



PRIVATE & CONFIDENTIAL

Executive Summary of the Report to:

**UNIVERSITY OF BRITISH
COLUMBIA**

**Per: Peter Smailes
Vice President, Finance and Operations**

Date: April 15, 2021

RE: Campus Security External Review

Prepared by:

Dana J. Campbell-Stevens
RUBIN THOMLINSON LLP
20 Adelaide Street East, Suite 1104
Toronto, Ontario M5C 2T6
Telephone: 416-597-5743
Email: dcampbell@rubinthomlinson.com
www.rubinthomlinson.com

TABLE OF CONTENTS

1. Introduction and Mandate	1
2. Conduct of the Review	3
a) Policies.....	3
b) Interviews	4
c) Survey	6
d) Incident Reports.....	7
e) Other sources of information	8
3. Information about the Racial Demographic at UBC.....	9
a) UBC Vancouver	9
b) UBC Okanagan	10
4. Key Learnings and Observations.....	10
a) General observations regarding the review	11
b) Joint observations for UBC Vancouver & UBC Okanagan	11
i. Concerns in the SOPs	11
ii. Unclear reporting and investigation process	12
iii. Lack of training for campus security	13
iv. Disparity in information collected by campus security	14
c) Observations for UBC Vancouver	14
i. Racial profiling by campus security	14

ii.	Under-policing by campus security.....	15
iii.	Uncertainty regarding the role of RCMP and campus security	15
d)	Observations for UBC Okanagan	16
i.	Contract security guards.....	16
ii.	Lack of diversity.....	17
e)	Institutional Observations	17
i.	Lack of training across campus	17
ii.	Lack of diversity in academic community.....	17
5.	Recommendations for Campus Security.....	17
	Recommendation #1 – Policy Enhancements.....	17
	Recommendation #2 – Training	18
	Recommendation #3 – Engage a different body or office to investigate complaints against campus security	20
	Recommendation #4 – Target diversity in campus security	20
	Recommendation #5 – Enhance engagement of security guards for UBC Okanagan	20
6.	Institutional Recommendations.....	21
	Recommendation #1 – Policy Enhancements.....	21
	Recommendation #2 – Training	22
	Recommendation # 3 – Target diversity in the faculty and staff at UBC and take steps to minimize risk of systemic discrimination	23



Recommendation # 4 — Target diversity in the literature used at UBC
and remove literature that promotes or incites discrimination
against any racialized groups.....24

1. Introduction and Mandate

On August 24, 2020, the University of British Columbia (“UBC”) retained Rubin Thomlinson LLP to conduct an independent review of UBC policies and procedures that govern campus security for both the Vancouver and Okanagan UBC campuses (“UBC Vancouver” and “UBC Okanagan”). Specifically, we were asked to examine the relevant policies and procedures for systemic bias and institutional racism and provide recommendations to eliminate bias based on best or alternative practices in other post-secondary institutions. After consultation with UBC, we were asked to consider the following policies through the lens of their application to the practices and procedures of campus security and the potential for systemic discrimination:

- (i) Health & Safety Policy – Policy SC1
- (ii) Smoking Vaping Policy – Policy SC2
- (iii) Discrimination Policy – Policy SC7
- (iv) Alcohol Policy – Policy SC9
- (v) At-Risk Behaviour Policy – Policy SC13
- (vi) Information Systems Policy – Policy SC14
- (vii) Sexual Misconduct Policy – Policy SC17
- (viii) Retaliation Policy – Policy SC18
- (ix) Employment Advertising Policy – Policy HR11
- (x) Employment Equity Policy – Policy HR10

- (xi) Respectful Environment Statement
- (xii) Student Code of Conduct
- (xiii) Campus Security Standard Operating Procedures – Vancouver
- (xiv) Campus Security Standard Operating Procedures – Okanagan

Upon a preliminary review of our draft report outlining our findings in relation to the above-stated mandate, UBC recognized that concerns were raised by the campus community, regarding racial discrimination and/or racial harassment on campus, that extended beyond campus security. In light of this observation, UBC requested that we also provide institutional recommendations that can be applied across the wider UBC community in order to address these concerns.

It should be noted that the substantive review was not carried out in such a manner to examine the policies, practices, and procedures across the wider UBC campus community, as that was not part of the initial mandate. However, insofar as the campus community took the opportunity, during this review, to raise their concerns that extended beyond campus security (as discussed below under section 6), we were provided with information upon which we could base some institutional recommendations. We, therefore, include these recommendations in our report.

We confirm that we carried out the review impartially and that we reached the findings in this report independently, without interference from the client.

2. Conduct of the Review

As part of the review, we were asked to do the following:

- a. Review the relevant written policies for UBC Vancouver and UBC Okanagan.
- b. Conduct interviews with:
 - (i) Members of campus security for each campus.
 - (ii) Key campus community partners and stakeholders (“Stakeholders”).
- c. Solicit feedback from the campus community through a survey.
- d. Examine a selection of reports of incidents on campus involving campus security.

In addition to the above, we also reviewed and considered other sources of information which are discussed below under section 2(e).

a) Policies

To launch the review process, we conducted a preliminary review of the above-mentioned identified policies, with a view to determining the areas to be covered in the respective interviews and the survey. After the interviews and survey were conducted, as described below, we then conducted a more in-depth review of the policies. We conducted this in-depth review having regard to the information gathered in the interviews and survey and with a view to identifying the areas of concern regarding racial discrimination and racial harassment in the operations of campus security.

b) Interviews

For the interview process, UBC pre-determined the departments and representatives of campus security to be interviewed. The purpose of the interviews was to gain insight into any experiences of racial discrimination and racial harassment the participants had with campus security with a view to understanding the practices and procedures applied by campus security which may have contributed to those experiences. We were also looking to assess the interviewees' knowledge and understanding of the Discrimination Policy SC7 and the Campus Security Standard Operating procedures.

There were two sources of interviewees: those from campus security and those from other stakeholder groups.

The interviewees from campus security represented all levels of the security department (for both campuses) including management, communication operators (dispatchers), and patrol officers. We understand that UBC sent an email communication to the members of campus security informing them, amongst other things, of the external policy and procedure review being conducted and of the possibility that they would be asked to participate in the review process through an invitation to an interview or through a survey.

The following Stakeholders were selected by UBC:¹

- (i) Student Government – Alma Mater Society, Graduate Society, UBC Okanagan Student Union.

¹ UBC also selected the individual representatives from the Stakeholders to participate in the review.

- (ii) Student Services – Student Conduct Office, Student Counselling Services, Student Engagement
- (iii) Housing – Resident Life & Administration, Student Housing & Community Services
- (iv) Indigenous Services – Aboriginal Programs & Services, First Nations House of Learning, Institute of Critical Indigenous Studies
- (v) International Student Services and International Programs & Services
- (vi) Sexual Violence Services – Sexual Violence Prevention & Response Offices, Sexual Assault Support Centre, Investigations Office, Respondent Support Advisor
- (vii) Senior Leadership – Provost’s Office, Human Resources, Finance & Operations, Equity & Inclusion.
- (viii) Faculty Association

We understand that UBC sent email invitations to their selected representatives from the Stakeholders to invite them to participate in the review. Most representatives agreed to participate; however, there were some who declined participation. To maintain anonymity in the report, we have not identified the declining representatives. Nevertheless, we are satisfied that the interviews captured an adequate cross-section of the Stakeholders to obtain relevant information.

The interviews with campus security and the Stakeholders were conducted between November 3, 2020 – December 4, 2020. We conducted individual interviews with representatives of campus security, while we used a

combination of both individual and group interviews with the Stakeholders. We interviewed a total of 75 people. During our interviews with the Stakeholders, we were also informed of the Black Students Union. UBC agreed to including them in our interviews. We were able to conduct this interview in January 2021.

c) Survey

In consultation with UBC, we determined that the survey would be conducted through the UBC's online portal. This allowed the entire university community (including students, faculty, and staff) to have access to the survey. The survey was launched on November 12, 2020, and closed on November 22, 2020. The aim of the survey was to understand the experience and perspective of members of the campus community on the issues of racial discrimination and racial harassment on campus and with campus security. Survey participants were not required to identify themselves in order to complete the survey and so many surveys were submitted anonymously.

UBC granted us access to the UBC survey platform, Qualtrics, which facilitated our independent analysis of the survey data collected. There were 1,798 recorded survey responses. However, we note that some questions were not answered by all participants and some questions allowed for more than one option in the response. Therefore, the number of responses for each question did not necessarily amount to 1,798.

d) Incident Reports

For UBC Vancouver and UBC Okanagan, we were provided with campus security incident reports (“Incident Reports”).² We were informed that the Incident Reports we received were those related to hate or bias. The Incident Reports included both reports made to campus security regarding campus security officers as well as reports made to campus security about other people (non-campus security – whether staff, faculty, student, or visitor).

In relation to UBC Vancouver, we were also provided with summaries of complaints (“Complaints”)³ that were submitted to Employment Relations, a department within UBC Vancouver, regarding members of campus security at UBC Vancouver (these differ from Incident Reports). Our understanding is that these incidents involved allegations or complaints against campus security staff of “potential culpable misconduct” that would have triggered “an employment investigation.”⁴ We did not receive similar information for UBC Okanagan.⁵ We understand that UBC Okanagan hires contract security guards from an independent security company.

The Incident Reports we received were dated between November 2019 – September 2020. UBC Vancouver and UBC Okanagan provided summaries of the Incident Reports (as opposed to the full reports) generated by campus security for their respective campuses. We also requested and

² We understand that campus security completes these reports. The reports are in relation to any incident to which they respond, or a complaint submitted to them.

³ The summaries were prepared by UBC.

⁴ This description was provided by UBC along with the summaries.

⁵ We understand from UBC Okanagan that there was only one incident that involved an “employment investigation,” and it is captured in s8. P104 of the report.

received the actual Incident Reports for further review, as we did not wish to limit our review to UBC’s subjective summary of the incidents.

e) Other sources of information

In addition to undertaking the following steps, we asked UBC to provide us with available data regarding the racial diversity of UBC. UBC provided its Employment Equity Report for 2019⁶ as well as a blog article titled “UBC’s enrolment stats 2019/20: Admission rates, averages, demographics and more,” written by Joshua Azizi and published on February 20, 2020, on *The Ubyyssey*.⁷ UBC informed us that data in relation to race and ethnicity for students has not been collected by UBC with any degree of reliability to date. However, we were further informed that a pilot project is currently underway to remedy this issue.⁸

During the interviews with the Stakeholders and as part of the feedback received from the survey, we were directed to an Instagram page – “Blackatubc.” We were told that this page was used for the UBC community to anonymously share experiences of racial discrimination at UBC. Therefore, we reviewed the comments on this page to determine whether there were any concerns relating to campus security. In our review, we noted that, with the exception of one incident, the incidents described on this page did not relate to campus security but rather to other faculty, staff,

⁶ This is a report prepared by UBC as part of its effort to ensure “accountability to access, success and representation of historically underserved, marginalized or excluded populations. [The] report provides tables showing the headcount and percentage of employees in each Occupational Group and Designated Group” – with “Occupational Group” and “Designated Group” being terms defined in the Equity Report.

⁷ UBC’s independent, student-run paper.

⁸ We do not have any further information regarding this pilot project or its status.

and students. Therefore, in our report, we focused on the incident involving campus security and included a very brief summary of the other matters.

At the conclusion of the process, we were satisfied that the content and volume of the information received through the review provided us with valuable insight into the issues of discrimination and racial harassment in relation to campus security and allowed us to make meaningful recommendations in response.

3. Information about the Racial Demographic at UBC⁹

According to *The Ubyyssey* article, UBC's student population is about 67,958, with 57,250 students attending UBC Vancouver and 10,708 attending UBC Okanagan. It states that the majority of students at both campuses are undergraduates. The article states that domestic students comprise 73% of the students across both campuses. However, the number of international students is increasing at a much higher rate than domestic students. The article states that the largest number of international students at UBC are from China; however, a significant number are also from India and the United States.

a) UBC Vancouver

The Equity Report states that, at UBC Vancouver, 2.5% of employees identified as Aboriginal People while 36.1% identified as visible minorities. *The Ubyyssey* article states that UBC Vancouver has 1,207 self-identified

⁹ The information in this section is taken from www.worldpopulationreview.com; UBC's 2019 Employment Equity Report ("the Equity Report"); blog article from *The Ubyyssey* entitled "UBC's enrolment stats 2019/2020: Admission rates, averages, demographics and more" ("*The Ubyyssey* article").

Aboriginal students – they represent 2.1% of the total student population of UBC Vancouver.

b) UBC Okanagan

The Equity Report states that, at UBC Okanagan, 4.8% of employees identified as Aboriginal People; 13.5% of employees identified as visible minorities. *The Ubysey* article states that UBC Okanagan has 649 self-identified Aboriginal students – they represent 6.1% of the student population at UBC Okanagan.

4. Key Learnings and Observations

Following our full review, we identified areas of concern that have or could potentially give rise to racial discrimination or racial harassment. While we reviewed multiple policies, as part of this review, we only made specific reference in our report to the policies and procedures where we identified concerns or opportunities for improvement. The specific policies or statements referenced in our conclusion and recommendations are: Discrimination Policy – Policy SC7, and the Campus Security Standard Operating Procedures for each of UBC Vancouver and UBC Okanagan.

While some policies apply jointly to both UBC Vancouver and UBC Okanagan, the Standard Operating Procedures (“SOPs”) that govern campus security on each campus differ. UBC Vancouver and UBC Okanagan have separate SOPs that govern the operations of their respective campus security detachments. In addition, in some respects, the campus environment at each location also differed. Therefore, in our report we made general observations, as well as joint recommendations (that apply to both UBC Vancouver and UBC Okanagan) and separate recommendations (that apply only to one or the other).

a) General observations regarding the review

In the survey, most participants either did not consider racial discrimination or racial harassment to be a problem at UBC, or were neutral on the issue, and did not identify any negative experiences with campus security in that regard. While that may have been the majority response, we recognize that when addressing the issues of racial discrimination and racial harassment, the majority response may not be reflective of whether or not there is in fact a problem, particularly where the majority participants are non-racialized (which was the case in respect of the survey). Therefore, in our review, although we considered all information obtained, our assessment and recommendations were informed primarily by the perspective of the minority participants who identified as racialized persons. We also wish to note that we did receive very useful and objective information from persons who did not identify as racialized and such responses aided in our review.

b) Joint observations for UBC Vancouver & UBC Okanagan

i. Concerns in the SOPs

We identified concerns in the policies within the respective SOPs for both campuses. In our view and as discussed in the report, these concerns give rise to potential risks of discrimination (whether individual or systemic). The policy areas identified include requests for student identification, suspicious person, demonstrations and protests, and use of force. We have noted in the report the areas where the policies governing these issues need revision in order to alleviate the risk of racial discrimination or racial harassment. A summary of our policy recommendations in the report is attached hereto as Appendix A.

ii. Unclear reporting and investigation process

Through the review, we learned that there is a general uncertainty regarding the policy that governs discrimination and harassment and the reporting and investigation process. Specifically:

- a) There is a general lack of awareness of the UBC policy (Policy SC7 – Discrimination) that governs discrimination at UBC.
- b) There is uncertainty around both the reporting and investigative procedure for complaints of racial discrimination and racial harassment, and in particular when reports should be made to campus security and how they would then be investigated. Given the procedural uncertainty around this issue, the approach to handling complaints by campus security becomes ad hoc, subjective, and dependent on the individuals involved. We considered this subjective and ad hoc approach to be a flaw in the system that could allow for the making of discriminatory or biased decisions by campus security officers.
- c) The campus community is uncertain of the role that campus security is to play in complaints of racial discrimination and racial harassment, if any.
- d) Currently, the procedure for reporting allegations of racial discrimination or racial harassment at UBC is quite decentralized. Specifically, multiple offices are involved in the reporting and investigation process and the connection between these offices is unclear. The relevant offices include Equity & Inclusion, Investigations, Human Resources, and where the circumstances require it, campus security. Insofar as complainants are referred to

different offices, in addition to creating frustration and a barrier to resolution, there is the potential for re-victimization and for individuals to be discouraged from reporting issues of racial harassment and discrimination.

In addition to the above, we also recognized that the existing processes do not adequately take into consideration differences in groups. Specifically, the resolution processes do not contemplate an Indigenous perspective, despite there being a substantial Indigenous population at UBC.

iii. Lack of training for campus security

Through the review, we also learned that there is a lack of training for campus security, specifically on racial discrimination or racial harassment as well as the applicable UBC policies on the issue. The information gathered in the interviews suggests that campus security may have received training on issues relating to sexual harassment and gender identity. However, the same focus has not been given to racial discrimination or racial harassment.

Campus security personnel, particularly at UBC Okanagan, indicated that they are not exposed to or competent on issues relating to racial discrimination or the experience of racialized persons. Their limited exposure to and training on these issues presents a problem because their ability to rely on their common sense is constrained due to their limited world view. Furthermore, their lack of training together with the fact that policies are unclear allows members of campus security to make decisions influenced by their unconscious bias. This presents a risk that individuals will feel targeted or discriminated against by campus security, even if that is

not the intention, or that their concerns are being minimized by campus security.

iv. Disparity in information collected by campus security

In the Incident Reports, we noted a disparity in the information collected by campus security for each incident. For example, we noted that in some instances, the race of the individuals involved in the incident is not captured, even if the incident has a race-related component; yet, in other situations, the race of the individuals concerned is captured. The reason for the disparity is unclear. Where there is a lack of consistency and the implementation of ad hoc or subjective responses, there is a risk of discrimination.

c) Observations for UBC Vancouver

i. Racial profiling by campus security

We learned in the review that there is a concern that campus security at UBC Vancouver targets racialized persons and/or subjects racialized persons to greater scrutiny. In addition, we heard that campus security has encouraged other members of the UBC community to racially profile people. Our review also noted that the language used in certain policies in the SOPs gives rise to the potential for racial profiling by campus security.

Our review also determined a lack of clarity regarding when identification may be sought by campus security. This lack of clarity results in a risk that campus security adopts an ad hoc or subjective approach to requesting that individual produce investigation, which further increases the chances of racial profiling.

ii. Under-policing by campus security

Many review participants raised concerns regarding campus events which resulted in conflict between individuals' right to freedom of speech and individuals' right to be free of discrimination and harassment on campus. This concern was raised primarily in relation to UBC Vancouver.

Specifically, we identified that campus security is viewed as failing to respond to incidents involving students being assaulted at these events. We heard that these incidents occur in the presence of campus security with no intervention. If true, this may fall into the category of "under-policing," which has been identified by the Ontario Human Rights Commission as a form of racial profiling.¹⁰ It is apparent that, even if campus security feels that they respond appropriately in these situations, this is not the perception of the campus community. Rather, there is a sense that campus security is not protecting racialized persons and is more concerned about protecting those subjecting them to violence.

iii. Uncertainty regarding the role of RCMP and campus security

In relation to UBC Vancouver specifically, there is an RCMP detachment on campus. We understand that the RCMP's presence at UBC Vancouver is a result of its responsibility for the University Endowment Lands, which includes the UBC campus. Specifically, it is noted in SOP32 (discussed in the report under section 9(a)(v)) that the university detachment of the RCMP is responsible for the University Endowment Lands, inclusive of the UBC campus.

¹⁰ Ontario Human Rights Commission "Policy on eliminating racial profiling in law enforcement."

We learned through the review that campus security appears to work closely with the RCMP. It appears that the close relationship creates confusion for the UBC community and, to some degree, the members of campus security. We learned that the presence of the RCMP on campus is not well-received by many, as it is believed that they create an environment of policing, which is considered inappropriate for a university campus. This issue of policing on campus was noted as disproportionately impacting racialized persons, particularly Black persons, who have a negative history with the police. Some persons expressed a fear of racial violence at the hands of police officers.

While many review participants believed that the RCMP should not be on campus at all, we also heard that there is a lack of certainty regarding the RCMP's role as distinct from the role of campus security. This lack of clarity was not only evident from survey participants and Stakeholders, but also amidst the campus security patrol officers themselves.

d) Observations for UBC Okanagan

i. Contract security guards

We learned through the review that the patrol officers at UBC Okanagan are not employed by UBC but rather are contract security guards employed by an independent contractor. Some participants raised concerns that contract security guards are not particularly invested in the campus community and, given their high turnover and lack of training, there is no consistency in their practices. Further, we learned from our interviews with some of the contract officers that they were either not familiar with the relevant policies and/or did not consider that it was their responsibility to read or be informed of them.

ii. Lack of diversity

A number of review participants noted that the UBC Okanagan community is diverse; however, the community in which UBC Okanagan is located is not diverse and neither is campus security insofar as it comprises mainly of white males.

e) Institutional Observations

i. Lack of training across campus

We heard a general concern that there is a lack of training for students, staff, and faculty regarding race-based discrimination and unconscious bias.

ii. Lack of diversity in academic community

We also heard a concern that there is a lack of diversity on campus. Specifically, we heard that there is a need for diversity in all levels of administration (including positions of power) and in the literature used on campus.

5. Recommendations for Campus Security

Following our review, we have made the following recommendations:

Recommendation #1 — Policy Enhancements

In the report, we identified specific opportunities to improve the existing policies within the SOPs for each campus. We also made suggestions on how to revise the respective policies and the policy structure to achieve those improvements. We recommend that these suggestions be accepted and implemented accordingly. Implementation of these policy enhancements will go a long way towards addressing the above-mentioned

concerns regarding racial profiling by campus security, unclear reporting and investigation processes, and provide clarification of the role of campus security and the RCMP, where necessary. If adopted, it is important that the revisions to the policies be communicated, not only to campus security personnel, but also to the wider community insofar as the members of the campus community are impacted by the issues sought to be addressed. As noted above, a summary of the policy recommendations is attached hereto as Appendix A.

Recommendation #2 – Training

Having identified the lack of understanding on the part of campus security regarding racial discrimination and racial harassment, we recommend the following:

- a) That UBC implement a training program to familiarize campus security with the following: racial discrimination and racial harassment (what it means and the behaviour that may fall within each category), racially unbiased policing, implicit bias, cultural diversity, appropriate communications with racialized people, neutral/unbiased investigation processes. We were advised during the review that UBC is currently conducting training for certain staff¹¹ members and so some of what we are recommending may have already been addressed.
- b) That there also be training on SOPs following any enhancements undertaken in response to the recommendation above. We also recommend that campus security be trained on the UBC policies (outside of the SOPs) that govern them. For example, the

¹¹ We are not certain if this is campus security staff or staff in general across UBC.

Discrimination Policy – SC7, the Respectful Environment Statement, and the At-Risk Behaviour Policy – SC13.

- c) Campus security should also be trained on (i) the relevant information to be recorded in an Incident Report where the incident relates to racial hate or bias and (ii) the circumstances in which information regarding race or ethnicity ought to be recorded.
- d) That the above training sessions be part of a mandatory, formal training program and that a record be kept indicating that the officers have attended the training. Given that the learning on racial discrimination and racial harassment continues to evolve, we recommend that the topic form part of ongoing training for campus security.
- e) That insofar as there is a concern that campus security fails to intervene where there are safety concerns at freedom of expression events, campus security be trained on the limitations to freedom of expression and the appropriate response where the exercise of that freedom gives rise to safety concerns.
- f) Specifically, in relation to UBC Okanagan, that despite the patrol officers being contract officers, they be trained in the UBC policies that apply to them when they are assigned to the campus.

Also, while not exclusively connected to the issue of race, UBC may wish to consider training campus security on how to respond to mental health issues, if they have not already done so. We raise this because it was noted in the interviews by some participants that individuals who exhibit “At-Risk” behaviour, thereby prompting the response of campus security or the RCMP, are sometimes racialized persons with mental health issues.

Recommendation #3 — Engage a different body or office to investigate complaints against campus security

Notwithstanding our general observation above regarding lack of clarity in the investigation process, we also identified a specific concern with the process whereby a complaint of racial discrimination or racial harassment against campus security is investigated by campus security. If the validity of a complaint is assessed by members of campus security and found to be unsubstantiated, the process may be viewed as biased. This is because there is a perception (real or not) that law enforcement tends to protect their own and fails to hold their members accountable. In order to avoid that perception, we recommend that complaints against campus security for racial discrimination or racial harassment be handled directly by another office such as the Equity & Inclusion Office or the Investigations Office and/or where necessary, an investigator external to UBC.

Recommendation #4 — Target diversity in campus security

Given the lack of diversity noted by review participants in the broader community outside of UBC Okanagan, and in campus security specifically, we recommend that UBC Okanagan target a campus security team whose racial representation reflects the racial diversity of the campus community as a whole.

Recommendation #5 — Enhance engagement of security guards for UBC Okanagan

As noted above, the review revealed that the patrol officers at UBC Okanagan are not employed by UBC but rather are contract security guards employed by an independent contractor. Given the concerns identified in the review in relation to this practice (that contract security guards are not

particularly invested in the campus community, have high turnover and lack of training, have inconsistent practices, are either not familiar with the relevant policies and/or do not consider that it is their responsibility to read or be informed of them), we recommend that UBC Okanagan either (1) transition to having patrol officers employed by UBC so that they can minimize the turnover and work on developing the right culture, or (2) invest greater time and effort in ensuring that the contract officers assigned to the campus are sufficiently trained on the relevant policies.

6. Institutional Recommendations

Recommendation #1 — Policy Enhancements

In the report, we have identified opportunities to improve Discrimination Policy SC7. We have made suggestions on how to revise the current policy structure to achieve those improvements. We recommend that the suggestions be accepted and implemented accordingly. Implementation of these policy enhancements will go a long way towards addressing the above-mentioned concerns. A summary of these policy recommendations is also included in Appendix A.

If adopted, it is important that the revisions to the policies be communicated to the wider community. In order to be effective, the communication must be sufficiently widespread. For example, publication on the UBC website, publication in *The Ubysey* with directions on where the policy (or policies) may be found, notification to all heads of departments with the mandate that the changes be communicated to the staff, faculty, and students within those departments, and notification to student bodies and governments with the request that they be shared on available platforms.

Recommendation #2 — Training

Given the concerns raised by the campus community, we recommend that UBC adopt some of our recommendations on training for campus security and apply them to broader groups of individuals across campus (student, staff, and faculty). Specifically, we recommend:

- a) That UBC implement a training program to familiarize students, staff, and faculty with the following: racial discrimination and racial harassment (what it means and the behaviour that may fall within each category), implicit bias, cultural diversity, and appropriate communications with racialized people – including communication in online platforms, neutral/unbiased investigation processes,¹² and reprisal. The training should be mandatory for staff and faculty. We understand that UBC has or is currently conducting training for certain staff members¹³ and so some of what we are recommending may have already been addressed. In relation to students, we appreciate that it may be difficult to mandate training for students; however, the training should be available and a clear message should be sent informing students about the training and urging them to participate.
- b) That there also be training on the relevant policies following any enhancements undertaken in response to the recommendations above. The training should be tailored to suit the respective categories of individuals (for example, student, staff, and faculty). The training should also explain the importance of confidentiality,

¹² The recommendation for training on neutral/unbiased investigative processes applies to the staff, faculties, and/or departments that engage in investigation processes.

¹³ We are not certain if this is campus security staff or staff in general across UBC.

the prohibition against reprisal, and clarify how anonymous complaints will be handled. Where possible, the training should be mandatory.

Recommendation # 3 – Target diversity in the faculty and staff at UBC and take steps to minimize risk of systemic discrimination

Some participants attributed the problems of racial discrimination and racial harassment to the lack of diversity in the faculty and staff on campus. In order to address this issue, we recommend that UBC:

- a) Set reasonable targets to increase racial diversity in UBC departments (both academic and administrative) which reflect the racial diversity of the campus community which they serve. We recommend that these targets be made public and that UBC report annually on achievements relative to those targets. Doing so would convey UBC's commitment to being accountable to the UBC community.
- b) If it has not already done so, review its practices and procedures regarding hiring and promotion to check for potential systemic discrimination. As part of this review, we considered UBC's Employment Advertising Policy – Policy HR11 and its Employment Equity Policy – Policy HR10.¹⁴ We note that these policies, quite commendably, emphasize the importance of removing any discriminatory barriers to employment and the advancement of

¹⁴ These policies were included in our preliminary review, as described above under section 1. However, insofar as we did not identify any concerns specifically relating to the issues of racial discrimination and/or racial harassment, the provisions of these policies are not detailed above. Nevertheless, we refer to them here as they relate to the broader issues identified regarding diversity across campus and, therefore, inform our recommendations.

employees, equal opportunity for employment, and a desire to increase the diversity of faculty and staff. However, given the concerns raised by the campus community, we recommend that UBC review its practices and procedures regarding hiring and promotion across the respective campuses to ensure that they in fact align with the purpose of these policies.

Recommendation # 4 — Target diversity in the literature used at UBC and remove literature that promotes or incites discrimination against any racialized groups

In addition to the concern about lack of diversity in staff and faculty, some participants also attributed the issues of racial discrimination and racial harassment on campus to the literature used on campus. In order to address this issue, we recommend a two-pronged approach: a survey to elicit feedback about lack of diversity in the current curriculum, and a task force with a mandate to try and improve educational diversity going forward. Specifically, we recommend that UBC:

- a) Conduct a campus-wide survey inviting the campus community to identify any literature used as part of any UBC curriculum which either promotes discrimination against or disregards any particular racialized group. In that survey, the participants should be asked to explain why the identified piece of literature is problematic and indicate if the concern pertains to the piece of literature and/or the manner in which it is used in the classroom.
- b) Based on the information obtained from the survey:
 - (i) charge the respective departments that use the identified literature as part of their curriculum with responsibility for

reviewing these pieces of literature and determining whether there needs to be any change to the curriculum, and

(ii) engage subject-matter experts to aid the respective departments in understanding the concerns raised about the identified pieces of literature.

- c) Communicate the findings and determinations regarding the identified literature to the campus community so that they are not left with the feeling that nothing was done in furtherance of the survey.
- d) Form a task force that will be given the mandate of determining how to increase diversity and inclusion in the classroom, including diversity in student engagement and diversity in the curricula across UBC. Perhaps the task force, if formed, could consider adopting a phased approach as follows:
- (i) Phase 1 – Engage and/or provide resources that can be used by faculty members to increase/improve diversity in their classroom and in their curriculum. The benefit of this soft approach to start is that it would allow those faculty members who have already identified a need for change to utilize those resources. We suggest that when notifying the respective departments of the available resources, steps also be taken to educate them on the benefits of participating in the process. It is our hope that this learning will encourage their participation.
- (ii) Phase 2 – Engage in further review to (a) assess where there may be a need for increased diversity and (b) identify



measures that can be taken to solicit participation from other faculty members who have not yet made use of the available resources. We recognize the possibility that not all faculty members who should perhaps use the available resources will do so. Thus, there may be a need for the task force to review the utilization of the resources and assess whether more targeted measures need to be taken.

Date: April 15, 2021

A handwritten signature in blue ink, appearing to read 'Dana J. Campbell-Stevens', is written over a horizontal line.

Per: Dana J. Campbell-Stevens
RUBIN THOMLINSON LLP