD should "[r]espond to genuine safety concerns" on campus, with other types of responses assisting for issues or problems that do not implicate threats of crime or violence. Another student explained:

> If someone were to engage in gender-based violence toward a friend at a party, I'd want professional police near-by . . . . If a[] domestic[,] violent extremist were to tragically target BIPOC individuals on campus, I'd want police nearby . . . . If a student experiencing poverty had their only means of transportation stolen – a bike – I'd still want police nearby.

A further student echoed the sense that the value, and role, of the police is to address serious crime or violence:

> [P]olice are necessary on campus because universities are regularly the sties of theft, sexual violence, and premeditated mass shootings – criminal activity that should be addressed by police.

To this end, other stakeholders cited the history of mass shootings in the United States at educational institutions, the hostage situation at UO's Hamilton Hall in November 2021, and assaults on UO's

campus as the type of significant threats to persons that might not be suitable for any type of non-police or diversified response program to address.

Other community member suggestions about various alternatives to police response expressly contemplated a remaining role for UOPD often tied to addressing crime, violence, and significant issues. For example, one campus stakeholder told 21CP that UO should "replac[e] police on campus with other" University resources, "[o]nly using the UOPD for sporting events and 'outside threats' like . . . people . . . that break into buildings on campus" – that is, focusing UOPD on major events or more significant criminal offenses. Another student was critical of UOPD for "focusing on the wrong aspects of safety" by "shutting down meaningless social gatherings" while not addressing "issues such as sexual assault and campus safety" – again seeming to point toward a role for police on campus but one that is focused on crime and violence rather than quality of life issues. Another stakeholder similarly proposed that other, non-police responses handle a majority of issues and police respond only when strictly necessary:

> We should have a community well-being group comprised of psychology, sociology, and other community-service-related students to respond to calls from campus instead and only escalate to the regular police when there is no other option.

As a further student summarized, echoing other stakeholder comments:

> [A]ll issues that are not violence should not be handled by the police . . . Police should respond to violent acts when they occur[;] they should not be a permanent pillar of daily life on campus . . . .

At the same time, some community members believe that the University should not have its own police department, with campus safety and well-being issues addressed entirely by non-police response resources (whether University-based or Eugene-based). On this view, the harms associated with policing far exceed any purported benefit of policing response – especially given that UOPD may primarily be responding to a host of situations that do not require an armed law enforcement officer to resolve.

In the absence of UOPD, the Eugene Police Department would still respond to the UO campus in significant emergencies. Some students suggested that this would not make them feel any safer, with one student, echoing others, saying simply that they "don't feel safe with UOPD around and Eugene PD on and off campus." Another student observed, echoing other comments, that while they personally had "never had a bad experience" with UOPD, "[i]t's the Eugene PD that I have had multiple bad interactions with." Some stakeholders pointed out that, in the absence of UOPD, UO would have much less say in, and oversight with respect to, how Eugene's law enforcement officers interacted with community members on campus.

Ultimately, it appears that there is, in fact, much more common ground with respect to public safety at UO than there might appear. Both among those who expressly support a role for UOPD on campus and those who are opposed to such a role, very few community members who engaged with 21CP opposed

the concept of diversified, non-police responses on campus. Indeed, nearly all who engaged could offer some concrete ideas for community issues that might benefit from non-police response or particular types of response resources that could benefit the University. **UO prioritizing responses and resources, wherever feasible, that do not involve the police is something for which there appears broad-based support, regardless of differences in views about what UOPD's remaining role should be.**

Some administrators point to efforts that the University and UOPD have taken to situate UOPD as "community-oriented in its approach to policing"[29] – and wonder whether prioritizing non-police responses and/or focusing the Department's activity and response primarily to crime and violence runs the risk of the Department being removed from, less involved in, and less known by the campus community. According to these concerns, with officers interacting with the community only when significant safety issues arise and not in response to other less severe community problems, UOPD may have less opportunity to build confidence and trust by helping to assist the community in other, ongoing ways. A Department that responds less may get to know and understand the community less – preventing more in-depth, detailed understanding of the communities that police serve to influence their interactions and responses. Potentially even more damaging, in the absence of playing a role in addressing less significant campus issues, police may come to be viewed even more as a distant, armed, occupying force simply because members of the community only see them engaging in response to more significant issues that may require enforcement activity, arrest, or potentially the show or use of force.

21CP understands concerns that focusing UOPD's activities on addressing and preventing crime and violence might, at least in some ways, be counterproductive and contrary to the Department's prior community-focused policing efforts. Indeed, based on 21CP's recent experience, this is an issue with which many jurisdictions are currently grappling.

However, it does not appear obvious or automatic that a system of public safety that prioritizes non-police response to defined sets of University problems will automatically force UOPD to abandon all community engagement activities. First, UOPD responding to situations where community members do not believe that police officers are the best situated to provide a safe and effective response appears unlikely to engender the kind of trust and confidence to which community and problem-oriented policing approaches aspire. If the goal of UOPD responding to less serious situations or helping to solve problems that are further removed from issues related to violence or crime is to establish community relationships and build trust, it does not appear that the broad-based involvement of police across community issues and problems is likely to have that effect at UO. People responding who community members believe are less equipped to respond or are the wrong response appears unlikely to engender confidence.

Second, many other avenues for police and community interaction still remain that are more directly related to crime, violence, and the prevention of both. First and foremost, all campus safety personnel,

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[29] University of Oregon, Police Department, *Frequently Asked Questions*, https://police.uoregon.edu/faq (last visited Jul. 6, 2022).

including police, can engage in ongoing, but meaningful interactions with community members while on patrol – ranging from simple social interactions to complex problem-solving.

To this end, many studies suggest that the effective implementation of alternatives to motorized patrol, such as foot and bike patrols, are one common and successful step that can support an overriding "community policing" philosophy. A 2016 study evaluating foot patrol programs nationwide, found that, among other benefits, foot patrols "facilitate relationship-building," "[e]nhance the . . . problem-solving capability of" public safety personnel, and can "increase the legitimacy of the police [or public safety personnel] in the eyes of the community."[30] These benefits appear to stem from foot patrols making informal, ongoing interactions between campus community members and public safety personnel easier: A campus community member cannot have an impromptu conversation with a public safety official or even exchange a brief greeting with security personnel when those safety personnel primarily drive down streets alone in closed-up cars. Other studies suggest that foot patrols may be more effective than motorized patrols in addressing crime and public safety issues,[31] as individuals "on foot patrol can observe more than [those] in vehicles."[32]

A typically cited impediment to the widespread implementation of foot or bike patrols is that they are resource-intensive:[33] Officers can cover more geographic territory more quickly in a car than on foot, allowing the police department to respond effectively to calls for service generated from a comparatively wider area.

Even as the University of Oregon encompasses a large campus and satellite locations, the University's geographic footprint is nonetheless relatively defined. Indeed, much of the main campus is pedestrian-oriented, requiring officers to park patrol vehicles and navigate among campus buildings on foot. In these ways, the University differs from a large municipality like the City of Eugene – making the use of alternatives to motorized patrol, like foot or bicycle patrols, even more feasible and, potentially, more impactful. Consequently, the University should consider ways for ensuring that public safety personnel – whether CSOs, police officers, or any other type of public safety personnel going forward – can provide services on foot, by bike, or in other ways that allow them to circulate among the University in an approachable and accessible manner. These types of approaches might facilitate direct, informal, and non-enforcement-related engagement, as appropriate, between safety personnel and the University's students, faculty, and staff.

It must be noted that any type of patrol or visible presence on campus may exacerbate the concerns of University of Oregon community members who believe that police are already too visible or present on

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[30] Brett M Cowell & Anne L. Kringen, Police Foundation, *Engaging Communities One Step at a Time: Policing's Tradition of Foot Patrol as an Innovative Community Engagement Strategy* iv (2016), https://www.policefoundation.org/wp-content/uploads/2016/09/PF_Engaging-Comminities-One-Step-at-a-Time_Final.pdf.

[31] Elizabeth R. Groff, et al, "Exploring the Relationship Between Foot and Car Patrol in Violent Crime Areas," 36 *Policing* 119, 119 (2013).

[32] Michael J. Palmiotto, *Community Policing: A Police-Citizen Partnership* 99 (2011).

[33] Brett M Cowell & Anne L. Kringen, Police Foundation, *Engaging Communities One Step at a Time: Policing's Tradition of Foot Patrol as an Innovative Community Engagement Strategy* v (2016), https://www.policefoundation.org/wp-content/uploads/2016/09/PF_Engaging-Comminities-One-Step-at-a-Time_Final.pdf.

campus. Nevertheless, because strategies like foot and bicycle patrols can facilitate informal community engagement and relationship-based interactions more readily than vehicle-based patrols, the University could explore whether and how these alternatives might be incorporated into UO's campus safety approach going forward. Insights gleaned from 21CP's community engagement conversations point to opportunities for these forms of patrol when the impact may be more welcomed (e.g., evenings or within campus boundaries during less populated hours). To the extent that UO has police officers patrolling campus to help deter, prevent, or respond to crime or violence, a strategy that prioritizes non-motorized patrol might allow for community engagement in a more positive, ongoing manner than response to calls where community members do not want a police response.

Separately, UOPD may engage in any of a number of formal or informal initiatives that empower community members with skills, knowledge, and techniques for ensuring their and the community's safety. For instance, providing informational sessions to student groups about securing personal items and preventing theft of property on campus would allow officers to interact with more campus community members more positively than responding to calls about quality of life issues in on-campus housing. UOPD might renew, enhance, or create new initiatives for the community on active shooter incidents, personal self-defense, sexual assault response, special prevention programs for international students, and others. Recommendations by the ACLU of Massachusetts for campus policing suggest that reaching out and meeting, as invited, with affinity groups; hosting talkback sessions; and holding regular community lectures and updates are all "[e]xamples of positive engagements" that may be beneficial for campus police to continue to pursue.[34] In these and other ways, then, UOPD can retain substantial avenues to develop relationships and interact with the UOPD community outside of emergencies or serious incidents – even to the extent that it consolidates its focus primarily to responding to and preventing crime and violence.

Taken together, the various views, experiences, histories, concerns, and ideas articulated by an array of community members point toward the University embracing a dynamic, diversified response system – one that actively prioritizes responses beyond the police and law enforcement wherever possible and focuses the Department's activities and responses to addressing crime, violence, and issues that implicate the threats of the same. The recommendations that this report makes in Areas 1 and 2, below, attempt to chart pathways for the University using existing, and standing up new, diversified responses wherever suitable.

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[34] American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 25, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jul. 13, 2022).

Area 1. Response to Individuals Experiencing Mental, Behavioral, and Emotional Health Challenges

The response to mental, behavioral, and emotional health challenges is an increasingly acute concern on college campuses. Even prior to the global pandemic, mental and behavioral health challenges were "very common among college students."[35] A study from the early 2010s found that "one-third of college students across the United States had problems functioning because of depression in the last 12 months," with "almost half sa[ying] they had felt overwhelming anxiety in the last year, 20 percent sa[ying] they had seriously considered suicide in their lifetime, and 5.8 percent sa[ying] they had attempted suicide."[36]

The incidence of mental health challenges on campus has been increasing in recent years. A June 2022 study "found that the mental health of college students across the United States has been on a consistent decline for all eight years of data analyzed" between 2013 and 2021 – "with an overall 135 increase in depression and 110 percent increase in anxiety from 2013 to 2021."[37] Indeed, "the number of students who met the criteria for one or more mental health problems in 2021 . . . doubled from 2013."[38]

Evidence also suggests that the COVID-19 pandemic and its numerous effects have only accelerated or exacerbated these dynamics. Nearly three-quarters (71 percent) of college students in a 2020 study reported "increased stress and anxiety due to the Covid-19 outbreak."[39] In two surveys of college students, nearly three-quarters (75 percent) "of college students said the pandemic has worsened their mental health."[40]

Because three-quarters of "all lifetime mental disorders" start "by the mid-20s," many students with mental health challenges either arrive on campus already experiencing those challenges or will begin to experience them during their college careers.[41] This makes the availability and accessibility of mental health resources on campus particularly important and impactful. However, national surveys also suggest that many students encounter difficulty accessing mental health care on campus – with "30 [percent] of students report[ing] more challenges in accessing mental health care" since the start of the pandemic.[42]

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[35] Paola Pedrelli, et al, "College Students: Mental Health Problems and Treatment Considerations," 39 *Academic Psychiatry* 503 (2015), https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4527955/.

[36] Louise A. Douce & Richard P. Keeling, *A Strategic Primer on College Student Mental Health* 4 (2014), https://www.naspa.org/images/uploads/main/Campus_Mental_Health_Primer_web_final.pdf.

[37] Jessica Colarossi, "Mental Health of College Students is Getting Worse," *The Brink* (Apr. 21, 2022), https://www.bu.edu/articles/2022/mental-health-of-college-students-is-getting-worse/.

[38] *Id.*

[39] Changwon Son, et al, "Effects of Covid-19 on College Students' Mental Health in the United States," 22 *Journal of Medical Internet Research* 9 (2020), https://www.jmir.org/2020/9/e21279/.

[40] Michelle B. Riba, et al, "Mental Health on College Campuses: Supporting Faculty and Staff," *Psychiatric Times* (Mar. 18, 2022), https://www.psychiatrictimes.com/view/mental-health-on-college-campuses-supporting-faculty-and-staff.

[41] Ronald C. Kessler, et al, "Age of Onset of Mental Disorders: A Review of Recent Literature," 20 *Current Opinion in Psychiatry* 359 (2007), https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1925038/.

[42] Michelle B. Riba, et al, "Mental Health on College Campuses: Supporting Faculty and Staff," *Psychiatric Times* (Mar. 18, 2022), https://www.psychiatrictimes.com/view/mental-health-on-college-campuses-supporting-faculty-and-staff.

The experience of mental health challenges at colleges and universities is not limited to the student population. "Recent data suggest that the mental health of faculty and staff has also been impacted by the pandemic, with more than 50% of faculty respondents reporting a significant increase in emotional drain and work-related stress."[43] This is consistent with trends in the general population in the wake of the pandemic, with, for instance, 42 percent of Americans "report[ing] symptoms of anxiety or depression in December [2020], an increase from 11% the previous year."[44]

Access to mental health services is also an issue of racial equity generally and at college and universities specifically. The June 2022 study of college students between 2013 and 2021 found that college "[s]tudents of color had the lowest rates of mental health service utilization," with "[t]he highest annual rate of past-year treatment for Asian, Black, and Latinx students . . . at or below the lowest rate" of their white counterparts.[45] Other studies have similarly found that "[s]tudents of color were less likely to have received mental health treatment compared to non-Hispanic white students," even as they are "equally likely to enroll in and initiate online and face-to-face treatment" when offered.[46]

As the following recommendations and discussion make clear, the University of Oregon is no exception to national trends surrounding mental health on campus. Across listening sessions, interviews, and the electronic student questionnaire, numerous campus community members raised the issue of mental health and mental health response in answers to open-ended questions about safety and well-being on campus. Many cited a critical need for expanded mental health services and suggested that better resources for mental health would make them feel safer and more supported on campus. Indeed, when asked what UO could do to foster safety and well-being on campus, a number of students cited "more" or "more robust" mental health services. **For many community members, "safety" on campus relates directly to issues surrounding mental health.**

Many community members who spoke with 21CP emphasized a need for enhanced services both (1) for individuals experiencing mental, behavioral, and emotional health challenges that could benefit from assistance but may not currently rise to the level of a crisis, and (2) for individuals experiencing a mental or behavioral health crisis. As the following recommendations describe, UO can enhance safety and well-being on campus by ensuring the University's capacity to provide ongoing and preventive mental health services to the campus community and by establishing a 24/7, dedicated response capacity to serve as the first and primary response to individuals experiencing a crisis.

Recommendation 1. **UO should expand and enhance the capacity of Counseling Services to provide ongoing, long-term, preventive, and/or early-intervention-oriented care to the UO community. To ensure the best provision of expanded services, UO should conduct a needs assessment, a staffing and workload analysis with respect to the**

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[43] *Id.*

[44] Alison Abbott, "COVID's Mental-Health Toll: How Scientists are Tracking a Surge in Depression," *Nature* (Feb. 3, 2021), https://www.nature.com/articles/d41586-021-00175-z (discussing U.S. Census Bureau survey).

[45] Sarah Ketchen Lipson, et al, "Trends in College Student Mental Health and Help-Seeking by Race/Ethnicity: Findings From the National Healthy Minds Study, 2013–2021," 306 *Journal of Affective Disorders* 138, 138 (2022).

[46] Tamar Kodish, et al, "Enhancing Racial/Ethnic Equity in College Student Mental Health Through Innovative Screening and Treatment," 49 *Administration and Policy in Mental Health*, 267, 267 (2022).

Counseling Services infrastructure, and a strategic planning process that specifically identifies mechanisms for expanding the University's mental health service capacity.

UO community members – and especially students – appear to see mental health not solely as a health issue but as a campus safety issue. One student remarked that "[i]f the U of O could contribute to their own community a little more by helping desperate people gain access to mental health treatment . . . that would help way more than paying a bunch of cops to patrol and stress everyone out." Similarly, during a listening session, a student asserted that "if the University wants to support students' health, well-being, and safety, then they need to demonstrate from the top why this [mental health] is a priority."

The University's statement of purpose includes a commitment to "enhanc[ing] the social, cultural, physical, and economic wellbeing of our students, Oregon, the nation, and the world."[47] Members of the campus community cannot thrive, learn, teach, or do their best work when they do not receive necessary care for mental health challenges. "Untreated mental health conditions can result in unnecessary disability, unemployment, substance abuse, homelessness, inappropriate incarceration, and suicide, and poor quality of life."[48] Moreover, and as referenced previously:

> Data show that young adults, African Americans, and Latinos are more likely to experience mental health issues that are left untreated than whites and older adults (ages 25–64). COVID-19 and entrenched inequities likely aggravate these concerns . . . . [49]

Many UO community members say they see a significant, unmet need at UO for mental health services for individuals experiencing challenges that, while not rising to the level of an acute crisis or immediate emergency, still require care. To this end, there appears to be a widespread sense among the students, faculty, and staff who engaged with 21CP that the University needs to enhance and expand its current capacity for providing ongoing, long-term, preventive, and early-intervention-oriented mental health care.

Despite what appear to be thoughtful resources currently available on campus and committed personnel working within Counseling Services, 21CP heard strong views from the campus community that these current services do not meet community needs. As one student explained:

> [I]t doesn't seem like the mental health support is adequate. You shouldn't feel like a burden when you seek help. At UO, what I understand to happen is that there is an overabundance of needs and not enough resources to support them, leading to those who seek help being ignored and mishandled. This can't be allowed if you want people to feel safe . . . .

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[47] University of Oregon, "Mission Statement," https://www.uoregon.edu/our-mission (last visited June 29, 2022).
[48] National Alliance on Mental Illness, California, *About Mental Illness*, https://namica.org/what-is-mental-illness/#:~:text=Without%20treatment%2C%20the%20consequences%20of,and%20poor%20quality%20of%20life (last visited May 14, 2022).
[49] Olga Rodriguez, Public Policy Institute of California, "The Role of Community Colleges in Supporting Mental Health" (June 17, 2020), https://www.ppic.org/blog/the-role-of-community-colleges-in-supporting-mental-health/.

One issue that surfaced repeatedly is the sense that current UO mental health services are understaffed and unable to meet the University community's demands. As one student summarized, "the counseling center is severely understaffed and underfunded, at the same time that mental health issues . . . are becoming an increasing crisis on campus." A Residential Life professional affirmed that UO's counseling staff appeared to be "widely understaffed this year," which a staff member explained results in "counseling services" unable to "have the capacity all the time to see students for a long period of time." A UO administrator agreed that campus "mental health professionals are over-worked and under-staffed."

The lack of resources can result in long wait times and a sense of frustration among community members that they cannot quickly or easily obtain mental health services. For instance, one student lamented that:

> The Counseling Center is overworked and overbooked. I keep receiving emails that say, 'go use the Counseling Center and protect your well[-]being.' If I am unable to book an appointment for another 4 weeks, what good does that center do me or anyone else?

Another student noted:

> I also think mental health resources are really important, and students would benefit from expansion of these services. I know[,] last term, many people needed help, but weren't able to make an appointment because of how many people were trying to access resources . . . Some faculty also seem to be struggling . . . While [current mental health providers on campus] are doing their best, clearly care, and are genuinely doing a good job, I am sure they would be able to do even better with more support . . . .

Still another student said that the University needs to "[m]ake mental health appointments more available to students. I tried to get mental health services on campus and have found it is easier to just do it [off campus]." These and other student comments aligned closely with a finding of the ASUO's "Campus Safety Survey," which highlighted the desire for "increase[d] accessibility of mental health professionals" as a significant safety "concern."[50]

An individual working within Residential Life explained to 21CP that "we are usually told to direct students to the counseling center – they have available therapists with free sessions, but there is a very long wait." Where students appear to be exhibiting signs of a "mental health crisis" or acute behavioral or emotional episode, Residential Life personnel "direct them to the 24-hour crisis line." However, several community members who engaged with 21CP indicated that the 24-hour crisis line is not widely seen as a helpful resource. As one individual associated with residential life explained, "Students have found the 24-hour line unhelpful . . . . They felt like it wasn't for them in the moment."

Some student comments suggested a mismatch between student needs and expectations on the one hand and administrator views of appropriate response options on the other. Specifically, many students, as well as several faculty and staff members, described a need for sustained, wraparound mental health

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[50] Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 14.

services provided entirely on campus and within the University – rather than forwarding campus community members to wider City of Eugene resources. As one student described:

> I think there's a need to expand the range of services . . . The University isn't set up to do any in-house, long-term care. Their system is to get you a meeting with someone outside of the University – which is shifting the burden of care to the people that are not in the best place to provide it for themselves.

Indeed, UO Counseling Services positions itself to students as "offer[ing] a range of short-term individual clinical services" ranging from a "single-session intervention" to "short-term focused individual therapy" or "group therapy."[51] 21CP understands from UO administrators that resource constraints have shaped this focus on limited, short-term intervention.

This more constrained approach, even if it was useful in the past or has been most consistent with available resources, appears to fall short of what students are indicating that they, and their peers, need to feel safe, supported, and healthy. New and expanding needs may well require new and expanded approaches that break with the University's prior practices.

It must also be noted that the desire for expanded resources for significant but non-crisis mental health care extends to the University's faculty, staff, and administrators. One administrator explained:

> I feel like there is a gap . . . I am often working with employees who are above a level of just needing an email resource and below being a threat to themselves or others, but they need something . . . I feel like something more needs to be done.

For staff, the University maintains an Employee Assistance Program. However, it is, per an administrator with knowledge of the program, "not as widely known as we would like it to be despite our best efforts of communicating it. The usage is extremely low."

The wellbeing of all campus community members therefore points toward the University viewing the provision of mental health services – including for those not experiencing crises but experiencing conditions that nonetheless affect quality of life – not as an auxiliary support service but, instead, as a core part of its charge as an institution.[52] UO has a unique opportunity going forward to help community members meaningfully address the multidimensional challenges experienced by the community, and change outcomes.

Accordingly, 21CP recommends that the University conduct (1) a needs assessment to identify the scope of community needs and opportunities when it comes to ongoing and long-term mental health care, (2) a workload and staffing analysis of existing Counseling Services infrastructure, and (3) a strategic

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[51] University of Oregon, University Health Services, *Counseling Services*, https://counseling.uoregon.edu/ (last visited Jul. 3, 2022).

[52] *See, e.g.*, Kevin Singer and Sam Ludlow-Broback, "To Improve Student Mental Health, We Need More than Crisis Response," *NAMI.org* (June 15, 2022), https://www.nami.org/Blogs/NAMI-Blog/June-2022/To-Improve-Student-Mental-Health-We-Need-More-Than-Crisis-Response.

planning process that specifically identifies the gaps in resources, programs, and personnel that may be inhibiting UO from meeting the community's specific needs.

One primary opportunity available to the University to increase mental health service capacity on campus is hiring more, full-time clinicians and other professionals to provide counseling, therapy, and other mental and behavioral health services. Even as the urgency of community need suggests that such an investment would likely be broadly beneficial to the UO community, hiring sufficient full-time staff to meet the ongoing care needs of all campus community members would require a notable – and likely prohibitive – investment of resources.[53] At the same time, hiring more personnel may not alone address the broad scope of community challenges.

Accordingly, to enhance and expand capacity, UO's strategic planning process should consider adding or enhancing services beyond, or in addition to, hiring more full-time clinicians to meet community needs. To expand services for individuals encountering mental, behavioral, and emotional health challenges not currently rising to the level of crisis, the University may consider formalized outside partnerships and services. For example, although UO's Counseling Services provide teletherapy services, that office and UO might explore various ways of "[m]aking mental health services accessible remotely"[54] – perhaps by contracting with providers of web-based therapy and counseling platforms to provide free and easily accessible treatment to campus community members. Likewise, UO might consider ongoing partnerships with other providers and services in the Eugene area that may be equipped to provide services to students – such that University personnel and resources can directly match community members with outside providers as appropriate, rather than requiring that community members navigate such resources for themselves.

If external entities or organizations become part of the system of care at UO, the University might consider hiring mental health service coordinators to serve as community-based "case workers" or "patient advocates" to track the ability and success of campus community members to secure necessary treatment, whether within the University or, as appropriate, beyond the University. To the extent that UO's existing Care and Advocacy Program, coordinated within the Office of the Dean of Students and oriented toward helping students "navigate. . . challenges" such as "personal crises, mental health concerns, unanticipated family situations, and unexpected life events," might be able to play this role, UO should consider expanding and more tightly integrating it with, or within, Counseling Services.[55] However, 21CP observes that no University stakeholders discussed the Care and Advocacy Program in conversations about mental health and well-being on campus. Indeed, information about the program is accessible primarily through a link, featured as one of many "additional campus and community

[53] *See* Eric Wood, "College Counseling Centers Cannot Act Alone," *Inside Higher Ed* (May 12, 2022), https://www.insidehighered.com/views/2022/05/12/responding-demand-campus-mental-health-services-opinion.
[54] Olga Rodriguez, Public Policy Institute of California, "The Role of Community Colleges in Supporting Mental Health" (June 17, 2020), https://www.ppic.org/blog/the-role-of-community-colleges-in-supporting-mental-health/.
[55] University of Oregon, Office of the Dean of Students, *Find Support*, https://dos.uoregon.edu/help (last visited Jul. 3, 2022).

resources," for "Crisis Intervention and Support" on a Counseling Services sub-page for "Crisis Support"[56] – which is not prominently highlighted on the Counseling Services webpage.

Conversations with University administrators, Counseling Services staff, and other UO personnel underscored that UO has not been static in recent years with respect to campus mental health. A number of initiatives, resources, and efforts have been attempted. It appears, however, that these sometimes disconnected efforts have not become sufficiently salient or impactful across the full scope of individuals and communities on campus that might benefit from them. As this report discusses elsewhere, the dynamic nature of a campus community – where students, faculty, and staff continually come and go – requires continual re-investment and re-appraisal of campus resources. This is particularly true for mental health and mental health care, with recent trends and the ongoing effects of the COVID-19 pandemic making the need for mental health services even that much more acute.

21CP observes here that an appropriate role for UO's Counseling Services, with respect to students, is also to "help a young person make that transition from late adolescence to early adulthood" – an adulthood where appropriate mental health resources and services can, regrettably, be difficult to access and can require sustained initiative to secure.[57] Universities, however, provide any of a number of services that assist young adults in establishing a framework for success beyond the campus when they graduate. Even as students will need to seek out their own physical health services after UO, the University provides significant on-campus resources.[58] The University provides readily accessible fitness facilities and resources,[59] even as community members must access that on their own in the world beyond UO.

In this same way, the University – as part of preparing students for successful lives after college – should, through the array of resources available to students and other campus community members, position mental health care as valuable and often necessary to ensure the growth and well-being. In the provision of ongoing services, the University can prepare students for continuing care or applying mental health strategies to their lives long after graduation.

Recommendation 2. **UO should provide and staff a non-police, 24/7, and dedicated response capacity to serve as the primary response to calls involving a UO community member experiencing a significant mental, behavioral, or emotional health challenge – whether that be a significant issue, substantial distress, or an acute crisis.**

Community members who engaged with 21CP identified a need on campus for a response to individuals experiencing a mental health crisis, acute issue, or significant distress – that is, situations where a mental health challenge manifests in ways that require immediate attention or intervention, especially when an

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[56] University of Oregon, University Health Services, Counseling Services, *Crisis Support*, https://counseling.uoregon.edu/crisis-support (last visited Jul. 3, 2022).

[57] Sahsa Aslanian and Alisa Roth, "Under Pressure: Inside the College Mental Health Crisis," *APMReports.org* (Aug. 19, 2021), https://www.apmreports.org/episode/2021/08/19/under-pressure-the-college-mental-health-crisis (quoting former president of Skidmore College).

[58] University of Oregon, *University Health Services*, https://health.uoregon.edu/ (last visited Jul. 4, 2022).

[59] University of Oregon, *PE and Rec*, https://rec.uoregon.edu/ (last visited Jul. 4, 2022).

individual may pose a threat to themselves or others. For many of these community members, for instances where a direct and timely response to the individual is required, the desired response is not the police but, instead, is a non-police, community-based response.

Specifically, as one student described, "I think expanding mental health services and having them respond in-person to calls would be a greater alternative to UOPD sending armed officers." Another student agreed, arguing that "[a]nything related to mental health issues or other related things should be addressed by resources other than UOPD." Another student observed that, at UO, "you call UOPD for suicide concerns, which is unacceptable . . . These are all issues that need to be handled by crisis social workers . . . We need more counselors than cops." A peer observed that they have witnessed many campus issues where "I see cops currently responding" but "could be resolved better by mental health professionals and conflict mediators."

For many, "[s]pecially trained mental health professionals should be tasked with ensuring the mental health of students" because they have greater expertise, experience, and familiarity with mental health issues than police officers do and, because they would not be equipped with firearms or law enforcement authority, would pose less of a risk to subjects to whom they would respond. As a student summarized, "[m]ental health experts/UO staff are probably better for responding to people in emotional distress who need university resources[,] as they are probably better trained for such a scenario."

At least some community members say that they are already seeking to manage incidents in a way that avoids police responses to situations involving mental or behavioral health crises. For example, one Residential Advisor told 21CP that they and their colleagues "rarely have UOPD involved in these [mental health] incidents" because RAs and professional Residential Life staff are best positioned to respond to community issues and they have less confidence in the ability of police officers to appropriately manage and resolve situations involving mental health issues.

Even as community members say that they want a non-police resource that can respond to calls, incidents, and situations involving individuals experiencing acute mental health issues, the University does not currently offer a 24/7 mental health call response staffed by mental health professionals.

Numerous campus community members who engaged with 21CP cited a specific desire for the University to engage with City of Eugene's CAHOOTS program because it is a non-police, alternative response program focused on matching individuals in crisis with social service and community-based resources – and one that has emerged as a national model.[60] Indeed, for some three decades, Eugene's CAHOOTS has dispatched "two-person teams consisting of a medic and a crisis worker who has substantial training and experience in the mental health field," rather than immediately sending police, to "deal with a wide range of mental health-related crisis, including conflict resolution, welfare checks,

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[60] *See, e.g.*, "'CAHOOTS': How Social Workers and Police Share Responsibilities in Eugene, Oregon," NPR.org (June 10, 2020), https://www.npr.org/2020/06/10/874339977/cahoots-how-social-workers-and-police-share-responsibilities-in-eugene-oregon?t=1656594200163; Vera Institute of Justice, Behavioral Health Crisis Alternatives, *Case Study: CAHOOTS* (Nov. 2020), https://www.vera.org/behavioral-health-crisis-alternatives/cahoots (last accessed June 30, 2022).

suicide threats, and more . . . , " which has been associated with positive outcomes and significant cost savings to the City.[61]

With a long-standing and leading alternative response model immediately available in the City of Eugene generally, many University stakeholders wonder why mental health calls cannot be handled the same way and via the same program on the UO campus. For example, one student, summarizing the views of many, observed that CAHOOTS "is a great resource to deal with mental health issues and should always be contacted before police." Another agreed that "seeing CAHOOTS specialists on campus would absolutely make me feel safe on campus, particularly if I knew there was an incident occurring and saw CAHOOTS folks approaching to help." Indeed, in the ASUO "Campus Safety Survey," 42 percent of the approximately 270 students who provided feedback said that CAHOOTS "should be UO's primary safety system."[62]

According to a diverse set of UO and Eugene stakeholders, the reality of CAHOOTS is somewhat more complicated and its present ability to provide service at the UO campus is somewhat more limited. For one thing, Eugene's CAHOOTS has limited resources and a limited capacity – which results in sometimes substantial wait times. A UOPD officer suggested that, from their perspective, the Department tries to "take advantage of CAHOOTS wherever possible . . . but part of the disconnect is that CAHOOTS is overly taxed, underfunded, understaffed." That officer provided an example of an instance where they requested CAHOOTS and "was told the wait time would be six hours or more." A UO administrator agreed that "sometimes they [CAHOOTS] don't show up for hours" after being called. A member of UO's Counseling Services explained that, although they will sometimes engage CAHOOTS, "they take a long time to respond" because CAHOOTS "is need-based" and Eugene "community members are higher on a need scale" than UO affiliates. Per that Counseling Services staff member, CAHOOTS regularly experiences a "high [call] volume, and their work takes time" even in for the broader Eugene community.

A City of Eugene stakeholder contended that the City's program is not well-situated to serve as a primary response for every mental or behavioral health crisis incident occurring on UO's campus:

> CAHOOTS is designed to be more of a street outreach mechanism. They staff a social worker and EMT. A vast majority of calls involve some street outreach and some transport from EMT to some other provider.

Even as UO students, faculty, and staff have mental health needs and require tangible services or intervention, the nature of these needs may be distinct, and implicate very different issues or concerns, from the type of "street outreach" on which many CAHOOTS interactions focus.

To this end, when CAHOOTS does engage in situations occurring on the University campus, UOPD and University stakeholders say that it is often with situations involving individuals on campus who are unaffiliated with UO – and incidents involving students, faculty, staff, or other University affiliates.

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[61] White Bird Clinic, *What is Cahoots?* (Oct. 29, 2020), https://whitebirdclinic.org/what-is-cahoots/.
[62] Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 11.

Available data appears consistent with the idea that CAHOOTS involvement, to date, has been directed toward individuals experiencing issues on UO's campus who are not formally affiliated with the University. According to UOPD records, CAHOOTS responded to situations on UO's campus approximately 117 times during calendar years 2020 and 2021.[63] Many of the summary reports made available to 21CP suggest that the subjects of these incidents were likely individuals experiencing homelessness; individuals described as "trespassing," "behaving suspiciously," or "acting erratically"; or individuals who otherwise were not described in ways that identified them as affiliated with UO. Where CAHOOTS responses expressly involved a UO affiliate, it tended to be in a limited number of circumstances where students were experiencing suicidal ideation.

Even if CAHOOTS was, through its mission and scope, well-positioned to assist across mental health situations on campus, existing limitations on resources for the CAHOOTS program in Eugene would appear to prevent involvement across UO's campus. As another City stakeholder summarized, "We know that CAHOOTS is effective, but there is not funding to supply" services to every situation that needs it. "The need is greater than what we have resources for."

Although the University has made efforts to formalize a partnership with CAHOOTS in the past, these have not been successful. As one UO administrator explained, the University "has tried to work with [CAHOOTS] to provide them funding to support us [on campus], but we can't make that happen" – which appears largely due the challenges with having CAHOOTS respond on campus, and the potential mismatch of skills and resources in terms of CAHOOTS responding to University community members experiencing mental or behavioral health difficulties.

Nevertheless, and somewhat confusingly, UOPD's "Call for Service Response Matrix" (previously described in substantial detail in Section II) identifies CAHOOTS as the "primary response" for calls on campus involving "mental health subject/need" and "mental health transport."[64] With CAHOOTS not well-positioned, according to the UOPD, to respond to many of the incidents that occur on campus implicating mental health issues, this functionally means that the identified "secondary response" in the Matrix – UOPD officers themselves – are, in numerous instances, the actual response to campus community members experiencing such challenges.

Separate from CAHOOTS, many campus community members more generally suggested that UO create its own 24/7, non-police, University-run response capability for mental and behavioral health crises. One student indicated that they "would like to see a University[-]related mental health response group" that is not UOPD. Another remarked that they were "not sure what mental health groups on campus there are, but surely workers from one of these could respond to mental health crises before the police . . . ."

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[63] University of Oregon Police Department, "CAHOOTS Calls 2020 and 2021" (Mar. 29, 2022).
[64] University of Oregon Police Department, *Calls for Service Response Matrix*, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf (last accessed Aug. 22, 2022).

More specifically, several community members suggested that the University create a diversified response infrastructure similar to or modeled after CAHOOTS that would focus on UO and the campus community. Per one student, "a community mental health program similar to Eugene's CAHOOTS would be one route for resolving issues on campus without police involvement." Another agreed that "a CAHOOTS-like group of trained and unarmed crisis and first responders would be invaluable . . . ." One community member suggested that the University "[p]artner with" Eugene's CAHOOTS "to create a student[-]specific version on campus."

Because relying on Eugene's CAHOOTS on campus appears neither feasible nor practical at the current time, 21CP agrees that there is great promise in the concept of UO establishing a campus-specific, University-operated, non-police, 24/7 response mechanism for individuals experiencing mental, behavioral, and emotional health challenges. For individuals experiencing mental, behavioral, and/or emotional health challenges that require immediate intervention or a direct response to where that person is located, an around-the-clock, University-administered response program staffed by unarmed mental health providers and specialists can facilitate quality care and positive outcomes while substantially reducing the risks and negative effects that may be associated with law enforcement, via the UOPD, serving as primary responders.

21CP therefore recommends that UO establish and staff a 24/7, dedicated response capacity, located within the appropriate University office – and not within UOPD – to serve as the first and primary response to calls involving a UO community member experiencing a significant mental, behavioral, or emotional health challenge. This non-police, mental health and crisis response unit might respond to individuals, where they are located, rather than requiring that the individuals seek out services and navigate themselves to a specific location for help, who are experiencing a significant mental health issue, substantial distress, or an acute crisis where immediate assistance or invention is requested or appears warranted based on available information. To this end, this recommendation proposes something that is more substantial in reach and responsibility than UO's existing 24/7 crisis hotline – with a new, 24/7 response capability fundamentally oriented toward responding, in person, to individuals on campus experiencing acute challenges.

Although UO would be a leader among peer institutions in establishing a 24/7 response capacity, a number of studies and groups have begun to recommend the approach. For instance, a joint report of the American Civil Liberties Union of Massachusetts, Bridgewater State University, and the law firm of Sidley Austin expressly recommends that "colleges and universities . . . establish a community mental health and support services department to provide first responder services for calls about individuals experiencing mental or behavioral health or substance-use issues."[65] Some colleges and universities have begun to adopt something approaching this model. For example, although the University of Utah's crisis response approach is located as a structure within its campus police department, "dedicated crisis support specialists . . . provide around-the-clock assistance on service calls that involve mental health or

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[65] American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 6, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jul. 13, 2022).

otherwise require the skills of trained counselors."[66] At Johns Hopkins University, a Behavioral Health Crisis Support Team – comprised of "behavioral health clinicians" and that University's equivalent of UO's current unarmed CSOs – "provide[s] immediate assistance to individuals experiencing behavioral health crises."[67] This support extends to providing the same service to nearby Baltimore residents through a community-based partnership.[68]

Despite the historic rivalry between UO and Oregon State University ("OSU"), 21CP would be remiss if it did not cite that institution's OSU Assist, which is slated to go live in August 2022.[69] Within that model, "a multi-disciplinary team of mental health professionals, peer support specialists, community health workers and/or other first responders" serves as primary responders "for situations such as crisis support, conflict resolution, substance abuse issues," and others where "there are no reports of weapons[,] . . . threats of violence[,]" or individuals are "actively attempting suicide."[70] OSU Assist seeks to "recognize[] that it is not necessary for every first responder to a crisis to be law enforcement" and to have public safety dispatchers send unarmed resources to assist across a defined set of issues and problems.[71] It should be noted that, although "[t]he primary focus of OSU Assist is to serve students[,] . . . the OSU Assist Team will help when called to an incident, regardless of whether the person is a student, non-student, staff or faculty."[72]

Even as the OSU Assist is still in its infancy, the possibility of another large, nearby, and public institution implementing a 24/7, non-police response capacity on campus suggests that a 24/7 response capacity may be especially worthwhile to explore at UO.

Some UO stakeholders identified potential impediments to establishing a 24/7 mental health response capacity at UO. In fact, even some of the UO campus community members who suggested to 21CP that the University establish a 24/7 mental health response on campus anticipated the substantial pragmatic challenges that such an initiative implicates.

First and foremost, the need that most community members cited was related to responses to individuals affiliated with UO in some way and not to individuals who are on campus but who are not University affiliates. As noted previously, 21CP's review of summaries of incidents on campus for which CAHOOTS was requested suggests that individuals not affiliated with the University and experiencing mental health challenges or crises do come to campus from time to time. Indeed, some administrators

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[66] "3 Models for Differentiated Mental Health Responses on Campus," *EAB.com*, https://eab.com/insights/expert-insight/business-affairs/differentiated-mental-health-crisis-response-on-campus/ (last visited Jul. 7, 2022).

[67] Johns Hopkins University, "The Behavioral Health Crisis Support Team (BHCST) Pilot Program," https://publicsafety.jhu.edu/assets/uploads/sites/9/2021/09/08.31.21-BHCST-one-pager.pdf (last visited Jul. 15, 2022). 21CP notes that Johns Hopkins University recently engaged 21CP to provide counsel and recommendations on best campus safety practices.

[68] John Hopkins University & Medicine, Public Safety, *Behavioral Health Crisis Support Team*, https://publicsafety.jhu.edu/initiatives/behavioral-health-crisis-support-team/ (last visited Jul. 15, 2022).

[69] Oregon State University, Student Affairs, Office of the Dean of Students, *OSU Assist*, https://studentlife.oregonstate.edu/osu-assist (last visited Jul. 15, 2022).

[70] *Id.*

[71] *Id.*

[72] *Id.*

cited concerns about resources and potential liability issues for a 24/7 mental health response that would respond to all implicated situations on campus, regardless of the status of an individual's affiliation.

It may well be difficult in some classes of incidents for a community member, a dispatcher, a police officer, or an alternative mental health responder to know whether an individual exhibiting signs of mental health distress is or is not a UO affiliate. In some instances, the affiliation may be clear. For example, if a residential advisor seeks help for a student in on-campus housing, a dispatcher or responder is likely to know the subject's affiliation. In other instances, however, the affiliation may be unclear. A college-age student acting erratically in a common area of campus at night could be a student – but it could be someone from the wider Eugene community who has come to campus for any of a number of reasons. Consequently, a 24/7 mental health response model that attempted only to respond to students, or only to campus community members, might be prone to errors of under- and over-inclusion – not becoming involved in some situations where the subject is in fact a member of the campus community and becoming involved in others where the subject ultimately is not affiliated with the University.

Consequently, even as 21CP focuses this recommendation on establishing a 24/7 mental health response capability for campus community members, and especially students, it is not clear that this restricted focus is viable, necessary, or even well-advised. Indeed, the volume of mental health crises that implicated CAHOOTS in 2020 and 2021, as detailed previously, suggests that non-police mental health responders would be responding to one incident every five or six days. That volume of activity would not seem to add significantly to the workload of a potential 24/7 response resource. With Eugene's CAHOOTS often under-staffed, under-resourced, and requiring substantial intervals to respond to issues at UO, using trained professional mental health responders to situations regardless of the subject's affiliation may ensure better outcomes for the subject and University alike. 21CP observes that other diversified response capacities at institutions like OSU appear to respond regardless of an individual's status at or affiliation with the University.[73]

Second, resources and financial realities were cited as a challenge toward setting up this type of response system. Staffing just one around-the-clock position typically requires the hiring of several qualified individuals – with at least four or five employees often necessary for every one "around-the-clock" position to account for employee weekends and time off.[74] A University-directed, 24/7 mental health response capability will inevitably, then, require a focused and sustained investment.

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[73] Oregon State University, Student Affairs, Office of the Dean of Students, *OSU Assist*, https://studentlife.oregonstate.edu/osu-assist (last visited Jul. 15, 2022) (indicating that although "[t]he primary focus of OSU Assist is to serve students[,] … the OSU Assist Team will help when called to an incident, regardless of whether the person is a student, non-student, staff or faculty.")

[74] *See, e.g.*, Teresa D. Welch & Todd Smith, "Understanding FTEs and Nursing Hours Per Patient Day," *Nurse Leader* (Apr. 2020), https://www.researchgate.net/profile/Teresa-Welch-2/publication/338441831_Understanding_FTEs_and_Nursing_Hours_Per_Patient_Day/links/614e11c4154b3227a8a8ad9d/Understanding-FTEs-and-Nursing-Hours-Per-Patient-Day.pdf (suggesting one continuously staffed position to equate to approximately 4.2 full-time employees); "Answers: What Is the Minimum Number of Staff Required for a 24/7 Call Centre?," *CallCentreHelper.com* (last accessed Jul. 2, 2022), https://www.callcentrehelper.com/question-what-is-the-minimum-number-of-staff-required-for-a-24-hour-call-centre-2039.htm (computing a range of 4.2 to 5.4 full-time employees as necessary to ensure continuous coverage of one employee).

Relatedly, it may be challenging to find highly qualified mental health providers and clinicians to be available to work non-traditional working hours like overnight, on weekends, and over holidays. Even with strong resource commitments, the University may need to invest substantial time in recruiting and hiring professionals to work within a new 24/7 mental health response unit.

The physical safety of the subject, non-police responders, and other community members is also a consideration. Some UO administrators cited, in particular, concerns that a model in which non-police mental health specialists served as primary responders to crisis situations might lead to situations where an armed or physically threatening individual placed those alternative responders in peril.

In light of these various concerns, the University could explore a few ways, beyond immediately staffing up a full complement of 24/7 responders, to provide mental health response. One such mechanism is to establish a system of "community co-response." In co-response models, specially-trained clinicians or social workers and police officers "respond☐ jointly to situations in which a behavioral health crisis is likely to be involved, often in the same vehicle, or arriving on scene at generally the same time."[75] Typically, the clinicians or behavioral health experts take the lead wherever possible to secure information from the subject, make assessments as to the mental state or condition of the subject, and identify pathways for resolving the situation or steering the individual to necessary care. Police officers are present, either with the subject or at some distance away, to assist in the event that the subject poses a threat to themselves, the behavioral health responder, or others.

At UO, a co-response model might involve a 24/7 response clinician responding to a scene with UOPD officers and operating under protocols in which the clinician takes the lead and police are available if, and only if, a threat of harm is implicated. This type of co-responder model might allow the University to realize the benefits of having a behavioral health specialist, rather than a police officer, taking the primary lead in response to individuals experiencing crises while requiring the hiring of fewer around-the-clock personnel and addressing some of the concerns about the physical safety of non-police responders.

At least some peer institutions have begun to explore co-responder models on campus. For example, Colorado State University established a "co-responder mental health program" that embeds "a behavioral health provider" from outside the University with the campus police to respond to the scene of mental health issues.[76]

Co-response would go some distance toward establishing the kind of around-the-clock response service for mental health issues not relying *solely* on the police. At the same time, however, some portion of UO's campus community believes that *any* type of police involvement should be avoided either across all such

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[75] Ashley Krider & Regina Huerter, National League of Cities & Policy Research, Inc., "Responding to Individuals in Behavioral Health Crisis Via Co-Responder Models: The Roles of Cities, Counties, Law Enforcement, and Providers" (Jan. 2020), https://www.nlc.org/resource/responding-to-individuals-in-behavioral-health-crisis-via-co-responder-models-the-roles-of-cities-counties-law-enforcement-and-providers/; Katie Bailey, et al, "Barriers and Facilitators to Implementing an Urban Co-Responding Police-Mental Health Team," 6 *Health and Justice* 21, 22 (2018).

[76] Dell Rae Ciaravola, Colorado State University, College News, "Colorado State University Launches Mental Health Co-Response Program Through CSU Police Department" (Sept. 2021), https://source.colostate.edu/colorado-state-university-launches-mental-health-co-responder-program-through-csu-police-department/.

encounters or across any encounter unless a threat of violence is implicated. For these community members, a regular police response – even in distant support of a primary, non-police responder who takes the lead – may not fully address concerns about the risk of police harm, unwarranted enforcement activity, and trauma.

Alternatively, some colleges and universities "are contracting with external providers who send in-person responders to de-escalate crises" and match community members with necessary mental and behavioral health care.[77] For instance, "[a]t Arizona State University":

> [C]ampus leaders have contracted with a local nonprofit, EMPACT, for emergency mental health crisis response after normal business hours. To streamline coordination, they created an internal case management system that tracks when a student receives support through EMPACT and alerts campus health providers about their treatment and any needed follow-up actions.[78]

UO might also look inward to its Counseling Psychology graduate programs – partnering with students, faculty, and alumni to explore short and long-term opportunities for providing various types of assistance to the campus community, such as direct service and operational and practice management support. Such a partnership could provide the University with opportunities to support Counseling Psychology student academic and experiential program success while expanding ways to meet student mental health needs.

Finally, universities and colleges are not alone in considering new mechanisms for assisting individuals in crisis. A number of cities and municipalities across the country have been exploring and implementing programs geared toward prioritizing non-police clinicians as the primary responders to mental health crises.[79] Through rigorous dispatch protocols and screening techniques, unarmed, non-police behavioral health specialists are geared toward situations on campus that do not implicate substantial risks of harm or violence. UO may be able to import the planning and lessons learned from these other, larger jurisdictions to its own efforts to establish a non-co-responder, truly non-police 24/7 mental health response capability.

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[77] "3 Models for Differentiated Mental Health Responses on Campus," *EAB.com*, https://eab.com/insights/expert-insight/business-affairs/differentiated-mental-health-crisis-response-on-campus/ (last visited Jul. 7, 2022).

[78] *Id.*

[79] Annie Sciacca, "Unarmed Civilians Not Cops, to Respond to Mental Health Crises Calls in Oakland," *East Bay Times* (Mar. 16, 2021), https://www.eastbaytimes.com/2021/03/16/oakland-approves-program-to-pilot-non-police-crisis-response/; *see also* Robert Garrova, "Culver City Joins The Move to Unarmed Mental Health Crisis Response," *LAist.com* (Dec. 17, 2021), https://laist.com/news/criminal-justice/culver-city-joins-the-move-to-unarmed-mental-health-crisis-response; "Behavioral Crisis Response Team Diverted 1,400 Calls From MPD in the Last 3 Months," *CBSNews.com* (May 4, 2022), https://www.cbsnews.com/minnesota/news/behavioral-crisis-response-team-diverted-1400-calls-from-mpd-in-the-last-6-months/; Casey Weldon, "Cincinnati Pilots Program to Send Unarmed Health Professionals to Nonviolent Mental Health Calls," *SpectrumNews1.com* (May 6, 2022), https://spectrumnews1.com/oh/columbus/sports-news/2022/05/05/cincinnati-to-send-unarmed-health-professionals-to-nonviolent-mental-health-calls; Leigh Paterson, "In Denver, Unarmed Mental Health Workers Respond to Hundreds of 911 Calls Instead of Police," *KUNC.org* (Nov. 17, 202), https://www.kunc.org/2020-11-17/in-denver-unarmed-mental-health-workers-respond-to-hundreds-of-911-calls-instead-of-police; Suzanne Downing, "New Mental Health Crisis Team in Anchorage for Some Crisis Police Calls," *MustReadAlaska.com* (Nov. 19, 2020), https://mustreadalaska.com/new-mental-health-crisis-team-in-anchorage-for-some-crisis-police-calls/.

Recommendation 3. **The University, working directly with Counseling Services and UOPD, should create formalized response policies and protocols to ensure that the new 24/7 mental health response unit is the primary response for the appropriate set of circumstances.**

As a practical matter, non-police response options are most likely to be associated with positive outcomes when stakeholders and individuals who become aware of a campus problem or need – whether a 9-1-1 dispatcher, a University hotline operator, public safety personnel on campus, or a member of the campus community – understand precisely what non-police, community-based resources are available and the nature of the problems to which they can respond. Consequently, and consistent with the more general recommendations regarding the Matrix and related protocols outlined in Area 2, below, UO should establish formalized, written protocols addressing when a non-police crisis response capability should serve as the primary response.

Formalized response protocols will help emergency dispatchers and other University resources know precisely when the University's new 24/7, non-police mental health responders should serve as the primary response to a particular situation – ensuring that the involvement of mental health specialists on campus happens automatically rather than when someone thinks to call or involve them. Such protocols officially designate who responds to what, and when.

In establishing protocols, the University should systematically consider what types of calls for service and campus situations may implicate mental health issues. Existing data from UOPD, Counseling Services, and other University resources may be useful in understanding the array of specific circumstances where a 24/7 mental health response may be useful.

The creation of formalized response protocols will need to consider that some individuals experiencing crises can in some circumstances, because of a particular manifestation of mental and behavioral health challenges, pose a threat to themselves and/or others. These response protocols will need to work to ensure that individuals best situated to address threats of harm, and/or realized harm, respond to situations that implicate those considerations. To that end, the response protocols may want to outline a process for multi-resource teams to address acute crises implicating physical harm and safety and ensure a meaningful, safe, and substantive role for the University's mental health specialists in such situations.

Finally, these formalized response policies should be integrated into training for all UOPD personnel, Dispatch and Communications staff, Counseling Staff, and staff in Student Services and Residence Life. Non-police University response systems will be successful only if their responsibilities, authority, and duties are broadly understood across University resources. However, focused attention should be provided to ensuring that Dispatch and Communications staff understand what issues should be associated with what responses, when, and under what conditions.

Recommendation 4. **The expectations and parameters addressing the University's response to individuals experiencing mental, behavioral, and emotional health challenges should be reflected in the policies of all public safety personnel, including UOPD.**

Consistent with Recommendation 3, any public safety personnel on campus need to have the University's expectations and response protocols reflected in their formal policies. A comprehensive review of UOPD's policy manual was not within 21CP's scope of work. However, when looking to determine the practical challenges that UO will need to address in implementing enhanced, diversified response resources for community problems on campus, 21CP observed some dynamics that will need to be addressed to ensure that a new, 24/7, non-police mental health response capacity can be successful.

First, policing at a college or university campus is different from policing a city. The focus of an academic institution and the nature of a campus population implicate different needs, issues, and concerns. Simply, "the roles that both types of police [campus police and municipal law enforcement officers] play in their respective communities vary greatly," with "training, responsibilities and mindsets often at odds."[80] Even as "[t]here are undoubtedly similarities between campus policing and traditional policing, particularly in terms of officer safety, emergency preparedness, investigations and arrests,"[81] "University police departments face unique challenges that call for unique solutions and approaches outside of conventional policing."[82]

Despite these differences, many of the policies contained within UOPD's Policy Manual appear to mimic municipal-focused policy directives rather than reflecting the distinct needs and dynamics of a campus environment. Appearing to originate with "off-the-shelf" policies written by Lexipol, a national company that provides policies for law enforcement, fire and rescue, corrections, and emergency medical agencies,[83] UOPD's policies do not always appear as tailored to the unique needs and dynamics of a college campus generally, and of the UO campus community specifically, as they should be.

For example, Policy 319 addresses Domestic Violence[84] – an appropriate subject for specific treatment in a police policy manual. Section 319.5 addresses "Victim Assistance" in the context of a domestic violence situation.[85] That section instructs officers to do things like "[m]ake reasonable efforts to ensure that children or dependent adults who are under the supervision of the suspect or victim are being properly cared for."[86] Although this advice is not detrimental or ill-advised, it is not especially well-tailored to a campus environment – where domestic violence and intimate partner violence may manifest in more

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[80] "5 Ways Campus Police Officers and Traditional Police Officers Differ," *Campus Safety* (Oct. 15, 2018), https://www.campussafetymagazine.com/safety/5_ways_campus_police_officers_differ_from_traditional_police_offi cers/.

[81] Jim Gilbride, "Improving Long-Term Public Perception Through Campus Policing," *Police1.com* (Jan. 8, 2020), https://www.police1.com/chiefs-sheriffs/articles/improving-long-term-public-perception-through-campus-policing-xOWJka9VofYttASM/.

[82] Andrew Rathburn, "5 Ways Campus PDs Can Help Law Enforcement," *Police1.com* (Aug. 29, 2018), https://www.police1.com/patrol-issues/articles/5-ways-campus-pds-can-help-law-enforcement-bTNNflkDnT5DAgT6/.

[83] Lexipol, *Policies & Updates*, https://www.lexipol.com/solutions/policies-and-updates/ (last visited Jul. 3, 2022).

[84] University of Oregon Police Department, Policy Manual, Section 319 (last rev. Apr. 8, 2021).

[85] *Id.* Section 319.5.

[86] *Id.* Section 319.5(g).

particularized ways, especially among student populations. At the same time, the policy makes no reference to other University resources or structures that may be able to provide assistance to a victim of domestic, dating, or intimate partner violence – even as it instructs officers to "[a]ssist in arranging to transport the victim to an alternate shelter if the victim expresses a concern for his/her safety or if the officer determines that a need exists."[87] UO-specific guidance on services and options available for victims of domestic or intimate partner violence might, for instance, provide reference to the University's broader victim resources.[88]

Separately, UOPD's policy manual does not appear to include a policy specific to mental health response. Some policies reference mental health concerns. For instance, Policy 300.3.2, within the Use of Force Policy, addresses de-escalation and speaks to use of force vis-à-vis persons with medical, mental health, or developmental disabilities, but it does not clearly describe what officers should do or what training or services are available to them to ensure appropriate response in situations involving subjects experiencing such challenges.[89]

Elsewhere, Policy 418 on Civil Commitments references a role of a "community mental health program director" as the authority of influence on involuntarily committing someone who "is dangerous to him/herself or to any other person and is in need of immediate care, custody or treatment for mental illness."[90] However, it is unclear who this person is and how they might relate to Counseling Services, Student Life, or other campus personnel or resources.

Additionally, the University maintains a Behavioral Evaluation & Threat Assessment Team (the "BETA Team"). That group – comprised of representatives across University resources such as the Office of the Provost and Academic Affairs, Student Life, Counseling Services, the Office of Civil Rights Compliance, and the Police Department – "is charged with developing comprehensive fact-based assessments of individuals who may present a threat to the university."[91] The group utilizes a structured threat assessment approach to assess and address individuals who may pose a threat to campus community members.[92] Despite the possibility that the Department, through its current day-to-day patrol and response activities, might identify possible or emerging threats, no departmental guidance is provided in policy on how officers or the Department might consider reporting a threat to the BETA Team.

Given that some community members spoke about the inconsistency of crisis response and intervention approaches utilized by various UOPD personnel – with some incidents involving some officers being resolved in a way community members found satisfactory, while other incidents involving other officers not resolving in a satisfactory way – UOPD should maintain a specific, express policy on interactions with individuals experiencing mental, behavioral, and emotional health challenges and crisis. That policy

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[87] *Id.* Section 319.5(f).

[88] University of Oregon, Help for Victims and Survivors, *Dating and Domestic Violence*, https://safe.uoregon.edu/dating-violence (last visited Jul. 3, 2022).

[89] University of Oregon Police Department, Policy Manual, Section 300.3.2 (last rev. Apr. 8, 2021).

[90] *Id.* Section 418.3.

[91] University of Oregon, *Behavioral Evaluation & Threat Assessment Team*, https://betateam.uoregon.edu/ (last rev. Jul. 3, 2022).

[92] *Id.*

should specifically and directly relate to the formalized response protocols that apply broadly, across campus resources, to interactions and situations involving individuals experiencing mental health challenges. It should describe the primary role of non-police mental health responders, how police do and do not interact with those responders, expectations for initiating a non-police responder in specific circumstances, and similar practical considerations.

Additionally, and consistent especially with 21CP's recommendations in Area 2 around locating Community Service Officers outside UOPD, the University should ensure that the policies guiding all personnel involved in public safety beyond UOPD similarly and consistently address the role of the new 24/7 mental health response capability and the University's comprehensive resources for mental health concerns.

Recommendation 5.   The University should establish a formalized, strategic plan for promoting community skill-building, campus capacity-building, and training across the UO community regarding mental health.

Across University stakeholders, there appears to be a desire for additional knowledge, training, and resources related to mental, behavioral, and emotional health and well-being. For instance, one faculty member lamented, "I don't know the right way to ask, 'How are you feeling?' I don't want the student to feel I am implying something that's not happening." Another professor, while suggesting that they felt satisfied with the resources available, concurred that, especially "during COVID, there was an epidemic of issues with students that seemed to require mental health intervention" but that there was not always sufficient clarity about how that assistance might be provided. Several students similarly suggested a confusion or lack of certainty about the nature and scope of existing mental health support resources on campus – both for acute situations and for ongoing, long-term needs.

UO may be able to harness this general desire for more information, knowledge, and skills related to mental health within the context a structured campus skill- and capacity-building effort aimed at cultivating a campus culture of community problem-solving that does not rely on or assume that UOPD ought to be the primary resolver of campus issues or concerns. By providing campus community members with tools to resolve conflicts for themselves, address community challenges where possible and safe on their own, and access relevant University resources when appropriate, UO may be able to respond to campus community needs while reducing, in at least some instances, the need for formalized University responses on campus, whether UOPD or another non-police resource.

> **Recommendation 5.1.   UO should develop a strategic communications and information-dissemination effort regarding the availability of resources and support offered by Counseling Services – including current, expanded, and new response services provided to the campus community by non-UOPD personnel.**

Overall, many University stakeholders, including administrators and staff members, acknowledged that communications and messaging remains a challenge with respect to mental and emotional health support services. Even as UO, through its various offices and units, currently provides an array of

services, a gap remains in the broader, campus-wide understanding of what those mental health services are and how they are accessed.

For instance, 21CP heard from a number of community members that the University needs a 24-hour crisis hotline – even though, as referenced previously, such a resource exists, and the UO Counseling Services webpage indeed lists the 24-hour call number. Similarly, although a number of community members expressed concerns about UOPD serving as the primary mental health crisis responder on campus, few were aware of some existing non-police resources offered on campus, including the work of the BETA Team described above.

It appears that information pertaining to mental health crisis response is difficult for some University stakeholders to navigate or access. Although the Counseling Services webpage provides some resources related to emergency and crisis situations,[93] the "Crisis Support" portal is not easily accessible from the main Counseling Services page. Instead, most resources and content on the site's main landing page focuses on therapeutic services applicable outside of emergent situations.[94] Likewise, there is no information on the UOPD webpage that pertains to UOPD's policies and practices around mental health response or services.

Some UO administrators and staff expressed a sense of frustration surrounding the lack of awareness of available resources – detailing the many ways that they have sought, in earnest, to publicize resources and have various mental health programs actively utilized. For instance, 21CP learned that, when the BETA Team was established approximately five years ago, the University engaged in a large-scale communications campaign in which all faculty received a folder providing comprehensive information about the Team and how to report threatening behavior identified on campus to the Team.

However, as some conceded, a "one-and-done" approach is unlikely to be sufficient. Continually renewed and enhanced communication mechanisms and tools may be necessary given "the transitory nature of the college campus":

> [A] college campus experiences large numbers of students graduating and new students arriving each year, along with the departure and hiring of faculty and staff and the large numbers of visitors on campus each day. This more transitory environment, particularly when combined with a large physical plant, creates unique problems. . . . [95]

To this extent, some of the University's opportunity rests entirely on publicizing and communicating about existing mental health resources in renewed, expanded, and dynamic ways. In the same way that communication about campus resources about what individuals should do to seek physical health care should be simple, clear, prominently accessible, and continually reinforced, communication about

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[93] University of Oregon, University Health Services, Counseling Services, *Crisis Support*, https://counseling.uoregon.edu/crisis-support (last visited Jul. 3, 2022).

[94] University of Oregon, University Health Services, *Counseling Services*, https://counseling.uoregon.edu/ (last visited Jul. 3, 2022).

[95] John J. Sloan, III, "Campus Police," *in The Encyclopedia of Police Science, Vol. I* 133,135 (Jack R. Greene, ed., 2007).

resources for mental health care should be similarly straightforward, visible, ubiquitous, and consistently re-visited. Formalized structures, from student orientation and faculty organizations to staff affinity groups, should all continue to serve as vital, ongoing conduits for information about mental health resources.

Such sustained, structured communication about mental health response will be important to the creation of a 24/7, non-police mental health response capability on campus. Students, faculty, staff, and administrators all will need to understand what resources are available and who they can expect to respond. Moreover, improvements in communications must accommodate the dynamic and transitory nature of the campus community, perhaps in ways that leverage new and appealing technologies and social media in ways not previously explored. Podcasts, Apps, and Tik Tok are possible mediums for communication and access, and they are surely to be replaced by new innovations in the not-so-distant future.

> **Recommendation 5.2. UO should create and implement a formalized plan that promotes community skill-building and campus capacity-building when it comes to mental health response, as well as to campus safety, well-being, and security more generally.**

In various ways, many University stakeholders expressed a desire for training that might develop or enhance skills related to campus safety, well-being, and security. Specifically, with respect to mental health, several community members expressed an interest in the University offering trainings and workshops to the UO community on issues related to mental health, physical safety and security, and well-being generally. For instance, several faculty and staff told 21CP that they are interested in additional training around conflict resolution. Several students similarly said that they were interested in building skills that would better enable them to resolve conflicts without having to call the police.

Additionally, any public safety personnel working on campus should also receive training that addresses the specific needs of the UO campus when it comes to mental and behavioral health. To that end, UOPD's Training Plan for 2020 – which the Department provided as its most recent training plan in response to a document request from 21CP – identifies mandatory, essential, and desirable training for UOPD personnel.[96] However, it does not require all UOPD personnel to complete training in crisis intervention, trauma-informed response, and engaging with vulnerable populations. Although CIT training has been provided to every officer, it has not been provided to other personnel in the UOPD. 21CP also observes that the implementation of the training plan is also not clearly documented, especially as it relates to staffing across both campuses and across UOPD roles.

To build community capacity with respect to mental health response, the University may want to consider making training available to faculty, staff, students, and all classifications of public safety personnel on:

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[96] University of Oregon Police Department, *Department Training Plan* (Aug. 3, 2020).

- ***Basic mental health strategies and resources.*** Many community stakeholders identified a desire for practical skills to assist others at UO in navigating day-to-day mental health difficulties or challenges – whether a faculty member identifying a student experiencing difficulties, a student recognizing that a peer is experiencing a difficult time, or a staff supervisor observing issues with an employee under their supervision. The University may benefit from developing a structured training program that empowers community members with real-world tools, techniques, and strategies for identifying and interacting with individuals potentially experiencing mental health challenges that may be impactful but not yet rising to the level of an acute crisis. The training may also provide information about the types of University mental health resources available to assist.

- ***Crisis intervention.*** The University should consider developing a Joint Crisis Intervention Training program, requiring all public safety personnel, faculty, staff, and student leaders who would benefit from the training to participate. The training might emphasize the importance of early identification, intervention, and the appropriate and effective responses to individuals experiencing mental, behavioral, or emotional challenges. The training can provide, as most Crisis Intervention Training does, specific knowledge and insight on identifying signs of mental health distress or challenges and specific strategies for responding to individuals in light of their particular behavior. Any training should be consistent with the formalized response protocols that dictate what entity responds to what type of mental health situations.

Additionally, formalized efforts at campus capacity-building might include training programs on conflict resolution skills, de-escalation strategies, trauma-informed and victim-centered response approaches, problem-solving skills, and cross-cultural competency. Recognizing the challenges of creating and delivering ongoing training and professional development within an already overloaded work environment, 21CP encourages UO to similarly seek out creative mediums such as podcasts, social media outlets, or other "learn-on-the-go" mechanisms that allow community members to access learning opportunities at their convenience.

Area 2. Additional Changes to the Roles, Responsibilities, and Functions of UOPD

A.   General Recommendations

Recommendation 6.   The University should consider locating CSOs, and/or the functions that CSOs currently perform, within a formal structure within the University rather than as part of UOPD.

Even as many within UOPD and the University administration see a substantial distinction between armed UOPD officers on the one hand and unarmed Community Service Officers on the other, many within the campus community do not identify meaningful differences. Regardless of their views of UOPD, for many stakeholders, CSOs are simply viewed as "police officers" because they work within UOPD and are members of the Police Department.

The major responsibilities and duties that CSOs perform are predominantly related to building security, general campus surveillance or patrol, and community engagement activities.[97] Specific incident types for which the UOPD Calls for Service Response Matrix identifies CSOs as the "primary response" are related to campus service-oriented calls that do not readily implicate threats to physical safety. In this way, UO has previously identified a host of community issues and problems that do not require an armed police response and can be addressed via unarmed responders. Consequently, CSOs are currently situated to be campus problem-solvers across a host of campus problems and challenges.

However, even where CSOs respond to these community issues and problems, it does not appear that University stakeholders – and especially students – see a meaningful difference because CSOs are still employees of the Police Department. As one student put it, "I think CSOs are still cops." A responder to the student questionnaire agreed that CSOs are simply one manifestation of police presence on campus, saying:

> I don't trust or feel safe around law enforcement. I've never felt better after seeing a squad car, CSO or any other sign of UOPD's presence.

Another student suggested that true "[c]ommunity service officers . . . are not trained to be police[] but are trained in trauma response" and "would better integrate and serve our communities on a day[-]to [-]day basis." This is consistent with some respondents in the ASUO student feedback initiative who were quoted as indicating that "[a]s long as [CSOs are] affiliated with police, there are communities that don't feel safe around them" and that they "dislike that [CSOs are] part of UOPD."[98] For a participant in a 21CP focus group, CSOs "feel[] like a continued attempt [by UOPD] to justify their presence." Still other students expressed to 21CP some confusion about whether CSOs carry firearms. ("It's not even clear to me if [CSOs] have guns or not.")

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[97] University of Oregon, Police Department, *Community Service Officer*, https://police.uoregon.edu/community-service-officer (last visited June 10, 2022).
[98] Associated Students of the University of Oregon, "Preliminary Results for Campus Safety Survey" at 9.

Some other student comments advanced the view that funding for CSOs is simply funding for police that deprives the type of non-police community safety and health resources that they would like to see on campus from being well-resourced. ("Instead of hiring 12 CSOs, that could've been 12 counselors and psychiatrists hired in health services." "[T]his was their way to offer a 'solution,' but [it] resulted in more funding for UOPD."). This further suggested to 21CP that a material number of students do not currently see any qualitatively distinct role for CSOs compared to police officers.

UOPD currently reports to the University's Chief Resilience Officer and Associate Vice President. That role is currently responsible for an array of services and duties related to public safety and risk management on campus beyond solely the Police Department. Given this pre-existing reporting structure, the University might therefore consider establishing CSOs as a critical resource separate from the Police Department under the day-to-day direction of a CSO Director that, in turn, reports to the Chief Resilience Office. If that reporting scheme is prohibitively unwieldy, CSOs could report to another relevant University structure beyond UOPD.

In adopting this sort of structure, UO would continue to align with other peer institutions that have different types of public safety responses – such as unarmed security personnel, police, emergency medical services, fire, and others – reporting individually to the same department, director, or vice president who manages across safety and security concerns.[99] The only changes would be situating and empowering CSOs as a distinct safety response resource on campus and ensuring non-police, day-to-day supervision and leadership (i.e., at the level below administrative leadership).

Various UO stakeholders articulated some concerns about the prospect of situating unarmed CSOs outside the police department. First, some contended that the location of CSOs within UOPD is necessary to ensure the management and coordination of response to campus incidents – with the timeliness and quality of public safety response potentially suffering if the University creates separate silos of response capabilities. More specifically, CSOs currently reside within the same UOPD reporting structures as police officers. Separating CSOs into a separate University department would require substantially more coordination.

21CP concedes that multiple departments responding to incidents on campus, rather than simply one, might appear more complex and may require some more effortful coordination. However, this need not detract from the ability of services to respond in a timely manner to campus problems and issues. Even if a transition to a new model requires focus and attention, 21CP anticipates that formalized policies, response protocols, and information-sharing procedures can ensure a comprehensive, 360-degree public safety infrastructure in which UOPD personnel and CSOs alike understand the scope of each other's responsibilities and the mandate that the University provides to all.

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[99] *See, e.g.*, Tufts University, Departments, Department of Public Safety, *Reporting Structure,* https://publicsafety.tufts.edu/reporting-structure/ (last visited Jul. 8, 2022); University of Delaware, *Administrative Units*, https://www.execvp.udel.edu/reporting-units/ (last visited Aug. 22, 2022); University of Pennsylvania, Division of Public Safety, *Public Safety Leadership Team*, https://www.publicsafety.upenn.edu/dps-leadership/ (last visited on Aug. 22, 2022); Princeton University, Office of the Executive Vice President, *Areas of Responsibility*, https://evp.princeton.edu/areas-responsibility (last visited Aug. 22, 2022).

As this report emphasizes elsewhere in discussing the Calls for Service Response Matrix, the University of Oregon has already outpaced peer institutions by both considering, in a systematic way, what community issues and problems need not automatically receive a police response and by establishing a cadre of unarmed responders to address those types of issues and problems. In this way, UO has already completed some meaningful foundational work to identify distinct avenues of responsibility for CSOs. That work, and the enhancement and expansion of that work that this report recommends, may simply be more impactful, effective, and consistent with the values and needs of the campus community if non-police response does not in fact involve the Police Department – in part because CSOs exist as a University response resource formally separate from UOPD.

Second, some stakeholders pointed out that the CSO program was established only about one year ago, making it a relatively new program on campus. Those stakeholders argue that, with the 2021–22 academic year impacted in significant ways by the COVID-19 pandemic, community members may only start to see and experience a meaningful difference between UOPD CSOs and police officers as circumstances and on-campus dynamics become more stable. Further, the CSO program is not yet fully staffed, with only half of the anticipated number of CSOs hired to date. Accordingly, the scope, impact, and visibility of CSOs may not yet be as significant to campus community members as it will be when a full complement of unarmed UOPD CSOs are assisting with community problems.

To be sure, some community members did note a lack of familiarity with CSOs on campus. However, given the fundamental distrust among a number of community members regarding the affiliation of CSOs with UOPD, it appears unlikely that further CSO presence alone will change underlying impressions of CSOs as police by another name.

Third, 21CP understands that current CSOs recently voted to join the UO Police Association ("UOPA"). Because CSOs now belong to the same employee union as UOPD officers, some campus stakeholders foresee practical difficulties with moving CSOs away from the Department.

Although these considerations will certainly need to be navigated, and while 21CP does not have existing expertise in Oregon state employment law, it should be hoped that UO could work collaboratively with CSOs to ensure that a different reporting structure within the University would not compromise the ability and enthusiasm for unarmed CSOs to continue their work outside UOPD.

Finally, UOPD personnel told 21CP that, over the past year, recruiting for CSO positions has been especially challenging. They suggested that it might be even more difficult to attract qualified candidates to a CSO position existing outside of the Department when they would not be "full law enforcement," as one stakeholder articulated.

Police departments across the country say that they are having a difficult time recruiting and hiring new officers.[100] Police "[r]ecruitment was already a serious challenge *before* the pandemic and racial justice

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[100] *See, e.g.*, Sid Smith, "A Crisis Facing Law Enforcement: Recruiting in the 21st Century," *Police Chief*, https://www.policechiefmagazine.org/a-crisis-facing-law-enforcement-recruiting-in-the-21st-century/ (last accessed Jul. 8, 2022); International Association of Chiefs of Police, "The State of Recruitment: A Crisis for Law Enforcement,"

protests" related to the murder of George Floyd, with many police leaders saying that those dynamics and the significant availability of other jobs in the employment market potentially making law enforcement careers far less attractive to potential applicants.[101] It may be that unarmed CSO positions at UO are *more* attractive to qualified applicants if they are located *outside* UOPD simply because the location of the community service positions outside of a police department emphasizes the extent to which they are not traditional law enforcement jobs but, instead, campus service positions oriented toward enhancing community well-being. Indeed, existing UO CSO personnel who spoke with 21CP suggested that their interest in the CSO position was in "helping out the community." A CSO position without a relationship to a police department may therefore entice more, and more diverse, job candidates for CSO positions.

It is true that, for some UO administrators and faculty – and especially those working on public safety issues and interacting with UOPD regularly – the existence of unarmed CSOs, and their responsibility for responding to a host of campus issues, is a meaningful change aimed at reducing the involvement of armed police in situations on campus where law enforcement is unnecessary. However, the distinction between full police officers and CSOs is currently less appreciated or meaningful to other campus community members, especially students but also some faculty and staff.

Given that the logic behind unarmed CSOs is to have personnel respond to various community issues and problems for which armed police are not the best or necessary response, it would not appear that CSOs must be supervised by, or housed within, a traditional law enforcement or policing entity. Instead, CSOs operating as a separate response entity would formally and definitively establish that CSOs exist as an unarmed, non-police University resource to address the host of campus concerns that may require formal University attention but that do not implicate crime, violence, threats to persons, or the enforcement of laws.

Recommendation 7.   UO should establish a Public Safety Response Working Group to (a) re-evaluate the current Calls for Service Response Matrix – revising, expanding, and re-imagining the determinations identified there – to ensure that the best responses are aligned with the most appropriate community issues, problems, and needs, and (b) reduce the Calls for Service Response Matrix to formalized response protocols on which University personnel receive clear guidance and training. The University should subsequently implement the revised Matrix and response protocols and audit regularly to ensure that responses match the Matrix and protocols.

As discussed previously, the existing Calls for Service Response Matrix is a strong foundation for matching the best University resource or response to the appropriate campus community problem or

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https://www.theiacp.org/sites/default/files/239416_IACP_RecruitmentBR_HR_0.pdf (last accessed Jul. 8, 2022); Meghan Roos, "America's Most Dangerous Cities Grapple with Police Shortfall in Recruitment, Retention," *Newsweek* (Dec. 17, 2021), https://www.newsweek.com/top-us-crime-cities-grapple-police-shortfall-recruitment-retention-1660779.

[101] Eric Westervelt, "Cops Say Low Morale and Department Scrutiny are Driving Them Away From the Job," *NPR.org* (June 24, 2021), https://www.npr.org/2021/06/24/1009578809/cops-say-low-morale-and-department-scrutiny-are-driving-them-away-from-the-job?t=1657279739802 (emphasis in original).

issue.[102] Indeed, as this report notes above, it is one of the first, formalized, public-facing efforts that 21CP has encountered that categorizes community calls for service, issues, problems, and concerns and expressly identified preferred responses, including those that do not involve police.

Going forward, the University should refine and enhance the existing Matrix to:

- ***Involve the broader, cross-University community in the discussion of the best University responses for various types of problems.*** Although the Matrix expressly invites "community . . . insights and suggestions,"[103] and 21CP understands from UO stakeholders that the Matrix proceeded from collaboration among University offices and resources, there is no indication that the Matrix reflected an extensive process of engagement across the University community more broadly.

- ***Expand the universe of University responses available for various call types and community issues.*** Nearly all call types listed in the existing Matrix are associated with some type of UOPD primary response, whether armed police officers or unarmed CSOs. However, especially to the extent that CSOs become a standalone response option at UO, it is not clear across every call type that UOPD personnel need to address the call and that other University personnel and resources could not be expressly put in charge of primary response to such situations. Additionally, some campus resources – such as Counseling Services, University Housing/Residential Life, and the Division of Student Life – may, in some circumstances, be well-situated to provide a response.

- ***Expand the universe of community problems, issues, and call types reflected in the Matrix.*** The existing Matrix covers many types of calls for service and community issues, but it does not appear to encompass some foreseeable types of challenges. For example, although recent calls for service data reflects that UOPD personnel conduct welfare checks, welfare checks do not appear to be listed as a call type or community issue on the Matrix.

- ***Formally translate decisions about what University personnel or resources should respond into detailed response protocols understood across University personnel and dispatch professionals.*** As this report suggests in its discussion of the University's response to mental health issues, the Matrix must be translated to formalized response protocols that personnel across University entities can use to understand and to guide decisions about who responds to what types of issues on campus. Further, given the complex nature of specializations and prioritization for these assignments, dispatch staff must be thoroughly trained and tested on the implementation of the Matrix before it is rolled out in a pilot.

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[102]   University   of   Oregon   Police   Department,   *Calls   for   Service   Response   Matrix*, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf   (last accessed Aug. 22, 2022).
[103] *Id.* at 15.

To expand and enhance the Matrix, and to translate decisions about preferred responses from a chart designating classes of response for specific problems to express, written protocols for campus personnel, the University should consider establishing a Public Safety Response Working Group. That Group should systematically explore the possibility of additional or new non-University response mechanisms, or University co-response mechanisms, that might address those campus issues and problems that may not require or implicate an armed officer response. To do so, the Group should examine available data on calls for service, community problems, and data from other University resources (such as Counseling Services) to update the Calls for Service Response Matrix. That revised Matrix, as this report repeatedly emphasizes, should be translated into formalized response protocols that all University personnel, including emergency dispatchers, can use to guide and secure the right responses for the relevant campus issues.

21CP understands from some University stakeholders that the process of establishing the original Calls for Service Response Matrix involved University offices and resources beyond UOPD. Although 21CP has no reason to doubt this, the creation of an enhanced Matrix that is seen as reflecting the University's, and not simply UOPD's, approach to campus system can be assisted substantially by creating a Public Safety Response Working Group comprised of a diversity of University stakeholders and responsibilities related to campus safety and well-being – with a corresponding breadth of experience and viewpoints.

Finally, with respect to re-evaluating, expanding, and enhancing the diversified response system that the existing Matrix sought to establish, we observe that UOPD's existing Matrix currently suggests:

> There is an important, often overlooked fact that explains the need for fully sworn and equipped police to respond to all evolving or uncertain calls for service: statistics from past events cannot accurately predict individual future events . . . . [I]t is not sufficient for an agency to assume that because things are usually fine or non-violent☐ that no fully prepared response is necessary.

21CP recommends that the revision of the Matrix proceed from a different standpoint that uses a wealth of data, knowledge, and real-world experiences to inform a meaningful analysis of the potential risks and the potential benefits associated with various types of potential responders. Even as it may be true as a matter of statistical inference that prior aggregate trends cannot definitively predict what will happen in some single incident in the future,[104] "historical data remains the best way to forecast the future"[105] – a fundamental assumption that many of UO's academics doubtlessly employ across studies of everything from economics, medicine, and social science to artificial intelligence, as well as one embraced by law enforcement itself.[106] Indeed, across many areas of public life and governance, risk-benefit analysis seeks to use information, in part, about human behavior in the past to make determinations about the

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[104] *See generally* Nassim Nicholas Taleb, *The Black Swan: The Impact of the Highly Improbable* (2007).

[105] "Does the Past Predict the Future," *Economist* (Sep. 23, 2009), https://www.economist.com/free-exchange/2009/09/23/does-the-past-predict-the-future.

[106] Mara Hvistendahl, "Can 'Predictive Policing' Prevent Crime Before It Happens?," *Science* (Sep. 28, 2016), https://www.science.org/content/article/can-predictive-policing-prevent-crime-it-happens; Beth Pearsall, U.S. Department of Justice, Office of Justice Programs, "Predictive Policing: The Future of Law Enforcement," https://www.ojp.gov/pdffiles1/nij/230414.pdf.

appropriate course of action in the future.[107] While, in a nation with more privately-owned firearms than people,[108] it is at least conceivable that any person who a responder encounters – for any particular call and across any context – could pose a threat to safety, some types of interactions, or calls for service, may implicate higher levels of risk of violence or physical harm. Using aggregate data and real-world experience to weigh the array of potential risks – including all of the risks to responders, to subjects, and to the community as a whole – in light of the potential benefits of diversified response approaches appears to be a responsible, evidence-informed way to calibrate the best responses to the appropriate issues.

Recommendation 8.   To facilitate a more dynamic, formalized response system building upon the Calls for Service Response Matrix, UO should consider locating its dispatch function closer to UO so that the University can empower dispatch to play a role in ensuring the matching of the best, potentially non-police response to various community problems.

Emergency dispatchers "play a critical role in the early identification of emergencies" and the "assignment of appropriate emergency resources . . . . "[109] For any system of public safety that makes distinctions among appropriate response personnel based on the nature of the emergency or issue, dispatchers – typically the first people to interact with someone saying that help is needed – play a foundational role in helping to determine what response is implicated.

Several years ago, UOPD sought to streamline dispatch services with the Eugene Police Department. According to involved stakeholders, an arrangement could not be finalized at least in part because (1) UO wanted assurance that Eugene dispatch would answer calls by the second ring, which Eugene was unable to certify; and (2) Eugene believed the services would cost more than UO was willing to pay.

Subsequently, UOPD contracted for dispatch services with Junction City, a city of 7,116 people located approximately 26 minutes away from UO's campus.[110] Thus, Junction City dispatchers are serving, on a contract basis, a campus with a student population alone that is more than three times as large as the primary city jurisdiction that it serves.

21CP strongly recommends that UO consider locating its dispatch function closer to campus so that it can ensure greater coordination with the University's system of public safety. In particular, any system of differential response – in which specific campus issues receive particular types of responders or

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[107] *See, e.g.,* Rachel Dardis & Julie Stremel, "Risk-Benefit Analysis and the Determination of Acceptable Risk," 8 *Advances in Consumer Research* 553 (1981), *available at* https://www.acrwebsite.org/volumes/5857; François Curtin & Pierre Schulz, "Assessing the Benefit: Risk Ratio of a Drug – Randomized and Naturalistic Evidence," 13 *Dialogues in Clinical Neuroscience* 183 (2011); Maria Ponomarenko & Barry Friedman, "Benefit-Cost Analysis of Public Safety: Facing the Methodological Challenges," 8 *Journal of Benefit Cost Analysis* 305 (2017).

[108] Thomas Black, "Americans Have More Guns Than Anywhere Else in the World and They Keep Buying More," *Bloomberg* (May 25, 2022), https://www.bloomberg.com/news/articles/2022-05-25/how-many-guns-in-the-us-buying-spree-bolsters-lead-as-most-armed-country.

[109] Saman Kashani, et al, "The Critical Role of Dispatch," 36 *Cardiology Clinics* 343 (2018).

[110] United States Census Bureau, QuickFacts, *Junction City, Oregon*, https://www.census.gov/quickfacts/fact/table/junctioncitycityoregon# (last accessed Jul. 8, 2022).

diversified response resources – will rely, to at least some relevant extent, on dispatchers understanding available resources, learning response protocols, and being aware of larger campus dynamics. Even if it is not impossible for dispatchers in a city some distance away to cultivate that knowledge and those skills, more closely integrating the dispatch function with the public safety infrastructure of campus is likely to foster the more dynamic problem-solving environment that UO campus community members say that they want.

B.   Recommendations for Specific Areas of Focus

UOPD's current Calls for Service Response Matrix identifies Community Service Officers as the primary response option for a host of community problems and issues – reflecting an existing understanding of the utility of unarmed responders addressing a defined array of issues.[111] 21CP largely agrees that CSOs are appropriate responders to many of the call types that the Matrix assigns to them currently. For a large number of other issues and call types, UOPD officers are still designated as the primary, preferred response.

As the Public Safety Response Working Group refines the Calls for Service Response Matrix and reduces them to clear, codified response protocols, some specific community problems and issues surfaced during 21CP's review that may benefit from further consideration about potential response resources outside UOPD. We note here that the topics that follow are non-exhaustive. Instead, they are areas that appear, based on community feedback, to be particularly ripe for exploration. Other areas not necessarily implicated by community feedback, such as the appropriate responders and dispatch procedures for "suspicious persons" calls to help ensure against bias,[112] may also be worthwhile.

1.   *Duck Rides*

Recommendation 9.   UO should relocate the Duck Rides program to Transportation Services.

21CP heard a great deal from campus community members about the Duck Rides program. Duck Rides provides "free and accessible transportation to all university students, staff and faculty . . . as an alternative to walking home alone at night."[113] Although Duck Rides is a student-run program,[114] the program is coordinated under UOPD.

Many students said that the concept and mission of Duck Rides is useful and appreciated. For example:

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[111] *See generally* University of Oregon Police Department, *Calls for Service Response Matrix*, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf (last accessed Jul. 4, 2022).

[112] American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 20–23, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jul. 13, 2022).

[113] University of Oregon, *Duck Rides*, https://duckrides.uoregon.edu/ (last visited Jul. 8, 2022).

[114] *Id.*

- "[D]uck [R]ides is an incredible resource . . . ."

- "[T]here should be . . . more services like [D]uck [R]ides."

- "Duck Rides is one of the programs that I think promotes safety on . . . campus at night."

- "I feel safe on campus, but walking home at night, I don't always feel safe. I'm happy we have the Duck Rides program."

However, numerous students also said that Duck Rides should not be affiliated with or run by the Police Department. Several ASUO representatives summarized that, in their view, students generally "[w]ant to see Duck Rides taken out of the Police Department." In community member focus groups and questionnaire feedback, a few primary reasons emerged. For some, the affiliation of Duck Rides with the Police Department leads to distrust of the program, especially among populations who have experienced trauma involving police in the past. As one student questionnaire respondent observed, "[t]he associat[ion] Duck Rides has with the UOPD is not comforting. It's fearful." Others have "pointed to the history of distrust between police officers and students of color[,] . . . sa[ying] that distrust extends to Duck Rides, too."[115]

For others, the location of Duck Rides within UOPD makes utilizing the program seem too significant or formal, making them hesitate to use the resource. As one student, who urged the University to "[e]nd the partnership between [D]uck [R]ides and the UOPD," observed:

> It is a good thing to provide free rides to stop drunk driving and walking home alone at night, but students shouldn't be afraid of prosecution when taking these rides or of the vehicles being used for [police] surveillance of the campus.

For many students, Duck Rides should be "a student for student service that," accordingly, "should not be under UOPD . . . ." Because its association with UOPD has led some community members who would otherwise utilize its services to avoid or hesitate using it, and because the service does not rely on the involvement of UOPD officers but, rather, students to operate, 21CP recommends that Duck Rides be formally relocated to Transportation Services.

Recommendation 10.   UO should regularly solicit and incorporate feedback from campus community members about the Duck Rides program.

Duck Rides plays an important role, and might play an even more expanded role, in fostering a sense of safety on UO's campus at night. Several students cited concerns about or ideas for the program. For instance, 21CP learned from some about limitations in capacity or availability of Duck Rides that at least some community members experienced. One student indicated that "Duck Rides should be expanded,"

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[115] Leo Baudhuin, "Duck Rides' UOPD Affiliation Concerns Some in ASUO," *Daily Emerald* (May 3, 2021), https://www.dailyemerald.com/news/duck-rides-uopd-affiliation-concerns-some-in-asuo/article_0dc4ccbc-abc0-11eb-aa85-77c2e3b41e0a.html.

as "the last time I tried to get a ride when I was stranded, they were entirely unavailable . . . " One student posited that solely "[h]aving students be the drivers for [D]uck [R]ides seems to be restricting its hours of operation" and that "[m]aybe adding . . . outside drivers could solve this."

Any programs or resources that help to provide for public safety and well-being must be responsive to community voice and needs. It appears that the Duck Rides program can likely benefit from engaging with community members more regularly and substantively. Indeed, although a generic email address is provided at the bottom of the main landing page of the program's website, no obvious mechanisms exist for commenting on specific service experiences or making general suggestions.[116] 21CP therefore recommends that Duck Rides, especially as part of a transition to a new University location in Transportation Services, formalize mechanisms to obtain community feedback and input on how to update and enhance the quality of service provided under the program.

Recommendation 11.   Duck Rides should explore, with the campus community, the use of body-worn cameras or similar systems that might promote rider safety.

Some students suggested to 21CP that the use of monitoring cameras during Duck Rides transportation would be welcomed to ensure the safety of riders and drivers – though it is unclear whether a desire for the monitoring of rides would change at all if the Duck Rides program was no longer located within or affiliated with UOPD. 21CP simply recommends here that Duck Rides consider exploring, with members of the campus community, whether the use of cameras in or around Duck Rides vehicles would make community members feel safer or whether the use of such cameras would raise concerns about privacy and surveillance. Within this context, the University might consider alternatives to body-worn cameras – such as the creation of a phone app that provides the type of tracking and safety features that Uber, Lyft, and other ride-sharing platforms feature.

2. *Campus Welfare Checks*

Recommendation 12.   UO should explore the availability of non-police campus resources to conduct welfare checks in the many instances where there is no credible information that the subject poses a threat of harm to others.

Generally, the term "welfare check" (sometimes called a "wellness check") refers to government responders "conducting a safety and wellness check of a person," often because they have not been "heard from or seen in a reasonable amount of time,"[117] "whose mental health or well-being are of concern":[118]

> Police conduct welfare checks regularly, on everyone from children to the elderly, to

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[116] University of Oregon, *Duck Rides*, https://duckrides.uoregon.edu/ (last visited Jul. 8, 2022).

[117] Los Angeles County Sheriff's Department, *LASD Welfare checks for Elderly or At Risk Persons*, https://lasd.org/welfare-checks/ (last visited Aug. 22, 2022).

[118] Beatrice Britneff, "Police Wellness Checks: Why They're Ending Violently and What Experts Say Needs to Change," *GlobalNews.ca* (June 24, 2020), https://globalnews.ca/news/7092621/police-wellness-checks-experts-change/ (describing initiatives in Canada aimed at ensuring non-police alternatives to welfare checks).

make sure they are being cared for or are able to care for themselves . . . On welfare checks . . . , police are looking to make sure that a person is safe . . . .[119]

Many welfare checks may stem from friends, family, co-workers, or others in the community not seeing or hearing from individuals and growing concerned that something is wrong. On college campuses, it is not uncommon for "a parent, friend, colleague or instructor who is concerned about a student's well-being" to request a welfare check from the University or police department.[120]

Mental health issues or concerns underlie many welfare checks. For instance, a RAND analysis of calls for service in Charlotte, North Carolina found that "[c]alls flagged as potentially related to mental health were overwhelmingly welfare checks (73.6 percent)."[121] For that matter, in many jurisdictions, "dispatchers often code [mental health] crisis situations with labels like . . . 'welfare check' rather than using clear 'mental health' identifiers."[122]

Consequently, experts and communities are increasingly looking at response models for welfare checks that do not rely on police:

> Unless there is a danger of violence, police should not be the first option for a welfare check. The first option should be friends or family . . . Under specific circumstances, mental health outreach workers, adult protective services and, sometimes, child protective services should check on people. And here too, unless there is a threat of violence, they should return again if refused on the first attempt. . . . It is essential that mental health professionals [participating in welfare checks] be trained in threat assessment skills . . . [123]

The Canadian Mental Health Association recommended in August 2020 that "the default reliance on police officers in responding to mental health or addictions related crisis," including in conducting "wellness checks," needed to evolve such that such situations receive "a health-care response, not a law-enforcement response."[124]

Many communities are sending unarmed, non-police responders to conduct welfare checks. Welfare

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[119] Chelsea Deffenbacher, "Do Police Officers Have the Right to Enter a Home Without a Search Warrant," *Eugene Register-Guard* (Jan. 23, 2020).
[120] University of Arizona, Dean of Students, Support, *Wellness Checks*, https://deanofstudents.arizona.edu/support/wellness-checks (last visited Jul. 11, 2022).
[121] Molly M. Simmons, et al, RAND, *SAFE Charlotte: Alternative Response Models and Disparities in Policing* (2022), https://www.cbsnews.com/colorado/news/star-program-mental-health-denver-police/.
[122] Vera Institute of Justice, *911 Analysis: How Civilian Crisis Responders Can Divert Behavioral Health Calls from Police* (Apr. 2022) at 2, https://www.vera.org/downloads/publications/911-analysis-civilian-crisis-responders.pdf.
[123] Ellis Admur, "Welfare Checks Can Kill: Tactics for Better Outcomes," *Police1.com* (Aug. 2, 2021), https://www.police1.com/patrol-issues/articles/welfare-checks-can-kill-tactics-for-better-outcomes-RuqgJQw6h0EypcSZ/.
[124] Canadian Mental Health Association, "Statement on Police and Wellness Checks" (Aug. 25, 2020), https://cmha.ca/brochure/statement-on-police-and-wellness-checks/.

checks are the types of incidents to which CAHOOTS responds in the City of Eugene.[125] The Portland Street Response ("PSR") program, "the city's new first-response unit," sends "community health workers and peer support specialists" to a variety of calls, including "welfare checks."[126] In Denver, during a six-month pilot of the Support Team Assistance Response ("STAR") program, which "replaces traditional responders with health care workers for some emergency calls," two-person teams of a social service provider and medic responded mostly to "calls for trespassing and welfare checks."[127] The program has since expanded to provide service in Denver seven days per week.[128] In Durham, North Carolina, "unarmed two- or three-person team[s] . . . provide in-person care for nonviolent behavioral, mental health and quality of life related 911 calls," including "welfare check[s]."[129]

UOPD's current Calls for Service Response Matrix identifies UOPD police officers as the primary response for a "check welfare" call on campus generally. For calls classified as "housing, welfare check" – which 21CP understands to correspond to welfare checks of students who live in on-campus housing – the primary response identified is "resident advisor/housing staff," with UOPD police officers serving as a secondary response and unarmed CSOs serving as a tertiary response.

21CP recommends that UO consider formalizing a response system for all welfare checks across campus – whether in on-campus housing or elsewhere – that prioritizes the focused response of University resources equipped to address mental health challenges and crises. Even as residential life or housing personnel may respond to welfare check calls occurring on on-campus housing, those individuals may not have the type of training or expertise to address a situation where a student needs mental health intervention or care. At least according to one of the most plausible readings of the Matrix, a Residential Advisor or housing staff member who identified a problem or a more significant response would then be calling an armed UOPD officer. As this report observes elsewhere, several Residential Advisors who spoke to 21CP identified a desire for greater non-police, mental-health-oriented response resources and say they feel hesitant about involving UOPD in issues that implicate mental health issues. UO should therefore consider situating as primary responder to welfare checks a more formalized, specialized non-police response unit than Residential Life or housing personnel – such as a response by a 24/7 mental health response resource.

Some suggest that the possibility of a person whose welfare is being checked being or becoming violent tips the scales toward police conducting such checks. Indeed, in the Matrix itself, UOPD suggests that "[i]t is important to note that people in crisis, especially those experiencing mental health crises . . . can

[125] White Bird Clinic, *Home*, https://whitebirdclinic.org/ (last visited Jul. 11, 2022) ("We provide a mobile crisis intervention van in Eugene that responds to non-criminal situations including substance abuse, mental/emotional crisis, disorientation, welfare checks, and dispute facilitation – providing assessment, intervention, and transport to services as needed.").

[126] Stefanie Knowlton, "Portland Alternative Police Response Yields Social Services, No Arrests in First Year," *Phys.org* (Apr. 27, 2022), https://phys.org/news/2022-04-portland-alternative-police-response-yields.html.

[127] Grace Hauck, "Denver Successfully Sent Mental Health Professionals, Not Police, to Hundreds of Calls," *USA Today* (Feb. 6, 2021).

[128] "STAR Program in Denver Expands to Respond to Calls Seven Days a Week," *CBS Colorado* (Aug. 31, 2021), https://www.cbsnews.com/colorado/news/star-program-mental-health-denver-police/.

[129] Virginia Bridges, "'Safety First': 3 NC Communities Look Beyond Police to Help Police in Crisis," *Durham News & Observer* (Feb. 6, 2022), https://www.newsobserver.com/news/local/crime/article257454503.html.

be volatile and disagreeable about unsafe behaviors they may be exhibiting . . . "[130]

It is undoubtedly true that such welfare check calls could involve individuals experiencing mental health crises and that the nature of those crises may be unknowable before responders arrive. However, the University's existing public safety system already seems to identify the benefits of a non-police response as outweighing the potential risks for those welfare checks conducted in on-campus housing, with the current Matrix situating residential life staff as primary responders. Further, although it is possible that a welfare check might involve a subject becoming threatening or violent – as with any of a number of interactions between primary responders and community members – UO can look to the many communities that are investing primary responsibility for welfare checks in non-police responders to determine the types of dispatch protocols and screening mechanisms that can be put in place to help identify instances where, at the outset, a specific and credible threat of harm to others may be implicated.

Ultimately, given the co-occurrence of mental health crises and welfare checks, a non-police, diversified response model for mental health issues will likely need to include "welfare checks" to be successful. Accordingly, UO should explore changing its Calls for Service Response Matrix, and formalized response protocols, to situating non-police responders as a primary resource for campus welfare checks.

3. *Quality of Life Issues*

Recommendation 13. **The Calls for Service Response Matrix and corresponding response protocols should specifically address issues and problems occurring in University housing and residence calls** (**i.e., noise complaints, neighbor or roommate disputes, etc.**).

Feedback from some UO students suggests a preference for non-police University responders and resources to provide services, when needed and where possible, in University housing rather than UOPD. For example, one respondent to the student questionnaire observed that "[p]olice should not go into dorms for wellness checks." Another student recounted that "the only times I've felt unsafe on campus are in my dorm" because "my neighbor was a violent drunk." That student suggested that the solution was to provide Residential Advisors with "better resources" for addressing "situations like that" – notable in that UOPD or enhanced police response to campus was not identified as the desired or appropriate response. Another student, who had recounted having called UOPD at night because of noise issues from intoxicated students, similarly suggested that the "staff of campus housing" ultimately "need to have consequences in place for drunk students coming home late and being loud." Another student agreed that Residential Advisors are best positioned to "help with security in the dorms," and other UO students similarly suggested that Residential Advisors should play the key role in providing for security and well-being in UO dorms.

As this report discusses elsewhere, the November 2021 hostage incident in Hamilton Hall underscores the possibility for significant threats, crimes against persons, and harm to occur in on-campus student

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[130] University of Oregon Police Department, *Calls for Service Response Matrix* at 2, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf (last accessed Jul. 4, 2022).

housing. At the same time, however, the response to harm, violence, and the threat of such harm is not implicated across a number of calls for service and incidents that happen on a more routine basis in UO's dorms and on-campus housing facilities.

UOPD's existing Calls for Service Response Matrix already identifies its unarmed CSOs as responders for at least some types of calls that might be reasonably likely to occur within University housing. For instance, unarmed CSOs are listed as the primary responder to calls regarding "loud noise" on campus, which includes campus housing.[131] However, for other types of calls, like "dispute[s]," UOPD police officers are identified as the primary – and indeed sole – appropriate response.[132] At least formally, this positions armed UOPD officers as the response to disputes among neighbors in UO on-campus housing. As this report observes elsewhere, many UO students who engaged with 21CP did not identify or observe any meaningful difference between unarmed CSOs and armed police officers because they are all employees of UOPD.

The Calls for Service Response Matrix already seems to make an appropriate distinction between issues occurring in on-campus housing and those happening elsewhere on campus by providing that calls or incidents categorized as "housing, alcohol complaint"; "housing, marijuana complaint"; or "housing, welfare check" should receive a primary response from a "resident advisor/housing staff."[133] Therefore, it appears, for instance, that issues relating to alcohol or marijuana that occur in on-campus housing are intended to receive a non-police response – even as issues related to alcohol and marijuana that occur outside of residential housing on UO's campus are to receive a UOPD officer as the primary response. The existing Calls for Service Response Matrix seems to embrace the logic that a different University response is warranted for situations in campus dorms than the same type of situation that occurs elsewhere on campus.

Ultimately, even as many students want the University to provide some support resources for when issues related to quality of life in university housing and residential dormitories emerge, many do not believe that most rise to the level of needing to involve the police. Consequently, the process of re-evaluating and enhancing the Matrix, and developing response protocols based on the primary and secondary responder types identified in the Matrix, should consider the unique sensitivities around the response to community issues where students live – and look to formalize additional response mechanisms beyond the police in appropriate issues occurring in student housing.

4. *Disputes*

Recommendation 14. **The Calls for Service Response Matrix and corresponding response protocols should consider making other campus personnel primary responders to calls involving disputes.**

UOPD's current Calls for Service Response Matrix designates UOPD police officers to respond to

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[131] *Id.* at 17.
[132] *Id.* at 16.
[133] *Id.* at 17.

incidents classified as "disputes," as well as those classified as a "disturbance, civil dispute"; "custodial interference (child custody dispute)"; "dispute, family"; and "neighbor dispute." As that Matrix is re-evaluated and enhanced, the University should consider whether officers are, in fact, best situated to serve as the lead response to disputes.

Although domestic disputes are widely cited as posing particular dangers to first responders,[134] "calls come in seemingly every day" involving "civil dispute[s] between two people who just can't . . . figure out a problem on their own."[135] In municipalities, this could range from disputes between landlords and tenants, between neighbors, between a store manager and a customer, or between a business owner and a client – that is, disagreements between private parties where no crime or violations of law are implicated and "[a]ny way you slice it, it's a private problem."[136]

For police officers who respond to civil disputes, "the quickest and easiest way to handle private arguments is to play mediator."[137] If, however, an officer's "best efforts have failed, it's time to tell them" that the issue "is not a police matter" but, instead, "a private matter between two parties that the police department often has no power or authority to rule on."[138]

At universities like UO, disputes may well arise between students, disagreements between faculty and University employees, and others across a wide range of issues. Even outside of the campus housing environment, it is quite foreseeable that community members may have strong and sometimes emotional disagreements with one another that may benefit from the intervention of a University resource – but not necessarily police:

> Due to officers' unique role as first responders to violent or dangerous activity, the use of officers to arbitrate trivial disputes or disagreements over university resources (e.g. disputes over room reservations, noise complaints, lunchroom etiquette or annoying behavior) or to settle other non-violent disputes may be inappropriate. Those calls for service would be best handled by professionals specifically and specially trained to de-escalate and mediate the behavior in question.[139]

21CP therefore suggests that the process of revising the Calls for Service Response Matrix include a meaningful exploration of whether another on-campus resource beyond UOPD may be best situated to handle disputes – both in on-campus housing, as discussed above, and more generally across campus

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[134] *See, e.g.*, Emma Tucker, "Domestic Incidents Are Highly Dangerous for Police Officers, Experts Say," *CNN.com* (Jan. 22, 2022), https://edition.cnn.com/2022/01/22/us/domestic-incidents-police-officers-danger/index.html; Kerry Shaw and Michael LaRiviere, "A 27-Year Police Veteran on Why Domestic Violence Calls Pose the Greatest Danger for Cops," *TheTrace.org* (Aug. 4, 2016), https://www.thetrace.org/2016/08/domestic-violence-police-risk-danger/.

[135] Dan Pasquale, "Responding to Civil Disputes," *PoliceMag.com* (Apr. 11, 2008), https://www.policemag.com/373131/responding-to-civil-disputes.

[136] *Id.*

[137] *Id.*

[138] *Id.*

[139] American Civil Liberties Union Foundation, *Racially Just Policing: A Model Policy for Colleges and Universities* 9, https://www.aclum.org/sites/default/files/field_documents/150016_aclum_bridgewater_police_report_d4_singles.pdf (last accessed Jul. 13, 2022).

environments. Whether 24/7 mental health crisis professionals, unarmed CSOs located outside UOPD, or some other existing or new campus resource, a University response involving individuals specially trained in mediation and conflict resolution can serve as a more tailored, supportive response to situations involving disputes.

5. *Public Intoxication/Alcohol and Alcohol Possession-Related Incidents*

Recommendation 15.   The Calls for Service Response Matrix and corresponding response protocols should clarify response expectations and protocols for on-campus issues involving alcohol and alcohol use.

UOPD's current Calls for Service Response Matrix identifies police officers as the primary response for incidents categorized as "minor in possession of alcohol/marijuana," "open container of alcohol," and "intoxicated subject."[140] Meanwhile, residential advisors and housing staff are designated as the primary response for "alcohol complaint[s]" and "marijuana complaint[s]" occurring in on-campus housing (with UOPD officers listed as "secondary" responders).[141] This means that the primary response is different depending on where the issue occurs.

Some argue that campus police are the appropriate, primary response to alcohol issues given that risks of violence, harm, and erratic behavior might increase when individuals are under the influence of alcohol. Despite this possibility, the current Matrix still appears to find a non-police response viable and useful in student housing settings – even as this response is not contemplated for students who are located a short distance away on campus but not in a residential building.

Issues surrounding alcohol consumption are complex at any American university.[142] Different processes, norms, and enforcement actions may guide interactions between campus police and security and college students who are consuming alcohol.[143] 21CP simply recommends here that the University, as part of its enhancement of the Calls for Service Response Matrix, systematically consider the role of UOPD officers on issues relating solely to alcohol possession and consumption (which may be distinct from those instances where, although a subject may be consuming alcohol, the central issue is something else).

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[140] University of Oregon Police Department, *Calls for Service Response Matrix* at 17, https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_job_functions-calls_for_service_matrix.pdf (last accessed Jul. 4, 2022).

[141] *Id.*

[142] *See generally* Arnav Mariwala, "Enjoy Responsibly: Alcohol Policies at American Universities," *Stanford Daily* (May 8, 2015), https://stanforddaily.com/2015/05/08/enjoy-responsibly-alcohol-policies-at-american-universities/;

[143] *See, e.g.*, Debra H. Bernat, "College Law Enforcement and Security Department Responses to Alcohol-Related Incidents: A National Study," 38 *Alcoholism* 2253 (2014); Traci L. Toomey, "Enforcing Alcohol Policies on College Campuses: Reports from College Enforcement Officials," 41 *Journal of Drug Education* 327 (2011); Ankur Banerjee, "Amnesty Policies May Curb Alcohol Emergencies at Universities," *Reuters* (Oct. 25, 2018), https://www.reuters.com/article/us-health-students-alcohol-policy-idUSKCN1MZ31S.

Area 3. Police Accountability and the Complaint Review Committee

Community oversight – which "refers to government institutions that empower individuals who are not sworn police officers to influence" directly and formally the operations of a department[144] – is often pointed to as a critical "public-confidence building mechanism as well as a device for providing feedback on police organizational performance."[145] A 2020 survey of the country's one hundred largest cities found that more than three out of five (61 percent) had some form of community oversight.[146]

Police oversight bodies can have many different functions:

- _Investigative Function._ Some civilian oversight entities "investigate☐ police incidents" such as civilian complaints about police misconduct "independently from the police department," employing "professional investigator[s]" and reaching findings of fact based on their independent inquiries.[147]

- _Review, Appellate, or Audit Function._ "Review and appellate models typically go to work only after the law enforcement agency itself has completed an internal investigation of a citizen's complaint."[148] The oversight entity may "review☐ or monitor☐ investigations of police incidents being conducted by the police department" or may review the "outcome[s] of disciplinary investigations upon the request of either the complainant or the accused officer."[149] The body may review every police investigation or might instead audit a sample or some sub-set of investigations conducted by a police agency.[150]

- _Adjudicative Function._ Some bodies "adjudicate☐ specific disciplinary matters by making findings and recommendations" based on an internal investigation.[151]

- _Supervisory Function._ Supervisory oversight bodies "make☐ high-level policy and strategic decisions regarding police department operations."[152]

- _Advisory Function._ Advisory bodies "make recommendations to the police department

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[144] Stephen Clarke, "Arrested Oversight: A Comparative Analysis and Case Study of How Civilian Oversight of the Police Should Function and How It Fails," 43 _Columbia Journal of Law and Social Problems_ 1, 2 (2009).

[145] Andrew J. Goldsmith and Colleen Lewis, _Civilian Oversight of Policing: Governance, Democracy and Human Rights_ 7 (2000).

[146] Sharon R. Fairley, "Survey Says: U.S. Cities Double Down on Civilian Oversight of Police Despite Challenges and Controversy," _Cardozo Law Review De Novo_ 9 (2020), http://cardozolawreview.com/wp-content/uploads/2020/01/FAIRLEY.DN_.2019.pdf.

[147] _Id._ at 8.

[148] Police Assessment Resource Center, Review of National Police Oversight Models for the Eugene Police Commission 7 (Feb. 2005).

[149] Sharon R. Fairley, "Survey Says: U.S. Cities Double Down on Civilian Oversight of Police Despite Challenges and Controversy," _Cardozo Law Review De Novo_ 8 (2020), http://cardozolawreview.com/wp-content/uploads/2020/01/FAIRLEY.DN_.2019.pdf.

[150] _Id._

[151] _Id._

[152] _Id._

regarding high-level policy and operational strategies," though they may not have any authority to mandate the adoption of their recommendations.[153]

- *Evaluative Function.* The goal of an evaluative civilian oversight entity "is to look at the Department in its entirety [and] to make judgments over time regarding how well the Department minimizes the risk of police misconduct, identifies and corrects patterns and practices of unconstitutional and illegal behavior, and finds solutions to systemic failures."[154] Such bodies analyze the department's performance across time, cases, incidents, and officers.

- *Hybrid Approaches.* Some civilian oversight agencies blend multiple of the functions listed above. For example, some review-oriented entities also make advisory recommendations.

Frustratingly little research exists on the relative effectiveness of each of these models, or on the effectiveness of the various models for campus police departments. Consequently, individual communities must create accountability structures that match, as best as possible, their needs and values.

A primary form of UOPD oversight is the Complaint Review Committee (the "CRC" or "Committee"). Created on the heels of Oregon Senate Bill 405, which authorized the creation of UOPD, the CRC was established and promulgated through formal University of Oregon policy (ORS 352.118). Per that policy, the CRC "review[s] complaints regarding the University of Oregon Police Department (UOPD), including complaints concerning UOPD policies or the conduct of UOPD personnel."[155]

Specifically, "after UOPD has conducted an investigation," the CRC reviews "[a]ll complaints involving UOPD personnel or policies."[156] While reviewing a complaint investigation, "[a]ny CRC member who has concerns about UOPD's actions or believes that an issue or Complaint requires additional attention" notifies the CRC Chair "that further review is warranted."[157] Ultimately, "the CRC may make one of the following recommendations" to UO's Vice President of Finance and Administration:

(1) [T]hat UOPD's investigation or resolution of the complaint was thorough, fair and reasonable[;]
(2) [T]hat UOPD's investigation or resolution of the Complaint was thorough, fair and reasonable but a review of policy, practice or training is recommended];] or
(3) [T]hat concerns exist that require further inquiry.[158]

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[153] *Id.*
[154] Police Assessment Resource Center, Review of National Police Oversight Models for the Eugene Police Commission 13 (Feb. 2005).
[155] *University of Oregon Police Department Complaint Review Committee Procedures* 1 (last rev. Feb. 2020), https://vpfa.uoregon.edu/sites/vpfa2.uoregon.edu/files/uopd_complaint_review_committee_procedures.pdf.
[156] *Id.* § 3.0.
[157] *Id.* § 3.4.
[158] *Id.* § 3.0.

Per policy, "[t]he CRC may not review, recommend or comment on personnel decisions under any circumstances."[159] Instead, if the CRC identifies concerns about the performance of a UOPD officer, the CRC may flag that the Complaint surfaced "concerns . . . that require further inquiry."[160] CRC's primary duties therefore conform to the Committee's mission statement, which provides that it has "an advisory role."[161]

In this way, UO's CRC performs primarily a review function and may play an advisory function to the extent that it makes recommendations to the University about the need to review policies, practices, or training or about a complaint surfacing concerns warranting additional scrutiny.

Per the University's charge, 21CP assessed the CRC's current model, reviewed its current procedures, and spoke with CRC and other University stakeholders regarding the role, function, and operations of the CRC.

Recommendation 16.   The University should establish a working group comprised of students, staff, and faculty to review the Complaint Resolution/Review Procedures and determine what changes may be made to better address the needs of the University community. That working group should consider the expansion of CRC's role and responsibilities, which might include reviewing and commenting on key UOPD policies, performing independent data analysis, recommending changes to policing and safety programs, and serving as an ongoing advisory body relating to public safety for UO and UOPD.

The CRC was initially created in the 2011–12 academic year and became operational in 2014. 21CP observed that a 2019–20 review was conducted, resulting in some edits to the Committee's procedures. In February 2020, the CRC procedures were updated, resulting in the version that remains operational as of this writing. Various revisions provided additional information about the Committee's mission and objectives and broadened the scope of complaint reviews to include both sworn and non-sworn employees, including UOPD CSOs.

Despite some minor revisions and clarifications recently, it is unclear what steps, if any, the University has taken in the past eleven years to comprehensively reassess the mission and scope of the CRC to ensure that it meets the evolving needs of the campus community and UOPD. Even as 21CP's various recommendations below make suggestions for how CRC's structure, processes, and practices might be enhanced going forward, our review cannot replace the role of the UO community intentionally reviewing and confirming the mission and values of the CRC. The 21CP recommendations, followed by and informing a working group review process, would reinforce the University's commitment to transparent and participatory practices in this community safety context.

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[159] *Id.* § 3.4.
[160] *University of Oregon Police Department Complaint Review Committee Procedures* § 3.4 (last rev. Feb. 2020), https://vpfa.uoregon.edu/sites/vpfa2.uoregon.edu/files/uopd_complaint_review_committee_procedures.pdf.
[161] *Id.* § 1.

Consequently, 21CP recommends that the University establish a working group of diverse community stakeholders to consider the current CRC and determine what changes are necessary in light of changing community needs.

It appears that CRC's role going forward is ripe for some re-evaluation and, potentially, expansion – for a variety of reasons. First, it must be observed that various procedural documents pertaining to the CRC and made available to 21CP refer interchangeably to the Complaint Resolution Committee and the Complaint Review Committee. This includes the February 2020 version of the CRC's procedures.[162] For a variety of reasons, "resolution" suggests something fundamentally different in scope and function than a "review" – with a role in complaint. "Resolution" suggests that the CRC has an active adjudicative function rather than a non-binding review and advisory role. At the least, then, the University needs to ensure consistent, clear language and terminology is used with respect to CRC that adequately captures what the Committee in fact does.

Second, UO should consider leveraging the commitment, experience, and knowledge of existing CRC members by expressly expanding the scope of the Committee's advisory role. Although 21CP heard about various, informal groups that provide counsel and advice to UOPD or the University President on community safety issues, a formalized mechanism that operates transparently and develops expertise through real-world exposure to UOPD policies, procedures, and practices may be more impactful and seen as more independent by at least some University community members.

Many stakeholders say that they appreciate the work of the current CRC. For instance, one member of the UO administration with knowledge of the CRC's functioning said:

> I've been very impressed with the Review Board. I think there's very good questions asked, there is good representation of various different employee groups, it's typically well-attended, it's under very good leadership. Usually, whenever there is a complaint, there's a very thorough discussion of what could be shared, good questions asked, and the ability of review board to elevate it to some internal review if there are specific questions that need to be addressed in more detail.

Indeed, some members of UOPD had positive things to say about the CRC, with one UOPD member describing the Committee as a:

> [G]reat check and balance. Any time there is a complaint against a UOPD member, the results of the complaint get forwarded. They're not in place to pose suggestions for discipline, but they are making sure that we . . . follow the right policies and procedures.

However, it appears that UOPD is not benefitting as comprehensively as it might from the insights and feedback of the Committee in part because relatively few complaints have been made relating to UOPD

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[162] *University of Oregon Police Department Complaint Review Committee Procedures* (last rev. Feb. 2020), https://vpfa.uoregon.edu/sites/vpfa2.uoregon.edu/files/uopd_complaint_review_committee_procedures.pdf.

personnel in recent years – which limits the instances in which the Committee is advising on tangible matters of UOPD policy or procedure. As a UO staff member observed, "We're fortunate to not have a lot of formal complaints against UOPD, so there's often not a lot to do" with respect to the CRC. Indeed, another UOPD member suggested that the CRC was "[n]ot an effectual process" because UOPD officers "haven't had a lot of complaints – about twelve to fourteen per year, pre-COVID." That member suggested that "only once or twice" was something received back from the CRC regarding "something [for the Department] to change." Instead, the CRC "[f]elt like a process for the sake of process." CRC members affirmed that, for most of the meetings that CRC convenes, no complaints are ripe for review – with UOPD instead providing presentations on a variety of topics or on recent incidents beyond anything pertaining to a specific complaint.

21CP therefore recommends that UO consider expanding the role and expressly charge the CRC to serve as an advisory body not solely with respect to issues identified within the context of complaint review but, instead, as a more centralized, generalized advisory body on campus safety and policing issues. In this way, the CRC may function not simply as a complaint review organization but as a more comprehensive Community Advisory Board ("CAB"), which are "groups of community representatives who are assembled to meet with police to discuss the means, ends, and consequences of . . . policing."[163] Rather than the CRC "do[ing] their work on the 'back-end' of policing, after something has gone wrong or there has been a claim of officer misconduct," a CRC functioning more as a CAB would "engage with police officials on the 'front end,' to review matters of practice or policy before they are put into place, in order to foster better policing . . . ."[164] Consistent with the CRC's current advisory role, most CABs that operate in communities across the country "are purely advisory. They are asked to provide advice and recommendations to policing leadership or to other officials . . . ."[165]

One challenge that many CABs encounter is that members "frequently do not have a sufficient technical understanding of policing issues, which can hinder their ability to participate in policy deliberations" on a detailed or technical level.[166] At UO, because CRC members already must develop some familiarity with UOPD policies and procedures to responsibly review complaints, it may be advisable for the University to harness that knowledge and familiarity by expanding the Committee's charge to contemplate making more generalized recommendations on issues that may not be tied to, or arise from, any one complaint or incident. Further, CABs can often serve as a modernizing function for police departments, keep them in touch with community concerns, and ensure that the community the department serves has an overall voice in policy creation and development.

To this end, a CRC that retained an expanded, but still advisory, role might have additional responsibilities such as:

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[163] Julian Clark & Barry Friedman, NYU School of Law Policing Project, *Community Advisory Boards: What Works and What Doesn't: Lessons from a National Study* 3, https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/6009b0752b76712ea7ca955d/1611247735950/Clark+and+Friedman+-+Policing+Project+CAB+report-1-21-20.pdf (last visited Aug. 24, 2022).
[164] *Id.*
[165] *Id.*
[166] *Id.* at 10.

- Reviewing, commenting on, and making recommendations on UOPD policies and public safety at UO generally;
- Performing independent data analysis regarding public safety and policing on campus;
- Serving as a conduit between the University community more broadly and the UO and UOPD administration;
- Providing a "sounding board" for UOPD and UO on public safety and policing issues; and
- Serving as an outreach facilitator for community events relating to public safety and policing.[167]

In expanding the scope of the CRC to include broader advisory functions, UO would, again, be creating a kind of hybrid review/advisory body. Although that precise structure is not currently as common across other universities and colleges, a CAB of some kind is typical. Institutions like the University of California at Berkeley,[168] the University of California at Santa Barbara,[169] Cornell University,[170] Brown University,[171] and others have established formal advisory bodies beyond the police that can make far-reaching recommendations about public safety policies and practices. The 21CP review found that a suggestion of this nature was offered during the November 29, 2021 meeting of the Complaint Review Committee, where members suggested looking to the City of Eugene's Ad Hoc Committee on Police Policy to inform how the CRC might expand their accountability work to include advisory work.[172]

Recommendation 17.   **UO should consider expanding student representation on the CRC and making other changes to the CRC's composition, as appropriate, to prioritize diverse membership.**

Currently, CRC's members include two student representatives: one undergraduate and one graduate student. 21CP recommends that UO consider the inclusion of additional student representatives to obtain a greater diversity of experience, background, and perspective.

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[167] Elements derived from Julian Clark & Barry Friedman, NYU School of Law Policing Project, *Community Advisory Boards: What Works and What Doesn't: Lessons from a National Study* 7–8, https://static1.squarespace.com/static/58a33e881b631bc60d4f8b31/t/6009b0752b76712ea7ca955d/1611247735950/Clark+and+Friedman+-+Policing+Project+CAB+report-1-21-20.pdf (last visited Aug. 24, 2022).

[168] University of California Berkeley, Office of the Chancellor, Task Forces, *Chancellor's Independent Advisory Board on Police Accountability and Community Safety*, https://chancellor.berkeley.edu/task-forces/chancellors-independent-advisory-board-police-accountability-and-community-safety (last visited Aug. 24, 2022).

[169] University of California, Santa Barbara, Police Department, About Us, *UCSB Police Advisory Board*, https://www.police.ucsb.edu/about-us/police-advisory-board (last visited Aug. 24, 2022).

[170] Cornell University Police, Campus Safety & Security, *Public Safety Advisory Committee (PSAC)*, https://www.cupolice.cornell.edu/campus-safety-security/public-safety-advisory-committee-psac/ (last visited Aug. 24, 2022).

[171] Brown University, President's Staff Advisory Council, *University Advisory Boards & Committees*, https://www.brown.edu/staff-advisory-council/get-involved/university-advisory-boards-committees#psoc (last visited Aug. 24, 2022).

[172] *See* City of Eugene, Government, Departments, Central Services, City Manager's Office Mayor and City Council, City Council, *Ad Hoc Committee on Police Policy*, https://www.eugene-or.gov/4560/Ad-Hoc-Committee-on-Police-Policy (last visited Aug. 22, 2022).

CRC's current operating procedures requires that the Committee "[b]e representative, fair, and accountable." Given the diversity of students across a number of domains (e.g., demographics, experiences, identity, and the like), and the substantial number of undergraduate and graduate students who are part of the University community, the CRC – and especially a CRC with a broader advisory charge consistent with this report's previous recommendations – would benefit from an increased number of student representatives.

At the same time, 21CP did hear from some administrators and staff that, in the words of one, "students don't seem to want to engage" in the CRC. A broader substantive role may inspire more students to be interested. At the same time, the University could consider incentivizing CRC member participation in some way (e.g., course credit, work study, internship credit, etc.) to support and reinforce the value of their time – which might attract more student participation.

Recommendation 18.   UO, and UOPD, should update policies and protocols to ensure that complaint forms are available where students frequent – including on-campus housing, relevant student life centers on campus, and Counseling Services. The complaint forms themselves should be updated to describe briefly the process of complaint investigation and the role of the CRC. As necessary, complaint forms should be translated and made available in other languages for campus community populations whose native language is not English.

Some community stakeholders suggested that some confusion and potential barriers currently exist to community members making complaints about UOPD. One community member, for instance, suggested that the University "disentangle some of the challenges that we've had with complaint reporting [and] establish another way of reporting complaints that is transparent."

One step that UO and UOPD might take is to take additional steps toward ensuring the availability of complaint resources across campus. UOPD's website currently provides appropriate information about how complaints can be received in-person, by phone, by mail, or electronically[173] and can be made anonymously.[174] Nonetheless, UOPD Policy 1020 currently states that complaint forms *may* be made available at non-UOPD University facilities and may be translated into other languages – but the University community would benefit from this becoming a *requirement*, with specific classes of locations emphasized.

Separately, although UOPD's website briefly describes how a "complaint is processed," the complaint forms themselves do not.[175] A description on written forms may be useful to ensure that, whether complaints are initiated and documented electronically or in person, complainants receive basic information about what to expect from the complaint investigation, adjudication, and review process.

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[173] University of Oregon, Police Department, *Complaints*, https://police.uoregon.edu/complaints (last visited Jul. 14, 2022.
[174] University of Oregon, Police Department, "Community Complaint Form" (last rev. 2018), https://police.uoregon.edu/sites/police1.uoregon.edu/files/uopd_complaint_form.pdf.
[175] University of Oregon, Police Department, *Complaints*, https://police.uoregon.edu/complaints (last visited Jul. 14, 2022).

Relatedly, current UOPD Policy 1020 might be updated to describe the role of the CRC with respect to complaints.

Finally, because it is possible that individuals who either are a part of the campus community or are visiting campus for some reason may not speak English as a first language, it may be useful to have complaint forms available in other languages.[176]

Recommendation 19.   UO, and UOPD, should update and enhance its protocols and procedures relating to complaint investigations – including implementing standards that can enhance the timeliness of complaint investigations and that ensure more regular updates to complainants and implicated personnel on the status of pending complaint investigations.

"Completion of Internal Affairs investigations," including the investigation of community complaints, "should occur as rapidly as is reasonably necessary to fulfill the investigative mission."[177] Even while "preferable to conclude investigations within 180 days[,] . . . [a]n agency can exploit the opportunity inherent in an investigative duration policy to enunciate broader principles which at once inspire prompt investigations and inspire respect for people" including employees and community members alike.[178]

Per UOPD Policy Manual Section 1020.6.4, investigations must be completed no later than six months from the first interview, with an interview with a complainant needing to occur within three days of complaint being filed. The Chief of Police or Captain of Administration can request an extension, but this extension may be for no longer than 12 months from the first interview. Available information suggests that the average time to complete an investigation was 70.5 days between 2018 and 2021, and only one incident (out of 15) in that time exceeded the allotted timeline established in policy (by taking 244 days).

In discussions with various campus stakeholders, 21CP learned that, across most complaint investigations, the gathering of all evidence and interviews is often completed within days, and in most instances within one to two weeks, of the complaint being filed. Nevertheless, complaint investigations are often not closed until weeks or months later. Although UOPD should take care to balance the interest of timeliness with the need for full and fair investigations, there is a sense among some UOPD personnel, as well as among some CRC representatives, that complaint investigations are typically and functionally completed within a matter of days after receipt – but simply sit without sufficient reason or cause for weeks or months before being finalized.

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[176] United States Department of Justice, Office of Community Oriented Policing Services, *Standards and Guidelines for Internal Affairs: Recommendations from a Community of Practice* 16 (2008), https://cops.usdoj.gov/ric/Publications/cops-p164-pub.pdf ("The complaint process should accommodate all languages spoken by a substantial proportion of residents of the region.")

[177] *Id.* at 33 ("The complaint process should accommodate all languages spoken by a substantial proportion of residents of the region.")

[178] *Id.* at 33–34 ("The complaint process should accommodate all languages spoken by a substantial proportion of residents of the region.")

Separately, UOPD should establish clearer procedures to ensure that complainants, and implicated personnel, receive timely and ongoing updates on the status of pending investigations. UOPD Policy Manual 1020.6.5 currently requires the Department to provide "periodic" notice to complainant of investigation status but does not define "periodic." 21CP recommends that, to enhance transparency, the Department consider requiring notification to complainants, as well as officers being investigated, on the status of the investigation at pre-defined intervals (such as every 30 or 45 days).

Recommendation 20.   UO should expand the training and orientation provided to CRC members.

A review of CRC-related documentation and discussions with various UO stakeholders with knowledge of CRC indicates that orientation and training for CRC members is limited to receiving UOPD's policy manual, the current collective bargaining agreement, and CRC procedures, including confidentiality expectations; and participating in one ride-along with UOPD. 21CP reviewed related training documents that list activities such as mock internal affairs, use of force, demonstrations, walkthroughs of typical officer day, and ride-alongs, as examples of training activities. We also noted references to various updates and informational agenda items in these documents, but we observed no standardized or memorialized protocol for ongoing orientation and training of CRC members.

Given the current role of the CRC, and the potential expanded role outlined previously, the University should explore expanding the training and orientation provided to CRC members, which should be memorialized in CRC governing documents. Indeed, a variety of UO stakeholders, including UOPD personnel, reinforced the potential value of expanding training and knowledge among CRC members. As one UOPD member noted:

> CRC is important for community members to have a voice in the process. But sometimes it is difficult for someone outside of law enforcement to have enough knowledge or experience about what we deal with.

At a minimum, CRC members should have opportunities to:

- Participate in and observe UOPD training sessions;
- Receive training on conducting reviews of complaints or best practices in complaint investigations;
- Receive support and training for completing and communicating their roles and the CRC's purpose to the broader University community; and
- Receive training on the major operational and important administrative elements of the UOPD.

UO may look to the training requirements associated with oversight bodies like the Las Vegas Metropolitan Police Department Citizen Review Board, [179] and the Tampa Citizens Review Board, which requires that board members complete the Citizen Police Academy.[180]

Recommendation 21. **The University, and UOPD, should develop and implement a codified plan for increased awareness and education about the CRC and the complaint process – ideally as part of a broader effort fostering transparency with respect to public safety updates, activities, and data.**

Many campus community members are not aware of CRC or its activities. When asked about the CRC, many faculty, staff, and student stakeholders indicated that they simply did not know what it was. One student who participated in a focus group session indicated that they "hadn't heard of the CRC process until I had to do my own reading about this [21CP's engagement] … The Review Board is not a tool given to students, or if it is, it's not effective." In another engagement session, a community member said they "didn't know this committee [the CRC] was a thing until I was asked to be on it."

Many potential explanations or reasons for this lack of awareness emerged. First, the CRC's website is not as information-rich or expansive as it could be. As of mid-July 2022, the Committee's website featured a two-sentence explanation of what the CRC is, a separate two-sentence description of how to file a complaint, and a list of the 2020–21 (i.e., not the current 2021–22 academic year) Committee members.[181] The website also links to a PDF version of the February 2020 revisions of the Committee's procedures. A more approachable and comprehensive description of what CRC's role is, how the complaint process works, and how the CRC relates to UOPD and the University might all be valuable in driving broader community awareness.

Second, and relatedly, CRC does not appear to position itself as an entity with an independent communications presence. Especially if its advisory functions grow in scope, the use of social media and other strategies may be useful in driving broader campus awareness so that, at the least, independent oversight and substantive community input is integrated within the system of public safety at UO. Social media, while limited in terms of two-way communication capabilities, has the potential to boost constituent awareness and transparency.[182] Our review suggests that the UOPD appears to lack staff designated to oversee the Department's community outreach efforts and social media communications – which should and could be used to disseminate information about accountability mechanisms and transparency outlets.
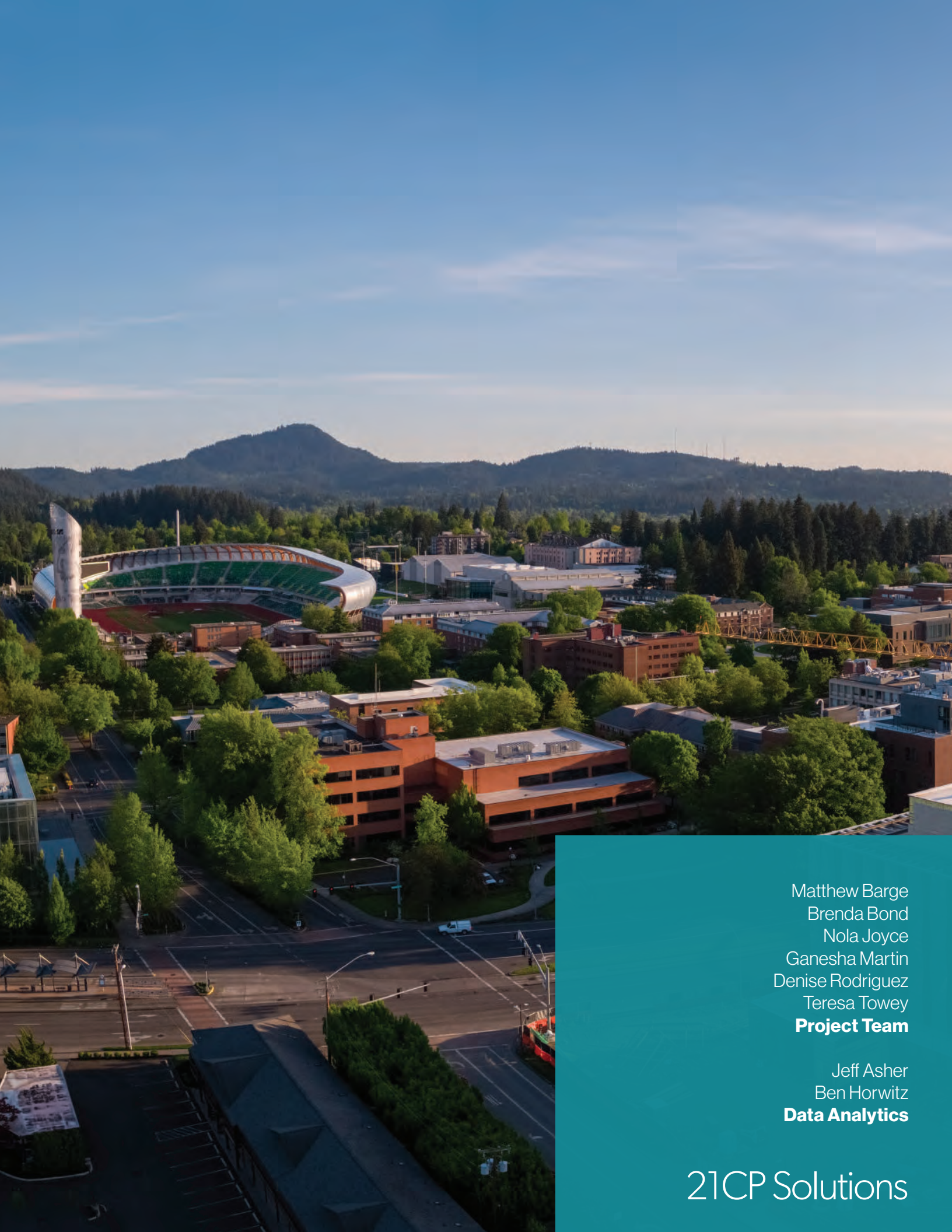
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[179] Las Vegas Metropolitan Police Department Citizen Review Board, *Policy and Procedure Manual* (last rev. Mar. 4, 2008), https://citizenreviewboard.com/Pages/Documents/CRB_Pol_amended_version2008.pdf.

[180] City of Tampa, Police, *Citizens Review Board*, https://www.tampa.gov/police/citizens-review-board (last visited Jul. 14, 2022).

[181] University of Oregon, Office of the Vice President for Finance and Administration, *UOPD Complaint Review Committee and Process*, https://vpfa.uoregon.edu/uopd-complaint-review-committee-and-process (last visited Jul. 14, 2022).

[182] *See, e.g.*, C.B. Williams, et al, "Leveraging Social Media to Achieve a Community Policing Agenda," 35 *Government Information Quarterly* 210 (2018), https://doi.org/10.1016/j.giq.2018.03.001.

Finally, CRC might benefit from regular, public reviews of its activities. The CRC does not currently produce reports that document its efforts and activities. To enhance community awareness, foster transparency, and promote accountability, annual reports summarizing the group's activities may be useful – especially to the extent that the CRC assumes a broader responsibility role and makes recommendations beyond the context of individual complaint investigations.

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