Annual Progress Report
Community Board on Public Safety
July 12, 2021

SECTION I

Preamble

The establishment of this Board was announced less than three weeks after the murder of George Floyd and was, in part, motivated by engagement on the part of Black student leaders with university leadership. The Board understands that examining public safety services on campus with an eye to improving them—if and where needed—is a complicated, controversial, and for many, emotionally charged effort.

Because of the diverse topography of the Stanford community, which has much in common with small cities – residential subdivisions, parks, high-rise residences, and energy generation facilities – it is a challenging environment in which to manage public safety. It is also true because of the size of the Stanford community--with nearly 8200 acres spanning from the other side of the 280 freeway to the west, to El Camino Real to the east, and from the Stanford Research Park to the south, extending to Menlo Park to the north. And it is true because of the diversity of communities of people that call Stanford home – some year-round, some during the school year, some as their workplace, and some as a place for cultural and community activities. These complex features mean that when and where improvements are called for, they will have to be thoughtful and well-targeted.

The Board also has a growing understanding and certain appreciation for the difficult work that is often part of law enforcement at Stanford, and the dedication with which the Stanford University Department of Public Safety (SUDPS) and its officers perform that work. Moreover, the Board's engagement with SUDPS and its officers has only deepened that appreciation. Yet when synthesizing input from the various parts of the Stanford community, it is also clear that there are misalignments between services SUDPS has historically provided, the expectations or desires of some parts of the larger Stanford community, and local and national police/community engagement trends.

Background

The Board is charged with identifying and making recommendations to improve public safety at Stanford, and the subjective sense of safety among students, staff, and faculty. Since its inception, the Board has worked against a backdrop of increasingly

stressed public safety systems around the nation. Over the past year nearly 1,000[1] people have lost their lives in interactions with the police, including close to 100[2] people with mental health problems. These events have unfolded in an environment of increased violence across the country. For example, as of July10, 2021, there have been 334[3] mass shootings in the U.S. this year; and there has been a dramatic escalation of violence toward Asian and Pacific Islander communities around the country. The Board does not suggest that these events are occurring on the Stanford campus, but it cannot ignore that events occurring in other communities affect the climate on campus. This general propensity towards violence in our society directly and indirectly affects us all.

It especially affects the trust levels of minority communities that feel most targeted by both community violence and police use of force. Clearly law enforcement plays a critical role in protecting society against violence. Law enforcement officers place themselves in harm's way on a daily basis (with 198 officers losing their lives nationally in the line of duty since January 2020[4]) and this, of course, includes our own Stanford University Department of Public Safety (SUDPS) officers. Yet in parts of the larger American society and in parts of the Stanford community itself, there is, at this historical moment, a relatively low level of community trust in policing—a fact that has to be understood as part of the milieu in which the Board is working.

And there is an additional complexity in the Board's work. Much of Stanford University land is part of the unincorporated land of Santa Clara County. As such, it falls under the jurisdiction of the Santa Clara County Sheriff's Office. Absent an agreement with the county, law enforcement on the campus would be at the discretion of the County Sheriff. However, under a Memorandum of Understanding (MOU) with the county, SUDPS is permitted to act in a law enforcement capacity on Stanford lands. This gives Stanford somewhat greater control over its law enforcement structure and operation, but any proposed solutions must comply with the MOU, the Stanford 2000 General Use Permit, and the General Orders between the County and Stanford. If necessary to accomplish the Board's goals, these documents would need to be amended to permit any actions that are inconsistent with the way they are currently drafted. We trust that this arrangement allows enough flexibility to enable implementation of the Board's recommendations.

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[1] Fatal Police Shootings database, The Washington Post, https://www.washingtonpost.com/graphics/investigations/police-shootings-database/. Police shootings can be nuanced based on the underlying facts. Details on shootings can be found at the Washington Post website.

[2] Police Violence Report, https://policeviolencereport.org/?gclid=Cj0KCQjw5PGFBhC2ARIsAIFIMNd0q2fG7g_SD9q58oq5a9cF4wbjlqhjGJFiPMdpS2Cx11tS-4XZzvAaApSFEALw_wcB

[3] Gun Violence Archive, https://www.gunviolencearchive.org/

[4] 503 when COVID related deaths are taken into account. LEOKA: Law Enforcement Officers Killed and Assaulted, https://leoka.org/

Observations Related to Re-Imagining Public Safety

The Board began its work with an extensive educational phase. This included meetings with various campus constituencies: the Office of the General Counsel, the leadership of SUDPS, CAPS, Student Affairs, the Title IX/Equity and Access Office, student advocates for police reform, Abolish Stanford, a town hall for students and postdocs, and a separate town hall for faculty, staff, and community. In addition to these meetings, the Board conducted numerous meetings and brainstorming sessions during which there were robust discussions, debates and collaborative conversations to share perspectives and formulate recommendations.

The Board has informally characterized its work as "re-imagining" public safety. As this work began, most Board members saw public safety as synonymous with SUDPS. But the educational phase revealed that public safety in our community involves more than police alone. Many entities in our community affect public safety--entities whose activities intersect with those of SUDPS in critical areas of community life. These include, for example, private security forces that contract with schools and departments, mental health services, student residence staff, the residential community, and the Vice Provost for Student Affairs. Several observations about these intersections were especially useful in shaping the Board's principles and recommendations:

A. When a member of the campus community is experiencing a mental health crisis, SUDPS is often called to protect the safety of the person in crisis, the mental health professionals who interact with that person, and the community in general. Because these situations can result in the need to transport the affected person handcuffed and in a police vehicle to off-campus facilities, they are particularly stressful. SUDPS involvement in a manner that appears to some as criminalizing mental health conditions benefits no one. The Board's Town Hall meeting for students and postdocs revealed considerable concern about the role of SUDPS in managing these crises—especially calls under California Welfare and Institutions Code section 5150 ("5150"). This was a strongly felt concern of the majority of speakers, and it was echoed in Stanford Daily editorials. The Board came to the view that, in these scenarios, the degree of SUDPS' involvement might be a consequence of organizational and staffing limitations in other parts of the university—SUDPS getting called because it is the default option, the campus unit that most people know to call in emergencies, and one staffed to respond 24/7/365. A better institutional response might draw on an augmented group of professionals trained in how to manage mental health crises, and supported by or in partnership with SUDPS only when the circumstances call for such support.

B. Another point of intersection between the police and other parts of the community arises when noise and "quality-of-life" complaints occur, both in student residences and housing occupied by faculty and staff. SUDPS is commonly called to address such problems. And while these matters are often very upsetting to the complaining party, engaging SUDPS officers—through no action of their own – can sometimes augment tensions in the setting, tensions that can escalate conflict with SUDPS. If residence staff were given primary responsibility for noise and quality of life complaints *where there are no threats of injury or property damage*, it might reduce the need for police involvement and preempt tensions between police and the student community. Principle #1 and #7 below, and their associated recommendations, could help reduce the potential for conflict between the SUDPS and both the student and non-student residential communities over quality-of-life issues.

C. While there is often reference to "the Stanford community," in reality there is not one, monolithic Stanford community. There are distinct parts of the community, and not all have the same expectations for SUDPS. For example, in the faculty and staff residential subdivision there may be a greater desire for conventional policing than in the student residences. There are also parts of campus such as open space areas and critical infrastructure that may mandate levels of service more akin to conventional policing models.

D. Finally, one question discussed by the Board, in response to some community members' calls for greater community engagement in managing public safety, was whether community engagement could substitute for police presence in maintaining public safety.

SECTION II

Proposed Recommendations

The Board tried to develop a set of principles and recommendations that would best promote the physical and psychological health of all members of the Stanford community. Nonetheless, in response to concerns of people of color and under-represented groups on campus, our recommendations make a special effort to address the conditions that might give rise to those concerns. These recommendations reflect the broad consensus of the Board, although not all Board members supported every principle or recommendation.

The Board does not consider the following list of principles and recommendations to be exhaustive. It anticipates additional, or modified, recommendations as our work continues. It also stresses that this first round of principles and recommendations is not intended to address all potential areas of change, or every aspect of the Board's charge. In drafting these principles and recommendations, the Board also tried, as much as possible, to foresee unintended consequences. Still, the Board knows that such an effort can only be imperfect.

1. **Principle – Armed policing, particularly of student-centered areas of the community, should be reduced to the greatest extent possible; and more generally, armed policing should be used to the lowest extent appropriate for the circumstances.**

   The Board recommends that the university develop a strategic deployment policing model to meet this principle. For instance, this model could have two units with different duties: (1) an emergency response unit with necessary arms and training, that could be deployed in the event of threats of violence, significant property damage on campus, calls for service for a felony (or other comparable situations), or when only a sworn officer is legally required to handle a situation, and (2) an enhanced cadre of non-sworn officers who could be prioritized to handle all other situations (which would be expected to be the majority). The latter group could serve more in the way of patrol duties and as first responders for more routine or non-emergency calls. The former group, trained and armed for emergency interventions, could serve as first responders in emergency situations, and ready back-up in situations in which non-sworn officers serve as first responders. In addition, the campus could be divided into zones with officers deployed for patrol based on the demonstrated needs and risk profile of the specific zone.

Consideration could also be given to hybrid deployments of teams composed of sworn and non-sworn officers when circumstances dictate (e.g., weekend nights when there is increased social activity on campus including off-campus traffic). Calls for assistance could be triaged based on the need and risk profile, and either sworn or non-sworn officers could be dispatched accordingly.

To implement this recommendation, the Board recommends the university develop a plan that could be brought to the Board; the university might also need to open negotiations with Santa Clara County officials and the Santa Clara County Sheriff's office to amend agreements as required.

Implementing this recommendation would likely also require modifications to the existing dispatch system. Currently 911 calls are routed through the Palo Alto Police Department dispatch. Implementing this recommendation could require a rapid and seamless triage and secondary dispatch system. This could include establishing a university-staffed call center that could also assist with addressing the mental health issues addressed in Principle #2 below.

Under this recommendation, SUDPS staff would remain an integral part of the Stanford community; however, the role of sworn officers would be more carefully tailored to functions that require both their specialized training and a full array of implements of force. Implicit in this principle and recommendation is (a) a not insignificant number of SUDPS calls currently serviced by sworn officers do not require sworn officers (as confirmed by SUDPS members of the Board); and (b) the recognition that some parts of the Stanford community—especially parts of the student community—are less trusting of SUDPS. This latter situation may not be completely remedied by reducing armed policing or SUDPS' presence in student-centered areas of the community. Accordingly, an important part of this principle and recommendation is for the university to develop programs designed to build relationships between Stanford students and SUDPS officers, programs that would educate the Stanford community as to "why" SUDPS policing is an essential part of the Stanford community and its safety efforts. There needs to be a level of trust between SUDPS and the student community and other parts of campus such that they are comfortable calling SUDPS when needed.

2. **Principle -- Responses to mental health crises on campus should generally be handled by mental health professionals.**

   The Board recommends that the primary responders to mental health crises be trained mental health professionals, and that the use of either SUDPS officers or contracted security services be limited, as much as possible, to situations in

which there is a threat of violence or harm to public safety, or where participation of sworn officers is required by law. The Board recommends further evaluation and exploration of ways to limit police involvement in involuntary 5150 hospitalizations. The Board felt these situations may not always require the presence of an armed officer. As part of this recommendation the Board also supports the establishment of a campus mental health crisis unit consisting of professional staff to be deployed, or available for deployment, on a 24/7 basis to respond to mental health crises. This unit could include mental health professionals who are certified to complete involuntary holds for mental health evaluation. This could both reduce the need for involuntary 5150 holds and limit the need for law enforcement to complete such procedures. Establishing this mobile crisis unit would likely require funding and staffing beyond that currently available for mental health support, as the responsibilities are well beyond the scope of existing campus mental health services.

The Board acknowledges that parts of this recommendation might be seen as extending beyond the charge of the Board. However, as noted, the Board sees the management of mental health crises and the role of SUDPS as closely intertwined. When mental health crises become acute, they are more likely to require the intervention of SUDPS to complete welfare checks and/or involuntary holds, both activities that could be completed by mental health professionals with the proper training, experience, and credentials. When law enforcement is called to assist with mental health crises it can escalate the situation. Students report, and many staff agree, that even apart from the involvement of SUDPS, the management of student mental health crises is an especially troubling aspect of student life at Stanford. There is no clear and coordinated system for triaging these incidents, that is, for getting students and others in mental health crises to the help they need--help that, in many cases, might prevent incidents from escalating to the point of involving law enforcement. With less than comprehensive community training and a less than adequate triage system in place, students and resident fellows (who are most often in the position of being first responders) have little choice but to call 911 and SUDPS for help. In the aftermath, out of fear that they will be confronted by armed SUDPS officers and/or be hospitalized, many students who need help may refrain from seeking it. Solving this problem is critical to improving public safety, and the perception of public safety on campus. It will require increased coordination between the various university units with responsibilities in this area.

3. **Principle -- There should be tracking of the various types of public safety calls to facilitate review.**

   The Board recommends that the university develop a differential response model. Under this approach the university could carefully review and categorize the various types of public safety service calls to which SUDPS is required to respond—noise complaints, campus patrols, security checks, field interviews, etc. Each could then receive a response from the appropriate category of SUDPS employee, sworn or non-sworn; or referral to the appropriate resource; or, where appropriate, no response at all. Each service could be categorized, and data collected to facilitate ongoing review and determination of whether future adjustments should be made. The data collected through this process could be shared with the Stanford community as a part of an annual report by SUDPS. This recommendation could benefit from the call center mentioned in Recommendation #1 above.

4. **Principle -- All security services operating on campus should meet minimum standards and be coordinated.**

   The Board recommends that all campus security services including privately contracted services be managed and administered centrally by SUDPS. As part of the administration process, privately contracted services could 1) be subject to the same pre-hiring review of their disciplinary histories as SUDPS non-sworn officers, 2) undergo the same training as non-sworn SUDPS officers regarding how to interact with Stanford community members, and 3) be required to collect the same in-service data as SUDPS sworn officers. "Campus," as used in this recommendation, is understood broadly to include any location operated by Stanford University (e.g., Redwood City campus, off-campus housing, etc.) to the extent it utilizes private security services.

5. **Principle -- Anti-bias and de-escalation education should be provided for all security services as well as for the community.**

   The Board recommends that all security officers—from SUDPS (sworn and non-sworn) and private security service companies—receive regular comprehensive anti-bias and de-escalation education. The Board acknowledges that SUDPS currently undergoes anti-bias and de-escalation training, and would recommend a review of that training in light of the broader holistic approach to education addressed in this recommendation. The Board acknowledges that training and education of this sort has its shortcomings; however, on balance it is believed to be a critical piece of a holistic approach to effective change.

The Board also recommends that anti-bias education be conducted for all other members of the Stanford community. As referenced in the Section III below, the field interview data reveal that community members' calls for service are a substantial cause of the relatively higher level of SUDPS contacts with members of the Black population and Hispanic/Latino ("Latinx")[5] population on campus as compared to other groups. This finding could have multiple causes, but community anti-bias training could help the campus become more aware of everyone's role in ensuring a fair and inclusive community. The nature and content of the education could be reviewed annually by this Board, or an entity or person(s) designated by this Board.

6. **Principle -- There should be a process for receiving feedback (positive or negative) on community interactions with police and private security, and a process for independent review of complaints.**

   The Board recommends that the university (with any necessary approval of the County or and the Deputy Sheriffs' Union) develop a standardized process administered outside of SUDPS (either within Stanford or by a third party) for reporting feedback about interactions between SUDPS and members of the Stanford community. The reporting process could include an evaluation of whether any report merited an internal review and evaluation of any alleged conduct. The persons conducting such reviews should be independent of SUDPS. A periodic report of the feedback could be submitted to the Board. It is recommended that any such process accommodate anonymous reporting. This process could be administered by the Office of the Chief Risk Officer as that office already has an infrastructure in place for receiving complaints, including anonymous ones.

7. **Principle -- The university should consider other possibilities for community involvement in the management of public safety in the Stanford community.**

   The Board recommends that the university commission a study or survey to determine the extent to which there is a willingness on the part of the broader community to engage in public safety activities to the extent required to reduce the need for certain SUDPS services. While the Board thinks such an approach could result in a number of benefits, the Board thinks action in this area mandates further study. The Board does not think it would be prudent to recommend proceeding with an approach dependent on community engagement based on anecdotal information. Before proceeding with a recommendation, the Board would want to evaluate data not just on the general question of community engagement, but on the specific types of

[5] Although Hispanic or Latino are used for governmental reporting purposes this report used the gender-neutral term Latinx in an effort to be as inclusive as possible of the broad Hispanic/Latino community.

actions and responsibilities the community would be willing and able to undertake.

8. **Principle -- The university should seek to capture data related to police interactions with the public in a way that better allows it to assess potential bias—data that would assist the ongoing work of SUDPS and the Board.**

   In addition to the recommendation associated with Principle #5 above, the Board recommends that the SUDPS consult with this Board and IRDS to understand the data needed for the Board's analyses. As addressed in Section III below, the Race and Identity Profiling Act passed by the California Legislature requires certain standardized data be collected by the Stanford Police beginning January 1, 2021. It is further recommended that SUDPS publish these data at regular intervals and to the fullest extent permitted by the law and agreements with Santa Clara County. In addition, the Board recommends that SUDPS adopt a bias-free policing policy. Finally, the Board recommends that SUDPS develop accountability measures and corrective measures approved by this Board, consistent with the collective bargaining agreement and the agreements with the Santa Clara County Sheriff's Office, for any officer whose contacts with the public reflects bias.

SECTION III

Data Review

I. The Data

A. Currently Available Data.

Part of this Board's charge is to regularly review data on campus safety. The aim is to monitor relevant public safety activity in our community to determine what is working well and what might be improved. The Board requested data from SUDPS reflecting its contacts with members of the public. The data below was provided for fiscal years 2018, 2019 and 2020:

1. Field Interviews

A Field Interview is an investigative and record-keeping tool used by Stanford Police officers to document an encounter with an individual when the officer has reason to believe that the person may have been engaged in or associated with unlawful activity, but the person is not being arrested or cited. Creating a Field Interview card/entry is at the discretion of the officer.

2. Daily Activity Reports

The Daily Activity Reports are designed to track activity and time spent performing activities, such as time spent report writing, taking breaks, training, community outreach, and enforcement activity. When an officer makes a pedestrian, vehicle or bicycle stop the officer should document the contact on their Daily Activity Report and note the outcome.

3. Arrests and Citations

These are contacts between sworn officers and members of the public that result in the person contacted receiving a citation for a California Vehicle Code violation, or an arrest for a violation of California Penal Code or another law that calls for an arrest.

B. Pending State Mandated Data.

Recognizing the shortcomings in police data gathered through non-standardized methods by various law enforcement agencies, the California State Legislature enacted the Racial Identity and Profiling Act (RIPA). Beginning January 1, 2021, RIPA requires SUDPS to collect more extensive data for each stop of a citizen executed by a SUDPS sworn officer. These data, subject to approval of the Santa Clara County Sheriff's Office,

will be available for analysis by the board no later than April 2022. The RIPA data will yield such things as:

- Perceived age, race, gender, disabilities (not from an ID)
- Date, time, and location of the stop
- Reason for the stop
- Actions taken during the stop
- Search information
- Evidence found
- Property seized
- Result of the stop

These data would greatly facilitate the Board's assessment of SUDPS' functioning, as well as undergird systems of policing accountability.

C. Possible Additional Data.

1. Other First Responder Data – While RIPA data will be very helpful to the Board's work, it is likely that data beyond that mandated by RIPA will be needed to accurately understand critical areas of SUDPS functioning and campus safety more generally. For example, one of the challenges SUDPS faces is being called as a "first responder" in areas of community life such as mental health crises that involve other campus units as well. It can wind up in the role of compensating for under-staffing in other areas of campus life. These interactions would not be captured under RIPA, and knowledge of the extent of SUDPS' involvement in this broader array of services would be helpful in designing the most humane, efficient, and effective systems of public safety.

2. Other Demographic Data – It is difficult to assess bias without clearly interpretable data on the base rates of each group in the community served. Stanford's Institutional Research and Decision Support (IRDS) has data available for the campus population (students, staff and faculty). But the campus community is much broader and includes visitors for sporting events; contract employees (e.g., construction workers, janitorial staff, and third-party landscaping staff); participants in conferences, camps, concerts, other arts events; visitors to the Dish, golf course and athletic fields; those traveling to and from two hospitals and a shopping center; and people driving through campus. It is estimated that hundreds of thousands of additional people visit land patrolled by SUDPS each year. This means that the percentage of each group, in the actual population of people that SUDPS is responsible for, could materially differ from the percentage of each group in the population of people in the data that we currently have available as base rates for our analyses. There is no way

to meaningfully capture or estimate these numbers, and this is another factor that complicates the interpretation of results from these data.

3. Additional Currently Available SUDPS Data – SUDPS has additional data on officer stops such as body camera footage, and whether or not a search was conducted, force was used, or a gun was un-holstered. We were unable to retrieve and analyze these data in time for this interim report. But we expect to include these data and their analyses in subsequent reports.

4. Data from Private Security Services – The Stanford community uses multiple private security services to supplement the efforts of SUDPS. There is not a systematic manner in place for compiling data reflecting the activities of these private security services (e.g., reason for contacts, demographics, outcomes, etc.). Thus, the data currently available to the Board do not include data on the activities of these security services. One of the Board's recommendations addresses this issue by recommending that all private security employees in the Stanford community be required to provide the same data required by RIPA as a record of their activities.

5. Other Data – Beyond data that is now, or will be, available, the Board may design data collections of its own to enable a more complete understanding of the public safety environment at Stanford.

II. Data Analyses and Findings Worthy of Further Investigation – The Board has recently begun to review analyses of the data referenced in I.A. These analyses were conducted by IRDS and can be found in Appendix A to this report. What IRDS and the Board quickly learned is that, for a variety of understandable reasons, including the fact that these data predate the standardized RIPA requirements, the data don't provide a full picture of SUDPS activity or definitive answers to our questions of what is working well and what might be improved. These limitations are not the fault of SUDPS. The data and its methods of collection were not designed to meet the analysis goals of the Board.

Thus, in relation to those goals, the data are often incomplete and/or difficult to interpret. The Board acknowledges that the Stanford campus population of students, staff and faculty is not necessarily representative of total population of people on Stanford's campus at any given time. Thus, using the campus population data as the baseline comparator may not accurately represent the proportion of these groups on campus at any given time. Nonetheless, the campus data and San Mateo County and Santa Clara County census data are the only estimates of racial and ethnic proportionality in our community that we have at this time. This limitation, however, must be kept in mind in interpreting the results of these analyses. Nonetheless, some findings clearly point to questions that need further investigation. We enumerate some

of those below.

These caveats notwithstanding, we are making the data we have immediately available to the public in the interest of transparency. But we remind all users to keep in mind the limitations of the data and not draw conclusions before additional data can be accessed and analyzed.

A. Possible Group differences in experiences with SUDPS.

1. **Latinx vehicle operators constitute a considerably higher portion of arrests and citations in this data set than their proportion of the overall Stanford faculty, staff and student population (or the counties in which Stanford operates – Santa Clara and San Mateo Counties[6]).** As noted, the campus population data may not accurately represent the proportion of racial and ethnic groups on campus at any given time. Therefore, while these data (and San Mateo County and Santa Clara County census data) are the only estimates of racial and ethnic proportionality in our community that we have at this time, it is important to keep their limitations in mind.

   Careful analysis of these data, however, did not identify a definitive reason for the higher proportion of Latinx arrests and citations. Nonetheless, the potential importance of this outcome, plus the fact that it is a departure from national trends (that do not reveal a higher rate of arrests and citations of members of the Latinx community than for the white population),[7] points to the need to use additional data and analyses to better understand this disparity.

2. **The percentage of Black vehicle operators and riders stopped for possible vehicle or bike violations was almost three times as high as the percentage of Black vehicle operators and riders who received citations for those stops; and twice their percentage of the Stanford faculty, staff, and student population[8]—something not found in any other group. These could seem to be provocative findings.** They are consistent with not uncommon patterns around the nation of police departments issuing citations to Black vehicle operators at higher rates than for other groups, particularly white vehicle operators.[9] Other findings, however, ambiguate a simple interpretation of this finding. Compared to other groups, officers gave only a little more than one-third as many citations to Black operators as compared to stopped operators from other groups. There could be

[6] https://www.indexmundi.com/facts/united-states/quick-facts/california/hispanic-or-latino-population-percentage#map

[7] https://openpolicing.stanford.edu/findings/

[8] The percentage is also nearly three times higher than the representation of the Black community in San Mateo and Santa Clara Counties, the counties in which Stanford operates. https://www.indexmundi.com/facts/united-states/quick-facts/california/black-population-percentage#map

[9] https://openpolicing.stanford.edu/findings/

a number of reasons for this. To illustrate, we offer just two opposing interpretations: (1) officers may have a lower bar for stopping Blacks than for stopping other groups, but once they are stopped, officers may find less reason to actually cite them, or (2) having stopped more Black operators for non-race-based reasons—such as their greater frequency on campus during commuting hours—officers were more lenient with them in actually giving citations. At this point, we simply do not have the evidence needed to sort between these, and other possible, explanations of these findings.

The Board clearly needs to better understand this finding. It could point to an area of public safety on our campus that needs improvement. But with only the data available so far, it would be premature to form a firm conclusion.

3. **The percentage of Black field interviews was nearly 4 times their percentage in the Stanford student, staff, and faculty[10].** But does this apparent disproportionality reflect on actions initiated by sworn SUDPS officers? Several other findings suggest not necessarily: a) at least 50% of the Field Interviews were initiated by calls for service from community members—not by SUDPS sworn officers; and b) for some specific forms of misconduct like loitering, as many as 85% of the Field Interviews of members of the Black community were initiated by the broader Stanford community. The community is clearly a substantial contributor to certain types of police contacts.

In light of the inherent challenges presented by the data, the Board does not believe it can present definitive conclusions in the present progress report. However, the Board will pursue further analyses of the current data—as they bear on important questions—as well as relevant additional data as they become available. Results of all of these analyses will be presented in subsequent progress reports and in supplemental reports when appropriate. Upon receiving RIPA data next year the Board will conduct and report thorough analyses at that time.

[10] The percentage was also nearly 5 times the representation of the Black community in San Mateo and Santa Counties. https://www.indexmundi.com/facts/united-states/quick-facts/california/black-population-percentage#map

SECTION IV

Conclusion

The Board is dedicated to an open-minded approach to considering options for improving public safety in the Stanford community. In this First Annual Progress Report it is also committed to meaningful, but measured, recommendations, based on the Board's research over the past year. The charge from the president is much broader than the principles and recommendation in this Report, and as the Board continues its work, principles and recommendations to address additional parts of the charge will be considered. Finally, while our recommendations do not include all options proposed by Stanford community members—for example, eliminating SUDPS—the voices of all community members were certainly heard by the Board and factored into our discussions and recommendations. As the Board proceeds with its work, it will continue to seek the full breadth of opinions and input from the Stanford community, and will consider all options in its analysis.

Next Steps

In its next phase of work, the Board will engage a consultant that specializes in implementing changes to policing operations to assist in comprehensively understanding the community implications of the Board's proposed changes. To be clear, though, while the Board is seeking expert advice and guidance, the ultimate recommendations will continue to be made by the Board, the people with deep knowledge of the Stanford community. Additionally, as RIPA data becomes available in Spring 2022 the Board may have access to additional data for analysis and inclusion in the 2022 annual report.

Stanford University Department of Public Safety Interactions with the Public

Community Board on Public Safety

Analysis of racial and ethnic representation in SUDPS interactions with the public

July 2021

Stanford University

Data provided to the Community Board on Public Safety (CBPS) by the Stanford University Department of Public Safety (SUDPS)

- SUDPS provided three years of data (financial years 2018, 2019, and 2020) about its interactions with the public. These interactions were documented in **Field Interview Cards**, **Reports of Arrests and Citations**, and **Daily Activity Reports**.

- **Data Quality:** There are several factors that make analysis of SUDPS data difficult. SUDPS operations require the use of multiple distinct data systems across multiple government agencies. Data from these systems are not easily integrated, and do not always contain systematically collected data about race/ethnicity. In addition, race/ethnicity data is generally obtained through officer observation, not the self-identification of community members. Finally, the 2020 data cover spring and summer months at the beginning of the COVID-19 pandemic, during which SUDPS activities changed significantly. Therefore, it is important to take these data quality considerations into account when drawing conclusions or attempting to generalize from these findings.

SUDPS provided three separate datasets to the CBPS for analysis:

1) Arrests & Citations: Reports are filed for all arrests and citations. This is the most fully documented and complete set of records kept by SUDPS.

2) Field Interviews: A Field Interview is an investigative and record-keeping tool used by police officers to document an encounter with an individual when the officer has reason to believe that the person may have been engaged in or associated with unlawful activity, but the person is not being arrested or cited. Creating a Field Interview (FI) card/entry is at the discretion of the officer.

3) Daily Activity Reports: The Daily Activity Reports are designed to track activity and time spent performing activities, such as time spent report writing, taking breaks, training, community outreach, and enforcement activity. When a deputy makes a pedestrian, vehicle, or bicycle stop the officer should document the contact on their Daily Activity Report (DAR) and note the outcome.

Race/Ethnicity in SUDPS Data

Race/ethnicity: The race/ethnicity information in the data provided by SUDPS is primarily **officer-reported**, meaning it is based on officers' own observation of a person's race/ethnicity. For this reason, the race/ethnicity categories in SUDPS data are **not the same as those used in Stanford University reporting**. For example, because SUDPS race/ethnicity data are largely observational, they do not include categories for individuals who identify with two or more races/ethnicities or information about country of citizenship/residency (e.g., categories of "international" and "two or more" in Stanford public reports on student and postdoc demographics).*

The following officer-reported race/ethnicity categories are represented in SUDPS data:

- **White**
- **Hispanic**
- **Black**
- **American Indian**
- **Asian Pacific Islander (AAPI)****
- **Other/Unclassified/Unknown**

*See the IDEAL Dashboards website for more information on Stanford race/ethnicity reporting (https://ideal.stanford.edu/resources/ideal-dashboards).

**The grouping Asian Pacific Islander (AAPI) includes SUDPS categories of "Asian" and "Asian Pacific Islander" as well as "Asian Indian," "Chinese," "Filipino," "Korean," "Vietnamese," "Hawaiian," "Samoan," "Pacific Islander." Officers entered categories other than "Asian" or "Asian Pacific Islander" in only 1% of the reports that included race/ethnicity information (100 of 9,942) over three years.

Community Demographics

Racial and ethnic demographics of the Stanford campus community

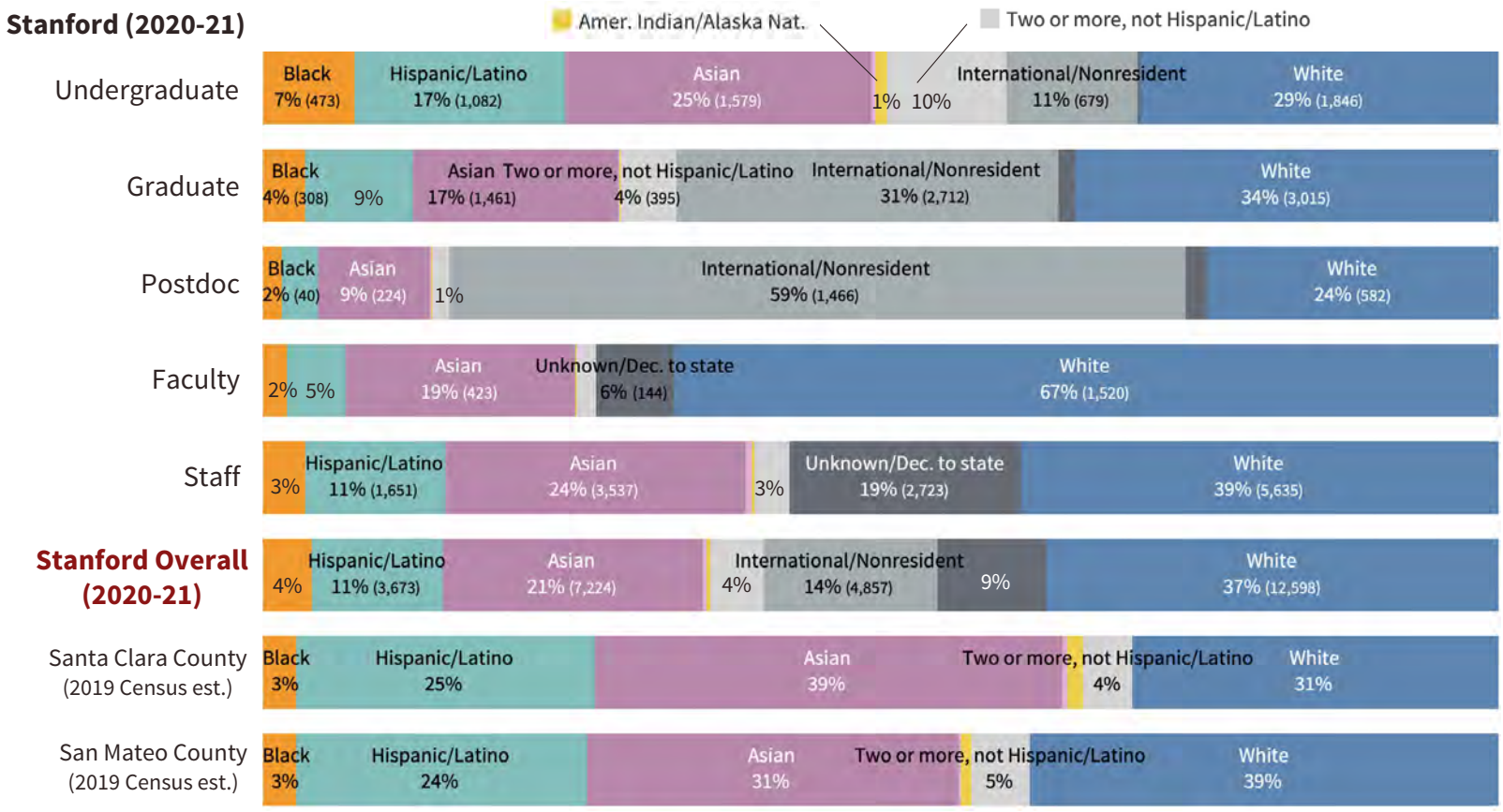
It is difficult to identify a single racial/ethnic distribution for the community within which SUDPS operates. In addition to different racial/ethnic demographics among Stanford affiliates (students, postdocs, faculty, and staff), SUPDS estimates that about half of its interactions are with individuals not affiliated with Stanford.

The chart on the right shows the racial/ethnic demographics of different Stanford affiliated populations, an overall distribution for all Stanford affiliated groups, as well as the demographics of Santa Clara and San Mateo Counties as additional reference points.*

The charts on the following pages show the racial/ethnic composition of the people interacting with SUDPS across a three-year period and a variety of different types of interactions. With a few exceptions noted on the following pages, SUDPS data does not systematically capture whether those interacting with SUDPS were affiliated with Stanford or whether they lived on campus or in a broader surrounding community.

Therefore, there is no precise way to select a specific demographic distribution for a direct comparison to SUDPS interactions, and these demographics ultimately provide no more than an imperfect reference point.

Race and Ethnicity for Stanford Affiliates and Nearby Communities



*Data Sources – Race and ethnicity data for Stanford affiliates: IDEAL Dashboards; Santa Clara County and San Mateo County: US Census population estimates July 1, 2019.

Distribution of race/ethnicity for SUDPS interactions with the public

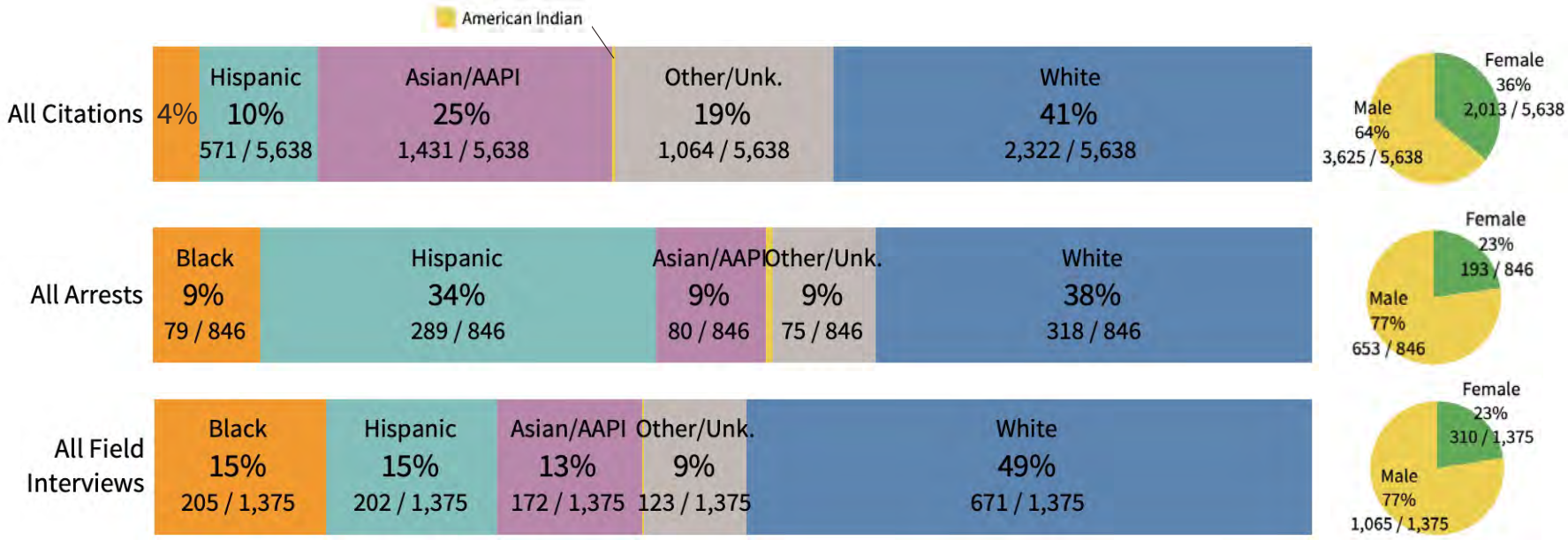
Citations, Arrests, and Field Interviews

Each bar below shows the distribution of the race/ethnicity of the people with whom SUDPS officers interacted. Race/ethnicity distributions differ across the different types of interactions.

In comparison to racial/ethnic representation in SUDPS citations issued from FY2018 to 2020:

- **Hispanic** individuals have a **higher** representation within **arrests** and **field interviews**.*
- **Black** individuals have a **higher** representation within **arrests** and **field interviews**.
- **Asian** individuals have **lower** representation within **arrests** and **field interviews**.

Race and Ethnicity for SUDPS Community Interactions: Citations, Arrests, and Field Interviews FY2018 to 2020

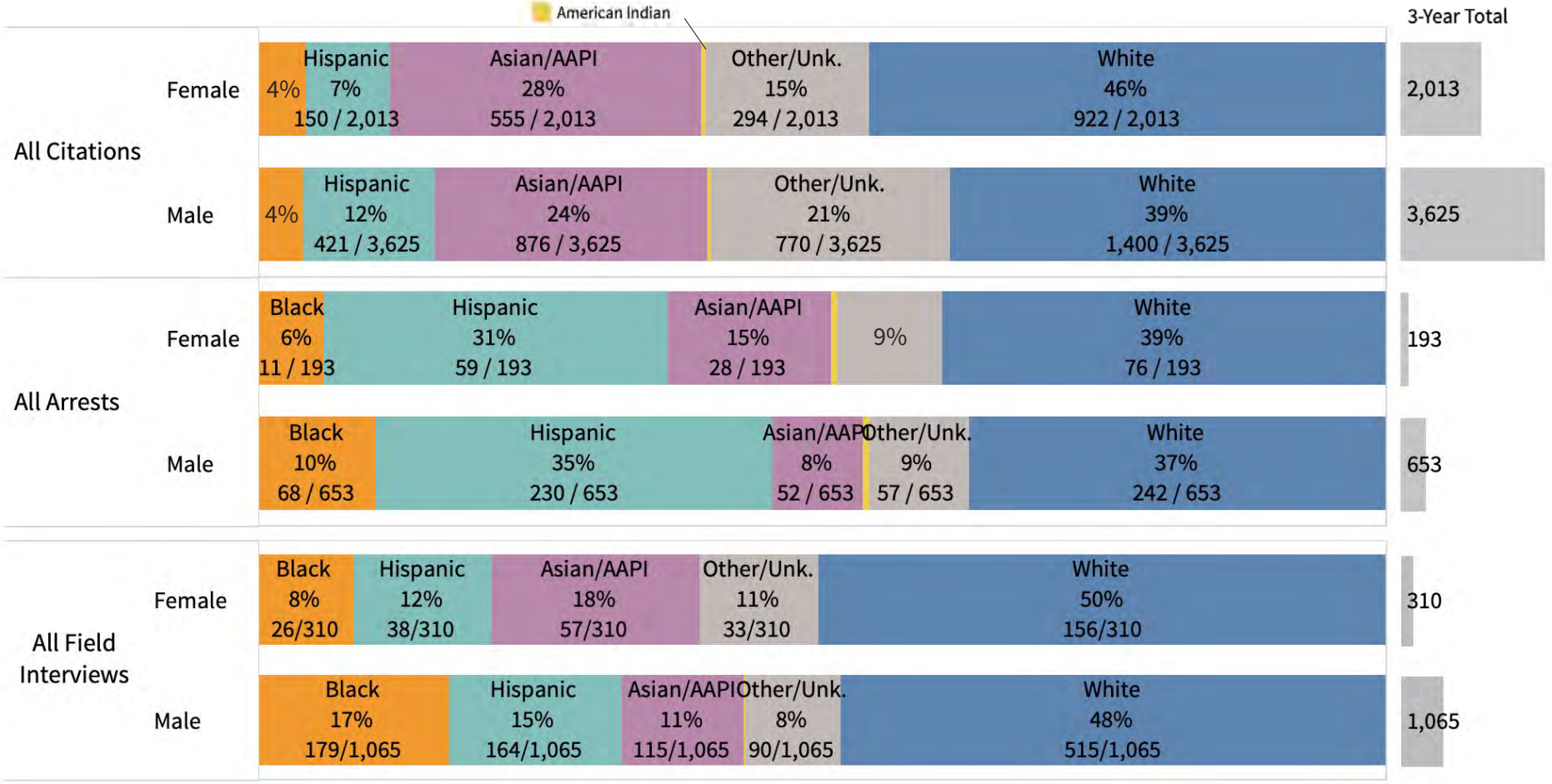


* Arrests and field interviews often may include people not affiliated with Stanford. For example, although the data provided for analysis did not record campus affiliation, SUPDS estimates that about 70% of field interviews are with non-Stanford-affiliated individuals.

Distribution of race/ethnicity for SUDPS interactions with the public

Citations, Arrests, and Field Interviews

Race and Ethnicity by Sex for SUDPS Community Interactions: Citations, Arrests, and Field Interviews FY2018 to 2020



Citations

This chart shows the distribution of race/ethnicity across three years of the ten most common citations given by SUDPS officers.

A large majority of SUDPS citation activity during 2018 to 2020 was related to vehicle and bicycle infractions.

Across the most common SUDPS citations given over this period, **racial and ethnic distributions were generally similar to the overall racial/ethnic demographics of Stanford affiliated groups**, e.g., students, postdocs, faculty, and staff (see "Stanford Overall," p.4).* These distributions were also roughly similar to the racial/ethnic demographics of Santa Clara and San Mateo Counties.

10 Most Common SUDPS Citations by Race/Ethnicity – FY 2018 to 2020

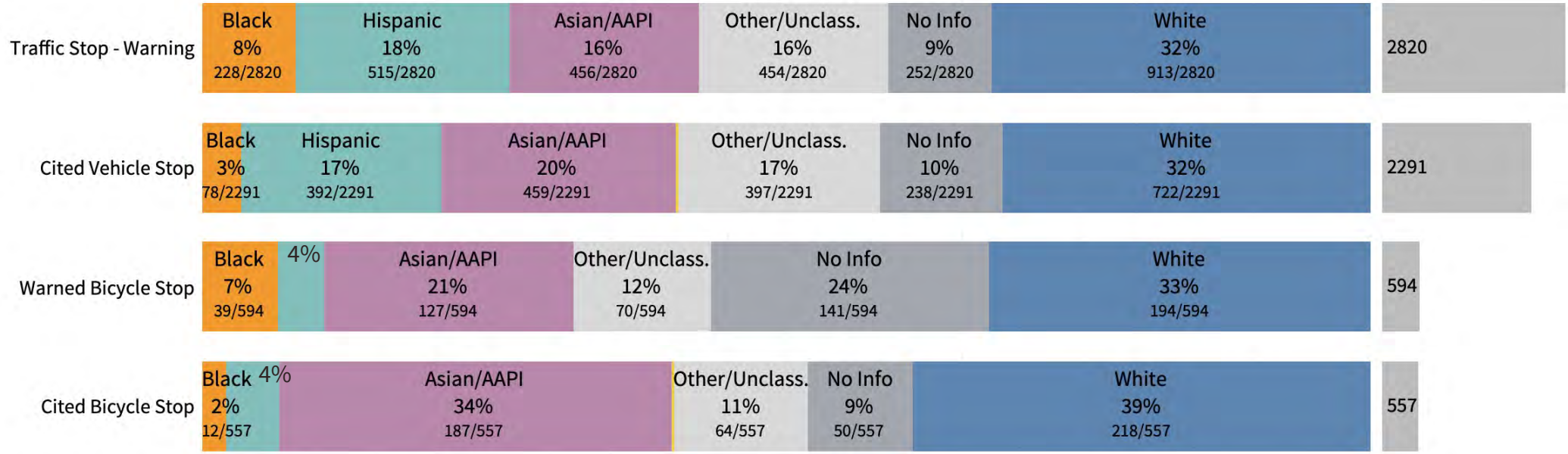
* In comparison to arrests and field interviews, citations are more likely to involve Stanford affiliated individuals (e.g., for bicycle and vehicle moving violations).

Daily Activity: Vehicle and Bicycle Stops

SUDPS **Daily Activity Reports** contain information about a wide variety of officer activities. Four of the most common activities (other than administrative work) captured in the dataset are vehicle (or "traffic") and bicycle stops that result in warnings or citations. While citations are also reflected in the separate citations data, "warnings" are not. The chart below shows the race/ethnicity distribution of individuals stopped and given vehicle or bicycle citations or warnings in the daily activities of SUDPS officers.

- **Black** individuals represented **8% of vehicle stops** that led to **warnings** compared to **3% of vehicle stops** that led to **citations**. Similarly, **Black** individuals represented **7% of bicycle stops** resulting in **warnings** compared to **2% of bicycle citations**. All other race/ethnicities had similar representation in proportions of vehicle citations compared to vehicle warnings. White and Asian individuals had higher representation in bicycle citations compared to bicycle warnings.

SUDPS Daily Activity for Vehicle and Bicycle Stops by Race/Ethnicity – FY 2018 to 2020

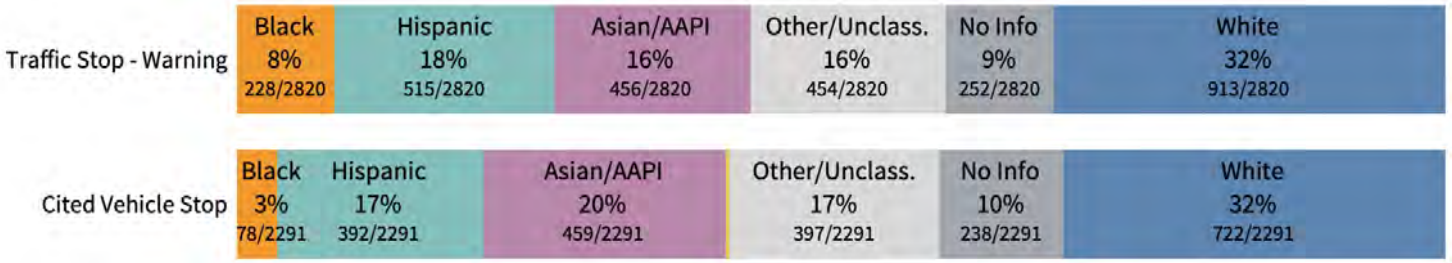


Daily Activity

Vehicle Stops: Warnings vs. Citations

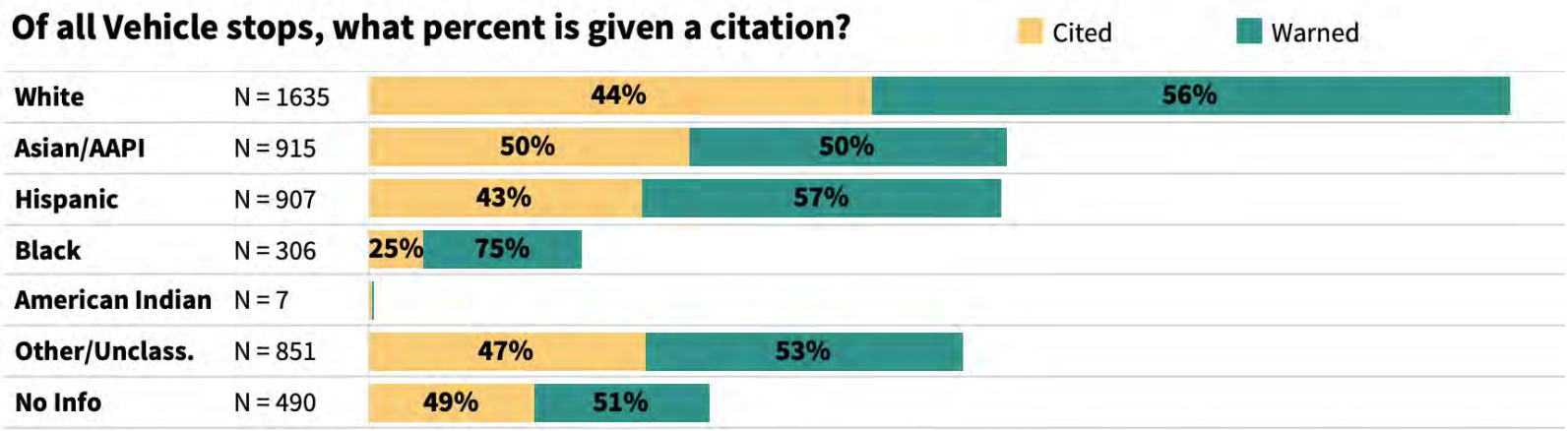
Another way to look at warnings and citations is to group vehicle warnings and citations together as "stops" that resulted in a warning or a citation. The chart on the bottom compares the proportion of vehicle stops that resulted in a warning or a citation by the race/ethnicity of the vehicle occupant.

SUDPS Daily Activity: Vehicle stops and citations FY 2018 to 2020*



* Section of chart repeated from page 8.

While most race/ethnicities were roughly equally likely to be given a warning vs. a citation during a vehicle stop, **Black individuals received warnings in 75% of stops, and citations in just 25% of stops.**



Daily Activity

Vehicle stops by time of day

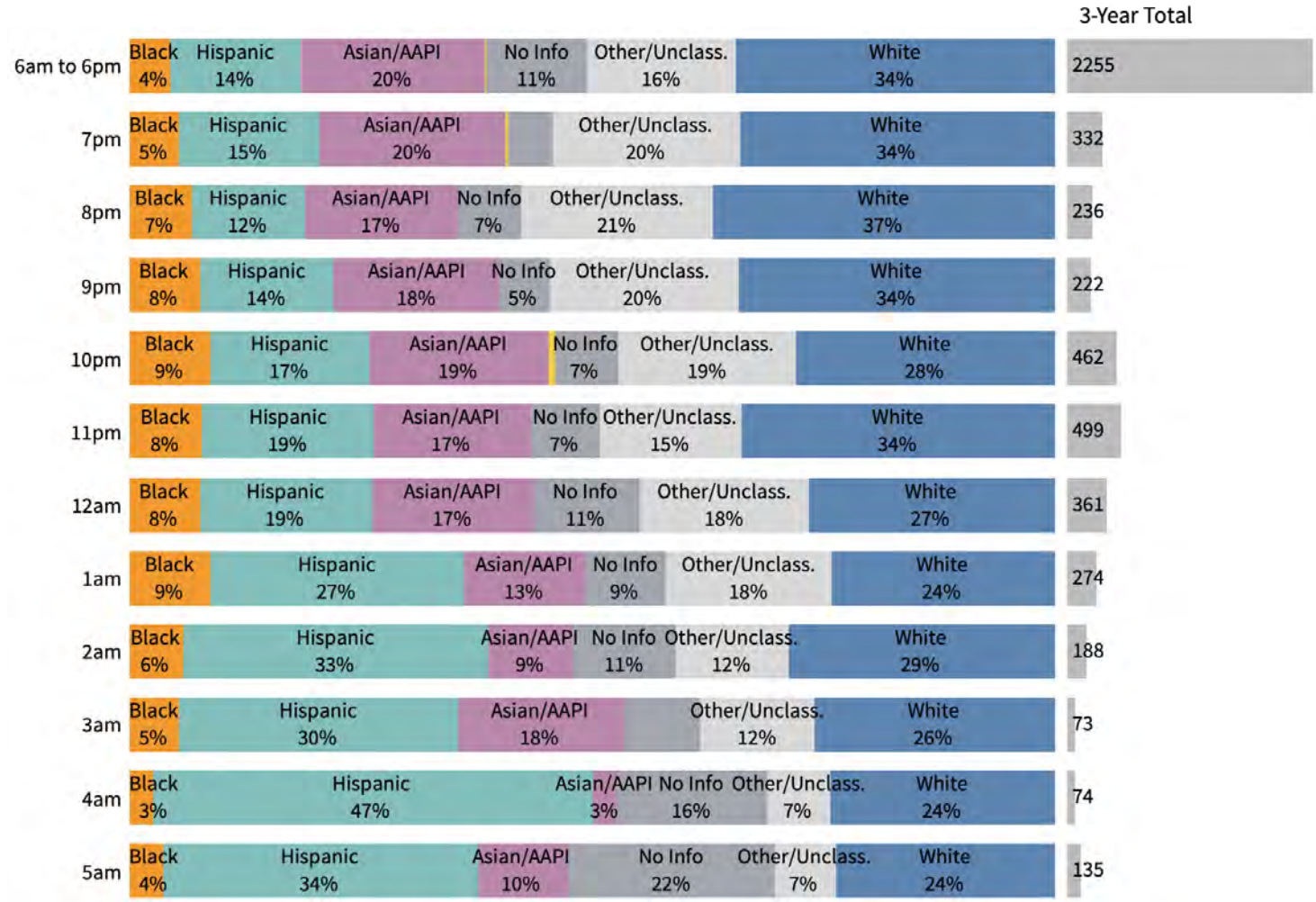
SUDPS Daily Activity Reports also contain information about the time of day at which vehicle stops occurred. The chart on the right shows the distribution of race/ethnicity for vehicle stops (stops that resulted in either warnings or citations) by time of day.

The proportion of stops involving **Black** vehicle occupants was **higher between the hours of 7pm to 1am** than between 6am and 6pm. The proportion of stops involving **Hispanic** vehicle occupants was **higher between the hours of 10pm and 5am** than between 6am and 9pm.

In comparison, White and Asian individuals generally had higher representation in stops occurring during the daytime than stops that occurred late at night or in the early morning.

It is important to note that the racial/ethnic demographics of who is active on campus can differ based on the time of day.

SUDPS Daily Activity: Vehicle stops by race/ethnicity and time of day - FY 2018 to 2020



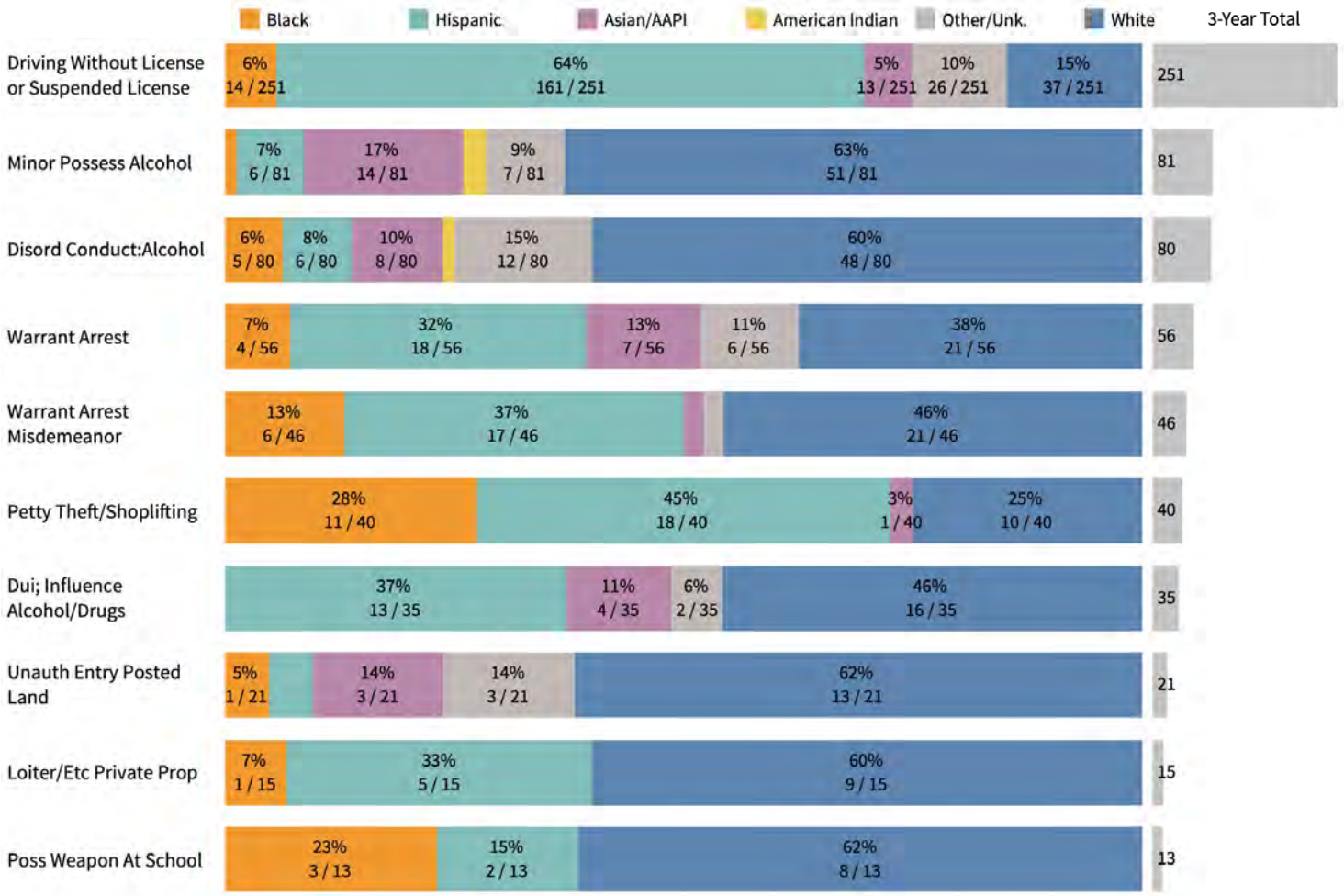
Arrests

The chart on the right shows the distribution of race/ethnicity across three years of the ten most common types of arrests made by SUDPS officers.*

During the three year-period, **Hispanic individuals represented 64% of the 251 arrests for driving without a license or driving with a suspended license made by SUPDS officers.**

Driving without a valid license does not generally represent the reason an individual was initially stopped while driving a vehicle. SUDPS arrests data only systematically captures the most serious offense that resulted from an interaction. Therefore, there is currently no way to analyze the initial reason for why an individual might have been stopped in cases that led to an arrest for driving without a valid license (or for other arrest types like an outstanding warrant).

10 Most Common Types of SUDPS Arrests by Race/Ethnicity – FY 2018 to 2020



*While the initial datasets provided by SUDPS could not be used to systematically disaggregate Stanford affiliates from non-affiliated community members, SUDPS stated that about 20% of the arrests over this period were of Stanford students (about 60% due to a minor in possession of alcohol or alcohol-related disorderly conduct). SUDPS indicated that their records show that of 182 Stanford student arrests over the three years, 10 were of Black students and 12 of Hispanic students.

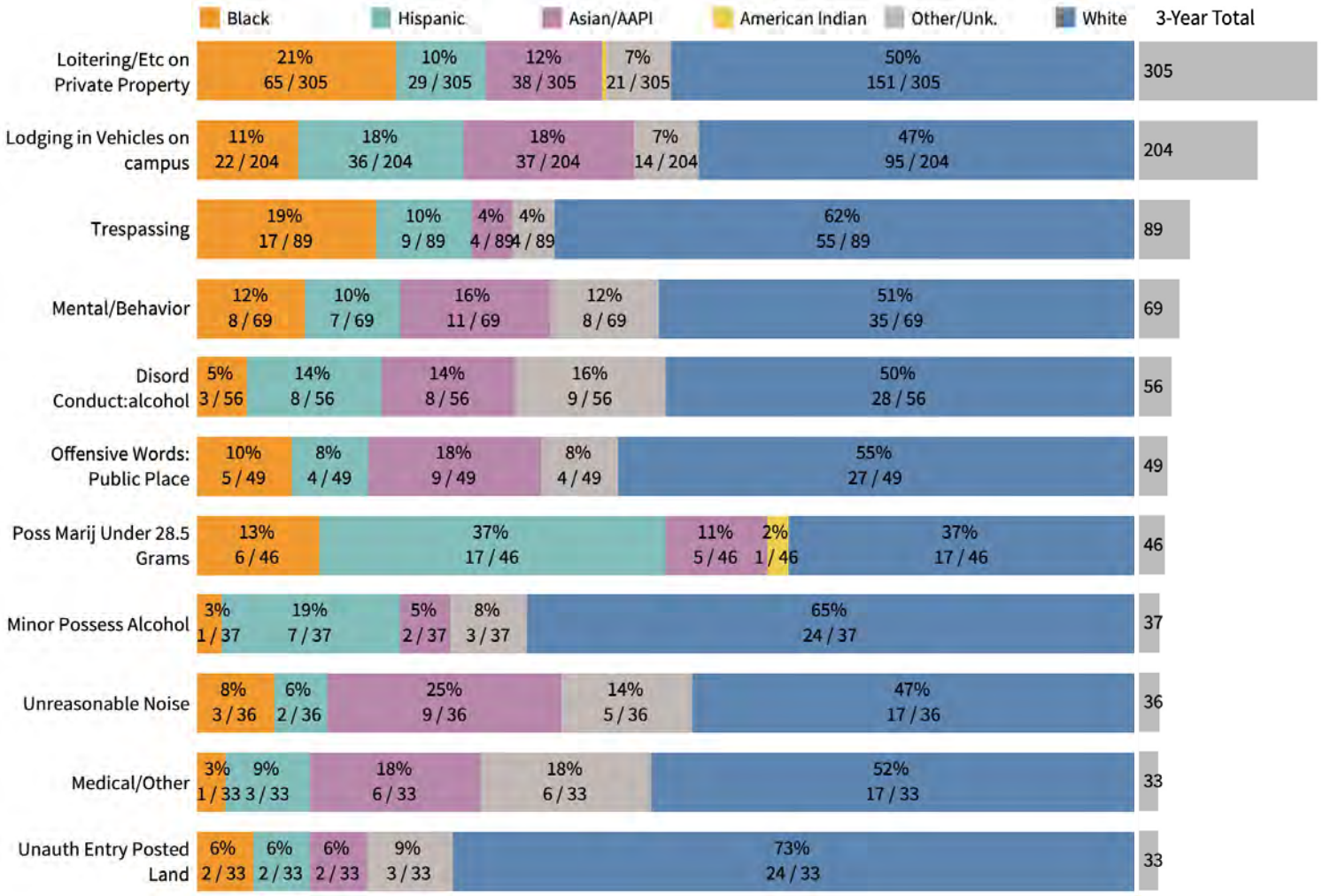
Field Interviews

The chart on the right shows the distribution of race/ethnicity across three years of the eleven most common types of field interviews conducted by SUDPS officers.

In comparison to SUPDS interactions captured in arrests and citation data, **Black individuals represented a higher proportion of people with whom SUDPS officers conducted field interviews.** This was particularly true for instances in which interviews were conducted in relation to loitering (21%) and trespassing (19%).

SUDPS indicated that some field interviews were conducted repeatedly with the same individuals. This means that the race/ethnic distributions in this chart do not always reflect distinct individuals.

11 Most Common Types of SUDPS Field Interviews by Race/Ethnicity – FY 2018 to 2020



Field Interviews

Officer vs. community initiation

Field Interviews may be completed in response to:

A **call for service** (CFS) – Ex. a janitor calling SUDPS after locating someone occupying a closed building or a security officer calling to report persons trespassing at the pool when it is closed.

A **self-initiated contact** (SI) by the officer – Ex. an officer locating someone sleeping in their vehicle or living in a tent in the arboretum area or smoking marijuana at Lake Lagunita, absent someone calling to file a complaint or notify the department about the illegal activity.

Or as part of a **patrol check** (PC) – Ex. when an officer patrols a specific location – such as a building or a parking lot – over the course of several days in response to a request from a building manager or other person who has a specific concern about illegal activity taking place in that area.

Note: Data on how a field interview was initiated (i.e., in response to a CFS, SI, or PC) was not a part of the initial Field Interview dataset. SUDPS added this information using dispatch data from a separate data system. This type of initiation data is currently unavailable for other types of interactions (e.g., for arrests and citations).

11 Most Common Types of SUDPS Field Interviews by Initiation Type – FY 2018 to 2020

Field Interviews

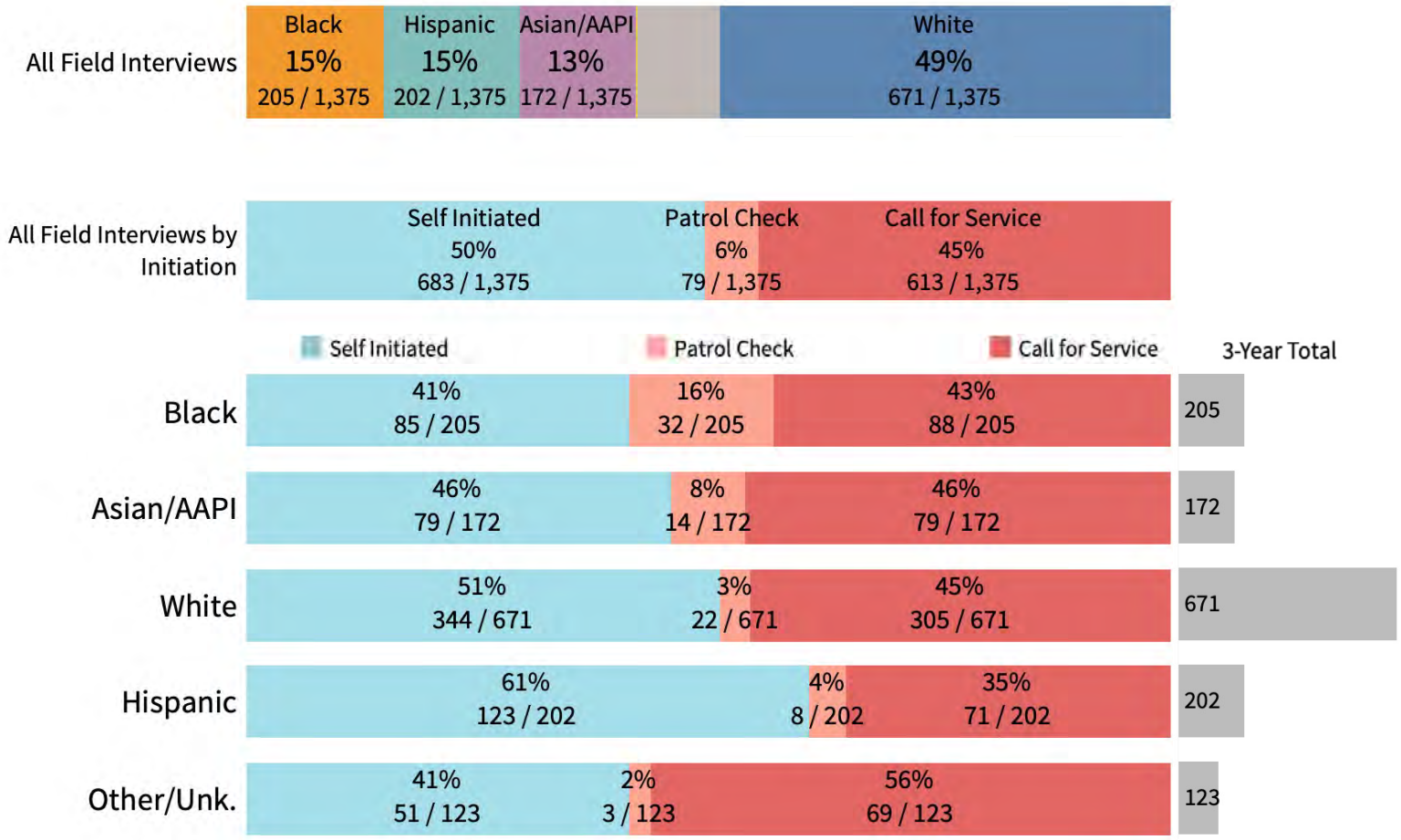
Officer vs. community initiation

On average, about half of field interviews were officer-initiated (**self-initiated**) and half were initiated by a community member through a call/request for SUDPS assistance (**call for service** or **patrol check**).

This pattern differs by the race/ethnicity of the person being interviewed by SUDPS. **61% of field interviews of Hispanic individuals were self-initiated by an officer** compared to 51% of field interviews of White individuals.

59% of SUDPS field interviews of Black individuals were initiated by non-SUDPS community members through a **call for service** (43%) or a call-initiated **patrol check** (16%). In comparison, 48% of field interviews of White individuals were initiated by community calls.

SUDPS Field Interviews by Race/Ethnicity and Initiation Type – FY 2018 to 2020



Field Interviews

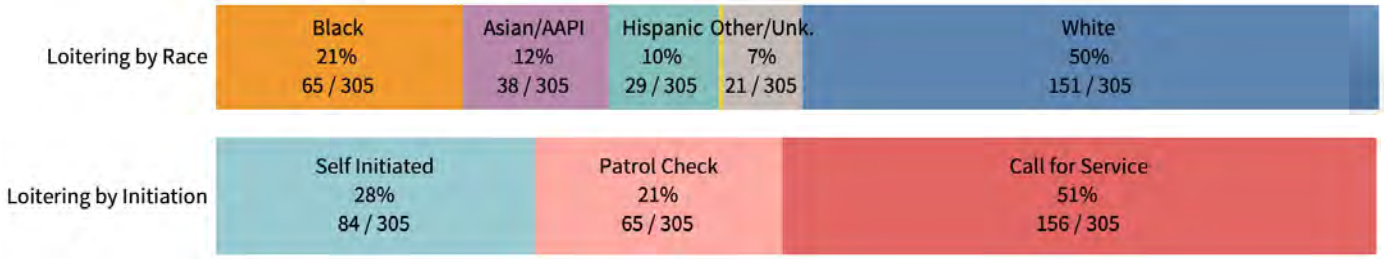
"Loitering"

Overall, 72% of 305 loitering field interviews were initiated by a community call to SUDPS either through a call for service or a request for a patrol check. 21% of the 305 field interviews related to loitering conducted by SUDPS were of Black individuals.

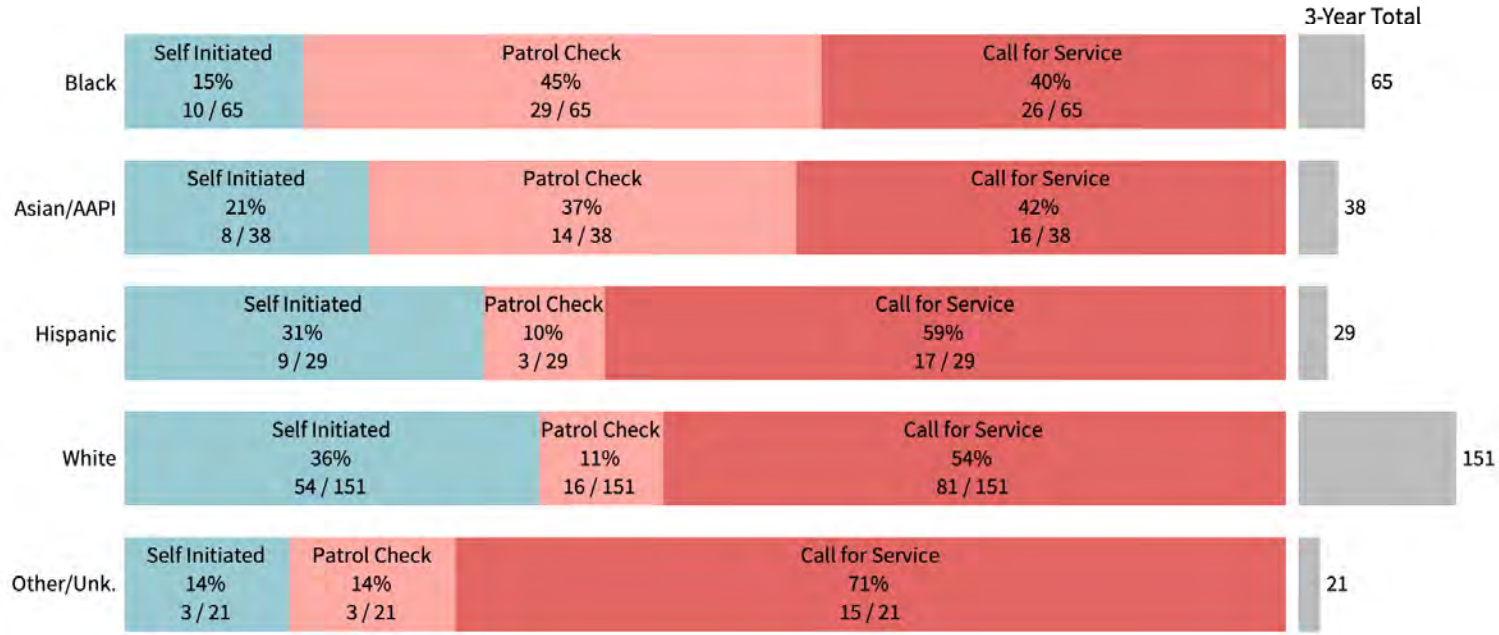
Breaking out loitering field interviews by race and ethnicity shows that **85%** of 65 loitering field interviews of **Black** individuals conducted over three years were **community-initiated by calls for service or patrol checks.** In comparison, community-initiated calls led to 65% of field interviews of White individuals.

Hispanic (31%) and White (36%) individuals had the highest proportion of officer-initiated (i.e., "self-initiated") loitering field interviews, both more than double the proportion of loitering field interviews of Black individuals that were officer-initiated.

SUDPS Loitering Field Interviews by Race/Ethnicity and Initiation Type – FY 2018 to 2020



SUDPS Loitering Field Interviews by Race/Ethnicity and Initiation Type – FY 2018 to 2020



Summary of Key Findings:

Racial/Ethnic representation in SUDPS interactions with the public

Data Quality

There are several factors that make analysis of SUDPS data difficult. SUDPS operations require the use of multiple distinct data systems across multiple government agencies. Data from these systems are not easily integrated, and do not always contain systematically collected data about race/ethnicity. In addition, race/ethnicity data is generally obtained through officer observation, not the self-identification of community members. Finally, the 2020 data cover spring and summer months at the beginning of the COVID-19 pandemic, during which SUDPS activities changed significantly. Therefore, it is important to take these data quality considerations into account when drawing conclusions or attempting to generalize from these findings.

Over the three-year period from 2018 to 2020:

- **Citations:** On average across all citations, the distribution of racial/ethnic groups in the citations given by SUDPS officers generally represented the racial/ethnic demographics of Stanford-affiliated populations and the surrounding counties (Santa Clara and San Mateo). Of the three types of interactions analyzed, citations are the most likely to have involved higher proportions of Stanford-affiliated individuals.
- **Warnings vs. Citations:** While vehicle stops generally resulted in an equivalent proportion of warnings versus citations given to individuals of most race/ethnicities (about 50% vs. 50%), Black individuals received a higher proportion of warnings (75%) than citations when stopped (25%). Overall, 8% of vehicle stops that resulted in a warning were of Black individuals, compared to 3% of vehicle stops that resulted in a citation.
- **Arrests:** Hispanic individuals represented 34% of all arrests made by SUDPS officers and 64% of all arrests made for driving without a valid license.
- **Field Interviews:** Black individuals represented 15% of all field interviews logged by SUPDS officers. 59% of SUDPS field interviews of Black individuals were initiated by non-SUDPS community members compared to 48% of field interviews of White individuals. 61% of field interviews of Hispanic individuals were initiated by an officer compared to 51% of field interviews of White individuals.