Public Safety Committee

Washington University in St. Louis
Danforth Campus

FINAL REPORT
FEBRUARY 2021

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I. EXECUTIVE SUMMARY

This document serves as the final report of the Public Safety Committee ("Committee") for Washington University's Danforth Campus, convened from October 2020 to January 2021. The Committee's charge was to examine the ecosystem of university services that support safety on and around the Danforth Campus, solicit feedback about how the university can best meet the safety needs of the diverse campus community, and create structures for ongoing transparency and review. The Committee's charge included four specific areas of focus:

1. **Exploring how our different constituencies define safety and how university resources, including wellness services, can be deployed more effectively to meet those needs;**
2. **Increasing the transparency of existing public safety services such as campus security and police presence, including reporting of critical public safety data and information;**
3. **Reviewing the role, behavior, and perception of the Washington University Police Department (WUPD) and campus security personnel; and**
4. **Creating a sustainable platform for engaging members of the university community, including enhanced and improved mechanisms for community feedback about campus safety and well-being.**

The Committee was formed as part of Chancellor Martin's commitment to address racial inequity and injustice in the St. Louis region and at Washington University—a commitment made in response to local and national protests in 2020 against the racism and police violence that have persistently plagued our region and country. This final report is being submitted to the university's executive vice chancellor for civic affairs and strategic planning.

After soliciting and discussing feedback from the Danforth Campus community, deliberating as a group, and hearing from multiple university and external experts, the Committee developed a set of recommendations. The Committee's recommendations, outlined in more detail in the fourth section of this report, fall into three main categories:

1. **Re-imagine the response to mental health incidents on the Danforth Campus and modify resources and protocols to ensure that the most appropriate resources (i.e., best trained and best equipped) respond to those incidents;**
2. **Create concrete and sustained opportunities for the Danforth Campus community to provide feedback as part of a concerted, ongoing commitment by the administration to evaluate and adjust as necessary the public safety program on and around the Danforth Campus based on the needs of its community; and**
3. **Improve communications related to public safety with a focus on easily available information, deliberate outreach to specific constituencies, transparency, and accountability.**

Endemic to most of these recommendations is the desire to break from the all too common "incident-demand-response" cycle (i.e., change is often only realized or attempted in response to a specific incident or demand, or both), establishing instead a more proactive approach to evaluating regularly and, as necessary, modifying the Danforth Campus public safety program.

The present moment is highly conducive for strengthening our approach to safety and security on the Danforth Campus. The Committee was formed in response to an extraordinary national movement that generated some of the most compelling conversations about race, justice, structural inequality, and police violence that this nation has had in the last 60 years. The university can leverage this momentum, its engaged constituencies, an internationally accredited police department, and strong relationships between WUPD and crisis intervention providers to improve its Danforth Campus safety and security program. More importantly, the university can design and implement a sustainable process that continually and critically measures that approach based on a combination of professional expertise and input from the university community. Crisis, rightly understood, offers the occasion for innovation.

II. BACKGROUND

The Committee was formed and performed its work in the context of an unprecedented national backdrop. Following the violent deaths at the hands of the police of George Floyd, Breonna Taylor, Rayshard Brooks, Daniel Prude, and other people of color, the summer of 2020 saw massive protests and street demonstrations against racial inequity and injustice that were comparable in many ways to those of the 1960s.[i] Public concern about police brutality—particularly against people of color, the LGBTQIA+ community, and other marginalized communities—is not new. Higher education has never been immune to political activism and protest and indeed was one of the centers of it in the 1960s. George Floyd's death at the hands of officers from the Minneapolis Police Department (MPD) compelled the University of Minnesota to scale back significantly its relationship with the MPD. This decision came on the heels of a recent trend of high-profile critiques about the role of police on college and university campuses. This unprecedented political and social activism also unfolded during the COVID-19 pandemic, which itself has had a distressingly disproportionate impact on communities of color in the United States.

It is also important to acknowledge the regional backdrop for the Committee's work. In 2014, Ferguson, Missouri, gained international notoriety due to the shooting death of Michael Brown at the hand of police officer Darren Wilson and the subsequent violent clashes between law enforcement and protesters. The grassroots activism ignited by Brown's death has yielded some change in the St. Louis region including the elections of Circuit Attorney for the City of St. Louis Kim Gardner, Prosecuting Attorney for St. Louis County Wesley Bell, and Congresswoman Cori Bush—a remarkable indication of how much some activists, no matter how strident their opposition, still believe in the transformative possibilities of our country's governance structure enough to want it to empower marginalized communities. Still, the everyday lived experience of thousands in our region, and the intransigence of structural inequality, continue to confirm that we have a long way to go before we have achieved true restorative justice or even come reasonably close to it.

Finally and perhaps most importantly, we must note the context of the Danforth Campus. Home to more than 15,000 students and 5,000 faculty and staff, it is a large and vibrant community with members from many different backgrounds and from countries around the world, with significant socioeconomic, racial, ethnic, gender, sexual orientation, and many other forms of diversity. Their definitions of safety and their opinions and prior experiences with law enforcement vary greatly. The campus and its surroundings are also diverse. The campus' bucolic feel and well-defined borders can make it feel isolated from surrounding neighborhoods. While the neighborhoods closest to campus feature well-kept single-family homes and apartment buildings, some just a mile away from campus have suffered from decades of disinvestment and neglect.

Most crime on the Danforth Campus is non-violent in nature, with larceny being the most common crime. Violent crime on the Danforth Campus that WUPD either responds to or receives a report of is very rare, though that does not constitute all violent crime as victims of sexual assault often choose not to report to WUPD. Additionally, though safer than most neighborhoods in the City of St. Louis, the neighborhoods surrounding the Danforth Campus are not immune to crime, including violent crime. There were troubling spikes in violent crime in the neighborhoods north and northeast of campus at the start of most semesters during 2017, 2018, and 2019.

Another important local context of the Committee's work is effectively illustrated by the "IHOP incident" of the summer of 2018. Ten WashU students—all Black, incoming first-year students—were falsely accused of "dining and dashing" by officers from the Clayton Police Department, a painful reminder of the problem people of color in the United States often encounter with the police through racial profiling, false accusations, and instances of outright humiliation and defamation. What we learned—or were reminded of—perhaps crudely but indelibly as a community is that the prestige that attending Washington University confers does not protect all students from the harsh realities of the wider world. We are also reminded that we are not immune from those harsh realities occurring on our campus. To paraphrase T. E. Lawrence, all Washington University students may be privileged by being here, but they are far from being privileged equally.

Like colleges and universities across the country, the Danforth Campus has many students who face mental health challenges, a complex and pervasive safety issue in its own right and one worsened by the COVID-19 pandemic. A June 2020 study by the Centers for Disease Control and Prevention found that 25.5% of survey respondents ages 18–24 "reported having seriously considered suicide in the 30 days before completing the survey." The university's administration of the Spring 2020 American College Health Association National College Health Assessment III indicates 29.2% of students surveyed screened positive for suicidal ideation over the past 12 months, and 3.5% indicated they had attempted suicide within the last 12 months. Habif Health & Wellness, WUPD, and other units on campus have made significant investments in response to these needs, including adding mental health staff, entering an agreement with a third party to provide after-hours on-call mental health consultations, and increasing crisis intervention training. While those efforts are commendable, based on the feedback from the Danforth Campus community noted later in this report, it is clear that more work can and should be done.

It is also important to highlight some recent efforts by the university to improve safety on and around the Danforth Campus. In 2017, WUPD achieved international accreditation through the Commission on Accreditation for Law Enforcement Agencies, and in 2019, in partnership with the Division of Student Affairs, WUPD formed a student advisory group. Finally, following the aforementioned spikes in violent crime near campus, the university formed a Public Safety Working Group in 2019 to improve efforts on and around the Danforth Campus to reduce crime. Our hope is to build upon these prior efforts and strengthen what the university already has in place to ensure the safety of the Danforth Campus community. It will be important moving forward that the university continues to monitor the current and proposed efforts to ensure they achieve their intended outcomes.

A persistent point of discussion for the Committee was the exact scope of the topic of safety. As we learned through our survey and engagement sessions, members of the Danforth Campus community have different understandings of what constitutes feeling safe and what threatens their perception of security; these include fulfilling a sense of belonging or being structurally or hegemonically prevented from belonging; the authoritarian, institutionalized nature of a mental health crisis intervention; and freedom from concerns about violent crime, an expectation that can become an entitlement for a particular class, gender, race, or ethnicity that often puts others at risk. Clearly, safety is not just actual protection from physical danger or risk but a state of mind, a set of values, almost an ideology at times, and certainly a form of consciousness. In response to our charge and in order to produce some reliable insights that could generate a useful report, we concentrated mainly on physical safety, mental health crisis intervention, and the availability and extent of certain university services.

Geographically, once the scope goes beyond the exact boundaries of the Danforth Campus, it is difficult to determine exactly where to stop when considering the Danforth Campus public safety program. Students, faculty, and staff live in many surrounding neighborhoods, and since those populations are growing, the density of Danforth Campus community members in those neighborhoods is growing. WUPD conducts off-campus patrols in some of these neighborhoods and in coordination with municipal police departments. Because some members of the Danforth Campus community also spend time on the Medical Campus, and because the two campuses share some peripheral neighborhoods, it can be difficult to limit a discussion about safety to just one campus. And given the high levels of violent crime in parts of the St. Louis region, particularly north of campus, a conversation about safety on and around campus can morph into a conversation about the broader issue of violent crime and its root causes in the St. Louis region. While these and other permutations are important, in accordance with the Committee's charge, the scope of this report is focused primarily on safety and security on the Danforth Campus and its immediately surrounding neighborhoods.

III. COMMITTEE PROCESS

The Committee's work comprised a mix of meetings, discussions with relevant experts, and topical research. After being formed in late September 2020, the Committee met twice per month in October, November, December, and January. In addition to general discussion and deliberation, Committee meetings provided opportunities to learn about the public safety ecosystem on and around the Danforth Campus. Presenters/Attendees included:

- WUPD chief of police
- Higher education administrators from other colleges/universities who spent time at WashU and have served as college/university presidents elsewhere
- WashU administrators who oversee the provision of crisis intervention and mental health care services on the Danforth Campus
- A colleague who administered and reported the results of the public safety survey
- External professional who facilitated public safety engagement sessions

Four sub-committees, focused on the areas of the Committee's charge outlined in the executive summary, met separately outside of Committee meetings.

In addition to bringing our own perspectives and experiences to the Committee as individuals and as representatives of our constituencies, we leveraged two methods to solicit input from the Danforth Campus community regarding the public safety program on and around campus.

The survey, which we believe is the first of its kind for the Danforth Campus, and the engagement sessions provided invaluable feedback and perspective from faculty, staff, and students. We are grateful to those individuals who completed the survey and participated in the engagement sessions, as well as the individuals who made these efforts possible.

- A public safety survey was administered electronically to faculty, staff, and students on the Danforth Campus from October 30 through November 16, 2020. The survey was designed to elicit responses about Danforth Campus community members' broad experiences with safety (not related to the pandemic) and to gather ideas for improving public safety on and around the Danforth Campus. Respondents were invited to share their personal definitions of safety, describe times they felt safe and unsafe, rate effectiveness of safety services, and offer specific ideas for improving safety on and around the Danforth Campus. The survey was announced via email to the Danforth Campus community on October 30 and a reminder appeared in The Record on November 11. The total number of unique respondents to the survey was 1427. More information about the survey results are available in the appendix; highlights included:
  - Respondents were invited to define "safety," which elicited a variety of responses that were categorized into themes.[1]
    - "I would not have to worry about crime." (37%)
    - "The environment would be conducive to personal safety and wellness." (35%)
    - "Public safety services and resources would be sufficient." (28%)
    - "I would be able to move around campus without fear." (28%)
    - "The campus would be inclusive and community care would be in place." (9%)
    - "I would not have concerns about the university's approach to policing." (9%)
  - Most respondents reported feeling safe on the Danforth Campus, even at night. The results are more mixed in the neighborhoods around campus (except Clayton) with about 30-40% of respondents (varied by neighborhood) saying they felt safe, 30-40% saying they did not feel safe, and the remainder responding neutral.
  - Though satisfaction varied considerably by service, respondents were generally pleased with public safety services listed in the survey (e.g., shuttles, WUPD patrols, security infrastructure). For most services, 55-75% of respondents found them effective or very effective. A handful of services received higher marks (greater than 75% finding them effective or very effective), and slightly less than 50% of respondents found one service effective or very effective.
  - While most (66%) respondents said they were comfortable or very comfortable with interactions they have had with WUPD, slightly less than half (45%) of respondents agreed or strongly agreed that the presence of WUPD on and around the Danforth Campus made them feel safe. Responses varied based on demographics, affiliations, and other characteristics. While more detail is available in the appendix, it is worth noting in the body of this report that some of these variations, unfortunately, were predictable—i.e., aligned with national and regional trends and supported by anecdotal evidence heard from historically marginalized communities.
    - Comfort with interactions they have had with WUPD (percent comfortable or very comfortable)
      - While 68% of individuals who identified as White said they were comfortable or very comfortable, the numbers were lower for other racial/ethnic groups: African American 50%, Hispanic/Latino 55%, Asian 60%, and two or more races 43%.
      - The percentages for individuals who identify as bisexual (21%), and gay/lesbian (44%) are particularly concerning. These compare to 76% for individuals who identify as heterosexual/straight.
      - Responses varied significantly by gender identity, with 15% of non-binary respondents, 17% of transgender respondents, 61% of women, and 74% of men reporting being comfortable or very comfortable.
      - Graduate students, professional students, faculty, and staff (ranging from 65-85%) were more likely than undergraduate students (45%) to say they were comfortable or very comfortable.
  - Presence of WUPD on and around campus making them feel safe (percent agree or strongly agree)
    - Responses were relatively consistent by race/ethnicity: Hispanic/Latino 49%, African American 43%, White 43%, Asian 41%, and 2 or more races 50%.
    - Women (39%) were less likely to agree or strongly agree than men (51%), while non-binary (55%) and transgender (71%) individuals responded more positively. Responses were relatively consistent by sexual orientation: straight 44%, bisexual 42%, and gay/lesbian 50%.
    - Undergraduate students (52%) were more likely to agree or strongly agree with this statement than graduate students, professional students, faculty, and staff (ranging from 35-45%).

- With the help of a third-party facilitator, four virtual engagement sessions attended by a mix of faculty, staff, and students were conducted in mid-November. Each session was attended by about four to eight participants, which allowed for rich discussion. At each session, the facilitator provided an introduction and led the group through a scaffolded series of questions: 1) concerns about public safety on and around campus, 2) brainstorming potential solutions, and 3) digging deeper on the most promising potential solutions. Participants' concerns and ideas for change varied somewhat across the sessions, but they generally fell into five themes:
  - Ensuring that physical infrastructure (e.g., lighting) and transportation on and around campus is adequate to meet public safety needs
  - Improving communications and information sharing related to public safety
  - Improving relationships between students, WUPD, municipal police departments, and university administration
  - Expanding transparency, accountability, and feedback loops related to safety
  - Reconsidering WUPD's role and presence on campus for incidents that do not involve criminal activity (e.g., mental health emergencies)

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[1] The percentages sum to greater than 100% because some "safety" definitions touched on multiple themes.

IV. RECOMMENDATIONS

The Committee's recommendations are based on common themes we identified in our meetings, in feedback from the Danforth Campus community, and in our research. First, it is clear that there is a significant appetite within the Danforth Campus community for ongoing opportunities for feedback related to public safety; it is why we served on this Committee and why so many people provided feedback through the survey and the engagement sessions. We also heard a continued call for ongoing outreach, dialogue, and understanding among the Danforth Campus community, the administration, and WUPD. These are some of the core tenets of community policing and key to a successful public safety program on and around a college campus. More tactically, we heard that the university needs to evaluate the role of armed WUPD officers on campus, particularly in response to mental health crises (the most common idea for improvement submitted in the survey) and other incidents that do not involve a threat of violent crime. Across these common themes, we can confirm that there is a strong desire for the university to continue the charge of this Committee—that is to say an ongoing commitment by the administration to evaluate the Danforth Campus public safety program based on the needs and feedback of the community to guide a cycle of continuous improvement.

With these themes in mind, we offer the following recommendations:

1. Re-imagine the response to mental health incidents on the Danforth Campus and make necessary modifications to ensure that those incidents are addressed—from beginning to end—by the most appropriate resources

For many members of the campus community, the presence of an armed police officer can be concerning, even alarming--so much so that some individuals may not seek support from the university during a mental health emergency. While WUPD has prioritized crisis intervention training, the department is currently resourced to send only armed police officers to calls as opposed to more specialized mental health personnel.

Recommended tactics to implement this recommendation include:

a. Ensure that the Danforth Campus emergency call and dispatch system is equipped to triage appropriately mental health crises. Currently, emergency calls go to WUPD's dispatch team. This team should be sufficiently trained, and their protocols must be suitable, to triage these calls. Part of this training and these protocols should be determining whether an incident requires a response that includes an armed WUPD officer.
b. Garner additional funding for WUPD specifically earmarked to add mental health crisis response workers who are available 24/7 and without delay.
c. Regardless of whether the aforementioned mental health crisis response workers are added, ensure that crisis intervention and mental health training for all WUPD personnel is sufficient. The Committee recommends a review of WUPD's training program conducted on a regular basis (at least every three years) by either an internal group representing WUPD, on-campus mental health providers, and a suitable representation of students, faculty, and staff, or a third party with expertise in 21st century policing.

It should be noted that particularly since the tragic police encounters earlier this year, many urban police departments are considering adopting the above-mentioned measures. Indeed, most recently, the City of St. Louis police department has begun putting points a and b into practice. It sees this as a more practical and efficient designating and assigning of resources to serve the public better and to free the police from answering calls that, in most instances, they would prefer not answer as they themselves feel they are not the unit best trained or best equipped to deal with such calls.

Recognizing that oversight of these resources may have some impact on utilization and performance, the Committee discussed whether the resources recommended in point b should be housed in WUPD or another unit. There are advantages and disadvantages to both arrangements. One concern is the possibility of WUPD's investigatory responsibilities conflicting with the aims of these proposed mental health crisis response workers. Another concern is situating mental health response separate and distinct from police response, with particular sensitivity to those who have negative perceptions or experiences with policing. If point b is implemented, the Committee asks the administration to organizationally locate these mental health crisis response workers in a manner that allows them to exercise their duties in fidelity with the Committee's recommendation.

Finally, the Committee heard through its survey and engagement sessions, and from the providers themselves, that the demand for mental health resources at the university often exceeds the supply, as is unfortunately the case at colleges and universities across the country. Therefore, in addition to ensuring that the appropriate resource responds to mental health incidents, the investment in point b would shore up an area that is stretched thin.

2. Create concrete and sustained opportunities for the Danforth Campus community to provide feedback as part of a concerted, ongoing commitment by the administration to evaluate and adjust as necessary the public safety program on and around the Danforth Campus

Committee members and many respondents to the survey and the engagement sessions commended the university for offering these opportunities to provide feedback. Though we believe it has been a valuable exercise, this process should not be a one-time endeavor. Because the topic of safety and security is enduring and ever-changing, we believe it is necessary for the university to create a standing group that listens to and represents Danforth constituencies (particularly those from historically marginalized backgrounds), providing feedback to the university on the pertinence and effectiveness of the safety and security ecosystem on and around the Danforth Campus.

Recommended tactics to implement this recommendation include:

a. Create an ongoing version of this Committee to collect and review feedback, evaluate the approach to safety and security on and around the Danforth Campus, and collaborate with WUPD and other university departments to calibrate the approach to safety and security based on the needs of the Danforth Campus community (note that it may be possible to repurpose and/or expand the aforementioned student advisory group formed in 2019)
b. Collect feedback through multiple channels, including at a minimum an annual survey; facilitated discussions with target constituencies; and an easy-to-use online mechanism for submitting feedback. To the greatest extent possible, the university should "close the loop" on submitted feedback; it is important for the community to understand that its feedback is valued and, when appropriate and possible, acted upon.

3. Improve communications related to public safety with a focus on easily available information, deliberate outreach to specific constituencies, transparency, and accountability

Communicating to a population as large and diverse as the Danforth Campus community is challenging for any topic. It is particularly challenging for safety and security given the community's many perspectives, experiences, and expectations related to safety and policing. For some members of the community, this topic is on their mind every day, while others are only concerned when they are affected by a specific incident. In many ways, this recommendation is a direct complement to its predecessor; the collection of, response to, and application of feedback is itself an exercise in communication. We believe that effective two-way communication will yield a better public safety program on and around the Danforth Campus and more productive and durable relationships between members of that community, WUPD, and the university administration, which will be necessary to support the ongoing evaluation and improvement of that program.

Recommended tactics to implement this recommendation include:

a. Increase awareness of public safety resources. This information should be easy to find and more centralized, possibly through a new webpage for safety and security, a revamped WUPD website, or an improved WashU Safe app or some combination of these. Though specific departments that offer services along the spectrum of safety (e.g., Habif, Parking & Transportation, WUPD) will need to retain their websites, it will be valuable to consolidate safety and security related resources in one place to serve as a hub, with links to specific departments for more information.
b. Reach out to target groups, including affinity groups, students living on-campus, students living in neighborhoods (particularly those doing so for the first time), and international students.
c. Increase transparency about the approach to safety and security on the Danforth Campus, including information about WUPD's training related to crisis intervention and implicit bias, public safety data (crime, stops, incidents, officer demographics), and clearer information about the jurisdiction of WUPD and surrounding municipal police departments, including which department has the primary responsibility and how WUPD can assist when a municipal police department responds.

Separate from these recommendations, we feel that it is important to specifically bring attention to another common theme we heard and shared as a Committee: the university's relationships with surrounding communities, and how the approach to safety and security on and around the Danforth Campus is informed by those relationships. As a Committee, we find ourselves attuned to the importance of this topic; it came up in our meetings and in the feedback from the Danforth community, often as part of the broader discussion about the geographic scope of the university's public safety program. We are aware that given the diversity of these communities, there is no "one size fits all" recommendation to be made. The Danforth Campus is surrounded by multiple communities in different municipalities, each with its own unique characteristics, governance, and needs. We are also aware that this topic is embedded in the much broader relationships, covering many other topics, that the university has with these communities. We recognize that the university has a long history of engaging with these communities on safety and security as well as other topics, and we strongly support the continuation of those efforts.

Assuming the aforementioned recommendation to create an ongoing group is adopted, we strongly encourage that group to engage with members of the university's administration responsible for partnering with communities surrounding the Danforth Campus on safety and security. We believe it will be important to share with those individuals the feedback on this topic gathered by the Committee and to explore opportunities to share more broadly the university's efforts to partner with surrounding communities on safety and security.

V. SUMMARY

The Committee is grateful to Chancellor Martin for his commitment to exploring the issue of public safety at Washington University by creating this opportunity to consider and analyze some of its facets and to offer recommendations for change. The Committee is aware that it was serving both as a voice for the Danforth Campus and as a sounding board for the various voices of the campus. We took this responsibility seriously and with all the respect and care that bearing such a responsibility deserves. These various voices, distinct always, sometimes so different as to seem oppositional, reflect the experiences—despairing and amenable, unnerving and congenial—of the students we teach and the faculty and staff we employ. We see this sharply in the different survey responses about safety and the police from various constituent groups. As African American novelist Richard Wright once pointed out, there is "between black and white Americans a struggle over the nature of reality." This trenchant observation, applicable to other groups at the university who have historically experienced persecution, must be understood and addressed, not by trying to reconcile views but by learning from them and adapting our community life in response to them as a way of expanding our own humanity. These differences can be inspiring in seeing how we inform each other of the meaning of being disparately vulnerable, of being nonidentical, but also of being of a common clay called human. To struggle over the nature of reality is what makes us human.

We see our recommendations as a first step, a beginning, a launch of a sustained and robust conversation about and an ever-deepening institutional commitment to public safety both on the campus and beyond it. The Committee's belief is that genuine safety means safety for everyone, a lofty goal but one that the university can hardly shirk and, indeed, must make every effort to attain if we are to be the university we strive and are compelled to be. To this end, we serve our surrounding communities by being both a model and a leader, offering ourselves as a dedicated partner and a place of dignity and understanding for all who live here. Our institutional mission demands we do no less.

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[1] In general the urban riots or uprisings that occurred during the 1960s—the era of "the long hot summers—were the result of acts and accusations of police brutality, clashes between Black citizens and white police officers in major cities such as New York (Harlem), Cleveland, Philadelphia, Detroit, Los Angeles (Watts), Newark, and elsewhere. The exception was the widespread racial uprising across many U.S. cities simultaneously that occurred in 1968 in response to the assassination of Martin Luther King, Jr. In cases where the riot or rebellion occurred on the basis of a rumor that would later turn out to be false such as the Philadelphia uprising of August 1964 that was started when a rumor circulated through North Philadelphia that white police officers had beaten and killed a pregnant Black woman, it was the sheer plausibility of the rumor that revealed the severity of the underlining tension between Black residents and urban police forces. The property damage and loss of life from these riots were considerable and the intense racial polarization of the time made many think that country was headed for a national race war. The Watts Riot of 1965 was the worst of all the 1960s riots resulting in 34 dead, over 1,000 injured, and $40 million in property damage. It too was started by a rumor that white policemen had kicked a pregnant Black woman. 1967 was so terrible—especially the riot in

Detroit that left 16 dead, 493 wounded, and over 200 buildings destroyed—that President Johnson created a commission to investigate the causes of the violence and to make recommendations. The Kerner Commission Report blamed white police brutality, failed social programs, and pervasive racism. The report was a best-seller. Clearly, police violence against other marginalized or persecuted groups, however horrific, never reached the same level of national crisis as the racial conflagrations of the 1960s. The police violence in big cities in the 1960s directly led to the formation of the Black Panther Party, which was an attempt to confront police violence with militant and armed self-defense. The history of white police brutality against Blacks is long. For instance, the biggest court martial in U.S. military history occurred in November 1917 when 63 Black soldiers from the Third Battalion of 24th Infantry regiment stationed in an intensely racist Houston were charged with mutiny and murder when, on the night of August 23, they disobeyed their white superior officers, took arms, and marched through the streets of Houston killing whites in revenge for the police beating of one of their fellow soldiers. (At first, it was rumored that the police had killed the soldier but this was not true.) The soldiers' ultimate destination was the police station to kill the officers who had assaulted their comrade. Twenty people died on the streets of Houston that night, 11 white civilians and five white policemen. On December 10, 13 Black soldiers were executed for this crime. Six more were executed later. A proper understanding of this history explains the salience of the Black Lives Matter Movement and the recent urban uprisings against police brutality against Black people, why Black civilian/white police conflict remains an extremely contentious issue in our society, and why this report on campus safety was necessary. See Matthew Countryman, *Upsouth: Civil right and Black Power in Philadelphia* (Philadelphia: University of Pennsylvania Press, 2007), Gerald Horne, *Fire This Time: The Watts Uprising and the 1960s* (Charlottesville: University Press of Virginia, 1995), John Hersey, *The Algiers Motel Incident* (New York: Knopf, 1968), Robert V. Haynes, *A Night of Violence: The Houston Riot of 1917* (Baton Rouge: Louisiana State University Press, 1976), Adriane Lentz-Smith, *Freedom Struggles: African Americans and World War I* (Cambridge: Harvard University Press, 2009), Huey P. Newton, *Revolutionary Suicide*, (New York: Penguin Books, 2009, originally published in 1973).

VI. APPENDICES

APPENDIX I. SUMMARY OF PUBLIC SAFETY COMMITTEE SURVEY RESPONSES
(OCTOBER 30–NOVEMBER 16, 2020)

A public safety survey was administered electronically to faculty, staff, and students on the Danforth Campus from October 30 through November 16, 2020. The survey was designed to elicit responses about Danforth Campus community members' broad experiences with safety and to gather ideas for improving public safety on and around the Danforth Campus. Respondents were invited to share their personal definitions of safety, describe times they felt safe and unsafe, rate effectiveness of safety services, and offer specific ideas for improving safety on and around the Danforth Campus. The survey was shared via email to the Danforth community on October 30 and a reminder appeared in *The Record* on November 11.

Respondents

The total number of completed surveys was 1,427. The affiliations and demographics are summarized in the tables below.

Affiliation	Respondents	% of sample
Undergraduate student	601	42%
Staff	378	27%
Graduate Student	243	17%
Faculty	138	10%
Other	34	2%
Professional student	19	1%
Hybrid faculty/staff	14	1%
TOTAL	1427	100%

Primary Academic School	Respondents	% of sample
Arts & Sciences	629	44%
Central Fiscal Unit	220	15%
McKelvey School	179	13%
Olin Business School	125	9%
Other	93	6%
Brown School	68	5%
School of Law	67	5%
Sam Fox School	46	3%
TOTAL	1427	100%

Student Residency Type	Respondents	% of sample
Domestic, non-St. Louis	635	74%
Domestic, St. Louis	125	15%
International student	94	11%
TOTAL	854	100%

Student Level of Need*	Respondents	% of sample
Low	359	47%
Moderate	194	25%
High	128	17%
I don't know	81	11%
TOTAL	762	100%

Student Pell Eligibility*	Respondents	% of sample
No	130	71%
Yes	52	29%
TOTAL	182	100%

*split question with student level of need, respondents could select multiple responses

Race/Ethnicity	Respondents	% of sample
African/Black	68	5%
Asian	130	9%
Hispanic/Latinx	60	4%
2 or more races/ethnicities	40	3%
White	681	48%
Not listed	15	1%
Prefer not to reply/blank	433	30%
Total	1427	100%

Gender Identity	Respondents	% of sample
Woman	615	43%
Man	395	28%
Non-Binary	27	2%
Not Listed	1	0.1%
Prefer Not to Respond/Blank	389	27%
Total	1427	100%

Transgender identity	Respondents	% of sample
No	1029	72%
Yes	7	.5%
Prefer Not to Respond/Blank	391	27%
Total	1427	100%

Orientation	Respondents	% of sample
Heterosexual/Straight	783	55%
Bisexual	99	7%
Gay/Lesbian	58	4%
Not Listed	38	3%
Prefer Not to Respond/Blank	449	31%
Total	1427	100%

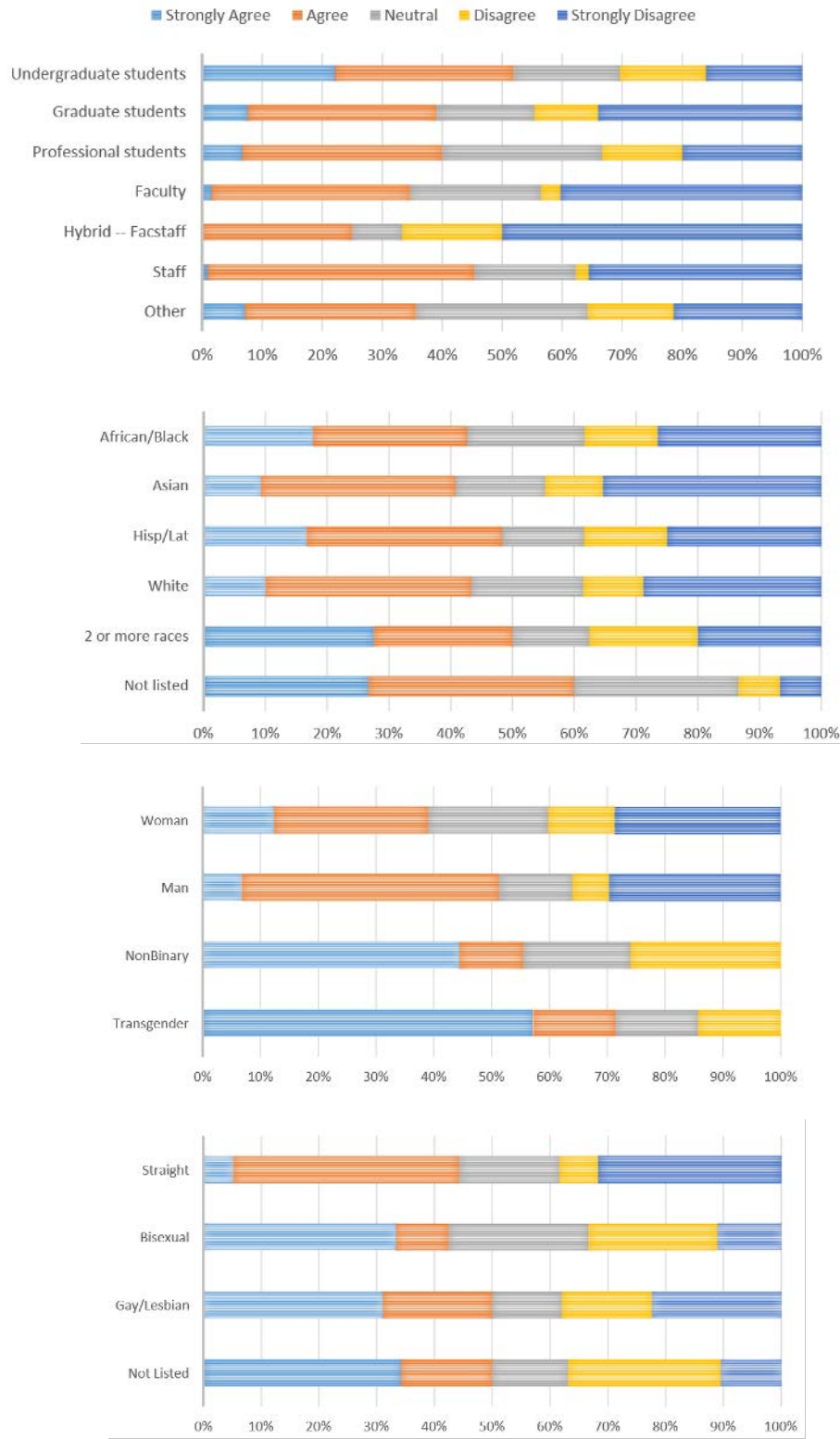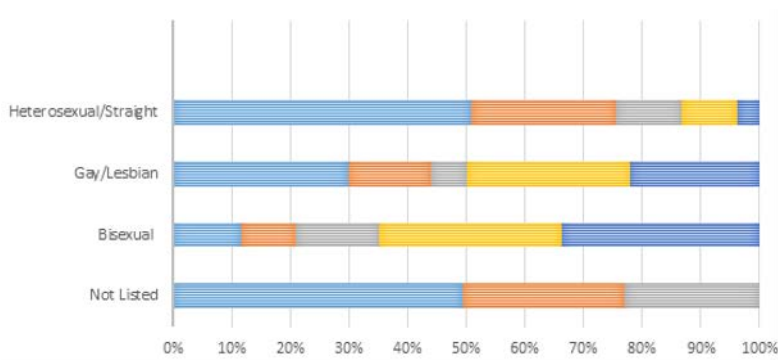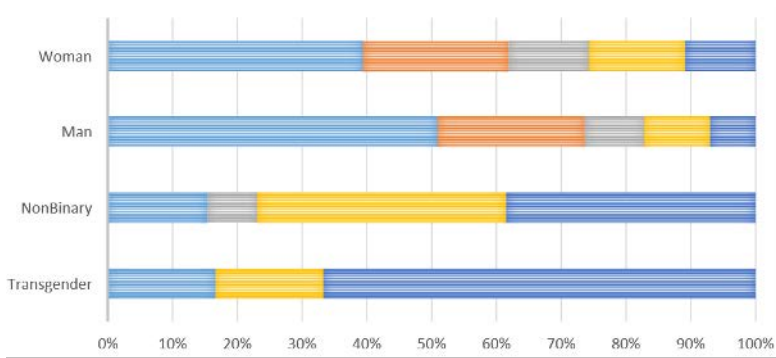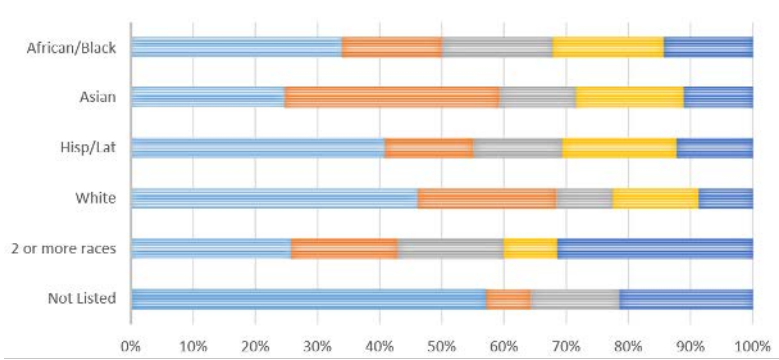| Disability status	Respondents	% of sample
No	222	16%
Yes	52	4%
Prefer Not to Respond/Blank	1153	81%
Total	1427	100%

SURVEY QUESTIONS

"Generally, I feel safe during/in…"
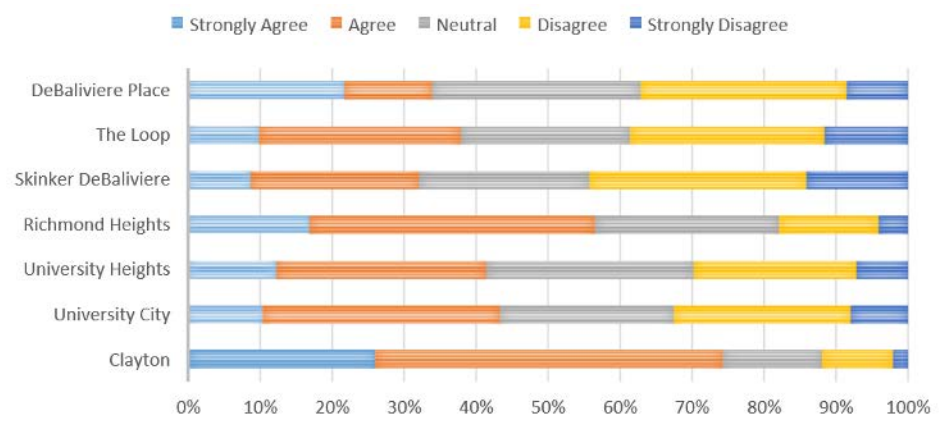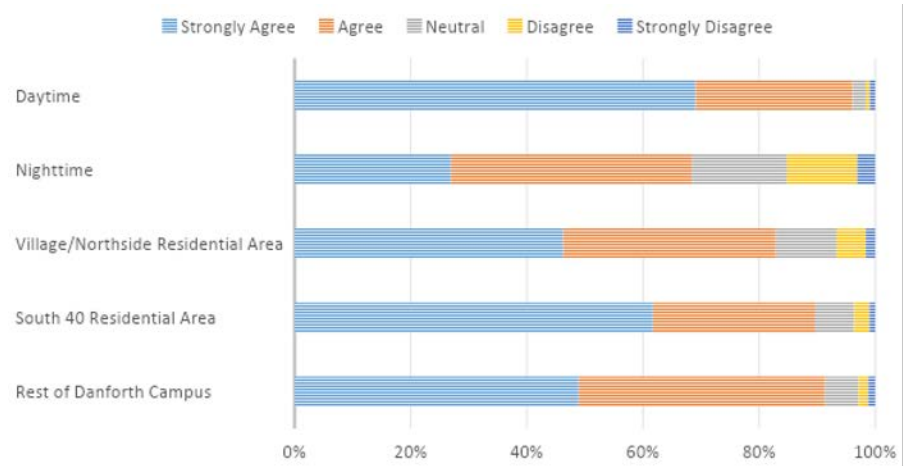
"The presence of WUPD on and around the Danforth Campus makes me feel safe."

Legend: Strongly Agree, Agree, Neutral, Disagree, Strongly Disagree

Chart 1 categories: Undergraduate students, Graduate students, Professional students, Faculty, Hybrid -- Facstaff, Staff, Other

Chart 2 categories: African/Black, Asian, Hisp/Lat, White, 2 or more races, Not listed

Chart 3 categories: Woman, Man, NonBinary, Transgender

Chart 4 categories: Straight, Bisexual, Gay/Lesbian, Not Listed

"How would you describe your level of comfort with interactions you have had with WUPD?"
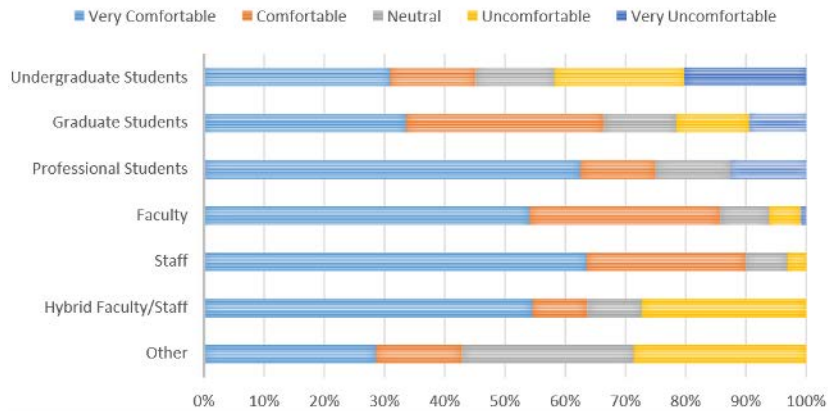
"Rate the effectiveness of the current public safety services on and around the Danforth Campus (in order of effectiveness)."
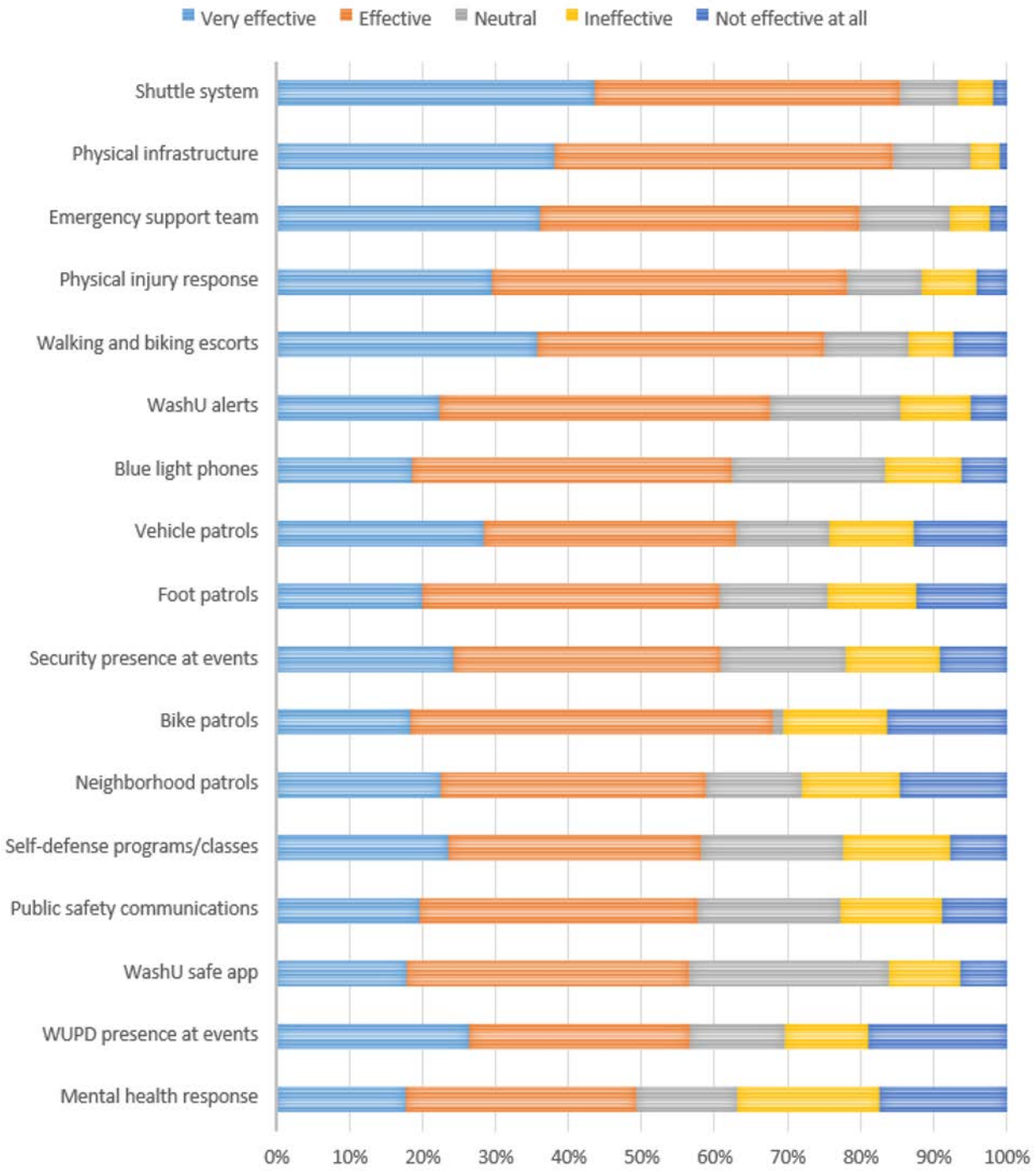
SAFETY IDEAS

The survey asked respondents for ideas to improve safety on and around the Danforth Campus. The survey generated 283 responses to this question across the following categories. Most responses favored more or improved resources, though some respondents proposed reducing some resources.

- Neighborhood patrols – 37 responses
- Emergency response to mental health situations – 30 responses
- Physical infrastructure – 28 responses
- Foot patrols – 23 responses
- Vehicle patrols – 19 responses
- Shuttle system – 17 responses
- Bike patrols – 15 responses
- Self-defense programs/classes – 15 responses
- Blue light phones – 13 responses
- Emergency Support Team – 10 responses
- Public safety communications – 9 responses
- Walking and biking escorts – 7 responses
- WashU Safe App – 3 responses
- Security detail/presence at events – 3 responses
- WashU Alerts – 3 responses
- Emergency response to physical injury situations – 3 responses
- Other – 48 responses

APPENDIX II. SUMMARY OF PUBLIC SAFETY COMMITTEE ENGAGEMENT SESSIONS
(NOVEMBER 16–23, 2020)

EXECUTIVE SUMMARY

With the help of a third-party facilitator, the Public Safety Committee conducted four 90-minute engagement sessions with some faculty, staff, and students on the Danforth Campus in mid-November 2020. Each session was attended by about four to eight participants with a mix of faculty, staff, and/or students, which allowed for rich, diverse discussion among the groups. Participants opted in to these sessions after being invited through a number of channels. Leaders of multiple student groups that may be interested in this issue shared the invitation with their members; groups included but were not limited to Student Union (SU), Congress of the South 40 (CS40), Graduate and Professional Council (GPC), Association of Black Students (ABS), Pride Alliance, Office of International Students and Scholars (OISS), and EST (student-run EMT program). The Office of the Provost identified a set of faculty who they believed would be interested in providing feedback. Similarly, Danforth Staff Council leadership identified a subset of their group who they believed would be interested.

At each session, the third-party facilitator provided an introduction and then led the group through a series of three questions that built on each other to address the following: concerns about public safety on and around campus, brainstorming potential solutions, and digging deeper on the most promising potential solutions. The concerns and ideas for change expressed by participants varied somewhat across the sessions, but they generally fell into the five themes outlined here and in the table below:

- Reconsidering WUPD role and presence on campus
- Improving communications and information sharing
- Improving relationships between students, WUPD, municipal police departments, university administration, etc.
- Ensuring physical infrastructure (e.g., lighting) and transportation on and around campus meet our public safety needs
- Increasing transparency, accountability, and feedback loops related to public safety

The sessions allowed for community members to be heard, share personal experiences, broaden their perspectives, and ask questions of themselves and the system as a whole. Based on post-session survey results, participants appreciated this opportunity, noting that they found the dialogue "productive," "thoughtful," and "better than expected". Participants remained engaged during the sessions and some would have appreciated additional opportunities to continue the discussion. The engagement sessions were focused on the process and answering the aforementioned guiding questions, yet participants wanted to and did discuss the broader idea of public safety.

THEME	CONCERNS	IDEAS FOR CHANGE

EXPERIENCES AND PERCEPTIONS	• Not everyone feels like they belong on campus.
	• WashU community members having different experiences, backgrounds, and expectations related to public safety. Some have prior bad experiences with police. Others come from communities with lower crime, different relationships with police, etc.
	• Feeling over-policed off campus.
	• Notable difference between on and off campus when it comes to public safety.
	• Bad experience with WUPD makes some people hesitant to call WUPD in the future.
	• What experience do WashU community members have with municipal police departments, and how do those experiences affect how they interact with/perceive WUPD?
	• Perception of increased crime off campus (crime alerts, security memos, individual experiences).
	• Some students do not feel like they can trust "the administration" and what it says and does related to public safety.
		• Strive for true community policing relationship between WUPD and university community.
		  • Deliberate and proactive relationship-building efforts.
		  • Change WUPD practices to encourage community policing (e.g., more foot patrols, restorative justice when a university community member has a concern about WUPD).
		  • Ensure WUPD mission, vision, and practices align with university's values, mission, and vision.
		• Students-to-WUPD feedback and dialogue mechanism, supported by CDI, OISS, and other resources.
		• Implement sustainable solutions for increasing feedback, transparency, and accountability around public safety. Would help institution get out of the "crisis – respond" pattern of behavior.
		• Improve relationships with surrounding communities.
		• Leverage peer influence, involvement, and support in public safety strategy (e.g., expand peer safety escort program and efforts to influence peer behavior for non-violent public safety calls).

INCIDENT RESPONSE	• Is WUPD the right resource for all incidents? Can other resources be deployed? (e.g., mental health crises, alcohol and drug abuse, protests and rallies, people locked out of their offices) • Distinguishing between emergency calls (1) that involve physical safety and/or criminal activity and (2) other emergencies that might not warrant an initial response from WUPD. • WUPD responding with EST (Emergency Support Team, the student-run EMT program) creates barrier for some students who have not had positive interactions with police.	• New methods for triaging responding to non-traditional public safety concerns. Send resources that are appropriate to the incident, not just WUPD because they answer 24/7.
INFORMATION SHARING AND COMMUNICATION	• Under-communication or misinformation on public safety and other resources. Varied by constituency; graduate students and international students expressed the most dissatisfaction. • What information do we share (and should we share) with students, faculty, staff, visitors, etc. related to safety and crime in St. Louis and in our surrounding neighborhoods? • Do our community members understand the role and geography of WUPD and surrounding municipal police departments?	• Improved public safety communications. Ensure that all students get the information. Focus on what to do in an emergency, how to access mental health resources, and public safety resources at the university. • Greater transparency about our public safety interventions/investments.
INFRASTRUCTURE AND TRANSPORTATION	• General concerns about infrastructure and the physical environment, especially lighting in some spots on and off campus. • Concerns about transportation safety, including Metro system, parking, and cycling/walking. • Information about shuttles isn't as easily accessible as it should be.	• Improve lighting and safety infrastructure, on- and off-campus (properties, pathways, garages, etc.) • Improved transit offerings. Better shuttle app. Better transit information online and proactive communications. Expand student-run escort program.
WUPD POLICIES, PROTOCOLS, ACTIONS, ETC.	• Does WUPD always need to be armed? Causes discomfort for some. Is it always necessary given low rate of crime on campus? • How does WUPD present itself physically? Can their uniforms, vehicles, equipment, etc. be less traditional/more approachable and emphasize that they are part of the WashU community? • Is WUPD's training sufficient, especially for trauma-informed care, bias, crisis intervention, and domestic violence?	• Additional training. • Explore ways that WUPD might present physically in a manner that aligns with a community policing model • Divest from WUPD and re-invest in community wellness