# REPORT FROM THE
## *ADVANCING PUBLIC SAFETY AT THE UNIVERSITY OF MICHIGAN TASK FORCE*

May 6, 2021

On January 5, 2021, Mark Schlissel, President, and Susan A. Collins, Provost and Executive Vice President for Academic Affairs for the University of Michigan, convened and charged a task force of university faculty, students, staff and a parent, to address the current state of public safety and security at the University of Michigan. In light of current national events pertaining to policing, and concerns raised on our campus, the task force's primary goal was to explore what is going well with DPSS, and what needs to be improved. The task force conducted a preliminary assessment of the Division of Public Safety and Security (DPSS), and overall public safety on the University of Michigan campus, inclusive of Michigan Medicine.

For four months, the full task force met for ninety minutes, biweekly, and as five subcommittees in between, to address the questions posed in the charge. There were conversations with DPSS staff members, and others both within the university, and outside the university, to inform this work.

The assessment that follows is a report on the work completed by the task force over four months. Though this report leaves more questions than answers, additional iterations of this work must continue to make substantive progress in the university's efforts to enhance safety for ALL constituents on our campus. The task force is composed of passionate and committed members who look forward to seeing this work continue.

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## I. Task Force Members

**Co-chairs:**

Earl Lewis, Thomas C. Holt Distinguished University Professor of History, Afroamerican and African Studies, and Public Policy, LSA and Ford School.

Daphne C. Watkins, University Diversity and Social Transformation Professor, Professor of Social Work, School of Social Work, and Institute for Social Research.

**Members**:

Brandon Bond, graduate student, School of Social Work and School of Public Health.

Karin Brown, graduate student, School of Education.

Sarah Burch, hub coach, LSA Opportunity Hub, LSA.

Julianna Collado, undergraduate student, Ford School.

Charles H.F. Davis III, assistant professor of higher education, School of Education.

Rachel Dawson, managing director, Precision Health at U-M.

Mary Jo Desprez, Wolverine Wellness director, University Health Service.

Mary Jo Gray, compliance manager, School of Dentistry.

David Helps, graduate student in history, LSA.

Crystal James, deputy chief, DPSS.

Saveri Nandigama, undergraduate student, LSA.

Sarah Peitzmeier, assistant professor of nursing, School of Nursing.

Bryan Roby, assistant professor of Judaic studies and assistant professor of Middle East studies, LSA.

Ian Ross, undergraduate student, College of Engineering.

Michael Solomon, dean, Rackham School of Graduate Studies; vice provost for Academic Affairs – Graduate Studies; and professor, College of Engineering.

Thomas Vance, undergraduate student, LSA.

*Eddie Washington, executive director, DPSS*.

Kimberly Yourick, parent.

**Ex Officio Member:**

Eddie Washington, executive director, DPSS, effective March 2021.

**Administrative Leads:**

Crystal Flynn, Executive Assistant, Office of the Provost

Alena Stocking, Director of Organizational Effectiveness & Delivery, Office of Enrollment Management
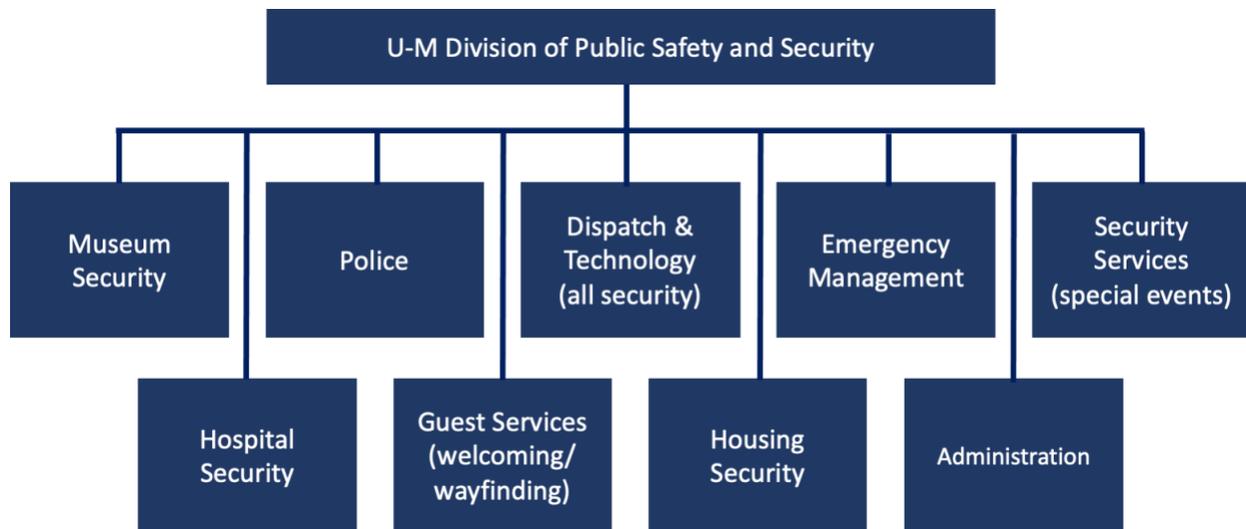
## II. Executive Summary

On January 5, 2021, University of Michigan President Mark Schlissel and Provost Susan Collins charged a task force consisting of faculty, staff, students, and a parent to advise them and the community on how to advance public safety and security at the University of Michigan, inclusive of Michigan Medicine. Co-chaired by Professors Earl Lewis and Daphne C. Watkins, the twenty-person task force spent four months requesting and reviewing data, speaking with internal and external experts, listening to community members, examining the history of public safety on campus, and reading pertinent literature.

When the task force began, the university linked it to other anti-racism initiatives that U-M officials announced in 2020; these efforts came after the deaths of George Floyd and other Black people at the hands of police sparked national conversations around structural racism and policing. While working to improve anti-racism efforts was of utmost importance to task force members, the four-month timeline and data restrictions limited our ability to complete a thorough review of all dimensions of public safety. Therefore, while we performed this work in the context of recent events highlighting the national crisis around policing, inherent structural racism, and the negative mental health consequences communities of color experience when they interact with the police, this report does not directly address anti-racism and should, instead, inform future anti-racism initiatives at the university.

As the third task force on public safety at the university since the early 1990s, and fourth review (one was an external review by a law firm and group of consultants), the question of public safety and security and armed police officers have emerged and re-emerged several times over the last three decades. This report builds on the previous task force reports by offering a preliminary review of public safety and DPSS at the University of Michigan, today.

## III. Introduction and Task Force Charge Overview

During the summer of 2020, the nation and the world convulsed as reports of civilians shot or killed by police officers mounted, suggesting a confluence of racism and bias in policing in cities and towns nationwide. After the murders of George Floyd, Breonna Taylor, Ahmaud Arbury, Elijah McClain, and many others, stakeholders in our community, most notably student organizations, called for changes in policing on our campus. The conflict between those who supported a police presence on campus and those calling for their abolition was not new. Ever since the arming and deputizing of the first two U-M officers in 1990, groups of students and their allies have periodically called for the removal of armed officers (Bentley Report, 2021). Despite such protestations, the University of Michigan has had its police force since 1992, after the passage of Public Act 120 in 1990, and has had one central coordinating organization called the Division of Public Safety and Security (DPSS) since 2012. Composed of nine units, DPSS is more than the police but includes the police; it is also assigned the task and responsibility of spearheading safety and security plans for the entire campus. However, we have learned that while the university strives to protect and support the safety of all in our community, it cannot deny experiences and perspectives vary across our diverse campus population. Nonetheless, as outlined in the charge for this task force, every member of our community not only deserves to "be safe," but to "feel safe," too.

U-M Division of Public Safety and Security
- Museum Security
- Police
- Dispatch & Technology (all security)
- Emergency Management
- Security Services (special events)
- Hospital Security
- Guest Services (welcoming/wayfinding)
- Housing Security
- Administration

The current Advancing Public Safety at the University of Michigan (APS-UM) Task Force was officially formed on January 4, 2021, and charged on January 5, 2021, during a meeting with President Mark Schlissel and Provost Susan Collins. The task force started meeting almost immediately, beginning the first week of January, and has engaged in numerous hours of meetings, research, benchmarking, and assessment since. While there is more to learn, analyze, and consider, which we hope the administration will factor into the next steps, we have several commendations and recommendations that advance public safety and security on the Ann Arbor campus of the University of Michigan and Michigan Medicine. We have adopted an expansive definition of public safety and security that includes physical safety as well as emotional and psychological safety. The latter acknowledges that this task force's considerations and recommendations are separate from the task force, Student Mental Health Innovative Approaches Review Committee.

The original charge called for a holistic review and assessment of DPSS's current practices, identifying areas of strength and areas for concern and providing concrete recommendations for improvement based on best practices. In addition, the work of the task force was framed as a part of the university's broader anti-racism efforts. Almost immediately, that framing and the timeline raised concern among task force members about a possible misalignment between expectations and what could be accomplished in four months. After engagement with the Provost, the charge was revised to eliminate the word "holistic." In its place, new language was added that reflected a revised charge for the task force to provide an "initial comprehensive assessment" of DPSS and public safety. Despite this revision, there was consensus among task force members that the time and resources allocated to the committee were not sufficient to fully meet the charge given to them. The University was notified of this consensus in writing and in meetings by the committee, but a timeline extension was denied. The scope of this work was limited to the Ann Arbor campus, inclusive of Michigan Medicine. The work of the task force was guided by the objectives outlined in the charge.

*Objectives*

1. Examine and assess the many ways that DPSS responds to and interacts with members of our university community, including reviewing (recent and trend) data on DPSS activity, including complaints.
2. Provide multiple venues and opportunities for stakeholders to share their experiences (positive as well as negative) and their concerns. Intentionally seek input from students, faculty and staff of color as part of this discovery. Input should be gathered in a variety of well-publicized ways, including through public meetings and written formats.
3. Identify areas where existing data is missing or lacking and areas where research might lead to better-informed decision-making.
4. Provide recommendations for (a) ways DPSS can make improvements, based on best practices and available research; (b) how University-wide awareness and understanding of U-M's approach to public safety and security on campus and between the campus community and the broader Ann Arbor-Ypsilanti community can be enhanced; and (c) areas for further study and engagement beyond the work of the Task Force.

Ultimately, the task force divided into five subcommittees to accomplish the assignment of a report by April 30, 2021. Subcommittee A assumed responsibility for understanding the past and current structure of DPSS and the scope, duties, and responsibilities of DPSS. Subcommittee B examined how DPSS interacts or interfaces with stakeholder constituent communities. Subcommittee C explored personnel and human resources practices within DPSS. Subcommittee D conducted outreach and research related to DPSS. Subcommittee E engaged in benchmarking and identifying best practices.

It is important to note that during the review, it became apparent that DPSS Executive Director Eddie Washington would best serve the interests of the task force by transitioning from a regular member to an ex officio member. That transition afforded him a fuller opportunity to contextualize the information transmitted without conflicting with his day job as the head of the unit responsible for safety and security.

To facilitate the assessment as charged, subcommittees requested data from DPSS, met with department personnel to learn more about operations, philosophy, policies and practices, and spoke with several knowledgeable internal and external experts. In addition, the task force relied on a report from the Bentley library, reviews of pertinent secondary literature on safety and security on college campuses, including articles on and about campus policing, held three public forums, conducted one public survey, and contributed to other planned surveys to better understand safety and security concerns, desires, and hopes. Along the way, members of the task force also spoke with representatives from student organizations, held focus groups, and met with individuals who desired to share their experiences.

Prior task forces on public safety at the university have deliberated for, on average, a year before submitting final reports, and a global pandemic did not hamper their work. Our shortened timeline presented challenges that are important to note for context and to better understand what follows. For example, although many reports, policies, memoranda, and other documents were obtained and examined, some requested data never arrived or arrived too late for careful consideration and comprehensive analysis. Record keeping as well as data collection and access have proven a challenge and leads the task force to the conclusion a more comprehensive data warehouse is needed for both DPSS and university-sanctioned entities looking at the thoughtful use of data for improving and advancing public safety and security. And although the pandemic may have aided attendance in the

public forums, we sense the pandemic, the triggering subject matter, and a lack of financial incentives, played a role in lower than anticipated participation in focus groups. As a result, most task force members believe a successor group should be announced to complete the review of pertinent data, analyze findings from the Healthy Minds Survey, and more fully examine the relationship between policies and practices.

For example, a preliminary look at Healthy Minds Survey data from the Winter 2021 policing module suggests that white students and under-represented minority (URM) students have different perceptions of and experiences with police on campus. Roughly one third of white students do not feel a police presence on campus makes them feel safe, while even more (more than 2 in 5) URM students do not feel that police make them feel safe on campus. The data also reveal that URM and white students have different experiences with police. More URM students than white students characterize their experiences as negative and fewer URM than white students characterize their experiences as positive. A smaller percentage of URM than white students report they are always treated fairly in these interactions. Further analyses of these data are necessary to determine appropriate next steps.

Notwithstanding the contextual limits we encountered, we are prepared to provide an "initial comprehensive assessment, " which we view as foundational to future advances in public safety and security at the University of Michigan. First, the report that follows offers a history of public safety and security at the university, thereby placing our work in historical context. Second, we reiterate, while our work was billed as a part of the university's commitment to anti-racist practices, procedures, and policies, we acknowledge at the outset that our analyses did not allow us to thoroughly assess questions of racial bias in policing as measured by interactions between DPSS and community members. In some cases, it is because data are not collected, are not collected by race, or because of the time we received the data relative to the preparation of the final report. For example, we have data on formal complaints, but those data do not denote the complainant's race. Nonetheless, we know from specific Michigan stories and the secondary literature that nonwhite students, especially African Americans, are tagged as suspicious or unruly by classmates or others questioning their presence on campus, in dorms, or the recreation buildings (Bass, 2001; Jenkins, Tichavakunda, and Coles, 2020; Kahn, 2019). Such incidents raise important questions about emotional as well as physical safety and security, questions that need to be more fully considered in any subsequent review.

Thus the commendations and recommendations that follow will have more to say about safety and security, generally, rather than offering a comprehensive statement on policing and anti-racism. That said, what follows reveals a university committed to continuous improvements and a Division with a similar orientation. And while the focus is primarily on DPSS, you will read that some recommendations require full involvement by all community stakeholders.

Finally, this report weaves together elements from the two dominant threads in the literature on advancing public safety and security. One body of scholarship and commentary focuses on reforming current practices and policies; the second supports abolishing current practices and policies, in part, if not in total. Our assessment includes both perspectives, although more of the focus is on reform rather than abolition. Understand that while the bulk of the recommendations garner the support of all task force members, there are sections of specific recommendations that have earned consensus rather than unanimous endorsement. Nonetheless, we believe these are items the university must consider and debate as it seeks to advance safety and security for all in the future.

## IV. History of the Division of Public Safety and Security (DPSS)

The Division of Public Safety and Security (DPSS), formally constituted in 2012, has a relatively recent history compared to the organization of public safety and security offices and operations on the Ann Arbor campus.  According to a report completed by the Bentley Library, summarized in Appendix B, for decades spanning the late 19th century into the middle of the 20th century, the university relied on two night watchmen to open and close buildings and otherwise oversee the university's physical plant. With the post-WWII growth in college attendance and the social protests that grew out of both the civil rights movement and the antiwar movement, the university followed a national trend of combining the employment of private security and  purchasing services from the local municipality (namely Ann Arbor Police Department or AAPD). During the latter years of Period One (19th century-1969), the role of the AAPD sparked protests and recriminations from students involved in social protests.

The Second Period encompassed the years from 1970-1989. The university continued to rely upon a combination of private and contracted services with AAPD. Against the backdrop of social tumult, it also formalized roles beginning with creating the Safety Department In 1970 (renamed in 1977, Department of Safety and later the Department of Public Safety or DPS). Throughout the 1970s, a perception grew that the University Unit of the AAPD, which included at one point twenty-four officers, had divided loyalties, leading staff and administrators to complain about service. Students continued to complain about interactions and treatment. By 1985 a bill was introduced in the state legislature to allow universities to deputize their own police departments, with them reporting directly to the institution. This bill, which was debated for nearly five years, came at a time of an increase in reported crime both on and near campus. As the debate occurred, DPS became the Department of Public Safety and Security in 1982. Although university leaders voiced little interest in the bill in 1985, by 1986, President Harold Shapiro and his team openly supported the legislation.

After a commissioned study in 1987 that concluded its contractual arrangement with AAPD did not fully support the university, steps were taken to draft a DPSS mission statement. Student opposition to a university armed and deputized force emerged quickly, led in part by the Student Rights Committee of the MSA. As the *Michigan Daily reported*, students alleged an armed force surfaced a "conflict of priorities between fighting crime and repressing students." Despite mounting opposition, the Board of Regents voted on July 22, 1988, to deputize two armed police officers through the Washtenaw Sheriff's Department. According to a Bentley Library study, the Regents' action also included a policy for "a code on freedom of speech and artistic expression," according to a Bentley Library study, that invested the university president with new authority to draft new rules on student conduct. This later decision expanded the student coalition against armed deputies and set the stage for the Third period.

The Third Period, from 1989-1999, came as *USA Today* ranked the University of Michigan the third most dangerous campus in America. As a result, the university impaneled its first task force on public safety and security in 1989. After nearly a year of study and deliberation, the task force recommended twelve steps. Most addressed the physical campus, but one called for the university to create a cadre of "certified law enforcement officers empowered to make arrests." At the same time, the report called for the integration of all safety and security units under DPSS. While recommended, this consolidation did not occur in this period. Instead, despite mounting student opposition, rallying around the chant, "No Guns! No Cops! No Code!" the University of Michigan moved forward to deputize its first officers, independent of the Sheriff's Department, aided by the establishment in 1990 of Public Act 120, which authorized universities to create their own police forces with police officers[1].

| Table 1: Institutional Overview | |
| --- | --- |
| *Time Period* | *Operations* |
| First: **1837-1969** | Private security, police services contracted through Ann Arbor Police Department (AAPD) |
| Second: **1970-1988** | Private security, police services contracted through AAPD<br>● *Safety Department formed, 1970; renamed Department of Safety, 1977*<br>● *"Policy on Disruption of Student Activities," 1988*<br>● *DPS renamed the Department of Public Safety and Security, 1982* |
| Third: **1989-1998** | ● *Task Force on Campus Safety and Security, 1989*<br>● *Deputization through Washtenaw County Sheriff, 1989-92* |
| Fourth: **1999-2013** | ● *Task Force on Campus Safety and Security, 1997*<br>● *Division of Public Safety & Security (combining UMPD, Hospital Security, Housing Security), 2012* |

The Fourth Period coincided with a second task force on campus safety and security, which completed its work in 1997. Lasting from roughly 1999-2013, the fourth phase, as identified by the Bentley Library, followed the arrest of a high-ranking African American administrator by UMPD after a confrontation at the Central Campus Recreation Building (CCRB). The period ended with the consolidation of all security forces under a revamped Division of Public Safety and Security when evidence emerged that a hospital staffer had child pornographic materials on a campus device and that discovery was not expeditiously communicated to campus officials. With the new organization, an executive director was hired, and the reporting arrangement shifted from an Associate Vice President for Facilities and Operations to the Office of the President.

As we have entered into what could be considered Period 5 or the years 2013-present, this task force has attempted anew to understand what is working well, what may be improved, and what may be rethought, based on community feedback, discernible best practices, and cataloged examples from higher educational peers.

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[1] Public Act 120 of 1990 describes the power of the Board of Regents to grant public safety officers' authority to function as peace officers and police officers. At the University of Michigan, we refer to our public safety officers as police officers (sworn). As such they are state-licensed peace officers who are responsible for the prevention, detection, and investigation of crime and the enforcement of the general criminal laws and university ordinances. The Board of Regents has authorized our public safety officers to enforce state laws and the ordinances and regulations of our institution. Note: Every UM police officer is licensed by the Michigan Commission on Law Enforcement Standards (MCOLES). https://www.michigan.gov/mcoles/0,4607,7-229-41624---,00.html).

## V. Contextualization

The task force's work began in a broader social context, one that advanced three, at times competing, objectives. In the broader society, some evinced complete support for the police and their broad applications of discretionary powers, including the use of deadly force. We label that approach "police as warriors." No one on this task force subscribed to that approach, but it is fair to say some members of the broader community espoused some version of this belief. In keeping with the Obama administration-era task force report on 21st Century policing, others advocated reforming contemporary policing. That report, issued in 2015, called on law enforcement to work on building trust and legitimacy, sided with more civilian oversight, called on more effective use and deployment of technology and social media, noted the need to expand community policing, enhanced training and education for officers, and attention to the overall physical, emotional and psychological well being of officers. The third approach, too easily dismissed as "Defund the Police," questions the future of policing in the United States and makes a case for limiting the settings and occasions under which armed police officers are present on university campuses. The literature we consulted subsumed this approach under the concept of police abolition.

The reform and abolition perspectives animate the broader question of what constitutes safety and security at the University of Michigan. For some, safety and security centers on the importance of physical safety. That has been captured in the readings, in the survey we conducted, during the public forums, and in conversations with key stakeholders. This perspective is often expressed as a general sense that the campus is safe to traverse at all times of the day and night, that public spaces are well lit, that services are provided after hours to ensure students, faculty, and staff can get from Point A to Point B without the worry of harm. It entails training for the possibility of an active shooter or hostage situation. It assumes a well-organized, equipped, and trained set of professionals, police officers and security guards. In today's world, physical safety and security are never to be minimized or undervalued.

At the same time, in light of broader social happenings, we have come to understand that policies aimed at providing physical safety and security for some can generate serious physical and emotional distress for others. We also recognize that exposure to these harms is strongly linked to identity, particularly race. After multiple reports of the shooting or murder of unarmed African Americans, primarily but not exclusively, by armed officers, we heard more than once from survey respondents, student leaders, and members of focus groups, as well as the pertinent secondary literature, that armed officers can trigger emotional distress and trauma. As we strive for best-in-class approaches to safety and security, those worries and concerns must be addressed. This may require that we reexamine the settings and situations when armed officers are not the first to respond. It may require us to expand our definition of safety and security for the University of Michigan in the years ahead.

To their credit, DPSS leadership has tried to alter the orientation of those serving the University of Michigan community. Executive Director Eddie Washington made a point of telling the task force steps have been taken to advance a "guardian approach" to policing rather than a "warriors approach." Given that 67 of the roughly 376 personnel in DPSS are police officers, this is a significant undertaking. We were further assured that this is a perspective and orientation adopted by police in the neighboring AAPD and Washtenaw County Sheriff's Department. Nevertheless, training, socialization, and situational responses are always in play during any encounter, which informs any assessment of what must happen in the future.

**Current Deployment of Personnel by Percentages, DPSS, 2020-21**
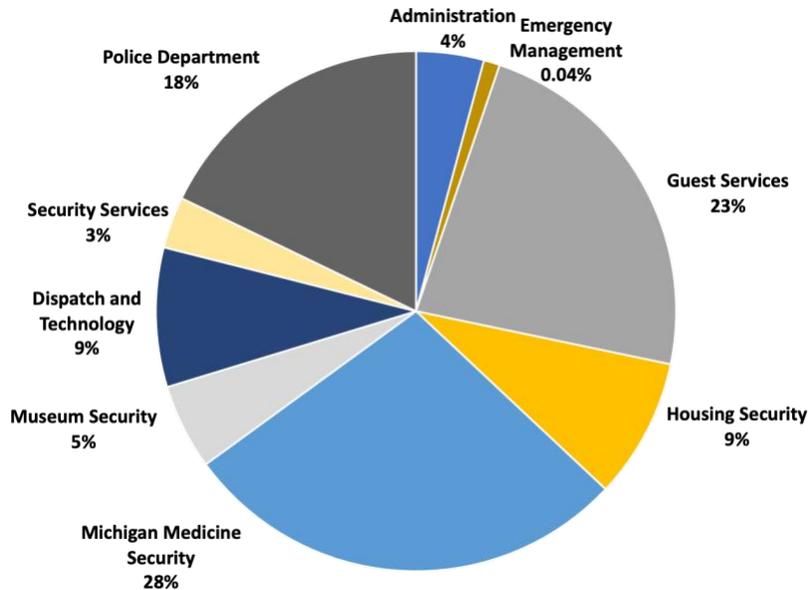


The focus has been on the police in this section because we learned that to many in our community, DPSS and police are synonymous. Though intentional efforts have been made to signal to the community differences between police officers and security personnel, candidly, most we heard from think of all U-M security officers as "police." It is important to bear this point in mind as you entertain the commendations and recommendations that follow. If all of DPSS is the police, how can we conceptualize and organize DPSS in the future? We ask this question without providing a blueprint for answering it. Instead, we have nearly thirty recommendations to guide future thinking about advancing public safety and security at the University of Michigan.

Finally, the task force's heterogeneity was its strength. With individuals from different walks of life, professions, stages in life, and careers, all that follows was debated, sometimes spiritedly. In the time permitted, not every recommendation received unanimous approval. In no way did we want colleagues to feel compelled to claim a point of view that conflicted with their experiences, understandings, or sensibilities. So what follows earned at a minimum general agreement among task force members, and in most instances, full endorsement.

To arrive at the commendations and recommendations that follow, we spent time talking to or hearing from a broad cross-section of community members. Although more can and must be done to solicit input, we are confident that the commendations and recommendations stem from both comments from the community or best practices gleaned from relevant secondary literature.  To help you appreciate our collective discovery phases, we have attached Table 2, Table 3, and Table 4. Table 2 highlights forms of community input, Table 3 highlights input from U-M individuals and organizations, and Table 4 highlights experts engaged.

| Table 2: Community Engagement | |
|---|---|
| Event | Participation |
| First Community Forum – 2/9/21 | 175 (est.) |
| Second Community Forum – 3/10/21 | 100 (est.) |
| Third Community Forum – 4/23/21 | 115 (est.) |
| Qualtrics Survey | 432 |
| Focus Groups - 6 held | 15 |
| Healthy Minds Survey - Public Safety* | 5,379 |
| 2017 Campus Climate Survey | 25,783 |

* Full analysis was not available in time for this report

| Table 3: U-M Conversations | |
|---|---|
| DPSS – Community Engagement | U-M Police Oversight Committee |
| DPSS – DEI Liaisons | Student Advisory Board - DPSS |
| DPSS – Dispatch | Students of Color Liberation Front |
| DPSS – Emergency Management | Citizens for Racial Equity in Washtenaw (CREW) |
| DPSS – Housing Security | Sexual Assault Prevention and Awareness Center (SAPAC) |
| DPSS – Hospital Security | The Student Mental Health Innovations Review Committee |
| DPSS – Museum Security | Amy Dittmar, SVP, Budget & Academic Affairs |
| DPSS – Police Department** | Debra Kowich, Snr. Assoc. General Counsel |

** Members of the task force who are on the police oversight committee met with UMPD in that capacity

| Table 4: External Partners/Consultants |
|---|
| 21 CP Solutions |
| Barb McQuade, Professor from Practice, U-M Law School |
| Saul Green, Attorney and Adjunct, U-M Law School |
| Center for Policing Equity, Yale University |
| Eli Savit – Washtenaw County Prosecutor |
| Jason Forsburg, AAPD |

During our work, we came to appreciate the myriad ways the university as a whole and DPSS as an organization voiced a commitment to continuous improvement. By all indications, DPSS is a professionally organized unit with a clear focus on safety, security, and service. Illustrative is the Emmy-winning video that instructs community members on what to do in the event of an encounter with an active shooter--Run, Hide or Fight. All first-year students watch this video as they onboard. Or the numerous touchpoints between DPSS and the Office of Student Affairs. Based on the review, the 14 commendations fall into two broad categories, campus level, and DPSS specifically.

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**CATEGORY 1: Campus - Specific**

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**Commendation 1:** The effort to bring all public safety efforts under one organization has fostered greater cohesion and efficiency.

**Commendation 2:** Leadership expressed a willingness to reflect on current practices, policies, and procedures and make improvements--e.g., this task force.

**Commendation 3:** The university has shown a commitment to better understanding public safety, with multiple entities examining campus culture (i.e., Campus Climate Survey, Healthy Minds Study, Many efforts related to mental health)

**Commendation 4:** In the same academic year, it named a task force on safety and security, university leaders created the Student Mental Health Innovative Approaches Review Committee formed to address student mental health and well being

**Commendation 5:** There are strong partnerships between Student Life and the DPSS Community Engagement team.

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**CATEGORY 2: Division of Public Safety and Security (DPSS) - Specific**

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**Commendation 6:** DPSS leadership distinguishes between a "warrior" and "guardian" mentality, and advocates for the latter.

**Commendation 7:** Care has been taken to assemble a professional, courteous group of professionals.

**Commendation 8:** Cooperative policing agreements (between the Ann Arbor Police Department, Washtenaw County Sheriff's Department, and UMPD) are long-standing and seem to be working well related to jurisdiction.

**Commendation 9:** DPSS personnel have a demonstrated commitment to community service and have also stated their desire to foster close working relationships with community members.

**Commendation 10:** Attempts have been made to distinguish police officers and U-M security officers[2] through uniform and vehicles; the vast majority of personnel in DPSS are U-M security officers.

**Commendation 11:** The DPSS organizational structure seems to be working well to foster efficiency and communication.

**Commendation 12:** Qualified individuals are administering psychological exams, most DPSS employees have an associate's degree or higher, and DPSS is utilizing campus diversity hiring resources.

**Commendation 13:** Police Officers to U-M Security Officer ratio is considered "best in class" based on comments from an external expert.

**Commendation 14:** Like the University as a whole, DPSS strives to make continuous improvements in operations, interactions, and other dimensions of work.

Our assignment did not include a typical academic evaluation of the inner workings of a unit, which often consists of a self-study, and meetings with all key personnel in the department and with knowledgeable observers and colleagues situated elsewhere in the institution. Such a review would undoubtedly unearth far more commendable practices, policies, procedures, peripherals such as films, and operational dimensions. What we studied and observed speaks to a professional unit that is continuing to evolve.

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[2] DPSS Security Officers (non-sworn) are not police officers.  They are trained professionals that are responsible for the security of university properties as well as the safety and security of all persons utilizing U-M facilities. U-M Security Officers respond to calls for service, engage in patrol activities, as a visible deterrent to crime and they can write reports. Note: U-M Security Officers do not have authority to write citations or make arrests.  U-M Security Officers do not carry weapons.

## VIII. Recommendations

The recommendations fall into five general categories--Public Safety Governance; Public Safety Infrastructure; Human Resources; Campus and Community Climate; and Future Public Safety at U-M. There are a total of 29 recommendations, ranging from four to eight per category. Table 5 provides a thumbnail sketch of the recommendations. They are more fully delineated below and include action items in some instances.

| Table 5. Five Recommendation Categories and Themes for Each Category | | | | |
|---|---|---|---|---|
| **Public Safety Governance** | **Public Safety Infrastructure** | **Human Resources** | **Community/ Campus Climate** | **Future Public Safety Work at U-M** |
| Accreditation | Jurisdiction & agreements w/other enforcement entities | Organizational structure/staffing | Transparency (DEI data/dashboard) | Uphold university DEI & anti-racism commitment |
| Police Department Oversight Committee (structure, diversify & formalize) | Clarity for filing a complaint | Fair union contracts | Mental Health | Future task force/ public safety committee |
| UM Police Department | Emergency preparedness | Hiring Procedures | Engagement w/ campus community | Representation of BIPOC parents and students |
| Periodic reviews of public safety | Data protocols and data sharing policies | HR Procedure Review | DEI 2.0 strategic plan | Complete data review started by the task force |
| Commitment to power-conscious engagement with the community | Use of other enforcement agencies supporting UM | Promotion and recognition | | Retain experts (internal & external) |
| | Undocumented and international students | DPSS Staff | | |
| | Armed law enforcement | Complaints and discipline | | |
| | Student advisory board | | | |

| CATEGORY 1. Public Safety Governance |
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**Recommendation 1: Consider using an accreditation body for DPSS.** The DPSS has previously used an accrediting body and should revisit and reconsider the International Association for Campus Law Enforcement Administrators (IACLEA), Commission on Accreditation for Law Enforcement Agencies (CALEA), or other appropriate accreditation entities for DPSS.

**Recommendation 2: Commit additional resources to the Police Department Oversight Committee (PDOC).** Several recommendations offered relate to the PDOC. Additional context for these recommendations can be found in Appendix C**.**

**Action Item A:** Improve training and incentivize accountable service on the PDOC. All incoming members of the PDOC should undergo National Association for Civilian Oversight of Law Enforcement (NACOLE) training to be an oversight professional. Pay 5-10% FTE for faculty and staff members on the committee, and offer course credit or stipend to students. With that comes increased expectations and standards for regular meetings, more robust investigations and report writing, and public accountability

**Action Item B:** Expand the PDOC structure and record keeping. Employ one 50% FTE skilled/trained information manager to handle record-keeping, organize investigations, and draft reports. This person's function should be demarcated in some way to be to support robust oversight rather than having perceived or actual conflicts of interest in reporting back to the university. Consider housing this person, as well as the entire PDOC, under the University Ombuds or other office rather than HR to reduce perceived or actual conflicts of interest

**Action Item C:** Commit to PDOC transparency. Approve the outstanding proposal to explicitly allow public reports and proactive policy reviews by the PDOC immediately. Approval of the proposal was deferred in Fall 2020 by President Schlissel in favor of waiting to see what the Advancing Public Safety Task Force would recommend; the Task Force now recommends adoption. Develop cross-county collaborations with other local boards to understand different approaches to oversight. PDOC bylaws should be prominently posted on the website and easily accessible to the public.

**Action Item D:** Clarify scope and establish a university philosophy of the PDOC operations. Immediately adopt the proposed bylaw expansion to explicitly allow for proactive review of policies, procedures, and data, as well as public reports. Rearticulation and acknowledgment by the administration of the unique role of the committee and reflection of this in its bylaws and procedures - that the function of the committee is not to further the interests or reputation of the university, but to conduct robust, independent oversight of the UMPD

**Action Item E:** Create a culture of robust oversight as part of regular practice with PDOC. Normalization of request for evidence as a good practice of oversight, rather than a personal affront to the UMPD. Ensure that the PDOC is empowered to ask questions, use powers of holding hearings, request body camera footage, etc. This is a routine part of due diligence rather than questioning the integrity of the UMPD.

**Action Item F:** Research and consider implementing stronger models of oversight. Research best practices nationwide on oversight to inform how powers and structure of oversight committees may be further refined. Other oversight models exist where oversight committees complete the initial investigation rather than asking the police department to do so. However, it is not clear whether this is the optimal model for UM; at least currently, the training or resources for the PDOC to conduct this kind of work do not exist. Alternative models should be researched and should determine the optimal model for UM.

**Action Item G:** Develop standards and timeline for work of the PDOC. Data on time to review completion (by both the PDOC and the UMPD) should be tracked and shared publicly for accountability. Written standards for both the UMPD and the PDOC should be developed for a reasonable timeline to review. Protocols for both the UMPD and the PDOC should be clarified for communication with the grievant.

**Recommendation 3: Develop university-level processes and procedures for reporting police misconduct and enforcing accountability measures beyond those internal to DPSS**

**Action Item A.** Forward all grievances to the PDOC in a complete and timely fashion. Grievances that are received through all means (online forms, in-person, telephone, email, etc.) should all be shared within five days with the PDOC regardless of how they were received, whom they were submitted to, or their contents, so long as they concern police officers or Public Act 330 officers who are under the purview of the PDOC. The full text of the grievance and the full written report of the investigation completed by the UMPD needs to be shared with the PDOC to conduct its legislatively mandated duties of oversight.

**Action Item B:** The University should consider expanding the scope of the PDOC to include grievances against other DPSS employees beyond the police officers and Public Act 330 officers mandated by Public Act 120. When members of the public currently submit a complaint about a DPSS security officer, dispatcher, or other DPSS employee involved in the public's safety, they have no recourse to independent oversight of their complaint. This expansion would significantly expand the committee's work by greatly increasing the number of grievances under their purview (e.g., in 2020, from 5-7 grievances to 32 grievances). Therefore, if this expansion is conducted, there should be greater protected time and administrative support allocated to PDOC members to support the increased workload.  Create a safer process by which negative and possibly traumatic interactions with UMPD can be reported to an entity other than DPSS itself.

**Action Item C:** Automate systems (i.e., grievances submitted online to the UMPD should also be automatically sent to the PDOC at the time of submission) to ensure transparency. Currently, the DPSS form goes only to DPSS. All modes of submission should be equally prominent so individuals can choose whether to make a complaint to the PDOC first or to the UMPD and the PDOC jointly. Recent lapses revealed that university admin support was not routinely checking the PDOC phone hotline for making grievances, and a complaint was missed. A protocol should be established whereby if other university entities such as the Compliance Hotline receive complaints against UMPD, they are sent immediately through the PDOC.

**Action Item D:** The University should publicize the existence of the PDOC and make sure the public knows how to access independent oversight of their complaints, should they choose to create one. There is currently neither budget for advertisement, nor protected time, for members of the PDOC or administrative support staff to conduct this work.

**Action Item E:** Develop a process (similar to the AAPD ICPOC) for the submission of anonymous complaints. This process should include the designation of a liaison/"trusted person" on the PDOC who handles all of the anonymous complaints and works with the complainant to collect all the information before sharing anonymously with the PDOC.

**Recommendation 4: Continue periodic review of public safety at the U-M.** DPSS and university public safety should undergo a periodic review by members drawn from the campus community. The Bentley history indicates that public safety and policing at the U-M have been the subject of numerous task forces and review committees, such as this one, as well as sustained social activism led by students. However, this community engagement and oversight has been episodic and reactive. In comparison, to promote excellence, continuous improvement, and accreditation, academic departments are also the subject of regular, periodic review.

**Action Item A:** Perform a periodic review. Every three to five years, assess DPSS to complement the statutorily mandated work of the PDOC, allowing more strategic focus on trends in data, community experience of public safety, and national best practices and continual framing of public safety as a matter of public health. This review could function as a mechanism for long-term accountability of the university to the campus community concerning public safety and assist the President and Executive Director in advancing strategic goals for campus public safety.

**Action Item B.** Examine the current reporting structure of DPSS. Currently, the DPSS Executive Director reports to the president's office and we think this reporting structure should be examined every three to five years.

**Recommendation 5: Reimagine DPSS as an agency primarily committed to power-conscious engagement with the campus community and taking non-punitive approaches to public safety.**

**Action Item A.** Encourage DPSS to develop a power-conscious relationship with the campus community that recognizes and is deferential to the concerns of students, faculty, and staff rendered most vulnerable to various forms of police violence (e.g., profiling, harassment, assault, and arrest/detention)

**Action Item B.** Given what we learned from the secondary literature, we encourage DPSS to be best in class when it comes to interactions with members of the community. This would mean DPSS officers are mindful of their interactions with the community and inform the university public of their rights during policing interactions. It is also important to acknowledge that the perception of constitutional rights of students, staff, faculty, and other residents within campus adjacent areas may be potentially violated rather than preserved.

**Action Item C.** Consider restorative and transformative justice approaches to address offenses (e.g., alcohol consumption, drug possession, and property destruction) commonly associated with college and university environments. It is relevant to note that the University does use a restorative justice approach to violations. This is true for both students who live in on-campus housing and off-campus when the Office of Student Resolution or Housing gets a referral for a policy violation.

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### CATEGORY 2. Public Safety Infrastructure

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**Recommendation 6:  Review jurisdiction and agreements with other law enforcement entities.** Review of all MOUs between local and DPSS law enforcement annually or upon change of leadership as identified as best practice in the Campus Security Guidelines promoted by the Major Cities Chiefs and the Bureau of Justice Assistance.

**Recommendation 7:  Review and periodically update DPSS Website.** The DPSS website needs to be reviewed and revised to more clearly indicate how a community member can file a complaint against a DPSS employee (i.e. to UMPD directly or PDOC, and through online forms, phone, email, etc). Opportunities to increase accessibility should also be explored through the UM public safety app.

**Recommendation 8: Review emergency preparedness protocols and procedures.** The University's processes for reviewing and testing its disaster planning and preparation for prolonged disruptions, including natural events, pandemics, and civil emergencies should be assessed. That review and testing should also include an examination of the current 911 system in coordination with the university's various offices of technology and business affairs.

> **Action Item A.** Post-pandemic, conduct a thorough review of university preparedness for health and other kinds of disasters and disruptions.

**Recommendation 9: Commit to formal data protocols and data sharing policies.** DPSS should establish procedures that ensure the Division engages in unified data collections practices

> **Action Item A.** Commit to a regular, consistent, and robust collection of data by DPSS. These data should include detailed de-identified data that are both quantitative and qualitative data. This includes the ability to distinguish by markers (eg., age, ethnicity, race, etc.) for those the subject of police encounters and DPSS employees. Dedicate resources to robust data protocols and data sharing procedures. The U-M should provide the funding and access to the expertise necessary to ensure DPSS adoption of these data collection, analysis, and dissemination functions. Make sure UMPD has adequate resources and systems to be able to supply data on their practices (e.g., stops, arrests) in real-time so that proactive oversight of their practices may occur on a meaningful timeline.

**Action Item B.** Promote data transparency. Transparent police data allows the public and police departments to understand and address police practices fully.  Transparent data on police-citizen interaction is vital to evaluate the fairness of encounters between citizens and the police.  Requiring DPSS to provide accessible data is an essential step toward strengthening police-public relations and ensuring that DPSS has a policing culture appropriate for the U-M community. DPSS should publish this data in a clear and accessible way on electronic platforms - e.g. a dashboard - and include graphics that explain the data and make the data downloadable for research purposes. These data can be aggregated as necessary to maintain confidentiality and privacy.

**Action Item C.**  Routinely track U-M community interactions with DPSS mindful of all state and federal laws. DPSS shall consistently track data around police stops, use of force, and arrest that detail pertinent demographic data (e.g., age, race, ethnicity, etc.) of the campus community members involved.

*A*ction Item D.  Routinely track complaints. Prioritize robust data collection on complaints against offices/employees that detail the pertinent demographic data (e.g., age, race, ethnicity, etc.) of the officer/employee and complainant involved.

**Action Item E.**  Commit to Data Transparency through a Dashboard. Establish a Public Safety Dashboard to provide up-to-date information and transparency to the public about the Clery Act and other relevant data regarding DPSS  operations (i.e., budget), interactions with and stops of students, staff, and faculty, and to report ongoing progress of future iterations of the APS Task Force. DPSS should reach out to Trevor Bechtel, project lead for the Prosecutor's Transparency Project in Washtenaw County who is interested in working with DPSS around dashboard development. Trevor is also a U-M employee in the Poverty Solutions Center.

**Action Item F.** Commit to using data to undertake evidence-based practices, which may result in a reallocation of portions of the DPSS budget. For example, 2016-2018 U-M  Campus Safety and Security Data show that the predominant offenses at the University are related to campus sexual violence and alcohol and other drug consumption, not  "violent crime" or weapons issues. Therefore, the justification for sidearms, firearms, or use of force by campus police appears inconsistent with matters to which they overwhelmingly respond.

**Recommendation 10: Review the conditions under which it is advisable to discontinue the use of municipal, state, and federal law enforcement agencies for additional or supplemental security university events, consistent with steps taken at other peer institutions.** Future work should examine the relationship between UMPD and other law enforcement agencies. This may result in ending the routine use of Ann Arbor Police Department,  Washtenaw County Sheriffs, and other municipal, state, and federal law enforcement agencies in the provision of supplemental support for university events (e.g.,  graduations, concerts, and certain sporting events) as well as specialized services such as K-9 units.

**Recommendation 11: Protect undocumented and international students.** Limit the ability for the U.S. Immigration and Customs Enforcement to effectively operate  on-campus while actively protecting undocumented and international students from  surveillance, detention, and deportation

**Recommendation 12:** **Consider discontinuing the use of armed law enforcement in everyday patrol and response to campus incidents, especially those related to mental health and campus sexual violence**

> **Action Item A.** Increase financial investment in resources and supports to address student mental health, including hiring additional trauma-informed counselors from underrepresented and minoritized racial/ethnic, gender, sexual, religious, and ability groups.

> **Action Item B.** Provide transparent and more efficient processes and procedures for parents and families seeking non-law enforcement support for students in need of short- and long-term services.

> **Action Item C.** Hire and train non-law enforcement interventionists and trauma-informed specialists to respond to incidents of campus sexual violence. This includes employing transformative justice facilitators who prioritize survivor-centered care and accountability after sexual violence has been perpetrated. Review current SAPAC restorative justice workshop as a reference.

**Recommendation 13: Diversify and formalize authority of the Student Advisory Board.**

> **Action Item A.** Diversify student advisory board to be more reflective of the racial/ethnic composition of the university as well as representative of the diversity of the University of Michigan student body.

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## CATEGORY 3. Human Resources

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**Recommendation 14: Review organizational structure and staffing of DPSS.** Conduct a staffing study to review components and the proportional composition of those components within DPSS.

> **Action item A:** Determine how large DPSS should be (i.e., number of personnel and ratio of police officers and U-M security officers) to serve the needs of the University.

> **Action item B:** Determine through review of benchmarking and best practices the sweet spot between police officers and U-M security officers.

> **Action item C:** Determine what types of staff should be in DPSS (social workers, mental health care professionals). DPSS should consider embedding mental health professionals in DPSS in a way that allows them to assist and inform officers.

> **Action item D:** Determine the type of resources needed by all DPSS departments to provide enhanced mental health services to DPSS employees.

**Recommendation 15: Establish fair union contracts.** Police union contracts are vital tools to provide for the rights and benefits of officers that will enable DPSS to be competitive with other forces to allow for the recruitment and retention of top policing talent. However, these contracts should not be used to establish unfair protections for police, making it difficult to hold them accountable for inappropriate police behavior and prevent the public from having proper oversight and protection from police misconduct. *University leadership should ensure that the union contracts (Command Officers Association of Michigan (COAM) and Police Officers Association of Michigan (POAM)) do not have barriers to effective misconduct investigations and community oversight.*

> **Action Item A.**  Article 6 – Section A (30) of the COAM contract should be amended to include a time limit for how long a hearing can be delayed while an officer awaits union representation so that the officer can be interrogated without the benefit of coaching and preparation not offered to similarly situated citizens.

> **Action Item B.**  Article 6-6-B of the POAM contract should be amended to include a time limit for how long a hearing can be delayed while an officer awaits union representation so that the officer can be interrogated without the benefit of coaching and preparation not offered to similarly situated citizens.

> **Action Item C.**  All union contracts should include clauses that require officers' disciplinary history to be accessible to police departments and the public for no less than ten years or a time as dictated by best practices.

> **Action Item D.** A representative from the PDOC should be present at all future union contract negotiations as they unfold in order to provide nonbinding recommendations. This ensures community representation before a contract is finalized for the next five years.

**Recommendation 16: Review hiring procedures and diversify those involved.** More transparency is needed regarding 1) the questions used in the hiring process and 2) the qualitative and quantitative methods used to determine an applicant's potential and success in relation to the competencies outlined in the application description. Adequate and proper recommendations cannot be fully developed without knowledge of the prompts used to evoke applicants' experiences with the determined competencies. These questions need to be reviewed to ensure they reflect the historical and novel complexities of public safety, policing, and engagement of diverse communities (racial, disability, gender, nationality, and SES, etc.). Suppose these questions are not adequate for measuring the desired competencies. In that case, revisions will be needed to ensure applicants' knowledge and skills are more than sufficient inequitably protecting all community members.

> **Action Item A.** DPSS HR should include at least one DPSS Student Advisory Board Representative or student voice in the interactions during the interviewing process. DPSS personnel are responsible for developing and maintaining safety among the student body they serve. With the current hiring process, there is no inclusion of student input on the potential hiring, even though students make up the largest portion of the UM community, which DPSS serves. To assess potential power dynamics DPSS HR can utilize common university hiring processes such as having student representatives  conducting a portion of the interview process without field officers and DPSS staff present in the room or the call.

**Recommendation 17: The option for a future task force or review committees to retain experts to review HR procedures, including training.** Although members of the task force had access to DPSS orders, policies, procedures, and some limited training content, there was insufficient time and expertise available to truly benchmark these relative to (1) the needs of community policing; (2) the experiences of policing by members of the community including BIPOC community members; (3) best practices as recommended by research. Similarly, future work should include opportunities to review training practices upon hiring and continuing education requirements to ensure proper training especially in the areas of (a.) bias training; (b.) cultural sensitivity training; (c.) de-escalation training; (d.) use of force training; (e.) wellness check procedures and training, specifically as they relate to mental health issues; and (f.) a process to guarantee officers are satisfactorily completing training.

**Recommendation 18: Review current DPSS promotion and recognition program.** While DPSS has a robust promotion and recognition program in place, this task force was unable to assess the fairness of that process or if the process adequately addressed issues of diversity within the employment ranks due to lack of data.

**Recommendation 19: Review current DPSS staff.** Current DPSS staff should be included in reviews of public safety. These reviews should include assessments of their own health (mental and physical), understanding of their roles and responsibilities, competency around anti-racism matters, and assessment of if they believe the goals and objectives of DPSS are being met.

**Recommendation 20: Disciplinary and complaint procedures.** Future iterations of DPSS review need to be provided with adequate data to effectively analyze and evaluate the various DPSS protocols related to discipline and complaints (i.e., the use of body-worn cameras (BWCs), repeat offenders, number of complaints, data on the various conclusions of Professional Standards Investigations (PSIs), etc.) As a task force, adequate and proper recommendations cannot be developed without knowing the outcomes (in quantitative and qualitative terms) of DPSS protocols, such as the timeline of a PSI or the protocols around filing a complaint. Such data is necessary to evaluate the real-life impacts and shortcomings of DPSS policies for disciplining staff members and processing complaints and internal investigations.

> **Action Item A.** Future iterations of DPSS review need to be provided with 1) the questions used in the psychological evaluation tied to employment and fitness to return to duty and service, and 2) the qualitative and quantitative methods used to determine a subject officer's fitness to return to continued service. For similar reasons as the above, those reviewing DPSS protocol must have access to all materials necessary to evaluate their effectiveness. In this situation, more context would have allowed the task force to identify wins or learnings to provide adequate mental health evaluation and support to DPSS staff and officers.

| CATEGORY 4. Campus/Community Climate |
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**Recommendation 21: Be transparent with data related to diversity, equity, and inclusion.** Further research in this area is needed.  Without national demographics, it is difficult for this Task Force to say what DPSS's demographic make-up should be.  We do not believe that it is unusual for a police force to be predominantly male and predominantly white.  However, most DPSS officers, both police officers and U-M security officers, are made up primarily of white men.  This may be attributed to many factors, but further research into this area is needed. It is difficult to make any definitive statements or recommendations about the DEI data provided without appropriate comparative data and information about norms, expectations, and best practices.

**Recommendation 22: Commit and dedicate resources to promoting mental health.** Build on existing U-M partnerships and leverage other subject matter experts, mental health professionals, members of the campus community, and DPSS  to determine if additional alternatives and crisis intervention models should be implemented to support the affected individual and DPSS officer's response to mental health situations. (Crisis Intervention Team [CIT] training and Co-Responder Model may be a consideration)

> **Action Item A.** Integrate Police Department policy, procedures, and training into the university's comprehensive, public health-based approach to mental health and wellness, including the adoption by DPSS of policies and pilot programs that advance public safety by involving police officers in mental health and wellness checks to a more limited degree. The committee reviewed the Police Department Policy and Procedural Order 5.45, Persons with Mental Illness, which provides standards for conduct and training for police officers who interact with individuals who might be in a mental health crisis.  The mental health and wellness of members of the student community is a significant challenge on campus and the subject of current review and work by a campus-wide committee and Rackham task force. The Police Department policy is germane to a comprehensive, public health-based approach to students' mental health and well-being.

**Recommendation 23: Promote Community/Campus Engagement.** Encourage power-conscious community and DPSS engagement by forming tangible strategies that should support the partnership.

> **Action item A.** Enhance engagement and education through more open dialogue between public safety and the campus community (i.e., surveys, forums, open houses).

> **Action item B.** Enhance public access to policies and organizational charts to increase community understanding about DPSS operations and services. Some policies are already online, and progress is being made to add more.

> **Action item C.** Enhanced community participation in training alongside the officer to be better informed (i.e., Citizen Academy).

> **Action item D.** Implement additional programs with community feedback (i.e., focus groups) that can help reflect the needs and wants of the campus community.

**Action item E.** Enhance the collaboration between officers and the campus community while remaining mindful of current public safety trends of interest to the community and campus climate.

**Action item F.** Enhance the community engagement structure to effectively include all personnel (not just a specialized unit) throughout the ranks and be a core principle that lies at the foundation of the public safety structure.

**Recommendation 24: Embed student and community members' roles in the DEI 2.0 strategic plan.** Ensure the inclusion of students and community members in public safety is a core tenant of the 2.0 DEI strategic plan. Connecting with members of the Student of Color Liberation Front, Black Undergraduate Medical Association, Women of Color Task Force, Islamophobia Working Group, The Knowledge Communities with the NCID, there are numerous scholars and groups on campus looking into Public Safety and can advocate for the communities that members of communities that have historically been disproportionately targeted.

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### CATEGORY 5. Future Public Safety Work at U-M

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**Recommendation 25: Expound on information disseminated about institutional priorities on anti-racism in public safety. Affirm the role of DPSS in anti-racism efforts.** Quarterly forums with DPSS and the campus community around policies, updates, incidents should be implemented as most respondents were unaware of the different teams within DPSS. There is fear of not understanding the process when an armed officer (and will it be UMPD or AAPD) would arrive to assist in a situation where a social worker or counselor should come

**Recommendation 26: Future Public Safety Task Forces and Committees at U-M.** U-M leadership should adopt an approach of discussing and agreeing on task force protocols before finalizing the task force scope of work and timeline to increase the likelihood of success of the review process.

**Action Item A.** The task force should be charged with developing a reasonable timeline based on the scope of work, data availability, and nature of the issue being reviewed. When assembling a task force to study the problems that have a significant impact on the campus community, U-M leadership should avoid any measures that hinder a thorough review and report, including adopting arbitrary timelines without the input of task force members carrying out the work. The APS-UM Task Force was given an extremely compressed timeline to review the work and practices of DPSS. The task force expressed deep concern with the timeline on numerous occasions because of the amount of data to be reviewed and the unavailability of that data. All requests for timeline adjustments were declined.

**Action Item B.** U-M leadership should instruct any department, unit, center, or school whose operations may be the subject of a task force review to fully cooperate with requests of the task force in a timely manner and to collaborate in good faith to the extent permissible by law and considering privacy and employment considerations. Data requests from the task force were unduly delayed or never completed. DPSS should be provided all necessary resources to allow them to engage in transparent data sharing.

**Action Item C.** Appropriate resources in the way of staffing, funding, compensation, and leadership should be provided to all task forces so that their work can be adequately and efficiently completed without unnecessary interference with their regular U-M appointment. The short timeline required a significant amount of work in a short period causing task force members to work extended hours beyond their regular U-M appointments.  U-M should ensure the proper support and compensation of task force members.

**Recommendation 27: Assess representation on future public safety working groups.** The lack of diverse parent and student representation raised concerns about the voices and opinions the task force was elevating. Intentional outreach to BIPOC parents and students must be implemented if their voices are included in further conversations.

**Action Item A.** Commit time and resources to collecting and analyzing data from students of color. Conduct additional focus groups with students and more time/resources to analyze data from focus groups. It takes a long time to clean transcripts and conduct a systematic and rigorous analysis, specifically students of color. Participants must be compensated for focus group participation. Not only are folks discussing triggering/traumatizing topics, but numbers will remain low without an incentive.

**Recommendation 28: Expand and continue the work of the APS Task Force.** Extend work of APS Task Force to complete a comprehensive review and analysis of unfulfilled data requests, focus group and survey responses, and public forum data 2. Establish a standing APS committee or working group to regularly assess and audit the U-M  Department of Public Safety and Security, specifically UMPD.

**Action Item A**. This report should be released publicly for transparency. A public dashboard should be created to monitor progress toward the action items recommended.

**Recommendation 29: Provide future task forces and committees with the option to retain experts to perform benchmarking as a means to assess opportunities for improvement.** We emphasize that these experts should be retained at the discretion of future reviewers so that their approach and effectiveness can be aligned with the work and direction of those review committees. Several committee members had fundamental concerns about the appropriateness of hiring for-profit consulting groups, which typically charge multiple hundreds of thousands of dollars, when the work of on-campus task forces and groups in this space have been under-resourced. However, others noted the utility of an outside consultant providing independent recommendations. Future task forces may consider hiring external consultant(s) to manage and execute specific aspects of the scope of work in conjunction with external groups such as [Center for Policing Equity (non-profit)](#) or [21CP Solutions (for-profit).](#)

## IX. Opportunities for Additional Research and Work Conclusion

The recommendations in this report detail several areas where additional research is needed and expected. We want to make the following points at a high level: (1) Work remains for a successor committee to tackle questions we raised but were unable to answer. (2) Data collection and dissemination on public safety at U-M needs to be improved, and new technologies need to be purchased and enabled. (3) In the coming months, the Healthy Minds Survey will also be analyzed, which offers opportunities for more insight into how students think about safety and security and should guide the distribution and allocation of resources--financial, technical, and human. (4) To fully understand the relationship between safety and security and race, we see a need for new ways of collecting public safety data at the point of contact. (5) As we noted in the recommendations and underscore in Appendix C, there is a place for an expansion of the role and duties of the Police Department Oversight Committee. (6) We think there is a need to regularize reviews of DPSS, its contracts with external agencies, and other matters of governance and oversight. (7) We understand the call for the abolition of certain practices and tactics will be met with skepticism and worry. We advance them in the spirit of what it means to lead, taking as our guidestar the University's motto: *leaders and best*.

## X. Task Force Member Biographies

**Brandon Bond** is a first-year graduate student pursuing a dual-MPH/MSW in Health Behavior & Health Education and Global Social Work Practice. Brandon serves as the President of the Public Health Student Assembly, Graduate Student Staff Assistant in the LSA Dean's DEI Office, and a Wellness Coach for Wolverine Wellness. As a 2020 graduate of Michigan, Brandon participated in various advisory committees, social justice initiatives, and engaged with a multitude of communities. His current research and areas of interest involved injury/violence prevention, BIPOC and LGBTQI+ health equity, cultural/global conceptualizations of mental health, and empowerment/capacity building for individuals and organizations.

**Karin E. Brown** is a first-year Ph.D. student in the Math Education program at the School of Education. Her research investigates the impact of teacher caring and student-teacher relationships on Black, Indigenous, and students' of color sense of safety and belonging in K-12 mathematics classrooms. Karin also serves as a representative in Rackham Student Government.

**Sarah Burch** is a Career Coach in the LSA Opportunity Hub. Where she works to empower undergraduate students to think critically about their skillset and feel confident about taking strategic steps in their professional journey. She is also a leader in the Ann Arbor community where she is a commissioner and Outreach Chair for the Independent Community Police Oversight Commission working towards reimagining Public Safety in the city of Ann Arbor.

**Julianna Collado** is a third year in the Ford School of Public Policy, majoring in Public Policy and minoring in Latina/o studies. Julianna has previously served as the External and Lead Director of La Casa and currently serves as the organization's Undergraduate Advisor. She is also a founding member of Students of Color Liberation Front, a coalition of racial justice and immigration advocacy organizations advocating for an anti-racist campus.

**Charles H.F. Davis III** is an Assistant Professor of Higher Education in the Center for the Study of Higher and Postsecondary Education. Dr. Davis' research and teaching broadly focus on issues of race, racism, and resistance in American colleges and universities. His work is especially concerned with the role of higher education institutions in furthering social and educational inequity for racially minoritized groups. He is the principal investigator of the #PoliceFreeCampus research project, which examines the historical and contemporary campus-community movements to divest, defund, and abolish the institution of policing.

**Rachel Dawson** serves as the Managing Director of Precision Health at the University of Michigan, where she works closely with the faculty co-directors to shape strategy, implement programs, and develop resources for researchers across campus to engage in precision health science. Prior to returning to her alma mater, Rachel worked in the legal industry and academia for over 18 years, serving as an assistant appellate defender for the State of Illinois, a legal administrator, and an assistant dean at Indiana University Maurer School of Law. Rachel is an active member of the U-M community, where she serves on the executive teams of the Women of Color Task Force and the Association of Black Professionals, Faculty, Administrators, and Staff, and is a member of the Police Department Oversight Committee.

**Mary Jo Desprez** is the Director of Wolverine Wellness at University Health Service. She has worked in the field of college health/wellness for 30+ years. This work utilizes a public health approach to build capacity for both personal and community well-being. She serves as the Co-chair for both the Ann Arbor Campus Community Coalition and the U-M Student Life Health and Wellness Collective Impact Core team and currently serves on the Student Mental Health Innovations Review Committee. Ms. Deprez is also an adjunct lecturer at Eastern Michigan University in the School of Health Promotion and Human Performance.

**Mary Jo Gray** is the Compliance Manager for the School of Dentistry.  She has more than 30 years of experience in healthcare, non-profit and education administration.  Her areas of expertise include health care and research compliance, contract and program administration, and policy development.  Ms. Gray is on the executive team of the UM Women of Color Task Force and is a member of the UM Ethics Integrity and Compliance Committee.

**David Helps** is a PhD candidate in History. At U-M, his teaching, dissertation research, and public scholarship centers on the criminalization of people of color and immigrants since the 1960s. David also leads a research team within the Carceral State Project, a multi-year interdisciplinary research initiative that brings together faculty, students, legal advocates, and members of impacted communities to confront criminalization and confinement in Michigan and the U.S. His writing on policing, incarceration, and inequality appears in the *Washington Post*, the *Los Angeles Review of Books* and the Detroit *Metro-Times*, among other places.

**Crystal James** is a Deputy Chief of Police at the University of Michigan. James began her service with the University of Michigan in 1992 as a police officer. She is the first African American female to hold the ranks of police sergeant, lieutenant, and deputy chief at U-M. James graduated from the Detroit Metropolitan Police Academy (1989), the Northwestern University School of Police Staff and Command (2000), and Central Michigan University (2016). James is currently a member of the National Organization of Black Law Enforcement Executives (NOBLE).

**Earl Lewis (Co-chair)**  is the Thomas C. Holt Distinguished University Professor of History, Afroamerican and African Studies, and Public Policy. The founding director of the U-M Center for Social Solutions, Lewis previously served as president of The Andrew W. Mellon Foundation (2013–2018), provost and executive vice president for academic affairs at Emory University (2004–2012), and dean of the Horace H. Rackham School of Graduate Studies(1998-2004). An author and esteemed social historian, he is a fellow of the American Academy of Arts and Sciences (2008), a member of the Council on Foreign Relations, the recipient of 11 honorary degrees, and past president of the Organization of American Historians.

**Saveri Nandigama** is a fourth year student in LSA, majoring in philosophy with a minor in religious studies. She has served as the Student Body Vice President, as well as serving as a MESA student employee. Through her work on and off campus, she has worked to tackle racial injustice and advocate for equitable civil rights.

**Sarah Peitzmeier** is an Assistant Professor in the School of Nursing Department of Health Behavior and Biological Sciences. Her research focuses on gender-based violence and sexual health in marginalized communities, particularly LGBTQ+ communities.

**Bryan K. Roby** is an Assistant Professor of Jewish and Middle Eastern history. His research and teaching interests include Jewish racial constructs; policing and civil rights globally; and 19th and 20th century North African history. He has written on social justice protests in Israel and is currently working on a second book project on questions of Blackness in the Middle East.

**Ian Ross** is a senior undergraduate pursuing a BSE in Mechanical Engineering and a Minor in Business Administration. Ian serves as a volunteer peer facilitator for the Michigan Men Program, a SAPAC-housed initiative that focuses on socialization around gender, specifically masculinity, and its impacts on individuals, relationships, and communities. He is also a member of Fraternity and Sorority Life and has served in chapter and community leadership roles, including as the President of the Interfraternity Council in 2020.

**Mike Solomon** is Dean of the Rackham Graduate School and Vice Provost for Academic Affairs–Graduate Studies as well as Professor of Chemical Engineering and of Macromolecular Science and Engineering. He is a previous chair of the MORE Committee – Rackham's committee on graduate student faculty mentoring relationships – and current member of the campus Student Mental Health Innovative Approaches Review Committee.

**Eddie L. Washington, Jr. (Ex-officio)** is the Executive Director of the University of Michigan Division of Public Safety and Security. He is the former director of the Michigan State Police (2010 - 2011) and was a senior security policy advisor for Dow Chemical Company (2011 - 2012). Since 2012, Washington has led efforts to integrate all safety and security functions at U-M under one division. Washington began his career with the Michigan Department of State Police in 1984. Washington also served as state director of emergency management and as Michigan's homeland security director (2010 - 2011). Washington has completed the Naval Postgraduate School's Executive Leadership Program (2007), the FBI's National Academy (2004), and Northwestern University's School of Police Staff and Command (2001). He chaired the Michigan Homeland Protection Board, the Michigan Public Safety Interoperability Board, the Auto Theft Prevention Authority, and the Michigan Intelligence Operations Center Advisory Board. He was also a member of the Michigan Commission on Law Enforcement Standards and currently serves on the Board of the SafeHouse Center.

**Thomas Vance** is a senior undergraduate student double majoring in Political Science and Afro-American and African Studies. Thomas serves as the Speaker of the Black Student Union and is a founding member of the Students of Color Liberation Front, a coalition of racial justice and immigration advocacy organizations advocating for an anti-racist campus.

**Daphne C. Watkins (Co-chair)** is a University Diversity and Social Transformation Professor, Professor of Social Work, and Director of the Vivian A. and James L. Curtis Center for Health Equity Research and Training at the University of Michigan. Dr. Watkins is the founding director of the Gender and Health Research (GendHR) Lab, the Certificate Program in Mixed Methods Research, and the award-winning Young Black Men, Masculinities, and Mental Health (YBMen) Project, which leverages technology to provide mental health education and social support for young Black men. She teaches graduate-level courses on research methods, social equity and equality, and community-based interventions.

**Kimbery Yourick** is a parent of a University of Michigan undergraduate. She holds a BFA from Washington University in St. Louis, and is a retired Montgomery County Maryland Police detective. At MCPD, she served in several different assignments and units  including the Office of Community Policing (Strategic Planning), the Special Victims Unit, and later teaching at the police academy. She has owned her own company since 2006,  which is licensed in Maryland, DC, and Virginia to assist criminal defense attorneys, civil attorneys, and their clients, in preparation for court or other legal matters.  Her current area of specialty is criminal defense investigation.

## XI. Acknowledgements

The APS-UM Task Force would like to thank the president and provost for this opportunity, and to acknowledge that the work reflected in this report was supported by a number of key contributors.

## APPENDIX A:  THE TASK FORCE REVISED CHARGE

The revised charge was executed on February 11, 2021.

| | |
|---|---|
| **Statement of Purpose** | Recent events highlight a national crisis around policing and inherent structural racism that subjects people of color to abuse and physical harm.  More broadly, protecting is a public health issue with negative mental health impacts that are ubiquitous among communities of color.<br><br>In this national context, U-M students have shone a spotlight on policing on our own campus.  It is clear that there is a wide range of strongly held views and proposed actions within the university community – often reflecting very different experiences.<br><br>It is imperative for the University of Michigan's Department of Public Safety and Security (DPSS) to make sure that **all** people on our campus not only are safe, but actually **feel** safe.<br><br>The task ahead is to find out what is going well, and what needs to be improved.  We must then fix anything that we find is not working. The goal is to make DPSS the very best that it can be at ensuring public safety for our university.  As we shape an inclusive community where people of all backgrounds and experiences feel valued, seen, and heard, we must recognize that policing will play a uniquely critical role in our success.  We must grasp this opportunity to model policies, procedures and behaviors for others to follow.<br><br>This work must engage and reflect perspectives from all stakeholders -- undergraduates, graduate students, faculty, staff, alumni, parents, the broader Ann Arbor community and, our Department of Public Safety and Security.   It must pay particular attention to experiences and perspectives of our communities of color, and others who are disproportionately impacted by challenging national policing policies and practices.<br><br>Our faculty and others with expertise related to policing and public safety will be key partners in this initiative.  Their depth of knowledge and analytic approaches can inform how to craft solutions to any concerns that are uncovered through our process of discovery.<br><br>Recognizing the wide range of perspectives on how best to move forward, we began this process by reaching out to get our community's advice before finalizing the Task Force's charge and membership.<br><br>Going forward, we commit to a process that is inclusive, transparent, and accomplishes the goal of ensuring that DPSS is a national model for public safety and security on a university campus, a process that will undoubtedly be iterative. |
| **Sponsorship** | **Mark S. Schlissel**, President<br>**Susan M. Collins**, Provost and Executive Vice President for Academic Affairs |

| Scope | The scope of work will be limited to public safety on the Ann Arbor campus. The Task Force will examine how safety and security are best achieved at the University of Michigan, by conducting initial comprehensive review and assessment of DPSS' current practices, identifying areas of strength and areas for concern, and providing concrete recommendations based on best practice for improvement, further study, etc. |
|---|---|
| Goal | To find out what is going well with DPSS and what needs to be improved. |
| Objectives, Topics, and Deliverables | *Objectives* <br> 1. Examine and assess the many ways that DPSS responds to and interacts with members of our university community, including reviewing (recent and trend) data on DPSS activity, including complaints. <br> 2. Provide multiple venues and opportunities for stakeholders to share their experiences (positive as well as negative) and their concerns. Intentionally seek input from students, faculty and staff of color, as part of this discovery. Input should be gathered in a variety of well-publicized ways, including through public meetings and written formats. <br> 3. Identify areas where existing data is missing or lacking and areas where research might lead to better-informed decision making. <br> 4. Provide recommendations for (a) ways DPSS can make improvements, based on best practices and available research; (b) how University-wide awareness and understanding of U-M's approach to public safety and security on campus and between the campus community and the broader Ann Arbor-Ypsilanti community can be enhanced; and (c) areas for further study and engagement beyond the work of the Task Force. <br><br> *Suggested topics to be examined include* <br> ● DPSS' current practices and training related to community engagement, including the types and methods of information communicated to the public and ways engagement and communication can be strengthened. <br> ● Perspectives and concerns from each stakeholder group, (including the Police Department Oversight Committee and DPSS Student Advisory Board). <br> ● The goals for DPSS and its approach to carrying out its mission, including its current funding structure and services provided. <br> ● Issues related to campus policing procedures and practices, and 'best practice' guidance from research and experience elsewhere so as to make informed recommendations about ways to address concerns that are identified. (Consider developing shared readings for the Task Force, and for the community more broadly.) <br> ● How the Police Department Oversight Committee helps monitor police behavior (including complaints) and implications for the community's sense of safety and accountability. <br> ● How complaints are received, processed, and investigated at DPSS and the outcomes of such complaints (e.g., police misconduct, calls received by dispatcher, etc.). <br> ● DPSS trainings, protocols, and policies regarding use of force. <br> ● The history of DPSS and policing at U-M (This work will be undertaken by the Bentley Historical Library. This will serve to inform the Task Force's understanding of past and present frameworks for campus safety, as well as historical and ongoing concerns of the campus community around policing. It will provide context for the Task Force's discussion and findings). |

Apart from a few night watchmen, the University of Michigan did not have any police presence for the first 100 years of its history. In the 1940s, the Board of Regents began to contract with the City of Ann Arbor for police services, in addition to its private security guards.[1] As late as 1979, only ten local police officers were stationed on the campus.[2] Beginning in the late 1980s, in response to "perceived high crime rates" and "student protests," the Regents moved incrementally to create a campus police force that includes personnel armed with a firearm and authorized to make arrests.[3] The current institutional form, the Division of Public Safety and Security, was established in 2012.[4]

In the 1960s, U-M became a key battleground in the student uprisings that occurred nationwide. AAPD officers clashed violently with students, sometimes joined by reinforcements from other police agencies. In 1967, the New Left organization Students for a Democratic Society (SDS) held their national convention at U-M. "To put it bluntly," West Virginia Senator Robert Byrd warned his colleagues, "they are a new type of subversive and their danger is great."[5]Around this period, U-M passed a ban against "disruptive" sit-ins.[6] One 1971 report recommended the University work more closely with local prosecutors as well as hiring its own counsel dedicated to addressing "disruptive dissent."[7]

Through the AAPD, Michigan State Police, and Washtenaw County Sheriff's Department, the University had access to intelligence work, laboratories, helicopters, and "support weapons."[8] For example on June 17, 1969, officers from all three agencies deployed tear gas on campus and beat back student protesters with nightsticks during a student protest.[9] That September, members of SDS led an occupation of the LSA building President Robben Fleming urged state and city police to forcibly remove the students, resulting in 107 arrests.[10]

As the federal government looked for ways to respond to student social movements, it frequently looked to U-M. For example, President Fleming joined Richard Nixon's Presidential Commission on Campus Unrest of 1970.[11] At its most unusual, one police chief even testified at a Congressional hearing that a graduate student had smuggled dynamite from Cuba to Michigan and transported the explosives using a U-M owned vehicle.[12] In 1970, U-M used a grant from the federal Law Enforcement Assistance Agency (LEAA) to establish a "community relations unit" staffed by plainclothes AAPD officers. Their mission would be to "anticipate and evaluate civil disorder potential" before it escalated to "major proportions."[13] According to the LEAA, this was possibly the first federal grant aimed at preventing political unrest on a university campus.[14]

U-M formed its own Safety Department in 1970 to manage campus dissent more efficiently. As one report from the time observed, "the department [AAPD] has made it clear [to the University] that it is a policy agency and is without authority to enforce Regent's rules unless adopted as city ordinances." For this reason, AAPD "officers do not like to work the University."[15] Nevertheless, the AAPD's University Unit had been a strong presence on campus: between May 1972 and April 1973 its officers arrested 670 people.[16]

The first test of the Department of Safety would come from the Black Action Movement (BAM I), formed in 1970 to advance racial integration on campus. During a BAM I sit-in, police in riot gear removed the activists and arrested a nursing student. When other protesters tried to intervene, the riot police charged the crowd. That summer, the University hired Fredrick E. Davids, the former head of the Michigan State Police, as the first Director of Safety.[17]

Over the course of the 1970s and 1980s, protests against the apartheid regime in South Africa and discrimination on campus would continue. New iterations of BAM formed in 1975 and 1985, drawing further attention to systemic racism at the University. The *Michigan Daily* featured frequent accounts of harassment and racism by Ann Arbor police. Others described a culture of sexism and homophobia within both the AAPD and campus security. According to one sexual assault survivor, an AAPD officer told her, "well, honey, welcome to the alleys of Ann Arbor."[18] Despite these criticisms—that both local and campus police perpetuated harm—no serious changes occurred in the department besides a name change, to the Department of Public Safety and Security, in 1982.[19]

Following a series of exceptional but highly publicized crimes on U.S. campuses, the University faced growing pressure to establish an armed police force of its own. The number of reported crimes also increased by nearly a third between 1982 and 1986, though this did not lead the University to support forming its own police force.[20] In 1986, President Harold Shapiro publicly opposed the creation of a campus police force before reversing his stance that summer.[21]

What explains this abrupt change from the administration?  While members of the community expressed concerns about safety, especially related to gender-based violence, Shapiro took a somewhat different approach. The President publicly argued that the University needed a police force under its own control, that such a force could respond faster than the AAPD, and that it would be more cost efficient.[22]

In embracing the campus police idea, the University also responded to a rise in student activism. In 1985, a third iteration of BAM emerged in response to the marginalization of Black students on campus.[23] According to sociologist Roderick Keith Lizzie, the U-M administration worked hard to "redirect" Black protest in this period. The University's mission, activist Barbara Ransby reported, was to "maintain stability at all cost."[24]

As the Shapiro administration moved to create a campus police force, the main resistance came from undergraduate students. Opposition to deputization specifically came from the Black Student Union and the Asian Students Association. Another group of students traveled to Lansing to oppose a Bill to allow for university-controlled police. As the Bentley Report writes, "The *Michigan Daily* editorialized ceaselessly against the deputization bill, linking it to condemnations of the Shapiro administration's actions regarding student protests—particularly through the use of trespassing rules to have students removed from buildings."[25] According to these voices, the administration's desire for a campus police force had more to do with "repressing students" than "fighting crime."[26] The *Detroit Free Press* reported that during a demonstration against military recruitment on campus, AAPD and U-M security had followed undergraduate students around the Diag, recording them. Ann Arbor council members Lowell Peterson and Jeff Epton publicly criticized the University for using the AAPD to enforce its own policies in ways that students understood to be deliberate intimidation.[27]

On July 22, 1988, the Regents voted to adopt a "Policy on Disruption of Student Activities." This policy included a provision to deputize the top-ranking security officer—meaning they would be authorized to make arrests like regular police. The policy also included a new code of conduct for students, who derided it as simply "the code." Given the long history of using respectability as a pretense to punish youth of color, it is not surprising that the Black Student Union and Asian Students Association strongly opposed the policy.[28]

While setting the stage for today's DPSS, the Regents' policy distinguished between deputization and an armed police force. "Guns in the hands of University personnel have no place in campus disputes," the policy insisted, "as experience shows."[29]

In 1988, *USA Today* ranked U-M the third most dangerous university in the nation. That year, campus authorities received 164 reported cases of physical assault and 85 cases of sexual assault.[30] In response, the administration launched a Task Force on Campus Safety and Security in March of 1989. The charge document invoked law-and-order rhetoric about the right "to live without undue fear in the community."[31] This language was remarkably similar to a phrase used by Richard Nixon, who described freedom from crime as Americans' "first civil right," in his speech to accept the Republican Party's nomination for president.[32]

Before the Task Force had made its recommendations, the Regents voted in 1990 to deputize additional personnel through the Washtenaw County Sheriff. The University also successfully lobbied the Michigan Legislature to pass Public Act 120 of 1990, which gave universities across the state the power to run their own police forces. Despite lobbying for the law, the Regents initially opted not to use the powers it gave them. State Representative Perry Bullard publicly criticized U-M, claiming that the administration got cold feet when it learned that it would have to hold public hearings and create a police Oversight Committee under the terms of the Act.[33]

The Task Force made twelve recommendations, spanning from increasing outdoor lighting and bus services, to working more closely with the AAPD, to updating data collection protocols. Its most controversial component would be the recommendation that the University hire its own police officers capable of making arrests. Following a 1989 survey in which 90 percent of women respondents described feeling unsafe being on campus at night, the University established a free evening escort service and free transportation from the Medical Center. The University installed campus "blue lights" in 1990 at a cost of $2 million.[34]

The protest was once again swift and dramatic. Some two hundred protesters shouted down the Regents in September with chants of "No Guns! No Cops! No Code!" A thousand people attended a November 1990 teach-in and rally, during which students blocked traffic along State Street. Following a 25-hour occupation of President Duderstadt's office, police arrested sixteen students.[35] In a January 1991 survey conducted by the *Daily*, 52% of respondents opposed deputization.[36] Seemingly caught off-guard by the level of resistance, the Regents temporarily withdrew the plan to establish a campus police department.

In the *Daily*, some queer and racialized students saw the new policies as motivated by a racist and homophobic national climate. The Regents "don't want lesbians and gay men and people of color on campus," one person wrote.[37] Students also criticized DPSS for what some perceived to be a pattern of victim-blaming regarding issues of sexual violence and exploitation. Later in the decade, DPSS urged women students to avoid end-of-year parties such as the "Naked Mile," during which men had reportedly assaulted and photographed women. "Women are putting themselves in a dangerous situation," Captain Jim Smiley stated publicly.[38]

In November 1991, the University entered a new agreement with Ann Arbor to use three AAPD officers and one detective, at a cost of $407,000.[39]

In December 1991, the Regents at last decided to deputize campus police under the 1990 law the University had lobbied for. Public Act 120 required the administration to hold public hearings on the issue, for which the Regents selected two days in February 1992. The choice to hold legally mandated hearings during the week before Spring Break drew harsh criticism from students, including the Coalition of Students Against Deputization. Members of this organization disrupted both hearings. At the last moment, the Regents opted to change the hearings' locations and limit the number of student speakers. On February 22, they voted 7-1 in favor of deputization. When the University's Security and Safety Advisory Committee released a four-year progress report on the 1990 Task Force's recommendations, in September 1994, DPSS had twenty-two sworn police officers and twenty-four non-sworn security officers.[40]

Deputization had immediate consequences for DPSS. In the first two years following deputization, the DPSS budget grew by a combined $1.1 million.[41] A recommendation was made to authorize officers to use chlorobenzalmalononitrile, colloquially known as tear gas.[42] Later in 1992, DPSS joined the Washtenaw County Mutual Aid Agreement for the first time.[43] This would enable DPSS to engage personnel and resources from other police departments, including the Sheriff's office, AAPD, and Michigan State Police. In 1993 DPSS and the AAPD established a "Cooperative Policing Agreement," and opened a community policing office in Mason Hall the next year.[44] The DPSS budget steadily grew in the 1990s, reaching $5.2 million in 1996.[45]

In March 1993, the University's Police Grievance Committee released a draft proposal that would enable it not only to receive grievances "but also to conduct its own independent investigations" and "make informed recommendations." The University rejected this proposal, reiterating that the Grievance Committee's role should be limited to "reviewing" UMPD's own grievance process for "consistency, thoroughness, etc." In response, both Committee co-chairs resigned.[46]

In 1996, DPSS faced its most significant scandal since deputization. On February 17, two campus police officers arrested John Matlock, a Black man, and an assistant vice provost responsible for Multicultural Initiatives, outside of a U-M basketball game at the Central Campus Recreation Center.[47] As a result, Matlock faced two misdemeanor charges for assaulting an officer and resisting arrest. The *Detroit Free Press* reported that Matlock's arrest "galvanized the black faculty."[48]

The incident, as well as the administration's handling and subsequent protest received coverage throughout Michigan. More than fifty Black faculty and staff marched to the 15th District Court to support Matlock. University librarian Chuck Ransom stated that the treatment of Matlock was "the tip of the iceberg." The incident led to a report from the DPS Oversight Committee that uncovered issues of systemic racism. Numerous students, staff, faculty, and administrators of color detailed instances in which they were followed, stopped, questioned, or detained without cause.[49]

U-M initially requested that the local Michigan State Police office investigate the DPSS arrest. According to documents obtained by the *Detroit Free Press* through a FOIA request, however, the University's director of human resources wrote to the MSP office that same day asking them to stop the investigation. This request came after a meeting between the HR director, President Duderstadt, and Provot J. Bernard Machen. In April, the MSP probe concluded that Matlock had "shoved" a campus police officer and that his arrest had not been racially motivated. If convicted, Matlock would face up to a year in jail and a $1,000 fine.[50]

Following Matlock's arrest, President Duderstadt requested the Department of Public Safety Oversight Committee (previously the Police Grievance Committee) to "review the larger issues associated with the incident and determine what University policies, practices and procedures may have contributed to the incident."[51] During the review, DPSS refused to let its personnel be interviewed by the Committee. The Committee ultimately concluded in a letter that, "In practice, the Department of Public Safety and Security has come to operate with virtually no oversight outside the University administration." In the Committee's four years of existence, moreover, it had been able to process only one grievance—which was terminated before completion.[52]

In September 1997, a DPSS officer fired a weapon while on duty for the first time, killing a Black man near North Campus. According to eyewitness accounts in the *Detroit Free Press*, the man was in the act of fatally stabbing his girlfriend, Tamara Williams, a senior in LSA. The incident made the front page of the *Detroit Free Press*, above the fold. The following month, Washtenaw County Prosecutor Brian Mackie declined to prosecute the officer.[53]

In November 1998, the Michigan Student Assembly passed a resolution condemning discriminatory practices against Black and Hispanic students, including assigning more DPSS officers events held by students of color groups. That fall, the *Michigan Daily* featured complaints about the DPSS's approach to marijuana possession, specifically using tougher state laws while the AAPD charged individuals under the more lenient city ordinance.[54]

Changes made in the early 2000s DPSS included adding a canine unit, implementing a new Team Community Oriented Policing (TCOP) program, and increasing traffic enforcement by purchasing radar units and two motorcycles.[55] In the latter case, the number of traffic tickets issued by DPSS grew from 540 in 1999 to 1,545 in 2003. In September 2005, a Black undergraduate named David Betts wrote an editorial in the *Daily* criticizing, among other things, DPSS crime alerts for relying too heavily on race.[56] This issue would surface again in a series of complaints published by the *Daily* in 2011. Among the examples given was a crime alert that described a suspect as a "black male, possibly bald or with dreadlocks."[57]

In November 2009, the *Michigan Daily* ran a lengthy investigation on the Police Oversight Committee and the University's violation of Public Act 120 of 1990. Under the Act, universities must maintain a police oversight body composed of two faculty, two staff, and two students "nominated and elected" by their peers. As the *Daily* revealed, the two student seats had sometimes gone vacant for months at a time while there had been no faculty elections since 2000. Additionally, it became clear that the Oversight Committee met sporadically rather than monthly (as required by its Bylaws). While DPSS received between eight and twelve grievances each year, the Committee processed on average just two annually.[58]

In January 2012 it was revealed that University Hospital Security officials waited six months to report a Hospital employee found in possession of child pornography. In response, the Board of Regents established an external investigation by the law firm Latham and Watkins, as well as the consulting firm Margolis, Heady, and Associates. That October, the Regents voted to bring all safety and security functions under a new entity: the Division of Public Safety and Security. This included the former DPSS, Hospital Security, Housing Security, Museum Security, and the Office of Emergency Preparedness. In

June 2013, Michigan State Police head Eddie Washington Jr. was made the first DPSS Executive Director.[59]

[1] Bentley Library, *History of Policing*, 1.

[2] Bentley Library, *History of Policing*, 7.

[3] Bentley Library, *History of Policing*, 1.

[4] Bentley Library, *History of Policing*, 22-3.

[5] Robert Byrd, quoted in United States Congress, *Congressional Record—Senate*, March 7, 1969 (Washington, D.C.: U.S. Government Printing Office), 5549.

[6] Robert Byrd, quoted in U.S. Congress, *Congressional Record*, 5549.

[7] International Association of Chiefs of Police, *A Survey of Police and Security Needs at the University of Michigan* (1973), 103.

[8] IACP, *Police and Security Needs*, 26.

[9] Bentley Library, *History of Policing*, 5.

[10] Bentley Library, *History of Policing*, 5.

[11] President's Commission on Campus Unrest, *The Report of the President's Commission on Campus Unrest*(Washington, D.C.: U.S. Government Printing Office, 1970).

[12] Statement of James W. Rutherford to U.S. Congress, *Extent of Subversion in Campus Disorders*, Hearings, Ninety-First Congress, First Session, June 19, 1969.

[13] Law Enforcement Assistance Administration, *Annual Report of the Law Enforcement Assistance Administration for 1971 Fiscal Year* (Washington, D.C.: U.S. Government Printing Office, 1970), 62.

[14] LEAA, *Annual Report*, 62.

[15] IACP, *Police and Security Needs*, 56.

[16] IACP, *Police and Security Needs*, 49

[17] Bentley Library, *History of Policing*, 5-6.

[18] Quoted in Bentley Library, *History of Policing*, 8.

[19] Bentley Library, *History of Policing*, 8.

[20] Bentley Library, *History of Policing*, 8.

[21] Bentley Library, *History of Policing*, 10.

[22] Bentley Library, *History of Policing*, 9.

[23] Bentley Library, *History of Policing*, 9.

[24] Barbara Ransby, quoted in Roderick Keith Lizzie, "Analysis of the Anti-Racist Student Movement at the University of Michigan-Ann Arbor" (University of Michigan, 1993), 157.

[25] Bentley Library, *History of Policing*, 9.

[26] Quoted anonymously in Bentley Library, *History of Policing*, 9.

[27] Joel Thurtell, "Cops under fire for tactics used during protests," *Detroit Free Press*, April 3, 1986, 1.

[28] Bentley Library, *History of Policing*, 9.

[29] "Policy on Disruption of Student Activities," quoted in Bentley Library, *History of Policing*, 9.

[30] Bentley Library, *History of Policing*, 10-1.

[31] "Policy on Disruption of Student Activities," quoted in Bentley Library, *History of Policing*, 9.

[32] Quoted in Naomi Murakawa, *The First Civil Right: How Liberals Built Prison America* (Oxford University Press, 2014), 1.

[33] Bentley Library, *History of Policing*, 12.

[34] Maryanne George, "U-M has plan to improve safety," *Detroit Free Press,* October 23, 1990, 9.

[35] Maryanne George and John Castine, "After raucous day, U-M arrests end sit-in," *Detroit Free Press*, November 16, 1990, B1.

[36] Bentley Library, *History of Policing*, 13.

[37] Bentley Library, *History of Policing*, 12.

[38] Maryanne George, "For safety's sake, women urged to skip annual streak," *Detroit Free Press*, April 21, 1998, 11.

[39] Bentley Library, *History of Policing*, 14.
[40] Bentley Library, *History of Policing*, 14.
[41] Bentley Library, *History of Policing*, 14.
[42] Bentley Library, *History of Policing*, 14.
[43] Bentley Library, *History of Policing*, 15.
[44] Bentley Library, *History of Policing*, 16.
[45] Maryanne George, "Racial tension puts chill on U-M climate," *Detroit Free Press*, May 20, 1996, 3A.
[46] Bentley Library, *History of Policing*, 15.
[47] Bentley Library, *History of Policing*, 16; Maryanne George, "U-M cops urged to mend fences," *Detroit Free Press*, June 18, 1996, 14.
[48] George, "Racial tension," 3A.
[49] Maryanne George, "U-M cops urged to mend fences," *Detroit Free Press*, June 18, 1996, 14.
[50] Maryanne George, "U-M official charged in scuffle," *Detroit Free Press*, April 19, 1996, 13.
[51] Bentley Library, *History of Policing*, 16.
[52] Bentley Library, *History of Policing*, 16.
[53] Maryanne George, Beth Krodel, and Peggy Walsh-Sarnecki, "Fatal Relations," *Detroit Free Press*, September 24, 1997, 1.
[54] Bentley Library, *History of Policing*, 19.
[55] Bentley Library, *History of Policing*, 19.
[56] Bentley Library, *History of Policing*, 20.
[57] Bentley Library, *History of Policing*, 22.
[58] Bentley Library, *History of Policing*, 21.
[59] Bentley Library, *History of Policing*, 22.

In the fall of 2020, a proposal was made to university leadership to expand the responsibilities of the Police Department Oversight Committee (PDOC), as the formation of this task force was coming together. University leadership asked that the proposal be considered within the scope of the task force recommendations. There was near unanimous support for expanding the responsibilities and support for the PDOC by the task force. Additional detail is provided in this appendix to provide context for the recommendations which have been made.

The University of Michigan Police Department Oversight Committee (PDOC) was established in 1992 by state law as a prerequisite for the University to establish a police force. As such, a functioning PDOC ensures the existence of the UMPD:

**A. Background**

**Public Act 120 of 1990 Section 390.1511** "The governing board of control of an institution of higher education shall not grant the powers and authority described in subsection (1) to the public safety officers of the institution unless, before those powers and authority are granted, **the governing board provides for the establishment of a public safety department oversight committee** [emphasis added]**.** The committee shall be composed of individuals nominated and elected by the faculty, students, and staff of the institution. The committee shall include 2 students, 2 members of the faculty, and 2 members of the staff. The committee shall receive and address grievances by persons against the public safety officers or the public safety department of the institution. The committee may recommend to the institution that disciplinary measures be taken by the institution against a public safety officer who is found responsible for misconduct in office."[3]

Given that the law mandates that the existence of a university public safety department is predicated upon the creation of an Oversight Committee, our initial focus was on the U-M PDOC. We began our charge by delving into some of the ambiguities of the Public Act 120 of 1990 such as: Which body nominates and elects student members?

● Do those students include graduate students?
● Are grievances directly received by the Oversight Committee as many interpretations of the law suggest?
● Would members of the public find it easily accessible to submit a grievance about a member of the public safety department?
● Does DPSS have a grievance procedure that is well integrated with the PDOC?

Some of the ambiguities of the Public Act 120 have been addressed through the PDOC bylaws. In addition to Public Act 120 specifying certain characteristics of the PDOC (e.g. the makeup of its members and the power to review grievances and recommend disciplinary action), the University has created a bylaws document for the PDOC with additional detail about its scope and powers, which may go beyond the bare minimum requirements established by Public Act 120. Currently, the bylaws give additional explicit powers to the PDOC to hold hearings, though the request to hold a hearing may be denied by the director of DPSS, and that denial must be appealed to the UM President. The current bylaws are ambiguous as to whether the PDOC may issue public reports and whether it may proactively review UMPD policies and procedures, in addition to its legislatively mandated ability to retroactively review

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[3] https://www.legislature.mi.gov/(S(40rvy5dtg5sphf4ena0tgi5c))/mileg.aspx?page=getObject&objectName=mcl-390-1511

grievances. It explicitly states that the PDOC may only make nonbinding recommendations that DPSS may disregard. The bylaws specify that updates to the bylaws must be approved by DPSS; if DPSS denies a request to update the bylaws, this can be appealed to the University president.

The bylaws clarify that:

"The function of the Committee is to comply with Act 120 and consider grievances by persons against sworn officers or the Police Department, as well as against officers employed by the University under Public Act 330 (1968) of the State of Michigan." Public Act 330 officers include non-sworn security officers with arrest authority on the premises of their employer; they may or may not be armed. DPSS employees roughly 6 such officers.

There are a number of avenues by which individuals may submit a grievance. They can speak directly with the oversight committee by sending an email to the address posted on the public oversight committee website, or they can contact the UMPD via online form, mail, fax, phone, or in-person.

**B. Issues Identified with  Oversight Committee Structure and Grievance Procedures**

*Onboarding*. Numerous issues were identified with the training and onboarding process for new members. After members are elected, there is no standard process for letting members understand the scope of their powers and responsibilities, and no standard training in how to perform police oversight. One PDOC member stated that for the whole first year of her two-year tenure, no one explained to her what was expected of committee members and the committee members rarely even met, until a new chair joined the PDOC. Until that time, she was unclear as to the basic scope and function of the PDOC.

*Training.* There is no training offered to members of the PDOC. Training programs exist for certification of police oversight professionals, such as the National Association for Civilian Oversight of Law Enforcement (NACOLE) Certified Practitioner of Oversight (CPO) program (https://www.nacole.org/cpo_credential_program). This program is considered a gold standard, and local oversight committees such as the Ann Arbor Police Department supports the members of its oversight committee in attending this training. It involves 45 hours of training as well as additional readings and conference attendance, ensuring the individual is fluent in six core competency areas for oversight: Civilian Oversight of Law Enforcement, Investigations, the Public and Transparency, Law, Policing/Law Enforcement Policies & Procedures, Remediation and Discipline. This training helps individuals understand questions to ask when reviewing a grievance investigation, how to review evidence such as body camera footage, and other specialized skills that are not immediately obvious to a lay person. No such training is provided to members of the UM PDOC.

*Record Keeping.* The PDOC members and administrative assistant share access to a UM Box folder, which is maintained by the administrative assistant. Historically, the Box has not been maintained in a consistent or organized fashion. When the current chair joined the PDOC, the Box did not contain a copy of the PDOC Bylaws, past meeting minutes, or most of the past grievance reports issued by the committee. The chair was forced to seek out past chairs and ask them to share their personal experiences, as well as files that they had stored on their private computers, in order to piece together an understanding of the past activities of the PDOC in the last several years.

***Organization of elections.*** Staff and faculty seats are on a two year cycle. Student seats are on a one year cycle, with elections staggered every 6 months. Staff and faculty elections are run by the UM Human Resources Department, while student elections are run by the Central Student Government (CSG). Timing of elections seems to be inconsistent, for instance with delays in elections in 2020 due to COVID. After one student graduated in 2020 in the middle of their term, there was a delay of many weeks while the appropriate method of selecting their replacement was determined (appointment by the CSG), as well as a delay in the CSG actually selecting and appointing a candidate, leaving the seat open. Elections are not always well advertised, with perhaps a mention in the University Record, but little campus awareness of elections coming up. The PDOC reported being contacted by several individuals who were concerned that they had missed notification of the opportunity to run. Some graduate students also expressed a concern that it was difficult to run against the undergraduate candidate that CSG supported. However, student members are not exclusively undergraduates; in early 2020, one of the PDOC seats was a medical student. At the most recent student election, CSG did not notify the PDOC of the results of the election. The PDOC chair and the PDOC administrative support person found out about the new member only when the Michigan Daily reached out to them to ask for a statement about the new PDOC member. In summary, election timing and procedures are not as regular as they should be. A 2009 Michigan Daily investigation revealed that this is a longstanding issue.

***Institutional memory.*** Related to the lack of onboarding, when new members are elected, there is no standard process of having them meet with the person they are replacing, or with the new chair, unless the chair so chooses. There is no official list of past members and their contact information provided to the committee. As such, it is up to new members and chairs to "track down" who past members were and ask them for some time to get their insights on where past committees have focused their efforts, and lessons learned. This problem is exacerbated when multiple seats go up for election at the same time, resulting in a mostly new set of members.

***Limited administrative support.*** The PDOC is currently assisted by two administrative assistants whose primary appointment is in the UM Human Resources department. The bylaws state "University Human Resources will provide administrative support to the Committee, including receipt of grievances submitted to the Committee, logistical and communications support for the nomination and election processes for faculty and staff representatives, and any other needs identified by the Committee." These two individuals are responsible for attending all meetings, scheduling and sending out meeting invites, organizing the Box, taking meeting minutes, and running the elections for the four non-student seats on the committee. They also help coordinate communications between the PDOC and the UMPD if desired by the PDOC members. However, there is no formal description of their position duties, and no budget line for their work and no formal percentage of their effort budgeted for and allocated to the PDOC. They are simply expected to complete these duties around their paid positions.

While PDOC members reported that this aid was helpful, there were also concerns expressed by some members about this support. For instance, a PDOC member stated that on one occasion in August 2020, the committee intended to provide a private, non-binding recommendation to the UMPD about one of their policing initiatives, the COVID Ambassadors Program. The administrative assistant informed them that making recommendations was outside of the committee's "purview" and offered to contact the Office of General Council to see if they agree, or what would be involved in changing the committee scope.

Some members felt this had a chilling effect on the ability of the committee to do its work. While the ability to make private, non-binding recommendations about policies and initiatives unconnected to

grievance reviews is neither clearly endorsed nor prohibited in the bylaws or in Public Act 120, a review of past PDOC activity reveals that the PDOC has frequently done so in the past. As such, the administrative assistant's read of the committee's scope was conservative. Further, several PDOC members felt that taking the initiative to intervene and report on the PDOC's activity to the University Office of General Council was beyond the scope of what they understood the administrative assistant's role to be. After this incident, some members wondered whether the administrative assistant was being asked by the university to monitor and police the committee's activities. This made some members uncertain about whether to speak freely at meetings in front of the administrative assistant.

Because the administrative support assigned to the committee does not include dedicated effort, and administrative assistants also have no formal training in conducting police oversight, the committee has no administrative support for conducting time-consuming investigations or report writing. In comparison, other groups such as the Ann Arbor Police Department Independent Community Policing Oversight Committee (ICPOC) have 2-3 members who are dedicated "Information Managers" who are tasked with ensuring secure compilation, organization, storage of and access to relevant data. These committee members are often retired and donate an estimated 10-15 hours per week of their time to do this work. Other oversight committees nationally who follow a similar structure to the UM PDOC (i.e. providing non-binding recommendations about grievances after reviewing investigations undertaken by the police department, rather than oversight committees that have binding recommendation powers or primary investigatory authority) often have a full-time, paid administrative support person with the specialized training needed to write reports and handle evidence (e.g.the Fairfax County Police Civilian Review Panel).

*Limited scope*. The current scope and powers of the committee have not changed substantially since its establishment in 1992 and do not go much beyond the minimum legislatively required by Public Act 120. While this level of civilian oversight was considered robust in 1990, civilian oversight of policing has changed dramatically in the last 30 years. Even taking as set in stone a model in which the police department has primary investigatory authority and the PDOC may only make non-binding recommendations, there are several measures that should be undertaken to enhance oversight and public trust.

● Communities may find they are better off granting authority that may never need to be used than they would be in withholding authority that may be needed at a critical time.[4]

Currently, the PDOC is under negotiations with DPSS and the University administration to 1) explicitly allow the PDOC to proactively review UMPD policies, procedures, and data to look for potential issues and 2) explicitly allow the PDOC to make public reports, appropriately redacted to protect confidential information about individuals involved as required by law, union contract provisions, or safety concerns.

*University philosophy regarding role of oversight committee*. Unlike most other university committees, the PDOC's existence is mandated by state law. Its function is to provide robust independent oversight of the police force. However, PDOC members reported that they were told by the University as well as the UMPD that the purpose of the committee is to advise the University and serve the needs and interests of the University. This view has seriously hamstrung the PDOC from conducting transparent oversight. Until 2016, the University maintained that the PDOC was not to even share information back to the grievant themselves about the status of their complaint or what disciplinary action or remedial action was taken in response. The Office of General Counsel stated in 2011 that the bylaws "allows the

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[4] NACOLE Oversight Models, https://www.nacole.org/oversight_models

committee to make recommendations to the CFO, but does not include language regarding notice to affected persons, contemplating that these recommendations are for an internal audience only. The grievance procedure is not established to resolve a matter for an individual grievant, but to improve the functioning of our DPS." After significant advocacy from the then-chair of the PDOC, President Schlissel stated in May 2016 that the PDOC is able to make reports back to the grievant, officially changing the practice, and stated that reports might also be made to the general public, if they were approved by the University. Unfortunately, while the PDOC began issuing reports to grievants at that time, no one ever actually updated the bylaws to reflect the fact that the PDOC had the powers to make public reports or what these reports should look like. That is why currently, in 2020, negotiations are underway to formalize this power.

*Culture.* Culture of "collegiality" means oversight committees generally do not request additional evidence, hearings, body cam footage, etc. and tend to take PD's investigatory findings at face value. Concerns were expressed by some members that this amounted to a "rubber stamp" on UMPD investigations of grievances.

*Transparency.* Lack of transparency - currently being negotiated with the administration the ability to make public reports. In the past, the law and bylaws are ambiguous about the ability to make public reports, university admin has discouraged it, and some chairs have irregularly issued public reports while others were told they could not do so. Even the PDOC bylaws are inaccessible to the public. No website presence, etc.

Lack of public transparency in how to file a complaint with the Oversight Committee. Our review suggests that most grievances are submitted directly to the police, likely because the police department website does not prominently feature the oversight committee contact information. The police department page on making a complaint has a prominent online form that individuals may fill out, with the oversight committee listed in smaller font at the bottom of the page. Individuals may also choose to make a phone call (which routes to the DPSS Dispatcher and supervisor), or print out a form that they can submit in person or via mail or fax. In many instances it is not clear to the public who handles the complaint, the UMPD or the oversight committee. For instance, the oversight committee website says "For information or to file a complaint, call (734) 647-7292, email pdoversight@umich.edu or visit room 2005 Wolverine Tower, 3003 S. State St." However, only, the email address is routed directly to oversight committee. The address given is for UM Staff HR Services. The phone number goes to a voicemail that says it is for the Oversight Committee, but no current member of the Oversight Committee had any knowledge of who monitors that phone line. It was recently revealed that the staff support person was supposed to be checking the line, but no one was checking the line, and a grievance went unaddressed for several months as a result.

Grievances not always forwarded to the Oversight Committee. Based upon a review of the DPSS policy documentations on grievances, there was evidence that grievances submitted to DPSS -- either internally by DPSS staff or by members of the public -- are not forwarded in a systematic or universal way to the PDOC. This would seem to directly contradict the intention of Public Act 120 that states that a committee like PDOC "shall receive and address grievances by persons against the public safety officers or the public safety department of the institution." However, DPSS Deputy Director of Administration Services Teresa Oesterle stated that some grievances received directly by the UMPD are considered "personnel standard investigations" and triaged as not being relevant to the Oversight Committee and not shared with them. It was not explicit what standard is used for this triage, though Task Force members attending the meeting were left with the impression that complaints considered less severe or more "minor policy infractions" may be triaged in this way. Eddie Washington also stated that DPSS considers "internal complaints" (i.e. complaints submitted by DPSS staff against other DPSS staff) as "not within the purview of the Oversight Committee." Neither Public Act 120 nor the Committee bylaws exclude any class of grievances from Oversight Committee purview, regardless of who submitted the complaint ("grievances by persons against the...officers" does not restrict class of persons by employment at DPSS), the perceived severity of the complaint, or any other dimension of the complaint.

The Task Force requested detailed information about the grievances received over the last 3 years and received only 1-2 sentence summary information about grievances from the last two years on April 13, very close to the end of the Task Force's mandate period on April 30. From the limited information provided, in the limited time allowed for review, it was not clear to the Task Force what percentage of complaints have recently shared with the oversight committee, but it is clear from the available data and the records of the Oversight Committee that DPSS does not share all grievances with the Oversight Committee despite being legislatively mandated to do so in order to exist.

In data shared by DPSS, DPSS received 73 grievances in 2019 and 32 grievances in 2020 on the Ann Arbor Campus. Of these, 20 grievances in 2019 and 7 grievances in 2020 were against a police officer (rather than a U-M security officer, dispatcher, police supervisor, or other DPSS employee who may not be under the purview of the Oversight Committee, though whether the employee should be under the purview of the Oversight Committee was not entirely clear in all cases from the information provided to the Task Force). The Oversight Committee reported only having records of up to 3 complaints from 2019 and only 1 complaint from 2020 that had gone through full review in their shared drive as of April 2021. A full review indicates that the Oversight Committee received 1) the complaint as submitted by the grievant, 2) a full written report of the UMPD's investigation, and 3) answers to any questions the PDOC had about the complaint. As stated above, the organizational system of the Oversight Committee is not comprehensive and records may be missing. Further investigation into 2019 complaints (which would have required contacting past members of the committee who have since left the University to see if they had additional records) was not possible in the time allotted to the Task Force to investigate the issue. Due to the limited information provided to the Task Force about each complaint, it was not always possible to definitively determine which of the 2020 complaints had been shared with the PDOC. However, of the 7 complaints against police officers, DPSS acknowledges that 2 were internal complaints that they did not share with the oversight committee. Of the 5 remaining complaints that DPSS states were shared with the oversight committee, the PDOC was able to confirm that:

- 1 complaint: went through full review by the PDOC
- 1 complaint: was shared directly with the PDOC by the complainant; the PDOC has not yet received the full investigation report from UMPD

- 2 complaints: the PDOC received a brief written summary and oral debriefing about the complaint, but did not receive a copy of the complaint or a copy of the written investigation findings
- 1 complaint: based on the limited information provided to the Task Force, the PDOC has no record of being informed of this complaint

The Oversight Committee also reported that other irregularities exist even when grievances are shared with the committee, such as not always being shared within 5 business days of receipt of the grievance as specified in the bylaws, but sometimes as many as 8 months later. UMPD also has inconsistent practices about sharing information about grievances. For complaints that come first to DPSS rather than to the Oversight Committee, DPSS sometimes shares the grievance itself as submitted by the grievant with the Committee, and other times withholds the complaint, stating confidentiality or unspecified legal concerns. Similarly, DPSS at times provides the Committee with a written report of its investigation of the complaint for the Committee to review, and at other times states that a written report with full details cannot be shared for confidentiality or legal reasons. UMPD has indicated that they share more information about the investigation in a written report when the complaint is first filed with the oversight committee, as compared to when the complaint is first filed with the UMPD. There is no justification in the bylaws or Public Act 120 for this distinction.

Given that 1) the Oversight Committee is not the public at large but rather a legislatively mandated body responsible for oversight of grievances, 2) the Oversight Committee is bound by a signed confidentiality statement agreeing not to share confidential information publicly, and 3) the UMPD has the primary responsibility for conducting the investigation and the PDOC cannot conduct the investigation itself, it seems untenable to withhold grievances and full reports of the investigation of the grievance from the Committee if the PDOC is to conduct robust oversight.

The 2009 Michigan Daily investigation into the PDOC reveals that a discrepancy between the number of grievances received by the UMPD and the number of grievances shared with the PDOC has been a serious issue for the entire 30 year history of the PDOC. A 1996 investigation found that "DPS received about 10 complaints each year, none of which were filed as grievances with the committee." As a result, the 1996 Investigation of Policies and Practices of the Department of Public Safety and Security report explicitly recommended that the PDOC "receive all complaints and grievances reported to DPS," as quoted in the 2009 Michigan Daily investigation.  In fact, in several years since then, the UMPD shared zero grievances with the committee, and to this day, does not seem to receive all grievances in full or in the time frame required by Public Act 120 or the bylaws. The Task Force lacked sufficient time, information, and resources to fully determine exactly what percentage of grievances have recently been shared with the PDOC, and reasons for any discrepancies.

Lack of standards for review timeline. There are no standards or tracking for 1) how long the UMPD takes to investigate a grievance and 2) how long it takes the Oversight Committee to review the report and complete their own review and report on the grievance. Frequently, many months pass between when the grievant makes a report and when they receive any notice. Related to the aforementioned lack of training, the Oversight Committee has no internal protocols or standards for how to conduct a thorough and timely review. The Oversight Committee has no written protocol for how to communicate with the grievant after review or whether this is the responsibility of the police department.

## XIII. List of References and Resources

### *U-M Materials*

Over 800 internal university documents were made available to, and reviewed by, the task force.

### *U-M APS Task Force References Consulted In Addition to Internal University Documents*

The Task Force created an extensive list of excellent reference documents, compiled in an M-Box location. Not all resources are referenced here.

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