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THE UNIVERSITY OF BRITISH COLUMBIA

UBC POINT GREY CAMPUS SAFETY WORKING GROUP

Final Report

INTRODUCTION

The UBC Vancouver Point Grey campus is a unique environment. It is significantly different from many other university campuses in Canada, most notably in terms of its size, location, and the wide range of communities that study, work, and live on our campus. Spread over 1,000 acres, our campus is a mixed-use community with a large population of year round residents comparable to a small city. Over 19,000 students, faculty, staff, and other residents live in the residential communities across campus, and over 60,000 faculty, staff, and students work towards the academic mission of the University.

In establishing this working group, we recognize UBC has been and continues to be one of the safest university campuses in North America. The RCMP confirms that violent crime committed on our campus is very low and that reports of gender-based and sexualized violence on campus are also low.

While UBC is a safe campus by measure of reported crime, we also recognize that within our own community and beyond, gender-based and sexualized violence is vastly underreported. It is important to emphasize that while the RCMP are confident that the recent sexual assaults at UBC were perpetrated by an individual unknown to the victims, the majority of sexual assaults are typically committed by someone known to the victim and not by a stranger. This fact contributes to systemic underreporting of sexual assault and gender-based violence.

The Campus Safety Working Group evolved from an ad-hoc committee brought together to respond to six reported sexual assaults that took place on campus over the period of April to October 2013. This series of assaults was met with great concern on campus and an investment was made by the University to ensure the safety of all members of our campus community. The Campus Safety Working Group was mandated to examine the issues of safety on the Vancouver campus from a strategic standpoint and to identify safety measures that could be strengthened.¹

We believe the implementation of the working group's recommendations will further improve our community's safety. The working group anticipates that there may be an increase in reports of sexual assault on our campus as a result of the events that have taken place this past academic year and the heightened level of awareness and communication on campus. This may be an indication of more individuals reporting these crimes who would otherwise have not.

The UBC Vancouver campus has an existing, well-established network of personal safety programs, services, and community relationships. The Royal Canadian Mounted Police (RCMP), Campus Security, Blue Phones, and the student operated AMS Safewalk program are the most visible services on campus. These, in combination with other educational programs and campaigns, counseling/support groups, student groups, staff safety committees, and housing services, are key contributors to campus safety. The strength for UBC will be fully realized when all of these services work in deep collaboration with individuals who care about our campus and each other to support and contribute to the safety of our campus.

¹ UBC responds to developments in RCMP investigation of Vancouver campus sexual assaults, October 29, 2013, <http://news.ubc.ca/2013/10/29/120649/>

The working group explored priority areas for recommendations through the lens of the professional expertise within the group's membership and thorough research on specific strategies and programs. There were two opportunities for significant community consultation and the recommendations reflect the investment and input of many people through this process. The recommendations made by the working group are meant to address both actual and perceived safety risks on our campus. It is important to acknowledge that for some of the measures explored by the group, there was little to no compelling evidence of effectiveness in crime reduction or prevention.

The working group acknowledges the students, faculty, staff, and residents who work continuously throughout the year to advance UBC's goals of promoting a caring and safe campus community.

SCOPE

The scope of the working group's mandate and the resulting recommendations pertain directly to the UBC Vancouver Point Grey Campus community.

While the mandate of the working group is specific to the UBC Point Grey campus community, we are committed and concerned about all community members wherever they may be. Development of skills and knowledge of personal and community safety will travel with our community members and thus the impacts of these recommendations may be experienced beyond the physical Point Grey campus.

As noted in the Terms of Reference shared with the community², the working group focused on opportunities to leverage technology such as campus Blue Phones, security cameras, and mobile apps, the physical environment of campus, and the role of education and community engagement in building a safe and caring campus community.

REPORTING ON NEXT STEPS AND COMMITMENT TO ONGOING CONSULTATION

This report is the next step in the process of developing and adopting changes that will enhance community safety on campus. The interim report of the working group committed to engaging the community in consultation on its initial recommendations. The working group has since reviewed the feedback received and has developed this revised report with its final set of recommendations. This report has been approved by the University executive for implementation.

The working group recognizes that the issues discussed in this report are not static and that the situation and priorities on campus will evolve over time. This report and process is part of an ongoing public dialogue aimed at continuous improvement.

² <http://www.ubc.ca/staysafe/campus-safety-working-group.html>

Recommendations

IMMEDIATE TERM:

1. Report back to the UBC Point Grey campus community on the plans for implementation of the recommendations herein.
2. Establish a standing task force that will meet quarterly and oversee the planning and implementation of these recommendations.

ONGOING:

3. Conduct a high level review of matters of safety and security on campus every two years or as needed to ensure that all campus safety areas and needs are being addressed by current University policies and procedures. This review process will intentionally engage in dialogue and community consultation and will bring key stakeholders together to collaborate on personal and community safety measures.

CAMPUS SAFETY WORKING GROUP MEMBERSHIP

ORIGINAL WORKING GROUP MEMBERS, Continuing

Barry Eccleton	Director, Campus Security (Chair)
Benjamin Goold	Professor, Law
Brian Heathcote	Chief Financial Officer, Student Housing and Hospitality Services
Chad Hyson	Associate Director, Student Conduct and Safety
Linda McKnight	Director, Human Resources Advisory Services
Janet Mee	Director, Access & Diversity
Janet Teasdale	Managing Director, Student Development and Services (VP Students Office)

ORIGINAL WORKING GROUP MEMBERS Involved in the Development of this Report, Not Continuing

Matthew Duguay	Student Services Manager, AMS
Carole Jolly	Director, Campus Programs and Animation, Campus and Community Planning
Mark MacLean	Senior Instructor, Mathematics

NEW WORKING GROUP MEMBERS

Ron Holton	Chief Risk Officer, Risk Management Services
Anne Kessler	Vice President, Academic and University Affairs, AMS
Daniel Levangie	Executive Director, AMS
David Woodson	Managing Director, Building Operations

Future Campus Safety Working Group

Moving forward, the working group membership has been expanded to include representation from UBC Risk Management Services, Building Operations, and additional representatives from the AMS. The working group would like to thank Professor Mark MacLean, Dr. Emma Cunliffe, Carole Jolly, and Matthew Duguay for their valuable contributions and expertise in the process of developing this report and recommendations.

The working group will continue to bring in subject matter experts into meetings and discussions as needed. The working group will also continue to coordinate with the University RCMP detachment in the implementation of these recommendations.

CAMERAS ON CAMPUS

The University currently has a number of cameras operating inside various buildings at UBC but very few exterior CCTV (external closed circuit television) cameras. The working group's focus was to consider whether adding external CCTV cameras would help in preventing incidents of violent/sexual crimes while also weighing the possible impact of any new surveillance measures on existing security arrangements and the personal privacy of individuals on campus.

A range of different sources were considered in the process of developing the recommendations listed below.

These included:

- Site visits to local campuses with experience of external CCTV cameras.
- Consultation with Canadian colleges and universities on their experiences with external CCTV cameras.
- Relevant Canadian and international research on the use of CCTV cameras for crime control and prevention.
- Consultation with the UBC Access and Privacy Manager.

It is important to note that in the course of reviewing these sources, the sub-committee came to the view that there is currently very little in the way of conclusive evidence suggesting that CCTV cameras reduce crime or make people safer. Instead, it appears that their effectiveness depends on a range of factors, most notably the context in which CCTV cameras are used and their interaction with other crime control measures.

While the evidence examined suggests that installing CCTV cameras across campus may not necessarily lead to less crime or an increase in community safety, there are reasons to believe that being able to monitor entry/exit points may be helpful as an investigatory tool and in the identification of potential offenders. The working group noted that this limited use of CCTV cameras is unlikely to lead to a significant loss of personal privacy or a change in the way individuals use these spaces on campus.

Recommendations

IMMEDIATE TERM:

1. Seek community input through public forums regarding the expansion of electronic surveillance to key campus entry and exit points, including the main transit hubs, for the purpose of recording individuals and vehicles coming on to campus and to aid the investigation of crimes and other serious incidents after the fact. As part of this process, the University will develop a clear policy to address the implementation and appropriate use of CCTV camera surveillance on campus taking into account all relevant privacy considerations.

6 - 12 MONTHS:

2. Undertake a review focusing on the value of CCTV cameras in conjunction with the ideal number of Patrol Officers (POs), improved campus lighting, and increased community education regarding personal safety and security measures.

PROMOTING A SAFE, CARING, AND RESPECTFUL CAMPUS COMMUNITY

Demonstrating care for all members of our campus community is required to foster safe, caring, and respectful living, learning and working environments. Education is the key to changing both individual and group behavior.

While a caring community is one in which all members look out for and support each other, the actions of University administration play a pivotal role in achieving this outcome. Leadership must be demonstrated at all levels of the organization. It will also be important to implement reporting requirements on educational initiatives so progress can be measured over time.

Knowing the full extent of incidents affecting the personal safety of our community members is essential for designing and implementing effective interventions. Personal crime often goes unreported. We must employ multiple ways of assessing our community beyond Campus Security and RCMP incident reporting.

It is also known that victims and survivors of sexualized violence, and the broader community, often make an internal distinction about whether an instance of violence meets legal thresholds for criminal prosecution. This criminal threshold distinction contributes to underreporting. The University emphasizes that any form or incident of sexual or gender-based violence is a serious issue. Community members should not have to make decisions about formal reporting themselves; the institution can and should help support our community.

Clear and transparent protocols and communication continue to be important in ensuring a safe, caring, and respectful experience for our campus community. Prevention of crime will require changes in attitudes and behaviors in our community as a whole. As such, the focus of messaging should be on cultural change and awareness not only individual behavioral change.

Education for our community members should recognize the historical and popular cultural views on sexual and gender-based violence. These recommendations should be viewed in conjunction with the recommendations

intended to support systemic and cultural change put forward by the President's Task Force on Gender-Based Violence and Aboriginal Stereotypes (2014).

Recommendations

6-12 MONTHS:

1. Prioritize educational initiatives and programming (e.g. working with diverse communities, active bystander, sexual assault awareness, safety, bullying and harassment, workplace violence prevention) so that all members of our community have the ability to contribute to a respectful, safe, and caring community.
 - Special consideration to the orientation of new faculty, students, and staff and a refresher for existing students, faculty, and staff.
 - Recognizing the diversity of our incoming student population, a special focus should be given to education for international students who may come from different cultural or physical contexts.
 - In collaboration with the University Health and Safety Committee, expand the role of Local Health and Safety Committees and explore opportunities to effect change through implementation of the new WorkSafeBC bullying and harassment regulations.
 - Expand existing awareness and training for staff working with students as well as managers and HR advisors to ensure they are effective first responders to one's emotional and physical safety and have the knowledge, expertise and resources required to help create inclusive, safe, caring and respectful living, learning and work spaces.
 - Expand existing training for student leaders to ensure they have the knowledge and skills to create safe, respectful, and inclusive activities and spaces.
 - Require annual reporting regarding the implementation of educational initiatives and programs. Publish information related to the University's progress annually.
2. Incidents of crime are currently released in the UBC Campus Security Annual Report. This data is insufficient to support University action to address issues of personal safety. Develop an approach to collect better data to assess the circumstances of incidents related to personal safety occurring on campus. Communicate the results and the University response annually, recognizing that this will foster community dialogue, enhance our ability to create targeted programming, and prioritize additional personal security measures.

Utilize existing tools such as the Workplace Experiences Survey (for staff and faculty) and regular survey tools for graduate and undergraduate students to identify the degree to which we are creating a safe, caring, and respectful campus community.

3. Engage the Public Realm Planners, Facilities Managers and Trades staff in monitoring the built environment (lighting, building access, gardens/shrubs). In collaboration with the University Health and Safety Committee, expand the Local Health & Safety Committee worksite inspections to include safety audits of the exterior of buildings.
4. Develop a coordinated sexual assault response plan under the leadership of the UBC Vancouver Sexual Assault Counsellor (Counselling Services) that includes key campus stakeholders such as the AMS Sexual Assault Support Centre, Campus Security, and the RCMP. This plan should be developed for students, faculty and staff and report to the Vice President Human Resources and the Vice President Students. In developing this plan, gaps in University policies and protocols should also be identified.
5. Develop a protocol and guidelines for UBC campus safety communication (to be housed on the Communicators Network resource page) that uses supportive and empowering language, is inclusive and respectful in voice and tone, and encourages positive community and individual action. High consideration should be given to both frequency and language of messaging used for each communication channel employed to distribute safety messaging.

UNIVERSITY AND RCMP PARTNERSHIP

The senior leadership of the University RCMP detachment and the University work together to respond to incidents and foster a safe and secure community. Working group representatives and the RCMP met in December to engage in a dialogue with a long-term view of improving collaboration.

From the perspective of the University, Campus Security, and the RCMP, there are functional lines of communication and protocols in place and overall a solid working relationship which is a remarkable asset to this community.

The diversity of the community at UBC means that a number of tactics are required when considering a plan for educating our population about personal and community safety planning. There is regular turnover within the student population and a residential community that has made a long term commitment to UBC.

A number of parties are required to engage in the discussion and dialogue so that responsibility for community safety is held with the community and is fully supported by the University, Campus Security, and the RCMP. A community that is engaged in a dialogue and acting with their safety and that of their neighbours and colleagues in mind is a far safer community for all. At the same time, we want to institutionalize certain functions and approaches to ensure data is widely shared, response to victims is supportive across the various units, and our

approach to educational programming, lighting, building alarms, and the physical campus meets our expectations for a safe and secure campus.

Recommendations

IMMEDIATE TERM:

1. Human Resources, Student Services, Campus Security, and the RCMP develop a coordinated approach to communicating safety notices as well as services, resources, and support offerings for victims of crime on campus. Duplication in this area is desirable to ensure that further victimization does not occur.
2. UBC Campus Security and RCMP regularly exchange data and information on incidents of personal security and campus safety. Develop a communication plan for the annual release of population level data based on incident reports to support campus dialogue.³

6 - 12 MONTHS:

3. The University and the RCMP jointly develop community education initiatives to support the increased awareness of personal and community safety.
4. UBC Executive, RCMP, and Campus Security convene an annual stakeholder meeting to discuss safety and security on campus and to support the fuller review that will take place every two years.

COMMUNICATION TOOLS

UBC currently provides a Blue Phone service as part of the network of programs to support a safe campus community. Newer technologies have yet to be proven; however we are at a point in time where we should be planning toward the next generation of our campus strategy.

Campus Blue Phones

Blue phones have been part of UBC's campus security program since the 1990s. They can be used for emergencies and general assistance. The original plan for the Blue Phone program was to allow someone being pursued to activate a Blue Phone and run in any direction towards another Blue Phone activating each phone as they run. The sequence of activations would be tracked by Campus Security who would dispatch the required assistance. The caller does not need to remain at the phone to report and receive assistance.

There are currently 20 outdoor Blue Phones (1 is currently behind construction fencing - Lower Mall and University Blvd) and 4 indoor Blue Phones (Irving K Barber Learning Centre). Three Blue Phones were permanently removed due to construction projects.⁴

³ RCMP data also includes UNA, UEL and Parks Canada

⁴ Main Mall & Agricultural Road | East Mall & U. Blvd | West Mall & U. Blvd.

The use of Blue Phones has diminished over the past few years but they were prominently featured as a safety tool during the recent reports of sexual assaults on campus. The working group conducted a review that led to recommendations regarding the Blue Phone program at UBC. This review included:

- Visits to local Colleges and Universities to review their Blue Phone programs.
- Information provided by various Canadian Colleges and Universities on Blue Phones.
- 2012 UBC Campus & Community Planning report on Blue Phones.
- Review of recent media pertaining to Blue Phones after the sexual assaults on campus.

Mobile Applications

With the widespread use of smart phones on post-secondary campuses, there are a growing number of vendors developing mobile safety/security applications for colleges and universities utilizing emerging technology. The vendors offer both enterprise and personal safety/security mobile applications. The options provided by these applications range from quick touch calling to emergency services and GPS enabled tracking and monitoring.

To assist in reviewing the many options currently available on the market, the working group contacted Digital Media Technologies in UBC Information Technology. The pros and cons of adding campus safety features to the existing Mobile UBC App versus purchasing a stand-alone mobile safety/security application were discussed. It was recommended that the working group should consider a stand-alone mobile campus safety solution and that UBC Information Technology provide the expertise and support in identifying and implementing a solution that would meet the needs of our campus community.

Following the reports of the assaults on campus, UBC Digital Media Technologies had begun to do research into what was currently on the market and being used at colleges and universities across Canada.

Research indicated that the companies in this market are typically small in size; however, many are garnering significant media attention and look to be growing rapidly. The personal safety/security market is trending and while the market's lack of maturity is a positive in terms of cost, it is a negative in terms of stability and historical performance.

The working group concluded that the best option to pursue would be a customized campus safety mobile application that enables the University to communicate and educate on safety services and programs at UBC while providing easy access to these services and programs via the mobile platform.

Conclusion

While we have recommended that UBC maintains the Blue Phone system, this recommendation reflects the need for more time to consider the full utility of this system and to further investigate mobile applications or other tools that would achieve a similar outcome for improved personal and community safety.

Recommendations

IMMEDIATE TERM:

1. UBC maintain a Blue Phone service network until a new strategy has been fully considered and an action plan is in place to implement the strategy including consultation and communication with our community.
2. Investigate equipping existing Blue Light Phones with incident driven cameras that would be activated each time a phone call is made. The Blue Light Phone camera would capture the caller and anyone in the immediate vicinity and cease recording shortly after the call was terminated
3. Strike a cross-functional team to lead the development and implementation of a mobile phone application (for students, staff, and faculty) using the framework developed by the working group, which highlights key considerations.

6 - 12 MONTHS:

4. Determine whether the Blue Phone service will continue within a larger plan to support the need for individuals to communicate with emergency responders during an incident. The plan should focus on existing/emerging technologies, their effectiveness, and the growth of our campus community and should do so in a systemic and strategic manner.

Mobility and Visibility on Campus

The UBC campus core is pedestrian-primary and members of the community regularly work or study in the evening and at night when visibility and community animation is limited. This is part of a larger issue regarding accessibility and mobility on our large campus and the need for diverse members of our community to commute across campus during all hours of the day.

Lighting

A lighting assessment was conducted to measure lighting levels along walking routes and assess the perception of safety along the routes (referencing crime prevention through environmental design – CPTED guidelines). For areas where lighting was insufficient according to campus requirements and where the perception of safety was poor, mitigation measures were identified. The types of mitigation measures include increased lighting (increase wattage or change bulbs), light standard maintenance, and landscaping design.

Safewalk Program

The Safewalk Program is a student service operated by the AMS to provide members of the UBC community and campus guests with a responsive late night point-to-point transfer service. With the recent sexual assaults on campus, AMS Safewalk, in partnership with the University, responded to the increased demand for Safewalk and expanded the service. This response included keeping up with demand by deploying additional personnel, expanding the service with the use of a car, strengthening the coordination between Campus Security and the Safewalk Program over the course of the evening, and providing financial and operational resources to ensure

consistent service levels for Safewalk clients. While these measures were put in place successfully, the current operating and financial structure of the Safewalk program is not sustainable.

Recommendations

IMMEDIATE TERM:

1. Prioritize the operational plan to continue to improve visibility and mobility on campus by responding to changing vegetation, landscaping, and daylight hours. Campus and Community Planning staff will continue to work with University partners, including the Ministry of Transportation and the University Endowment Lands, to improve management of infrastructure maintenance and service levels. Safety will be a key consideration for all improvements made in the Public Realm and all campus development and maintenance projects.
2. Develop a clear internal communications strategy to coordinate the University's approach to campus safety including design principles, activity, lighting, individual behavior, and the many strategies that work together to contribute to a safer campus.
3. The VP Students, Campus Security, and the AMS will strike a team to consider the program development and resources required to improve upon the value of the current Safewalk Program. This team will deliver a report to the campus by Fall of 2014.
4. The VP Students, Campus Security, and the AMS Safewalk Program will develop a strategy for summer operations.

6 - 12 MONTHS AND ONGOING:

5. Develop a plan for providing mobility solutions to community members with short-term mobility constraints to commuting across campus during all hours of the day.
6. Campus and Community Planning, Infrastructure Development, and Building Operations oversee a thorough campus wide lighting review which includes the full pedestrian and road network and incorporates sustainability considerations. Conduct ongoing and bi-annual lighting assessments on walking routes to address and respond to maintenance issues and additional safety concerns as they emerge. The results will be reported annually to VP Finance, Operations and Resources, VP Students, and the AMS for discussion and assessment.