York University
Security Services Review
Final Report
December 2022

Submitted to:
Carol McAulay
Vice-President, Finance & Administration
And
Sheila Cote-Meek
Vice-President Equity, People & Culture

Submitted by:
The Security Services Review team
And
Expert Panel Members

YORK U

Contents

YORK U

YORK U

YORK U

Executive Summary

Over the last year, a team of York University faculty, staff and an external consultant completed a formal year-long review of York's security services, guided by an anti-racism, equity, diversity, and inclusion lens. The review took a critical and holistic approach to enhancing safety and security at York to address real issues and concerns identified by members of the University community. This included critically reviewing the law enforcement model upon which many campus security services across North America, including York Security Services, have been established, and exploring alternative security services models. Throughout the review, the commitment was to maintain a high-level of safety for all York's community members living, learning, teaching, and visiting the University's campuses.

The review emerged in response to a long history of concerns from equity deserving groups about security activity at York University. In 2019, York University's Community Safety Department Strategic Plan identified themes and areas to improve the University's security services. In June 2020, the University engaged in consultations on anti-Black racism with Black community members to gather concrete suggestions for change, which culminated in the release of the *Action Plan on Black* inclusion*: A Living Document for Action.* During the course of these meetings, participants shared many experiences and feelings of racial discrimination and harassment, including shared experiences of racial profiling and surveillance while on campus and feelings of a lack of support. The issues identified were centered on uniformed security services and the interface with police. The safety section of the action plan committed the University to review campus security and explore alternative models for community safety to ensure that the lens of equity, diversity and inclusion is central, and that the process of review would include community consultation with Black community members.

The review conducted extensive background research into innovative efforts to address concerns of racism and discrimination in universities across North America and included extensive consultation with the York University community.

This report first details the background, terms of reference, principles, lens and language, and process that guided the review, and details the current structure and activities of York Security Services. It then details three major equity related demands that have emerged in the wider society in response to concerns with law enforcement and which have found resonance relating to campus security, including the:

- Demand to end racism in law enforcement
- Demand to develop non-police only frontline responses for mental health crises
- Demand to defund and/or de-task police services and develop more comprehensive safety responses

YORK U

The report then identifies a number of themes and issues that emerged from the consultations including the need for:

- a community-centric approach to security
- a focus on equity, diversity, inclusion, and decolonization
- better coordination with and reduced presence of police on campus
- enhanced collaboration within the University relating to security and safety matters
- enhanced community engagement relating to security and safety matters
- enhanced acknowledgement of the special circumstances and needs of equity deserving groups
- a representative security service staff
- enhanced safety of all related to the presence of the unhoused on campus
- consistent protection for students and other individuals with precarious immigration status
- enhanced personal safety protection for campus members experiencing threat or harassment
- enhanced inclusion of Black and other racialized people from neighbourhoods adjacent to the Keele Campus

The report concludes that a commitment to diversity, equity, inclusion, and decolonization and the need to serve a highly diverse university community requires a move away from the current law enforcement model to a delivery model that emphasizes a community-centric safety approach. It identifies the main features of a community-centric safety approach for frontline security response to include the following elements:

1. Bias-free: Actively monitors for and removes individual and systemic bias in front line security activity, particularly as it relates to Black, Indigenous and other racialized groups.
2. Transparent and accountable: Maintains clear and effective mechanisms to uphold transparency and accountability.
3. Diverse and specialized: Maintains 24/7 delivery of front-line services that incorporate specialized professional social and mental health experts as alternatives or provides supports to front-line security staff.
4. Community-focused and collaborative: Engages actively with the campus community to collaborate in the definition and realization of safety.
5. Representative: Reflects the demographic composition of the campus community, particularly in terms of ethno-racial distribution.
6. Equity training: Establishes high quality anti-racism, equity, diversity, inclusion, and decolonization training for staff.

YORK U

7. Organizationally aligned: Realigns organizational culture, structures, and capacity to fully deliver a community-centric safety model.

Lastly, the report identifies a number of recommendations to support York Security Services in implementing the elements of a community-centric safety approach. It also makes recommendations directly related to the process of transition towards this new approach.

YORK U

A. Introduction and background

York University is a vibrant community of nearly 60,000 students, faculty and staff – a number that is even higher when campus visitors and businesses are considered. As the third largest University in Canada, York's two campuses cover a significant geographic area and have several satellite locations both in Canada and abroad. The University continues to grow, with work underway for the opening of a new campus in Markham. It is also one of the most diverse universities in Canada, with over 10,000 international students as part of its student body.

With such a diverse community, it is imperative that the services York provides to its community are reflective and representative of the varying individuals who live, learn, teach and work at the University.

This report is the culmination of a year-long formal review of York Security Services, conducted from an anti-racism, justice, equity, diversity, inclusion, and decolonization lens. The review took a critical and holistic approach to develop solutions to enhance safety and security at York and establish an alternative security services model. This report and all of its recommendations are grounded in a commitment to maintain a high-level of safety for all York's community members living, learning, teaching and visiting the University's campuses.

Review Background

Following the murder of George Floyd in June 2020, the University engaged in consultations on anti-Black racism with Black community members to gather concrete suggestions for change. During these meetings, participants shared many experiences and feelings including a lack of personal and emotional safety and shared their experiences of racial profiling and surveillance while on campus and feelings of a lack of support. Suggestions about how to reduce systemic barriers and create greater inclusion were also shared. The result of these consultations was the development of two pivotal documents aimed at addressing anti-Black racism: *Addressing Anti-Black Racism: A Framework at Black Inclusion* in 2020[1] and the release of the *Action Plan on Black Inclusion: A Living Document for Action*[2] in 2021. The 'Safety' section of this Action Plan states*:*

---

[1] "Addressing Anti-Black Racism: A Framework on Black Inclusion", York University, Toronto, 2020, https://www.yorku.ca/abr/wpcontent/uploads/sites/295/2021/02/20-168_Anti-BlackRacism_Framework_r3_AODA.pdf

[2] "Action Plan on Black Inclusion: A Living Document for Action", York University, Toronto, 2021, https://www.yorku.ca/abr/wp-content/uploads/sites/295/2021/12/211207-YorkU-VPEPC-Action-Plan-on-Black-Inclusion-Report-EN-final.pdf

As part of our commitment to review campus security and explore alternative models for community safety, ensure that the lens of equity, diversity and inclusion is central, and that the process will include community consultation (e.g., townhalls, focus groups) with Black community members.

Following the release of these two documents, York University, along with more than 40 Canadian post-secondary institutions, signed the Scarborough Charter[3]. The charter is a national pledge to ongoing action against anti-Black racism and to further progress towards Black inclusion.

This review is directly rooted in the experience of anti-Black racism and Black community members' distrust of law enforcement – broadly and with York Security Services – and has a broader source in equity, diversity, inclusion, and decolonization needs and obligations. Universities have an important role and responsibility to fulfill in addressing systemic inequities faced by marginalized groups such as Black, Indigenous, other racialized groups, Muslim, Jewish, other religious minorities, people with disabilities, and 2SLGBTQIA+ communities. Systemic discrimination, marginalization, colonialism[45] and criminalization of some of these communities has resulted in limited opportunities in general, including opportunities for university education and employment. Institutions of higher education are crucial to helping to rectify these challenges and must lead the efforts to ensure systemic biases and discrimination do not negatively impact marginalized students from equity deserving groups[6]. This is particularly the case for groups such as Black and Indigenous students who have experienced systemic barriers to success in educational institutions, specifically due to deeply entrenched systemic biases and discrimination[7]. Accordingly, when members of equity deserving groups have achieved the status of student, staff, instructor or faculty member in higher education, there must be initiatives in place that acknowledge their experience with marginalization and discrimination and offer specific services and supports that welcome and support them.

---

[3] "Scarborough Charter: On Anti-Black Racism and Black Inclusion in Canadian Higher Education: Principles, Actions, and Accountabilities, National Dialogues and Action for Inclusive Higher Education and Communities" University of Toronto, 2020, https://designrr.page/?id=140172&token=1735715840&type=FP&h=9346

[4] Tuck, E. and Yang, K. W. "Decolonization is not a Metaphor", Decolonization: Indigeneity, Education & Society, (2012)

[5] Bhambra, G. K., Gebrial, D., and Nişancıoğlu, K. "Decolonising the University", Pluto Press, (2018)

[6] Ghoussoub, Mireille, et al, "Dismantling racism in Canadian universities: a call to action: The key to dismantling academia's structural racism is to embed equity at every level", Canadian Dimension, 2021, https://canadiandimension.com/articles/view/dismantling-racism-in-canadian-universities-a-call-to-action

[7] James, Carl. "Colour Matters: Essays on the Experiences, Education and Pursuits of Black Youth". University of Toronto Press. 2021

YORK U

This review also follows upon historical initiatives to broaden approaches to security services to more community-centric[8] and holistic approaches. A safety audit conducted in 2010 by METRAC in response to concerns regarding gender safety issues called for a community safety approach[9] to safety issues on campus and specifically recommended the formation of the Community Safety Department. This recommendation consolidated several safety-related services into one department to create a more focused and coordinated approach to safety. In response to this audit, York established the Community Safety Department in 2016 and incorporated York Security Services into the new department. The department embarked on a Strategic Plan process that culminated in the release of *the Safer Together Community Safety Department Strategic Plan in 2019*.

This strategic plan was developed based on wide consultation and included four key pillars: prevention, response, communication, and evaluation. These pillars reflected a comprehensive approach to safety and signaled a movement to a community-centric approach to campus safety. The plan highlighted the importance of meeting the needs of York's complex and diverse demographics from an anti-racism, justice, equity, diversity and inclusion lens and from an intersectionality perspective. It also underscored the need to address safety through the perspective of anti-Indigenous racism, anti-Black racism, antisemitism, Islamophobia, ableism, homophobia, gender-based violence, and other forms of discrimination. It touched on many aspects of safety and included reference to adapting frontline security services and shifting towards a community safety approach.

This review builds on the work of the strategic plan and represents the next step to advance the full re-establishment of frontline security services in a manner that is fully consistent with a community safety approach. Undoubtedly, there is a need for frontline enforcement activities in any community safety model, but this must be done in a fashion that does not undermine the essential features of a community safety approach.

It is also important to recognize that the diversity and complexity of a campus like York University has led to various competing views on security operations. There are many from some equity deserving groups on campus who have had negative experiences with law enforcement and are negatively triggered by uniformed security officials, while at the same time there are members from other groups who find the presence of

---

[8] de Jongh, Andres, "The next step in community-centric service delivery", Atlantic Council, 2006, https://www.atlanticcouncil.org/blogs/geotech-cues/the-next-step-in-community-centric-service-delivery/
[9] METRAC and York University ,"The Metropolitan Action Committee on Violence Against Women and Children (METRAC), York University Safety Audit: Leading the Way to Personal and Community Safety", 2017 https://yorku.campuslabs.ca/engage/organization/csc/documents/view/11936

10

YORK U

uniformed security officials to be reassuring to their sense of safety. Such diversity and complexity on campus was exposed to some degree in an independent review conducted by Justice Cromwell of the University's policies, procedures and practices in light of the events that occurred on November 20, 2019, at Vari Hall, where pro-Palestinian and pro-Israeli groups came into conflict[10]. The Cromwell Review report focused on the University's rules in relation to free expression in extra-curricular activities by student organizations. It also discussed the use of space on campus and security matters, including recommendations for the University to employ security staff with additional powers under the special constable provisions of the then *Ontario Police Services Act*. This recommendation was highly controversial, and the University did not move forward on it.

Lastly, a review of the Toronto Police Service's Safety Data Portal demonstrates that both current York University campuses and their adjacent neighbourhoods have low crime rates, in comparison to other areas of the city, and are considered to be safe. Other areas of the city, particularly the downtown core, routinely have significantly higher incidents of various types of crime than the Keele campus area.

Unfortunately, media coverage of incidents that occur in the broader neighbourhood outside of York's Keele campus are often associated with the University. This can result in inaccurate perceptions of the safety of the Keele campus. In this regard it is essential to dispel a myth of lack of safety at York's Keele campus largely perpetuated by media coverage of incidents in the neighbourhoods surrounding it. These perceptions of lack of safety are exaggerated in general regarding these neighbourhood's crime profile and reflect prejudice that can be associated with the fact that these are highly racialized communities that include many low-income residents.

Review Terms of Reference

The terms of reference of this review include examination of:

- an alternative security services model, including implementation considerations and strategies;
- the role and utility of uniformed and non-uniformed services in supporting campus safety with consideration of hybrid models, partnerships with security and external agencies such as police and crisis response;

---

[10] Cromwell, Thomas. "York University Independent Review", York University, 2020, https://president.yorku.ca/files/2020/06/Justice-Cromwell%E2%80%99s-Independent-External-Review.pdf

YORK U

- improvements that can be made to the University's current security services through improved education, policies, procedures, recruitment and data collection processes; and
- innovative approaches to the delivery of security services on York's campuses, including whether some of the services currently provided by York Security Services would best be delivered by other non-uniformed first responders or in partnership with others (e.g. for wellness checks, mental health crisis calls and/or partnerships with security services).

Review principles

The announced principles guiding this review included:
- An anti-racism, justice, equity, diversity and inclusion lens
- Flexibility and multi-channel options for consultation, including written submissions, focus-group meetings, and town halls, with offerings in bilingual and accessible formats
- Encouraging inclusive, respectful, and collaborative dialogue and diversity of thought
- Protecting individual confidentiality, including in the final report
- Appreciating that safety on campuses is a shared priority for everyone; how an individual feels safe is shaped by several factors specific to one's lived experiences and intersectional identities
- Appreciating that individuals hold complex, intersectional identities where multiple affinities may apply (e.g. race, ability, religion, and gender) and no single term can capture and adequately describe this complexity
    - For practical purposes, this review will use terms referred to in current anti-racist, justice, equity, diversity and inclusion and human rights work, but individuals should be allowed to self-identify in words that have meaning for them.
- Recognition that the work of security services and other actors who are responsible for campus safety is challenging and complex, governed by provincial and municipal legislation and regulations
    - The final security services model will need to consider the provincial and municipal context within which York University operates
- Arriving at meaningful recommendations and actions for change will require focused consultations and alignment on the development of key recommendations and actions that address safety through an anti-racist, justice, equity, diversity, and inclusion lens
- To enable alignment and understanding of diverse views, the review period will include ongoing education, information, and dialogue through the principles of

12

YORK U

restorative justice, including hosting of education sessions and providing updates for the community on the review website and at consultation meetings

In addition, as the review proceeded, the need to acknowledge and incorporate where possible the emerging 'decolonization' framework became apparent and was added belatedly as a guiding principle.

Decolonization has a long history throughout the world as an approach to remove the deep and distorting impacts of European colonization in many lands[11]. In Canada, it is most directly associated with the efforts of Indigenous peoples to achieve cultural, psychological, economic, and political freedom from the impacts of European colonization, with the goal of restoring the right and ability of Indigenous people to practice self-determination over their land, cultures, and political and economic systems[12]. The application of 'decolonization' to dominant society institutions like universities is a very nascent enterprise. The 2015 Calls to Action from the Truth and Reconciliation Commission of Canada (TRC) prompted universities to consider Indigenization. In response to this the need to focus on decolonization as a prior step became a focus. At York University, efforts began to consider what 'decolonization' means in matters such as faculty hiring policies, curriculum development, and research services[13]. However, it is clear that such efforts to address the need for decolonization at universities remain at a very early stage and little has been done so far to consider what it is implications are for administrative functions like security and safety services.

It must be acknowledged that this review could not incorporate the full potential of a decolonization perspective into its analysis and recommendations. The newness of this approach in the context of universities did not allow access a body of developed research to facilitate analysis. As a result, for the purposes of the review, decolonization as an approach came down to the practical recognition that current inequities are deeply intertwined with historical and ongoing processes of colonization. This is directly the experience of Indigenous peoples in Canada but is also the unfortunate legacy for racialized people who have experienced processes of colonization both in other countries and in the dominant White Eurocentric Canadian society of the past and the present. From this perspective, 'decolonization', while a distinct perspective, is a highly complementary approach to anti-racism, equity, diversity, and inclusion.

---

[11] Loomba, Ania, "Colonialism/Postcolonialism" New York, Routledge 2nd Edition (2005).

[12] Smith, Linda, (2012), "Research and Indigenous peoples", 2nd Ed. Decolonizing methodologies, New York, Zed Books (2012)

[13] Hillier. Sean, Phipps, David, Haig-Brown, Celia. "Decolonising Research Administration: Institutional Practices in Acton". Journal of Research Administration, 53(2). 2022

YORK U

Review lens and language

Anti-Black racism provided a central historical context for this review, but as referenced in the principles identified above, the wider lens of equity, diversity, inclusion, and decolonization was a complementary focus. Decolonization in particular was an important lens given the role that colonization played in usurping Indigenous lands and unjustly extracting labour from Indigenous and Black people across the continent. Equity deserving groups include groups who may be disproportionately negatively impacted with respect to issues of safety and the interface with law enforcement and security agencies; these groups were targeted for inclusion for consultations along with Black community members. Equity deserving groups include those who are experiencing: anti-Black racism, anti-Indigenous racism; anti-Asian racism; anti-Semitism; Islamophobia; homophobia and transphobia; discrimination due to ableism and mental health; gender inequity and violence; immigration status (non-status and international status); and language barriers. It is understood that these forms of discrimination are often intersectional in nature and individuals hold multiple, complex identities (e.g., race, gender, disability, etc.). This complexity was taken into consideration, and flexibility built into the review process. It should also be noted that these key equity related terms were not predefined for the review in order to ensure that individuals and groups could define them for themselves during the consultation. We encourage individuals not familiar with these terms to look to information developed by affected groups for clarification of these terms.

Review process

The process adopted for this review involved the employment of an external human rights in law enforcement consultant, Dr. Shaheen Azmi, to lead research, consultation, analysis, and report writing under the oversight of an Expert Panel consisting of York University faculty. The Expert Panel included Dr. Lorne Foster, Dr. Carl James, Dr. Celia Haig Brown and Dr. Danielle Robinson. A working group of staff supported the project throughout the process including the then Executive Director of the Community Safety Department Samina Sami, who served as Executive Lead for the Review, and other department staff members including Annette Boodram and Cameron Baguley. The team also benefited significantly from the inclusion of a strong student representative – Sharon Henry and communications experts Karen Traboulay, former Communications Manager and Marie Scime, Director, Communications. The review research and consultation began in October 2021 and concluded in November 2022 Research included a formal jurisdiction scan, a literature review, and a legislative review that identified state of the art initiatives and approaches to policing and campus security and preliminary themes for consideration.

YORK U

A multi-faceted and iterative consultation process followed which included:

- Development and release of a detailed consultation brief that identified the background and aims of the review and posed questions for discussion (Please see Appendix E for the brief).
- An open invitation to the campus community to provide input through a variety of channels, including in person meetings, focus groups, and written submissions.
- Focused invitations for meetings and focus groups to all York University equity deserving groups, with particular focus on Indigenous, Black, and other racialized groups (Please see Appendix C for the list of groups invited to participate).
- Focused consultation sessions with York's administrative staff, faculty representatives, union representation, and with management and staff of York's Community Safety Department and York Security Services staff.
- Three sessions with York University's Community Safety Council, which is an advisory body with responsibility for providing advice to the President and the Community Safety Department on safety matters.
  - The CSC, which meets quarterly, provides a mechanism for the participation and engagement of a broad cross section of York community members in the planning, delivery, coordination and evaluation of pan-University safety initiatives on York's campuses.
- Three virtual town halls in 2022 that brought together a broad spectrum of campus administration and faculty.
- An education session was held in March that involved York University and broader society participants to learn about and provide input into the review.
- Development and release of three successive public reports that identified key topics and themes raised during consultations, which were released in May, July, and September 2022 to update community members and to solicit ongoing input (Please see Appendix F for the third and last Key Topics and Themes document).

Background to York Security Services and the Community Safety Department

York Security Services is a unit within the Community Safety Department[14][15]. The Community Safety Department was established in 2016, and at that time the York Security Services team was moved into the department. This was done as part of the University's revisioning efforts for security activity to align with the wider context of community safety and as part of a comprehensive package of services aimed at campus safety.

---

[14] Community Safety Department Website, York University, 2022: https://www.yorku.ca/safety/security-review/
[15] York University Community Safety Department, "Safer Together Community Safety Department Strategic Plan", pg. 6-8, 2020, https://www.yorku.ca/safety/wp-content/uploads/sites/78/2020/08/Strategic-Plan.pdf

YORK U

York Security Services employs approximately 70 licensed security personnel. York's frontline security staff is made up of licensed security personnel who are staff members of the University and governed under the *Private Security and Investigative Services Act*. This differs from most other universities and colleges in Ontario which employ special constables under the 'Special Constable' provisions of the Comprehensive Ontario Police Services Act and/or contract private security guard agencies. Aside from provisions of the *Private Security and Investigative Services Act,* York Security Services also conforms to the requirements of other relevant guiding legislation such as the *Trespass to Property Act,* and many guiding York University policies and procedures. Security staff are provided extensive training, including initial onboarding and annual refresher training on several matters including equity, anti-racism, and human rights themes. Complaints against security staff are handled internally through the York Security Services, though other University departments may be involved in investigation of complaints at the discretion of York Security Services and Community Safety Department management.

Security personnel are available 24/7 to provide conventional frontline security services to the University's Glendon and Keele campuses, including:
- Operation of the Security Control Centre which is the 24/7 central security dispatch, alarm, and closed-circuit television (CCTV) monitoring hub for the campuses.
- Conducting CCTV pans of the University continuously, with the assistance of CCTV student staff (who work with Security Services in the Security Control Centre).
- Conducting campus patrols by foot, bikes, and vehicles.
- Responding to and investigating safety concerns, critical incidents and emergencies on York's campuses.
- Acting as liaisons with other York University support services and with law enforcement.
- Administering first aid, health and crisis response to individuals experiencing illness or injury, assault, entrapment etc.
- Providing emergency vehicle escort and coordination for police, fire and paramedic services.
- Checking in with community members working evenings, weekends or holidays, and providing an escort if the goSAFE service is not available (goSAFE is a student led evening walking escort service managed by Community Safety and is separate from Security Services).
- Planning for and responding to critical campus incidents in collaboration with first responders and the university community (e.g. evacuation, fire, extreme weather).
- Supporting residence security through the Security Watch personnel who are stationed overnight in undergraduate residences.

- Supporting security planning for events on campuses.

In addition, York Security Services provide background support services including:
- Investigations and safety planning
    - Investigations and threat assessment personnel conduct safety risk assessments, develop personal safety plans for at-risk individuals, conduct non-criminal investigations and assist police with criminal investigations.
- Safety infrastructure
    - Manage automated door access to buildings on university campuses, install and maintain CCTV and door access infrastructure and operations for the community.
- Education, community relations, crime prevention and communications
    - Broadcast safety bulletins and emergency communication alerts.
    - Community Relations and Crime Prevention personnel collaborate with groups across York campuses to promote safety, undertake Crime Prevention through Environmental Design (CPTED) audits, analyze statistical information to formulate crime prevention programs and services, and conduct safety planning for events on York campuses.
- Oversight of security activity
    - Provide training for security staff, investigate and follow up on community complaints, investigate the conduct of internal security staff, and conduct Use-of-Force reviews of security staff, where required.

It is important to note that York Security Services coordinate with other law enforcement and security partners on campus. Police are frequently called in on matters that go beyond the mandate, powers, and/or resource limitations of York Security Services. Police may be independently called on to York campuses by any member of the public including campus community members. Police also independently have full discretion at any time to enter on to York campuses to execute their mandate. Toronto Transit Commission (TTC) special constables operate on TTC facilities located on York campuses. In addition, private security guard operators may be employed by private businesses that operate on York facilities, primarily in York Lanes, or may be contracted by the University as part of security for large events organized by the University, University groups, or by independent actors renting York facilities.

Most significantly, York University campuses involve police on campus to a degree well beyond that of other Universities which employ a 'special constable' approach. Under its current legal and policy mandate, York Security Services staff are empowered to use force only on a defensive basis and are significantly restricted from aggressively using force or effecting arrest. Without staff empowered with enhanced powers under

YORK U

the Special Constable provisions of the *Comprehensive Police Services Act,* York Security Services staff do not have the powers to apprehend individuals experiencing mental health crisis under the Mental Health Act and routinely must call-in police to address such mental health concerns.

York University's reported security incident data reinforces the degree to which police are involved on York campuses, particularly in response to individuals experiencing mental health crises. This data is based on incidents reported to Security Services or identified by security staff on patrol. Reported security incidents may include: any offence which is a violation of Federal Laws, Provincial Statutes or Municipal by-laws; a property crime which includes actual and attempted break and enter, theft, mischief, arson, and fraud; crimes against persons that include sexual assaults, non-sexual assaults, harassment, homicide, abduction, indecent acts, intimidation, robbery, and uttering threats; incidents affecting 'Quality of Life' which include bomb threats, disorderly behaviour, cause disturbance, smoking complaints, damage, emergency medical, fire alarms, suspicious vehicles and persons, trespass, occupations and demonstrations, and hate incident; and, other incidents which include requests for information, unfounded occurrences, hazardous substances, missing persons, and motor vehicle collision among others.

Table 1 identifies the number of 'reported incidents' logged by total numbers and the number of reported incidents involving police for the last four calendar years. These reported incidents fluctuate from year to year for a variety of reasons and are influenced by greater community engagement and awareness of the importance of reporting safety incidents, which has increased from 2016 onwards. Other mitigating factors influencing reporting of statistics include major events such as labour disruptions, the pandemic, and large-scale events on campus. Over the last four years from 2018 to 2021, an average of approximately 9.12 per cent of security incidents involved police.

Table 1: Calendar Year York Security Services Reported Security Incidents

Reporting period	Reported security incidents	Reported security incidents involving police	Percentage involving police
2018	2,633	291	11.05 per cent
2019	2,844	305	10.72 per cent

YORK U

2020	2,526	199	7.88 per cent
2021	2,527	172	6.81 per cent
4 year average	2632	241	9.12 per cent

Table 2 identifies 'interventions' engaged in by York Security Services and by police on York campuses. Interventions are situations that involve 'use of force' with or without 'arrest'. By standard operating procedure, use of force by York security officials are very low level interventions involving usage of baton or handcuffs. When York security officials 'arrest' someone, they routinely employ handcuffs and by definition are 'using force'. When police attend to matters on campus, their 'interventions' on campus may involve 'use of force' and/or 'arrest'. Police 'use of force' is guided by the Provincial Use of Force model and is regulated by various legal provisions, most pre-eminently, Section 25 and 26 of the Criminal Code, which speak to 'reasonable' use of force by all. Police, of course, have much wider scope to use force than York security officials.

It is remarkable how few incidents of 'interventions' whether involving 'arrest' or 'no arrest' are conducted by York Security Services staff. Even in the pre-pandemic years 2018 and 2019, which were marked by significant labour disruptions, only a handful of incidents involving 'interventions' occurred. In contrast, it is notable how many more such 'intervention' incidents were conducted by police on York campuses, whether in the pandemic years or the two previous pre-pandemic years. These two pre-pandemic years were marked by significant higher 'interventions' by police on campus than the pandemic years, but the degree of the disparity may have been influenced by the fact that these two years experienced labour disruptions that tend to more frequently result in police presence and involvement on campus.

Table 2: Intervention stats per year: by YSS and Police

Interventions - YU Security				Interventions – Police -- Other			Years Total
Year	**Arrests**	**No Arrest**		**by Police**	**by Other**		
2021	2	0		13	0		**15**
2020	1	1		17	0		**19**
2019	1	3		44	0		**48**
2018	3	0		42	1		**46**
TOTAL	**7**	**4**		**116**	**1**		**128**

YORK U

Table 3 identifies 'Mental Health Act' Apprehensions under the Mental Health Act conducted by police on campus. As indicated, York security officials do not have powers to apprehend individuals under this Act and when individuals are deemed to pose a 'risk to themselves or to others', York officials must routinely call in police. Many police arrests on campus are directly related to mental health crises, with almost 40% of interventions on average over the four years focused on including Mental Health Act arrests.

Table 3: Mental Health Act interventions /Mental Health Act arrests conducted by Police on campus

Year	Number of Overall 'interventions' by police	Number of Mental Health Act Arrests	Percentage of arrests that are Mental Health Act based
2021	13	4	30.8 per cent
2020	17	8	47.1 per cent
2019	44	19	43.2 per cent
2018	42	16	38.1 per cent
4 year average	29	11.75	39.8 per cent

Overall, analysis of the three data tables make clear that the vast majority of reported security incidents (over 90 per cent) do not involve police, and very few involve 'interventions' by York Security Services. However, the minority of cases that involve police include significantly more 'interventions' on campus than conducted by York security officials. Lastly, arrests under the Mental Health Act represent a sizable proportion of all arrests conducted by police on campus – almost 40 per cent on average over the four years reviewed.

B. **Key Research Themes: Demands for community-centric safety approaches to law enforcement and campus security**

Research conducted as part of this review indicates a wider societal movement away from a narrowly conceived, strictly enforcement approach to policing in general and specifically to campus security. A look at the world of policing uncovered a significant shift toward broader community safety approaches as an alternative to a strictly law enforcement model. While community safety has already had a history in campus security approaches in Canada, and particularly at York University, there have emerged broad continent-wide demands to ensure campus security and policing move toward such community-centric safety approaches.

YORK U

Relevant equity related demands for policing

Three distinct equity related demands can be identified in policing that have led to efforts to reform policing to broaden their approaches from narrowly conceived law enforcement. These demands are:

1) an anti-racism demand;
2) a non-law enforcement mental health crisis response demand; and
3) a defunding and de-tasking of law enforcement demand.

1. Demand to end racism in law enforcement

Over the last few decades, there has emerged a heightened national and international focus on systemic and societal racism in major sectors, including law enforcement, education, child welfare and health, particularly as it relates to the experience of Black, Indigenous and other racialized individuals. Law enforcement has been slow to respond in meaningful ways to this recognition but has more recently started efforts to address these concerns.

Law enforcement was the primary face of government policies that devastated traditional life among Indigenous peoples in Canada, including in Ontario, and continues to be associated with significant negative outcomes. According to a CTV News analysis, an Indigenous person in Canada is more than 10 times more likely to be shot and killed by a police officer than a white person. The news analysis identified 66 people shot and killed by police between 2017 and June 2020. In that timeframe for whom race or heritage could be identified, 25 were Indigenous, which represents nearly 40 per cent of the total. By contrast, Indigenous people make up less than 5 per cent of Canada's population[16]. This theme of law enforcement aggression against Indigenous people has led to several significant public inquiries that have further illustrated this history and ongoing experience.

The death of Dudley George at the hands of the Ontario Provincial Police (OPP) while peacefully engaging in a First Nations protest in Ipperwash Provincial Park in 1995 brought renewed attention to the long history of police violence faced by Indigenous people when engaging in peaceful protest. The subsequent Ipperwash Inquiry and Report identified multiple recommendations to reform the OPP, along with other government activities to address anti-Indigenous racism in policing Indigenous

---

[16] Flanagan, Ryan "Why are Indigenous people in Canada so much more likely to be shot and killed by police?", CTV News, Published Friday, June 19, 2020 8:00AM EDT, https://www.ctvnews.ca/canada/why-are-indigenous-people-in-canada-so-much-more-likely-to-be-shot-and-killed-by-police-1.4989864?cache=nnh

protest[17]. Concerns of anti-Indigenous racism on the part of the Thunder Bay Police Service in relation to handling of Indigenous sudden death cases led to the 2017 review of the Service's investigation into these cases by the Office of the Independent Police Review Director. The subsequent Report: '*Broken Trust: Indigenous People and the Thunder Bay Police Service[18]*' identified systemic racism as a factor in the investigation of these deaths and identified 10 recommendations to address police racism related to Indigenous peoples. In addition, concerns of ongoing racism in policing response were highlighted in the *National Inquiry into Missing and Murdered Indigenous Women and Girls: Calls to Justice (2019)[19].* This establishment of this Inquiry was one of the Calls to Action that emerged from the Truth and Reconciliation Commission of Canada which implicated law enforcement as a major player in the widespread oppression of Indigenous peoples along with other elements of the justice system. The National Inquiry report identified 11 "Calls for Police Services" to address systemic negligence by policing relating to the lack of service and protection of Indigenous women, girls, and 2SLGBTQIA+ people.

The long history of law enforcement oppression of Black individuals in Canada stretches back to the time of slavery. Concerns of anti-Black racism in policing have been consistent and continues to persist. In 1992, the police beating of Rodney King in the United States found significant resonance in Canada, particularly in Toronto, and led to riots on Yonge Street to protest police brutality against Black individuals. Prior to this event, eight police shootings of Black individuals had occurred in the previous four years. Following these riots, Stephen Lewis was tasked to report on the state of systemic racism in Ontario. In his report, Lewis indicated that anti-Black racism was the primary focus of institutional racism in Ontario including in policing:

> First, what we are dealing with, at root, and fundamentally, is anti-Black racism. While it is obviously true that every visible minority community experiences the indignities and wounds of systemic discrimination throughout Southern Ontario, it is the Black community that is the focus. It is Blacks who are being shot, it is Black youth that are unemployed in excessive numbers, it is Black students who are being inappropriately streamed in schools, it is Black students who are disproportionately dropping-out of school, it is housing communities with large concentrations of Black residents where the sense of vulnerability and disadvantage is most acute, it is Black employees —

---

[17] Report of the Ipperwash Inquiry, accessed at: https://wayback.archive-it.org/16312/20211208091140/https://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/report/index.html

[18] Gerry McNeilly, "Broken Trust: Indigenous People and the Thunder Bay Police Service", December 2018, https://oiprd.on.ca/wp-content/uploads/OIPRD-BrokenTrust-Final-Accessible-E.pdf

[19] Linden, Sydney "Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls". National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019

YORK U

professional and non-professional, on whom the doors of upward equity are slammed shut. Just as the soothing balm of 'multiculturalism' cannot mask racism, so too racism cannot mask its primary target[20].

More recently, the Black Lives Matter movement has developed in response to many police murders and aggressions against Black people in the US and in Canada. Most recently, the very public police murder of George Floyd in the US ignited reaction in the US and in Canada. This murder had deep resonance in Canada's Black communities as in the same week that Floyd was murdered, Regis Korchinski-Paquet, a 29 year old Black female experiencing mental health distress, died while Toronto Police were attending to her[21]. This death fit an ongoing pattern of Black and racialized individuals dying at the hands of police in the Greater Toronto Area. Recent reports continue to find significant over representation of Black individuals in police scrutiny, use of force, and deaths in Canada[22][23][24].

The reality and persistence of concerns of racism in policing activity have been acknowledged by the Ontario Human Rights Commission (OHRC) and by the Supreme Court of Canada. In 2019, the OHRC affirmed that racial profiling is illegal, and that all law enforcement organizations have a duty to proactively meet their legal duties to uphold the Ontario Human Rights Code and the Charter of Rights and Freedoms. This includes attending to concerns about racial profiling, even if there have been no formal complaints.

The OHRC *Policy on Eliminating Racial Profiling in Law Enforcement* outlines seven key principles for eliminating racial profiling and includes recommendations to law enforcement agencies, private security organizations, oversight bodies and government. The seven principles are:

- **Acknowledgement:** Substantively acknowledge the reality of racial profiling

---

[20] Lewis, Stephen. "Stephen Lewis Report on race relations in Ontario", 1992, https://archive.org/stream/stephenlewisrepo00lewi/stephenlewisrepo00lewi_djvu.txt

[21] Nasser, Shanifa. "Questions swirl about how Toronto woman fell from balcony as family points fingers at police", CBC News, May 28, 2020, https://www.cbc.ca/news/canada/toronto/regis-paquet-balcony-toronto-1.5588318

[22] Ontario Human Rights Commission, "Under Suspicion: Research and consultation report on racial profiling in Ontario", 2017, accessed online at: https://www3.ohrc.on.ca/sites/default/files/Under%20suspicion_research%20and%20consultation%20report%20on%20racial%20profiling%20in%20Ontario_2017.pdf

[23] Ontario Human Rights Commission, "OHRC Inquiry: A Disparate Impact: Second interim report on the inquiry into racial profiling and racial discrimination of Black persons by the Toronto Police Service", 2020, https://www.ohrc.on.ca/en/disparate-impact-second-interim-report-inquiry-racial-profiling-and-racial-discrimination-black

[24] Foster, Lorne and Jacobs, Les, "Traffic Stop Race Data Collection Project II progressing towards bias-free policing: Five years of race data on traffic stops in Ottawa", 2019, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/OPS-TSRDCP-II-REPORT-Nov2019.pdf

YORK U

- **Engagement:** Actively and regularly engage with diverse Indigenous peoples and racialized communities
- **Policy guidance:** Adopt and implement all appropriate standards, guidelines, policies and strict directives to address and end racial profiling
- **Data collection:** Collect and analyze race data to identify and reduce disparity, and to manage performance
- **Monitoring and accountability:** Regularly monitor racial profiling, and set robust internal accountability mechanisms at the governance, management and operational levels
- **Organizational change:** Implement multi-faceted organizational change (for example, in relation to training, culture, hiring, incentive structures, etc.)
- **Multi-year action plan:** Form anti-racist action plans featuring initiatives geared toward achieving short-term and long-term targets for advancing all these principles

In response to the challenge of ongoing racism in law enforcement, police regulators, organizations, and services have begun to respond with several initiatives. The Ontario Association of Chiefs of Police endorsed the seven principles identified by the OHRC and have agreed to collaborate with the seven principles for practical guidance to police services across the province[25]. Race-based data collection in Ontario has become mandatory relating to use of force incidents[26]. The[27] Ottawa Police Service implemented race-based traffic stop data collection, analysis, and reporting and has twice reported on the outcomes of this – data which evidenced the significant disproportionality of police stop practices affecting Black and other racialized groups. Anti-racism training and formal anti-racism engagement initiatives are also slowly spreading across police services in Ontario.

2. **Demand to develop non-police only frontline responses to mental health crises in law enforcement**

In recent years, police interactions with individuals with mental health crises have drawn significant concern, particularly relating to the death of Indigenous, Black, and other racialized individuals at the hands of police. In Ontario, the deaths of individuals

---

[25] Ontario Human Rights Commission, "OHRC's new policy will support law enforcement to eliminate racial profiling", 2019, https://www.ohrc.on.ca/en/news_centre/ohrc%E2%80%99s-new-policy-will-support-law-enforcement-eliminate-racial-profiling

[26] CBC, "Why race-based data collection by police could play a role in reform debate", 2020, https://www.cbc.ca/news/canada/race-police-data-ontario-1.5636301

[27] Lorne Foster and Les Jacobs, "Ottawa Police Service Traffic Stop Race Data Collection Project II Progressing Towards Bias-Free Policing: Five Years of Race Data on Traffic Stops in Ottawa", PowerPoint presentation, November 20, 2022, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/Ottawa-Police-Service-TSRDCP-II-Report-November-20-2019.pdf

YORK U

in crisis at the hands of police have resulted in many coroner's inquiries, a major review conducted by Justice Frank Iacobucci on behalf of the Toronto Police Service in 2014[28], and an ongoing multiyear systemic review by the Office of Independent Police Review Director (OIPRD) of police interactions with people in crisis and use of force[29]. The OPIRD noted in its interim report that while racial identity data was not systematically collected on victims of police deaths, "we cannot ignore the fact that, in many of these cases, the deceased was Black or a person of colour"[30].

The Iacobucci report identified major failings in the broader mental health system that has led to positioning police as frontline responders to people in crisis, a role for which frontline police officers are ill equipped. The report outlines specific recommendations about mental health training and support for police officers, alternatives to lethal use of force, the expansion of Mobile Crisis Intervention Teams, and the introduction of conducted energy weapons and body cameras.

Many elements of Iacobacci's recommendations have informed the efforts of several major police services in Ontario, to better respond to individuals in crisis and prevent police deaths. Core to this response has been the recognition that mental health expertise needs to be incorporated into frontline response to individuals in mental health crisis. Various configurations of police and mental health expert teams have been developed by police services in Toronto, Peel, York Region, London, and elsewhere in Ontario. However, it must be noted that these teams are generally under-resourced and are unable to provide 24/7 coverage.

It is also notable that several campuses in the United States have recently moved towards establishing mental health professional responses to replace or support frontline campus police or security services. For example, in response to emergency calls, Oregon State University's public safety department dispatchers don't automatically send campus police. Instead, they can choose to deploy professionals trained to calm and support someone in distress, in place of the security officers or alongside them. [31]

---

[28] Iacobucci, Frank, "Police Encounters with People in Crisis" Prepared for Toronto Police Service, 2014, https://globalnews.ca/wp-content/uploads/2015/06/police-encounters-with-people-in-crisis.pdf

[29] Office of the Independent Police Review Director, "Police Interactions with People in Crisis and Use of Force: OIPRD Systemic Review Interim Report", 2017

[30] Office of the Independent Police Review Director, "Police Interactions with People in Crisis and Use of Force: OIPRD Systemic Review Interim Report", 2017, pg. 4

[31] Hidalgo Bellows, Kate, "More Colleges Are Hiring Crisis-Response Teams for Mental-Health Emergencies" The Chronicle of Higher Education, 2022, HTTPS://WWW.CHRONICLE.COM/ARTICLE/MORE-COLLEGES-ARE-HIRING-CRISIS-RESPONSE-TEAMS-FOR-MENTAL-HEALTH-EMERGENCIES?UTM_SOURCE=ITERABLE&UTM_MEDIUM=EMAIL&UTM_CAMPAIGN=CAMPAIGN_5298525_NL_ACADEME-TODAY_DATE_20221014&CID=AT&SOURCE=&SOURCEID=

YORK U

There have also been a few similar efforts started in Canada. For example, in October 2022, the University of Guelph completed a 12-month pilot project that embedded a dedicated mental health professional alongside campus safety officers when assisting with crisis calls. The results of this pilot project included a drop in the need for a police response and/or to send individuals to hospital.[32]

3. Demand to defund and/or de-task police services and develop more comprehensive safety responses

Following the murder of George Floyd and in response to concerns of persisting racism and inadequate response to mental health crisis, many across North America and in Ontario have called for defunding or de-tasking of police in favour of an overall comprehensive approach that emphasizes prevention of feeders into crime and supports for targeted and un-necessarily criminalized groups[33]. Such calls have offered a range of solutions from complete defunding of existing police services to milder reforms at de-tasking police from roles and responsibilities that are better handled and addressed by other types of services. These approaches have recommended employing broader conceptions such as community safety in favour of terms and concepts such as, community-based policing, which are faulted for unnecessarily privileging law enforcement in the overall package of community safety activities. These calls contributed to the City of Toronto announcing steps to reform policing. At its June 2020 meeting, Toronto City Council adopted 36 decisions related to policing reform to address systemic racism and to better address the needs of individuals experiencing mental health crises. These decisions included areas of public safety, crisis response and police accountability. At its meeting on August 18, 2020, the Toronto Police Services Board approved 81 decisions on police reform including the reforms requested by City Council[34].

Equity related demands in campus security

In November 2021, this review scanned online reports and/ or documents related to university or college reviews of campus security and safety. Almost all documents reviewed were announced in the period following the George Floyd murder and the

---

[32] University of Guelph New Services "Successful first year for U of Guelph mental health pilot project: IMPACT program reducing need for police response or medical intervention", Guelph Mercury Tribune, Nov. 8 2022, https://www.therecord.com/local-guelph/news/2022/11/08/successful-first-year-for-u-of-guelph-mental-health-pilot-project.html

[33] The Canadian Civil Liberties Association, "Toronto Neighbourhood Centres, Rethinking Community Safety: A Step Forward For Toronto," 2020, https://ccla.org/wpcontent/uploads/2021/07/Rethinking-Community-Safety-A-Step-Forward-For-Toronto-Full-Report-12.pdf

[34] Hart, Jim, "Report on Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety", Toronto Police Services Board, 2020, https://tpsb.ca/consultations-and-publications/policing-reform-implementation

subsequent outcry for action to address anti-Black racism in law enforcement. While the majority of reviews were focused on racism, particularly anti-Black racism, many detailed concerns about students with mental health concerns. In most cases, the concern for mental health issues with campus security were tied to concerns of racism. Depending on the overall scope of the reviews, the recommendations that emerged focused on anti-racism in general across universities, but with a primary focus on addressing racism in the delivery of campus security/policing services.

Several common areas of concern about campus security services across jurisdictions in North America can be identified, these include racial bias in dispatching services, ID requests, the handling of non-campus community visitors on campus, including unhoused people, arrests, searches, use of force, referral to police, and disciplining processes.

Common themes can also be identified in measures proposed to respond to concerns of racial bias including:

Transparency and accountability measures such as:

- o   enhanced oversight for campus security services, complaints and concerns;
- o   regular collection of race-based data for analysis, with action if necessary;
- o   regular reporting and evaluation of responses and other identity data of concern, if deemed relevant; and
- o   adoption of a clear and comprehensive policy and process related to the handling of complaints.

Measures to ensure fair and bias-free security work such as:

- o   conducting formal reviews of campus security work to provide a safe and secure environment free from racial and other forms of bias;
- o   reviewing security policies, protocols and practices to ensure equitable response, fair and bias-free treatment and enforcement including, call centre referrals, asking for identification, searches, use of force, decisions to trespass individuals, and decisions to arrest and call police; and
- o   Creating specific racial profiling and equity-focused policies.

Recruitment and education measures such as:

- o   modifying recruitment and hiring processes to ensure security staff are equipped with life experience, skills, and abilities to appreciate the needs of a

diverse service population and identify and address race related and intersecting forms of bias and discrimination;

- o reporting on racial, Indigenous, gender and other equity-focused demographic composition of security staff and leadership; and
- o developing a comprehensive and pedagogically sound educational and development strategy to equip security staff with knowledge and skills to identify sources of bias and discrimination and address the needs of the community.

Community engagement and trust building measures such as:

- o proactively engaging with the campus community to build trust and quality of service for marginalized communities;
- o developing an understanding of the community demographic and cultural needs;
- o clearly communicating the differences between campus security and police;
- o consider changing the appearance of the current uniforms used by security personnel to avoid barriers to service for communities that have been traumatized or are triggered by police activity; and
- o improving communication about the services that security staff provide and the scope of their enforcement

In addition, many of these campus reviews have noted that campus security services have routinely been structured on a law enforcement model and have employed staff recruited with enforcement roles and responsibilities in mind. In the United States, many campus security operations are actual police services under state regulation[35]. In Canada, campus security operations are not actual police, but routinely operate using similar approaches that emphasize enforcement of rules. Most university campuses in Ontario employ security officers who are 'special constables' under the provisions of police legislation. These routinely look like police and have police like leadership. Even, at York University, which does not employ 'special constables' security officials where uniforms that look like police. Many consultees to this review indicated that they found York security officials to look a lot like police. It is also notable that all current York Security Service management are former police officers with police training and are heavily informed by policing backgrounds in the organization of service activity.

---

[35] Baldwin, Davarian, "Why We Should Abolish the Campus Police: Their power, reach, and misplaced interests make them a threat to our communities", The Chronicle of Higher Education, 2021, https://www.chronicle.com/article/why-we-should-abolish-campus-police

While most of the campus reviews assessed have not explicitly questioned the law enforcement model, many have called for reallocation of resources to enhance capacities to support vulnerable communities and provide crisis support through non-enforcement services that are staffed by specialized mental health and social work professionals with experience in anti-racism and EDI[36]. Some have called for hybrid responses to mental health crisis that mobilize mental health professionals along with front line security staff in crisis response[37][38].

C. Key Consultation Themes

Consultees at York identified a number of general themes related to basic safety and security on campus. Some of these were previously raised in the context of consultations conducted in the development of the *Safer Together: Community Safety Department Strategic Plan*. The following identifies the general themes raised.

The need for a community-centric approach to security

The *Safer Together: Community Safety Department Strategic Plan* identified the aspiration of establishing a community-centric approach that is responsive to needs, perspectives, and priorities of community members. Consultees in general agreed that this type of approach was essential to campus safety. However, many indicated that the operation of York Security Services still reflected a police-like enforcement approach which did not fully align with the essential elements of a community-centric approach. Elements of a community-centric approach identified included:

- The incorporation of social and mental health support expertise and capacity in frontline service delivery that prioritized the wholistic needs of all community members, including those involved in interactions with security personnel.
- Extensive community engagement by York Security Services to build relationships and trust with all segments of the community.
- Development of active and ongoing collaborations with University departments, faculty, and students to facilitate a wholistic response to security incidents.
- Transparency in York Security Services activities to ensure awareness and understanding of security activity.

---

[36] University of Toronto, "Presidential & Provostial Task Force on Student Mental Health – Final Report & Recommendations", (2019), https://www.provost.utoronto.ca/wp-content/uploads/sites/155/2020/01/Presidential-and-Provostial-Task-Force-Final-Report-and-Recommendations-Dec-2019.pdf

[37] Beck, Jackson, et al, "Case study: CAHOOTS". Vera Behavioral Health Crisis Alternatives, 2020, https://www.vera.org/behavioral-health-crisis-alternatives/cahoots

[38] Krupanski, Marc and Crofts, Nick, "Envisaging the future of policing and public health: A commentary on the findings", Journal of Community Safety and Well-Being, Vol 7(Suppl 1), July 2022, pp. 52-55.

YORK U

- An independent and transparent complaints process for addressing concerns with York Security Services activity that would provide clear response and feedback of investigation results.

The need to focus on equity, **diversity**, **inclusion**, **and decolonization**

Safer Together identified the aspiration of focusing on equity and inclusion during safety work that is informed by an intersectional analysis. Many consultees agreed with this aspiration but stated that this aspiration has not been met broadly at the University, particularly in the activity of York Security Services. Many consultees from equity deserving groups expressed a general concern with the overall equity environment at York University. Many consultees from these groups expressed concern that the same kinds of biases and prejudices found in the broader society were widespread at York. Issues referenced included lack of representation in faculty and staff, academic focuses and curriculum infused with views and attitudes that reflected the norm of dominant groups, personal experience of micro-aggressions and inter-personal discrimination and a lack of serious administrative efforts to address issues of equity, diversity, inclusion, and decolonization.

Specific concerns with York Security Services were expressed by several consultees. Some, particularly from Black, Indigenous, and other racialized groups identified concerns of racism either through personal experience or more commonly related to wider concerns with law enforcement. While many others did not identify specific experiences that demonstrated bias, they agreed that systemic forms of racism might be manifested in some Security Services activities. This openness to acknowledging possible systemic racism included York Security Services management and staff. Specific areas of concern that consultees identified included requests for identification by security staff, which some suggested were more frequently requested for Black individuals than others. Another area of concern identified was the police like uniform security officials wear. Some Black and racialized consultees indicated that these uniforms were triggering for their community members based on their historical experience with law enforcement. Consultees who worked with individuals experiencing mental health illness indicated that responses by uniformed Security Services staff and police on York campuses were often experienced as traumatic by individuals experiencing mental health crises. Frontline security staff referred to call centre rules that required response to all calls as potentially contributing to heightened scrutiny of racialized members of the campus community. They referred to calls that identified vague suspicious activity on the part of racialized individuals as potentially being based on racial profiling, and that current rules and protocols did not

allow for discretion not to respond to the call or guide on how to handle it to prevent security staff from contributing to racial profiling.

While not all consultees articulated that York Security Services can be characterized as demonstrating bias of some type, almost all consultees including York Security Services management and staff, believed that these concerns should be taken seriously and that rigorous efforts should be made to reassure and engender trust of all York University community members. Overall, consultees acknowledged that some incidents of concern have occurred involving York Security Services staff and that beyond a few training initiatives, no serious efforts have been made to develop measures to proactively detect and address bias of any type, or address perceptions of this.

Consultees identified many possible solutions to help address concerns of bias including:

- race based data collection in security service activity;
- effective anti-racism training/education rooted in real situations/scenarios on campus;
- more diverse and expert services being deployed from the call centre such as deployment of mental health and social workers;
- making public York Security Services procedures and processes and circulate to student groups and leaders;
- changing security staff uniforms to be less police like; and
- engaging students more effectively and learning about lived experiences of marginalized and equity-deserving groups and planning services and risk assessments with these experiences in mind.

The need to ensure better coordination with and reduce presence of police on campus

Consultees from several perspectives spoke to the need to limit the presence of police officers coming onto campus for safety and security matters. When they are required to come on campus, consultees agreed there should be better coordination between police, York Security Services, and other University departments. In this regard, Black and other racialized individuals spoke to their negative perceptions and experiences with the Toronto Police Service and their lack of trust in their service provision. Staff who administer to campus residences indicated that Toronto Police were often insensitive to the needs of students on campus experiencing crisis, and that there were significant delays in the arrival of police to respond to these crises. They also spoke to the lack of coordination between police and York Security Services staff. Police and York security personnel would often attend to the same matter independently, without

YORK U

informing each other of their activities. York Security Services management acknowledged that coordination of their services with police was a challenge since their relationship is generally informal with no formal protocols in place. Though conversations between TPS and YSS have ensued, the latter indicated that it was challenging to get Toronto Police to view York's campus situation differently from any other context in the City. Some administrative staff and York Security Services management pointed out that, in their perception, Toronto Police Service officers lacked respect for York Security Services staff and view them as mere security guards. They suggested that police tend to have more respect for security staff who are special constables at other institutions including universities in Ontario. They also suggested that the presence of at least some security staff with some special constable powers could reduce the need to bring police on campus, including situations involving individuals in mental health crisis. The idea of some security staff who have special constable powers being part of the mix in York Security Services is a highly controversial subject. Many York community members, particularly those from Black, Indigenous and other racialized backgrounds, do not or are unable to differentiate between special constables and police, as a result, they react negatively to the suggestion. However, several consultees pointed out that the reduction of actual police presence on campus is directly tied to the presence of at least a few security staff endowed with some powers available under the special constable provisions of the *Comprehensive Ontario Police Services Act*.

The need to enhance collaboration within the University

Safer Together identified the aim of enhancing collaboration with University administration, faculty, and student groups to facilitate enhanced identification and response to all safety issues. However, many consultees, including from York Security Services staff and management, indicated that relationships and collaboration with other health and safety related departments were not developed to the extent that they could and/or should be. Staff members of York Security Services indicated a general sense that they were operating in a silo from other University departments. They highlighted, with some frustration, that in their perception, other University units, departments and faculty viewed them with disrespect and as security guards and not as partners in safety work. Many also noted that there were gaps in current university support services for students and staff, and that supports and services were not generally available on a 24/7 basis. They noted that this leads to security staff attending to matters alone and without access to expertise and supports available in other parts of the University. Overwhelmingly, they indicated that they valued supports from other parts of the University. It is notable that the sense of silos and lack of coordination across the University was also expressed by several health and safety

focused administrative units. Those commenting on mental health response at York expressed frustration with the lack of clarity of roles and responsibilities for all actors involved at the University.

Several consultees referenced the possibility of involving faculty and students in supporting frontline security response with equity deserving groups. Some referenced the value of research being conducted on York Security Services activity and that establishing relationships for this purpose with faculty and staff needs to be encouraged. In addition, some referenced the possibility of student experiential learning being incorporated into the mix of collaborative activities both to enrich student learning and to expand resource availability to support community members who may otherwise require York Security Services attention. Regarding this possibility, Security Services staff referenced The CORSAFE Program – a well-received internal partnership between York Security Services and Health, Nursing, and Environment Studies that was piloted in 2019 and was active until the COVID-19 pandemic. This program engaged nursing students to identify and support unhoused individuals on campus as part of student experiential learning. In reaction to the prospect of involving students as part of safety and security activity, some faculty and staff members cautioned against relying on student experiential learning as a tool to address frontline safety and security concerns, noting that the main aim of such learning was the student's development, not the provision of safety and security services.

The need to enhance community engagement

Safer Together identified the aim of enhancing campus community engagement as a fundamental means to enhance all aspects of safety. Safety initiatives, including frontline security activities, cannot succeed without the knowledge, expertise and involvement of all community members. Community engagement is fundamental to all aspects of safety. While it was acknowledged that York Security Services maintain community relations staff and activity, several consultees indicated that the resources and energy dedicated to community engagement were not proportionate to the importance and need for community relationship, trust, and empowerment. This was a view particularly spoken to by equity deserving groups who have historically had frustrating relationships with law enforcement.

The need to acknowledge the special circumstances and needs of equity deserving groups

Many consultees indicated that the specific experience with law enforcement and the unique safety and security needs for many members of equity deserving groups needs

33

YORK U

to be acknowledged by York Security Services and deeply incorporated into their activities. As part of this, some consultees identified the need for training for York Security Services staff related to several concerns of equity, diversity, inclusion, and decolonization. Overall, consultees from the general York community were unaware of what training frontline security staff receive. York Security Services staff and management pointed to a wide range of training provided, including reconciliation with Indigenous peoples, racism and racial profiling, diversity, inclusion, intersectionality, mental health and addictions, sexual and gender-based violence, responses to people with disabilities and to people who are deaf or hard of hearing, customer service, trauma informed service, and de-escalation skills. The general lack of information on training already received by Security Services staff was noted as a failing in *Safer Together* and continues to be an issue. Some consultees referred specifically to the need for a methodological approach to training that incorporated more specific reference to scenarios and examples that frontline staff might encounter in their work. York Security Services management indicated support for any initiative to enhance staff training but pointed out that current resources dedicated to providing annual training and specialized training were limited.

In addition, some consultees identified insufficient service program design, policy guidance, and resourcing on important matters affecting various equity deserving groups. Included in this was the need for focused engagement with equity deserving groups and capacity to provide specialized frontline service response for individuals who have experienced mental health crises and/or sexual and gender-based violence.

Consultees from various equity deserving groups noted that they did not feel that York Security Services were attuned to their unique needs and expressed interest in enhancing their engagement with the department.

Many consultees gave particular attention to the need for better service delivery for individuals experiencing mental health crises. Although York Security Services staff receive mental health, de-escalation, and trauma informed training, some consultees expressed concern that response to individuals in crisis was inadequate. Some consultees who had direct knowledge or experience with York Security Services' response to individuals in crisis indicated that staff lacked ability to assess risk and de-escalate situations and too often relied on calling police to respond. The ability to assess risk accurately and respond appropriately, are important for a measured and appropriate response to individuals in crisis and may be the difference between a successful de-escalation and unnecessary escalation to the involvement of police. This assessment is best informed by individuals with expertise in mental health and other types of social support. However, York Security Services department currently has limited access to these experts involved in frontline response. Several consultees pointed to efforts by some police services to establish mental health crisis teams

YORK U

involving mental health experts with police on the frontlines as potential examples from which to learn and to establish similar approaches at York.

In addition, York Security Services management and staff pointed out that security staff currently do not have access to the Canadian Police Information Centre (CPIC) databases that provide information about crimes and criminals. This is the only national information-sharing system that links criminal justice and law enforcement partners across Canada and internationally and is a major tool to assess the risk individuals may pose to themselves and others. Such access is only available to police and may be available to security workers empowered under the special constable provisions of the *Comprehensive Ontario Police Services Act,* which no one in York Security Services currently possesses.

Some consultees also raised concerns that in their perception, frontline response staff from York Security Services lacked sufficient sensitivity to the unique needs of victims of sexual and gender-based violence. Some pointed to a disproportionate number of male frontline staff versus female, in York Security Services, which presented barriers for women who may wish to report incidents of sexual or gender-based violence. Some also indicated that York Security Services should have a more consistent presence of experts in sexual and gender-based violence on the front lines.

The need for a representative security service staff

Many consultees indicated the importance of ensuring the composition of York Security Services staff is as diverse as the population it serves, as a means to enhance community trust and support initiatives at engagement and relationship building. Some indicated that the service did not appear to be representative of the campus population, which is highly diverse.

According to York University's internal equity survey data for staff, which had a response rate of about 70 per cent, females in York Security Services staff represented about 15.2 per cent of staff, while racialized people made up about 36.4 per cent of staff. These are certainly under-representations of women and racialized peoples in comparison with the GTA population. For example, according to the 2016 Census, the City of Toronto had a visible minority representation of 51.5 per cent, while women in the City of Toronto represented 52 per cent of the population. Adjacent regions to the City of Toronto had similar representations of both groups.

However, comparison of the makeup of York Security Services with the campus population is not possible currently as the University has not so far gathered demographic data relating to the entire campus population including students, who represent the vast majority of the campus community. As a result, it is not possible to accurately gauge the degree to which York Security Services is representative of the campus community.

YORK U

The need to ensure the safety of all related to the presence of the unhoused on campus

Several consultees spoke to the safety issues posed by the ongoing presence of the unhoused on York campuses. For example, students, staff, and faculty expressed security concerns relating to finding apparently unhoused individuals from the broader community seeking shelter in stairwells and benches in York buildings after hours. Others spoke to the safety needs of unhoused individuals as being itself a concern, which the University needed to take some ownership of, particularly in recognizing that removing these individuals permanently from campus was virtually impossible. Many Security Services staff spoke of their frustration of needing to attend to the presence of the unhoused on campus through a security response, which in most cases was unnecessary as they posed no serious risk to anyone. Security staff also pointed out that removing unhoused individuals from campus permanently was almost impossible, as they could be escorted off campus only to return shortly thereafter. Some frontline security staff referenced the many hours they would spend attending to unhoused individuals, who they've come to know well from previous interactions. In addition, removing individuals from warm buildings on campus during cold winter days was a danger to their health and well being and could not be done.

In essence, the securitized response amounted to a band-aid solution that did not address the underlying needs of the unhoused on campus. Some York Security Services staff positively referenced the aforementioned CORSAFE Program, a partnership between York Security Services and Health Nursing Environmental Studies that ran a pilot in 2019 in which nursing students provides support for unhoused individuals as part of an experiential learning program. They indicated that this program offered an additional approach to the unhoused that had great potential. Unfortunately, the program ceased when the pandemic hit in 2020. York Security Services management pointed out that they previously consulted with social workers who worked with the unhoused and they recommended against open access to campus buildings and offices overnight. They argued that overnight open access for buildings presented health and safety concerns for both unhoused individuals and the York community. They recommended closing buildings overnight to ensure buildings were not used for purposes other than what they were intended. Consultees overwhelmingly saw the need to shift from a security response to the unhoused to one that provides them access to support services to address their underlying needs.

The need to consistently protect students with precarious immigration status

Consultees indicated that York Security Services staff and Toronto Police Service officers have been known to identify students with precarious immigration status to immigration authorities. They noted that York University officially runs the Sanctuary Scholars program which facilitates study for individuals with precarious immigration status, but that York Security Services does not consistently protect those individuals from being reported to law enforcement and immigration authorities. They acknowledged that York Security Services management has been supportive and had previously facilitated a training prior to the pandemic to frontline staff so that they could better understand the risks posed to those with precarious immigration status if their immigration status were to be reported to law enforcement and immigration authorities. However, they also expressed skepticism that frontline staff had followed through on this training to avoid reporting. These consultees also expressed grave concern regarding the extent to which Toronto Police are called on the campus as they believed that Toronto Police were most likely to identify those with precarious immigration status to immigration authorities. These consultees called for York University to officially declare itself a *sanctuary campus* and for clear policies to be implemented directing frontline security staff against reporting the immigration status of students and others to authorities.

The need to enhance personal safety protection for campus members experiencing threat or harassment

Some consultees identified situations where they or others they knew had experienced threats to their personal safety. Individuals experience these threats from many different sources and relating to different factors including domestic violence, harassment from campus and non-campus members, threats from international state actors related to scholarship or activism, and negative personal interactions. Sometimes culprits may not be known. Some noted that being from an equity deserving group is related to heightened personal safety risks; women are often exposed to sexual or gender-based violence and intimidations while Black, Indigenous and other racialized individuals, including Jews, Muslims, and other religious minority groups may be exposed to hate activity. Currently, security investigators at York manage personal safety planning and work with other individuals and departments for this purpose. York Security Services also provides support for individuals experiencing personal safety risk by accompanying them to police when requested. However, consultees who spoke to this did not believe that York Security Services fully supports such actions and indicated that safety planning was insufficient. They expressed concern regarding the limited focus and resources dedicated to personal safety planning. One indicated that the focus of York Security Services was on the immediate

risk to the campus and not the full experience of risk on and off campus and in digital spaces.

The need to ensure inclusion of Black and other racialized people from neighbourhoods adjacent to the Keele Campus

Some consultees expressed concern that the York University Keele campus was an unwelcoming place for Black and other racialized communities living in its vicinity, particularly from the Jane and Finch community. This, despite York's declared commitment to be an anchor institution for neighbouring communities that would seek to support disadvantaged, equity deserving communities in adjacent neighbourhoods like Jane and Finch[39]. As part of this strategy, facilities at York such as York Lanes shops and professional services as well as recreational facilities are to be made more welcoming for people from local neighbourhoods. The concern raised by consultees is that the University appears as a securitized and private environment that leads Black and other racialized individuals in adjacent communities to feel unwelcome. The appearance of security officials with their police-like uniforms contribute to this perception. In addition, some consultees indicated that there had been incidents where young Black and racialized youth from adjacent neighbourhoods had been questioned regarding their presence on campus recreational fields.

D. Overall findings and recommendations

The research and consultation conducted for this review leads to an undeniable conclusion. All factors suggest that a commitment to diversity, equity, inclusion, and decolonization and the need to serve a highly diverse community requires a move away from the current law enforcement model to a delivery model that emphasizes a community-centric safety approach.

The incorporation of York Security Services into the new Community Safety Department in 2016 was intended to re-orient security work from what can be characterized as a law-enforcement or police-centric model to a more wholistic community safety or stakeholder-centric approach. A law enforcement model assigns all manner of campus safety responsibilities to individuals with an enforcement or policing orientation[40]. Although York Security Services is not a police service with

---

[39] York University, "Anchor YorkU: An anchor institution & community benefits framework", pg. 5, https://procurement.info.yorku.ca/files/2020/01/Anchor-YorkU_Framework.pdf?x89825

[40] Thayer, Brooke, "Expert Insight: How to take a more holistic campus safety approach", EAB, 2021, accessed online at: https://eab.com/insights/expert-insight/academic-affairs/holistic-campus-safety-approach/

YORK U

sworn officers under the *Comprehensive Ontario Police Services Act,* its structure and culture adhere to many police-like patterns of organization. Frontline staff are called Security Officials whose job description requires a security guard license prior to employment. Current members of York Security Services management team are all individuals with extensive policing backgrounds and appear to have been recruited with this background and experience in mind. Frontline security work looks a lot like police platoon deployment with similar cultural and administrative norms. Security Official uniforms look like police uniforms. The extensive reliance on actual police to support front line security work reinforces the perception that law enforcement best characterizes York's security model. The police-like orientation of York Security Services is unmistakable and remains the case as of the timing of this review.

The main features of a community-centric safety approach for frontline security response include:

1. Bias-free: Actively monitors for and removes individual and systemic bias in front line security activity, particularly as it relates to Black, Indigenous and other racialized groups.
2. Transparent and accountable: Maintains clear and effective mechanisms to uphold transparency and accountability.
3. Diverse and specialized: Maintains 24/7 delivery of front-line services that incorporate specialized professional social and mental health experts as alternatives or provides supports to front-line security staff.
4. Community-focused and collaborative: Engages actively with the campus community to collaborate in the definition and realization of safety.
5. Representative: Reflects the demographic composition of the campus community, particularly in terms of ethno-racial distribution.
6. Equity training: Establishes high quality anti-racism, equity, diversity, inclusion, and decolonization training for staff.
7. Organizationally aligned: Realigns organizational culture, structures, and capacity to fully deliver a community-centric safety model.

Properly implemented, these transitions would ensure the safety and security of all members of the University community, including those belonging to equity deserving groups. Frontline enforcement will always be a part of the overall security service composition, but it should be unbiased and not be the leading edge of every safety related interaction.

It should be recognized that York University is ideally suited to the kind of transition suggested above. York campuses are objectively safe environments and reflect a true community compared to large urban settings like the City of Toronto. Exclusive policing or law enforcement approaches have never truly suited the safety needs of higher

YORK U

learning institutional environments in general and particularly not for settings like York University. In addition, York's current security structure of employing hired security guards who are then trained and essentially regulated internally is amenable to significant adaptation with relative ease.

This review has identified the following specific recommendations in support of moving forward to the implementation of each of the seven identified features of a community-centric safety approach. In addition, an eighth set of recommendations have been provided relating to transition of York Security Services to a new community centric safety model.

It should be noted that while this review is focused on York Security Services, the interconnections between this unit and the wider Community Safety Department, and with the various safety-related and employment practices departments of the University, require recommendations that potentially affect the activities of these departments as well.

These recommendations are based on careful consideration of best practices gathered from research and consultation and an assessment of York's unique administrative and social culture.

1. Recommendations related to measures to address bias in front line security service delivery

A commitment to equity, diversity, inclusion, and decolonization must include clear and ongoing measures to monitor for and address individual and systemic biases in front line service delivery.

Demonstrated bias in service delivery may be a form of legally prohibited discrimination when it is demonstrated to adversely impact the experience of protected groups identified in the Ontario Human Rights Code[41]. Correspondingly, on top of a moral onus to prevent bias and discrimination there may be a legal onus as well which would especially apply where there is evidence of historic and/or ongoing bias and discrimination experienced by code-protected groups.

As referenced earlier, there is overwhelming evidence that Black and Indigenous people have historically been subject to law enforcement aggression. In addition, there is growing evidence that Indigenous, Black people, and other racialized people continue to be subject to racial profiling by law enforcement in Canada, including by

---

[41] Ontario Human Rights Commission, "Guide to your rights and responsibilities under the Human Rights Code", https://www.ohrc.on.ca/en/guide-your-rights-and-responsibilities-under-human-rights-code-0

police and private security actors[42] [43] [44]. To build trust, all law enforcement and security operations have a duty to demonstrate to these groups that racial profiling is not to be tolerated or perpetuated in any of their practices. Such a demonstration cannot be passive – it must be decisive and thorough to actively scrutinize for and prevent any bias, including efforts to address bias at the level of individuals, both conscious and unconscious, and any entrenched bias in systems and structures[45]. In addition, it must relate to a serious ongoing commitment to engage affected groups specifically on these issues. The experience of policing efforts in Canada to build trusting relationships with Indigenous and Black people has demonstrated that limited or superficial efforts to address racial profiling are not only ineffective but are counterproductive.

From the consultations, it is evident that there is ongoing mistrust of York Security Services by significant segments of York's Black, Indigenous and other racialized community members. This may be sourced to a broader negative experience with law enforcement in general but the fact that it exists is undeniable. It is also clear that aside from anti-racism and anti-racial profiling training, York Security Services has done little to look for and address racial bias in its activities.

Also, an important aspect of racial bias and profiling concern at York is the fact that York's current private security service model relies heavily on local police, primarily the Toronto Police Service, to address matters beyond the limitations of its mandates and authorities. In the more common special constable model for campus security in Ontario, police are less commonly involved on campuses than at York. Unfortunately, the Toronto Police Service has a negative reputation with many in Toronto's Black, Indigenous and other racialized communities going back many decades[46]. Recent data-based reports that confirm disproportionate use of force against Indigenous, Black, and other racialized groups in Toronto reinforces these negative perceptions and concerns[47]. Consequently, the degree of involvement of Toronto Police Service at York

[42] Azmi, Shaheen, et al " Racial Profiling and Human Rights in Canada : the new legal landscape", Irwin Law Inc., Toronto, 2018

[43] Ontario Human Rights Commission, "Policy on eliminating racial profiling in law enforcement", 2019, https://www.ohrc.on.ca/en/policy-eliminating-racial-profiling-law-enforcement

[44] Ontario Human Rights Commission, "Under suspicion: Research and consultation report on racial profiling in Ontario", 2017, https://www.ohrc.on.ca/en/under-suspicion-research-and-consultation-report-racial-profiling-ontario

[45] Ontario Human Rights Commission, "Policy on eliminating racial profiling in law enforcement", 2019, https://www.ohrc.on.ca/en/policy-eliminating-racial-profiling-law-enforcement

[46] Wortley, Scot and Laniyonu, Ayobami, "Use of force by the Toronto Police Service Final report", 2020, pgs. 29-31, https://www.ohrc.on.ca/sites/default/files/Use%20of%20force%20by%20the%20Toronto%20Police%20Service%20Final%20report.pdf

[47] Wortley, Scot and Laniyonu, Ayobami, "Use of force by the Toronto Police Service Final report", 2020, pgs. 29-31,

University itself is a major factor of concern from an anti-racism perspective and needs to be a source of concern in addressing safety and security needs at the University.

The following areas of concern and accompanying recommendations are made to advance the effort to proactively detect and address racial bias and address perceptions and concerns of racial bias in York Security Services, and to minimize police involvement on York University campuses to security situations that truly require their presence[48].

1.1. Acknowledgement of racism in law enforcement

An acknowledgement of the long history and ongoing presence of racism by all law enforcement and security organizations has long been called for by Black, Indigenous and other racialized groups. Such an acknowledgement is a start to counteracting years of denial and unwillingness to take claims of racial bias seriously and to demonstrating clear and serious commitment to address these.

Recommendation 1.1. Formally acknowledge racism in law enforcement

York Security Services should formally acknowledge the long history of aggression faced by Indigenous, Black, and other racialized people in Canada, particularly in activities undertaken by law enforcement and security organizations. This should include an acknowledgement of racial profiling by law enforcement and security organizations as an ongoing reality and a commitment to ensure that they will undertake all activities necessary to prevent it in York Security Services activities.

1.2. Racial profiling standard operating procedure and accompanying training

York Security Services currently does not have a racial profiling standard operating procedure. Although it provides training on racial profiling, this is generally abstract and disconnected from its day-to-day activities. Current training relies on a dated definition of racial profiling and is provided by staff from York University's Centre for Human Rights, Equity and Inclusion, which lacks specific expertise in racial profiling in law enforcement. A single reference point for policy guidance and mandatory training

---

https://www.ohrc.on.ca/sites/default/files/Use%20of%20force%20by%20the%20Toronto%20Police%20Service%20Final%20report.pdf

[48] Ontario Human Rights Commission, "Policy on eliminating racial profiling in law enforcement", 2019, Section 5, https://www.ohrc.on.ca/en/policy-eliminating-racial-profiling-law-enforcement

YORK U

will ensure ongoing focus on the matter that is connected to real world security activity.

Recommendation 1.2. Develop a racial profiling standard operating procedure and accompanying training

York Security Services should develop a racial profiling standard operating procedure that includes:
- reference to the historical experience of racial profiling by Black, Indigenous and other racialized individuals in Canada;
- An up-to-date definition of racial profiling; and
- identification of sources of racial profiling in conscious and unconscious bias of individuals and in systems such as policies, practices, procedures and decision making processes, and which concrete identification of relevant practices, processes, policies, and procedures in law enforcement that have be known to contribute to racial profiling.

These include in:
- call centre practices;
- Decisions to engage and stop individuals;
- IDing individuals;
- interventions including use of force, arrest, and search; trespassing individuals;
- decision to call in police; and
- documentation related to incidents.

This standard operating procedure should be accompanied with mandatory training for all York Security Services staff that instructs in the content of the policy and includes scenario training to ensure trainees are able to implement what they learn in real world scenarios.

1.3. Update all relevant practices and standard operating procedures

Many existing York Security Services standard operating procedures relate to areas that have historically been associated with racial profiling in law enforcement. The procedures should include ways in which these focus areas have been predisposed to racial profiling and how these can be avoided. Some relevant practices do not have associated standard operating procedures and should be covered in some way either with new standard operating procedures or elaboration of existing ones. Experience in

law enforcement has demonstrated that racial profiling can enter many standard practices and processes. York's current practices have not been scrutinized for racial profiling concerns and may inadvertently contribute to racial profiling. A systematic effort to review practices, processes, and standard operating procedures would complement the establishment of a new racial profiling standard operating procedure and mandatory training. The following recommendation relates to specific York Security Services practices, processes, and standard operating procedures

Recommendation 1.3. Incorporate anti-racial profiling elements in all relevant standard operating practices and procedures

York Security Services should review and revise all relevant current practices and standard operating procedures and/or develop new procedures to incorporate guidance relevant to specific focus areas on preventing racial profiling. This is a related, but distinct activity to the aforementioned recommendations. Procedures to be adapted or newly created should include call centre practices, decision to engage and stop individuals, IDing individuals, interventions including use of force, arrest, and search, trespassing individuals, decision to call in police, and documentation related to incidents.

1.4. Revise Call Centre activities and policy guidance

Research and consultations revealed a long history of racial and mental health profiling in law enforcement call centres, including York Security Services. Profiling has commonly occurred when call centre staff have uncritically deployed law enforcement officers when members of the public call-in claims of suspicion and risk based on stereotypes of Black, Indigenous, and other racialized individuals as well as individuals with minor and harmless expressions of erratic behaviour. Currently, the Call Centre is staffed by squad leads without specialized guidance or training on call centre profiling. Many law enforcement call centres are staffed by specialized staff recruited and trained to perform that role most effectively, including training on racial profiling.

York security staff indicated that calls often come in alleging vaguely identified forms of suspicious activity on the part of individuals identified as being from Black, Indigenous, and racialized communities behaving in erratic ways. In the interest of customer service, there is a requirement to respond to all calls. However, current practices and processes relating to call centre activity do not include a dedicated standard operating procedure and do not identify the risk of racial and mental health profiling. As a result, responding security staff are not provided with clear guidance on how to handle vague or discriminatory calls of suspicious behaviour. Many security staff themselves expressed concern that current approaches allowed racial and mental

health profiling by community members to be compounded with unnecessary and poorly guided deployment of security staff. Also, Call Centre staff are currently able to deploy only front line security staff or call police. Deploying uniformed staff or police in response to vague calls of suspicious behaviour may itself be a form of unjust imposition on targeted groups that should be avoided as much as possible. This could still be the case even if security staff are instructed to not engage with suspected individuals and assess risk from a distance. Being watched at a distance by uniformed officials, if recognized, could be as stressful to historically targeted groups as being engaged by them.

It is essential that deployment in response to calls not contribute to racial or mental health profiling by ensuring the deployment response is carefully guided and calibrated to information received. Redesign of call centre processes and guidelines would ensure that racial and mental health profiling is prevented.

Recommendation 1.4. Revise Call Centre activities and develop a standard operating procedure to prevent racial and mental health profiling

York Security Services should enhance its Call Centre activities and policy guidance to prevent racial and mental health profiling by developing a dedicated standard operating procedure that includes provision of adequate guidance and direction in response to vague calls of suspicious behaviour particularly relating to Black, Indigenous, and other racialized individuals and those demonstrating 'erratic' behaviour. This procedure should limit engagement options for security officials in situations where vague assertions of suspicious behaviour are made including measures such as instructions to deploy and assess risk from a distance.

Recommendation 1.4.1. Incorporate non-uniformed responses to calls

York Security Services and the Community Safety Department should develop options of service response to calls made to the call centre that do not involve uniformed staff.

Recommendation 1.4.2. Consider specialized call centre staff

York Security Services should consider employment of specialized call centre staff who can be recruited and trained for this specialized task.

1.5. Preventing racial profiling in stop, engagement, and seeking identification activity

Decisions to stop, engage, and seek identification of individuals have been associated with racial profiling by law enforcement broadly. Heightened scrutiny of Black, Indigenous, and other racialized individuals based on stereotype or other factors has long been a pattern in Canadian law enforcement. Affected equity deserving groups have emphasized that unjustified engagement itself, regardless of how professionally it is conducted, is an imposition and is a source of trauma for many of their group members. Concerns of carding or seeking forms of identification by law enforcement of community members have demonstrated patterns of excessive stoppage of Black and other racialized members of the community by Toronto and other police services[49].

Several current standard operating procedures of York Security Services speak to decisions to stop, engage, and seek identification from community members, but there is no single dedicated procedure that speaks to this directly and specifically on the requirement and ways to avoid racial profiling during these activities. For example, guidance on seeking identification is not detailed in a single procedure, but is referenced in several procedures including in the *Trespassing* standard operating procedure, which indicates that people suspected of not being campus community members may be asked to confirm that they are members of the University community by providing identification of some form. In the past, the decision to seek identification was exercised at the discretion of frontline security staff. However, after some recent incidents, directives were provided by York Security Services management to not seek identification unless an incident of note has occurred or situations where University approved policies or procedures require identification, such as where individuals are seeking access cards to facilities. However, these changes have not been widely communicated to the University community and have not been codified in a standard operating procedure.

A new standard operating procedure guiding decisions to stop, engage, and seek identification of individuals would help to ensure clear guidance on legitimate factors to engage in these common security activities and should include guidance on how to avoid racial profiling in these activities.

It should also be noted that York University itself does not have a unified and comprehensive policy or protocol related to identification requirements. As a result, York Security Services operates in a vacuum regarding the overall operating system of

---

[49] Celik, Halime, "Black Residents of Toronto and the Police." York Online Undergraduate Research, 2017, https://yourreview.journals.yorku.ca/index.php/yourreview/article/view/40368

identification at York University and lacks any guidance on requirements from the University administration.

The unique situation of individuals with precarious immigration status on campus requires clear guidance for frontline security staff on the University's approved approach to handling their immigration status. Currently, there is no central acknowledgement of this and there is need for guidance on how to address this.

Currently, York University runs a Sanctuary Scholars Program that facilitates registration of students with precarious immigration status. However, there have been no concrete steps taken to consistently protect these individuals from having their status being disclosed to police and immigration authorities by its Security Services. In response, advocates have called for York University to declare itself a Sanctuary institution that would lead to measures such as 'don't ask don't tell policies' to protect such individuals from law enforcement and immigration authority scrutiny[50].

Recommendation 1.5. Develop a dedicated standard operating procedure and accompanying training to prevent racial profiling in stop, engagement, and seeking identification activity

York Security Service should develop a dedicated standard operating procedure and accompanying training relating to stopping, engaging, and seeking identification from community members that includes guidance on how to prevent racial profiling in these activities. Such a standard operating procedure should include specialized guidance on how to handle identification requests and information from individuals with precarious immigration status.

Recommendation 1.5.1. Develop a central pan-university identification policy

York University should consider the development of central identification policy to ensure clarity and consistency. This policy should consider acceptable identification for university affiliation, situations in which it is legitimate to ask for identification, and guidelines for sharing of identity data with other institutions and agencies.

Recommendation 1.5.2. Establish a 'don't ask don't tell' standard operating procedure

---

[50] City of Toronto, "City of Toronto launches new 'Toronto For All' Campaign to support undocumented residents", news release, August 24, 2021, https://www.toronto.ca/news/city-of-toronto-launches-new-toronto-for-all-campaign-to-support-undocumented-residents/

York Security Services should establish a 'don't ask don't tell' policy relating interactions with individuals with precarious immigration status.

1.6. Preventing racial profiling in Use of force, arrest, and search activities

Research conduced as part of this review corroborates that use of force, arrest, and search activities by law enforcement have long been widely characterized by disproportionate use of force against Black, Indigenous, and some other racialized groups. In this regard, many consultees from Black, Indigenous, or other racialized groups lumped the activities of York Security Services with the wider law enforcement agencies. However, a review of York Security Services Intervention Capable Model and the related current standard operating procedures dealing with use of force, arrest, and search of individuals indicate that these tools are severely limited for security staff and data relating to these practices indicate that these activities are rarely undertaken by security staff.

York University moved from a no intervention security approach to an intervention capable security model in 2012. This was in response to recommendations made by the METRAC audit[51]. In association with this, a new *Security Intervention Model Standard Operating Procedure* was developed, and the *Use of Force and Arrest and Search Standard Operating Procedures* were updated. The new intervention model provided parameters to support security staff in high-risk situations – enabling them to use force in defensive circumstances to protect public and officer safety, or instructing them to call police if the risk is assessed to be significant. The basic interventions authorized include the use of expandable batons and handcuff restraints in situations of clear and imminent risk to public and officer safety. Security management investigates any identified incidents of intervention and use of force, which are usually tagged as self-defence incidents.

Arrests and search by York Security Service staff are significantly constrained by the limited range of potential use of force. In situations of lawful arrest, security officials are authorized to seek arrest of individuals and generally involve security supervisors in the decision and process of arrest and search. In general, the process of arrest is restricted to a soft hands-off process involving oral communication of arrest and involvement of additional security staff to seek compliance. Arrested individuals are

---

[51] METRAC and York University ,"The Metropolitan Action Committee on Violence Against Women and Children (METRAC), York University Safety Audit: Leading the Way to Personal and Community Safety", 2017, https://yorku.campuslabs.ca/engage/organization/csc/documents/view/11936

handed over to police for further action. In situations of non-compliance, security staff generally retreat, stay close in proximity to observe suspected individuals and call police. According to consultations with YSS management, the limited arrest powers and delayed police response often lead to suspects escaping.

Correspondingly, there are very few incidents of use of force, arrest, and search conducted by York Security Services staff. In the four calendar years from 2018 to 2022 there were a total of seven *arrests* and four *use of force incidents not involving arrest* conducted by York Security Services staff. Moreover, there have not been any significant concerns raised about excessive use of force by York Security Services. Some consultees referred to an incident of 'use of force' attributed to racial profiling by a security guard at Shoppers Drug Mart in York Lanes. However, this was conducted by a private security guard employed by Shoppers Drug Mart and not by York Security Services staff.

The fact that few outside of York Security Services management and staff were aware that security staff have very limited powers to use force, arrest, and search individuals and rarely do, suggests a serious gap in communication about the actual nature of York Security Services on campus. This gap is related to a general disconnect between the University community and its Security Services that need to be remedied. Recommendations related to this will be addressed in a subsequent section on community engagement.

In reviewing the data on use of force, arrest, and search on campus, these activities are conducted on campus by Toronto Police in the majority of cases. The poor record of Toronto Police in preventing racial profiling in its activities and of holding itself and its officers accountable for this does not inspire confidence that these activities have been and will be performed on York's campuses in a non-biased fashion. From an equity, diversity, inclusion, and decolonization perspective, it is important that the University explore ways to minimize police involvement on campus. Further discussion on this and related recommendations will follow in the next section that discusses engaging police..

While use of force, arrest, and search are rarely conducted by York Security Services staff, they remain possible and authorized activities and there remains a need to ensure that these are conducted without influence of racial profiling. In this regard, a review of relevant standard operating procedures and accompanying training indicate that no effort to identify and address concerns of racial profiling have been incorporated into these procedures and training.

Recommendation 1.6. Enhance standard operating procedures relating to use of force and accompanying training to avoid racial profiling

York Security Services should incorporate guidance on the risk of racial profiling and ways to avoid this into current standard operating procedures related to use of force, arrest, and search and accompanying training.

1.7. Preventing racial profiling in trespassing decisions at York

Concerns were raised by some consultees that major security decisions like trespassing of individuals have been influenced by racial profiling and have contributed to the criminalization of individuals from equity deserving groups. Employing trespassing as a solution to safety concerns carries many risks and challenges, some of which were identified in the Cromwell Report, which identified the challenge of employing trespassing solutions to address safety concerns at controversial events. There is often pressure to trespass individuals in response to many perceived risks.

The issuance of trespassing standing operating procedure guides the decision and process of trespassing individuals. Security staff are usually only executors to decisions to trespass made at higher levels and are guided by the standard operating procedure on how this is done. The Director of York Security Services makes the final decision to trespass in consultation with other senior administrators including legal staff.

In general, the University employs a high standard of assessment, particularly for students and staff. For example, trespassing decisions usually relate to behaviour that is identified as clearly violating the Criminal Code, such as harassment, violence towards others and mischief to property. If the situation involves a community member (student, staff or faculty), the Division of Students or Human Resources and Labour must agree to the issuance of a trespass order.

When there is non-compliance with a trespass order, Toronto Police is required to execute the order. This contributes to the general over-reliance on police and requires wait times for police involvement.

Concerns of racial and mental health profiling have not been formally addressed in the process of deciding on trespassing individuals. While these considerations have undoubtedly been considered by the Community Safety Department and York Security Services management, there is no clear and conscious application of an anti-racism or

equity, diversity, inclusion, and decolonization lens to review these decisions, nor training requirements for decision makers related to racial and mental health profiling.

Recommendation 1.7. Formally include an anti-racism and equity, inclusion, diversity, and decolonization component in the decision-making process to trespass individuals

The University, the Community Safety Department, and York Security Services should revise all relevant policies and standard operating procedures to include the requirement that anti-racism and equity, diversity, inclusion, and decolonization considerations be applied to trespassing decisions at all levels.

Recommendation 1.7.1. Develop a formal anti-racism and equity, diversity, inclusion, and decolonization lens

The University should develop an anti-racism and equity, diversity, inclusion, and decolonization lens to apply to situations where trespassing decisions are being made at all levels of review.

Recommendation 1.7.2. Anti-racism training for all decision makers in trespassing decisions

All University administrators involved in trespassing decisions should be required to take anti-racism training that highlights systemic racial profiling practices by institutions.

1.8. Reducing police involvement at York University

As indicated, York University relies more heavily on police involvement to respond to matters requiring arrest and use of force, particularly in response to mental health and other forms of crisis than other institutions of higher learning in Ontario. This report has identified several equity, diversity, inclusion, and decolonization reasons to be concerned about the degree to which Toronto Police are involved at York University. In addition, the review has also identified some basic concerns regarding the timeliness and overall effectiveness of relying on police to address matters that involve potential arrest.

It should be noted that the Toronto Police Service possess a legislated mandate to respond to calls to address safety concerns on York's campuses or enter in pursuit of any lawful policing matter. York's two campuses sit entirely within the City of Toronto

YORK U

and Toronto Police are authorized by law to police these campuses and enter at their own discretion as needed. Moreover, police have no obligation to inform York University when they enter the campus, and frequently do not do so. Based on consultations with YSS management, it is not likely that Toronto Police would agree to any protocol with York University that limits their legal discretion to enter York's campuses.

However, involvement of police as a part of the overall safety and security model can be minimized depending on structural design and self-regulation. York's decision to structure its security service on a private security guard model allows for maximum control of security activity of its own employed security staff but carries with it the limitation that police will need to be called into to address many matters that are beyond the authorities of private security guards.

In response to the types of equity concerns identified above, York Security Services has already made some efforts to minimize police involvement. Calling police is referenced in several standard operating procedures. Until 2021, the discretion to call police according to procedures was left with frontline security staff. However, following recent changes, frontline security staff may call in police themselves only where they perceive imminent concern for safety. Otherwise, they are required to obtain supervisor permission prior to involving police. This may prove to reduce police involvement to some degree.

The addition of at least some security staff empowered with policing powers under the special constable provisions of the Comprehensive Ontario Police Services Act, could more significantly impact the involvement of police at York. Under the provisions of this Act, special constables are considered sworn Peace Officers who take the same oath of office as a Police Officer and are granted all or some of the authorities of a police officer, depending on how their roles are defined and negotiated with local Police Services Boards. Specific powers, territorial jurisdictions, and responsibilities are outlined within the terms of the individual appointment. It is notable that each special constable structure employed by institutions is not the same. There is considerable room to choose powers and authorities and design operational structures, constraints, and accountability mechanisms as desired.

In general, special constables at other universities in Ontario retain the following police like powers that security guards do not retain, and which would contribute to significantly reduced involvement of police at York University:
- The power to act based on reasonable and probable grounds while security guards, in the legal sense, may only intervene based on observed offense.

- The power to use more aggressive use of force tools to restrain individuals and effect arrest.
- The power under the authority of the Mental Health Act to apprehend and escort individuals who appear to a pose a risk to themselves or others to a safe place for examination, often a hospital.
- The power to access the Canadian Police Information Centre data bases of criminal records.

Although special constables may retain a range of police like powers and authorities, a fundamental distinction between them is that special constables are employees of the institutions that employ them and are subject to regulation and discipline of the institution. Institutions like York University have no control over the behaviour of police on their premises, but would have significant capacity to control security staff operating with special constable powers and authorities.

It has also been noted that many, particularly in equity deserving groups, have expressed opposition to the possible presence of special constables in the mix of security staff at York University and elsewhere. This was clearly expressed during consultations for this review and was also expressed in response to the recommendation to employ special constables at York, found in the Cromwell Report. Opposition was also strongly expressed to the planned deployment of special constables at Metropolitan Toronto University (formerly Ryerson University) in the summer of 2020. These plans were ultimately eliminated following significant protest[52]. Concerns about special constables is rooted in the belief that special constables in effect prove to be no different from police. In this regard, individuals pointed to the experience of special constables at other university settings and in other institutions such as the Toronto Transit Commission (TTC), which already operates on York University campus TTC facilities.

From an anti-racism and equity, diversity, inclusion, and decolonization perspective, there is a basic dilemma to be addressed. The disproportionate involvement of police on campus, which is an issue of concern for some equity deserving groups, can only significantly be reduced by involving some security staff empowered with special constable powers, which itself is also a concern for some equity deserving groups. It is notable that various equity deserving groups may have competing outlooks on this issue. The presence of special constables is often championed by advocates aiming to address sexual and gender-based violence due to the ability of special constables to access the Canadian Police Information Centre data bases and potentially identify

---

[52] Vega, Manuala, "Breaking: Rye cancels Special Constables Program", In Campus News, 2020, accessed online at: https://theeyeopener.com/2020/06/breaking-rye-cancels-special-constables-program/

YORK U

individuals know for sex-related offenses prior to offenses being committed[53]. Whereas, in contrast Black, Indigenous, and other racialized groups often express concern of the added use of force capabilities available to special constables. In this regard, the University needs to proceed cautiously to address this dilemma and identify a resolution that maximizes safety on York campuses but critically has the buy in of the entire University community and especially of equity deserving groups.

> **Recommendation 1.8. York should conduct a focused review and consultation to consider limited deployment of security staff with enhanced special constable powers**
>
> York University should conduct a focused review and consultation to consider the possible limited deployment of special constables as part of York Security Services. The review should aim to enhance public safety and reduce police involvement on campus while at the same time mitigate against negative impacts of special constable involvement. The review team should include involvement of affected equity deserving groups on campus particularly from Black, Indigenous, and racialized groups. Any movement towards establishing any kind of special constable deployment must include buy in from all affected groups or should not be considered.

1.9. Preventing bias and discrimination in documentation and communication

Law enforcement has historically employed language that reflects stereotypes and biases about equity deserving groups in internal documentation of security incidents and public communications relating to them. Various standard operating procedures identify documentation protocols which include recording in notebooks, entry of incidents of note into data systems, and review of notes by frontline coaching managers. However, there is no dedicated standard operating procedure guidance on avoiding biased and discriminatory language in reference to members of equity deserving groups. Inappropriate language has already been identified as an issue of concern within the Community Safety Department and York Security Services. Recent initiatives have identified specific concerns to avoid including use of derogatory language, identification of individuals by vague references to ethnicity, and use of subjective language to characterize behavior.

---

[53] Rigakos, George and Ponting, Samantha "Campus Special Constables in Ontario", Ontario Association of College and University Security Administrators, Ottawa, 2013, https://www.academia.edu/8970288/Campus_Special_Constables_in_Ontario

YORK U

Recommendation 1.9. Develop formal guidance relating to use of language in documentation and communication that addresses equity, diversity, inclusion, and decolonization concerns

York Community Safety Department and York Security Services should develop dedicated policies, procedures, and/or tools necessary to guide staff on the proper usage of language relating to concerns of equity deserving groups.

1.10. Revising York Security Service uniforms

Many consultees noted that York Security Services frontline staff uniforms look very much like police uniforms. Some commented that they find it difficult to distinguish between York security personnel and Toronto Police due to the similarity and colour of the uniforms. Many, particularly from Black, Indigenous, and other racialized groups, indicated that they found the uniforms and overall presentation to be triggering and unsettling. In contrast, others including members of other equity deserving groups found the uniform appearance to be reassuring.

In general, uniforms aim to support community members to quickly identify security staff in situations of need, which is particularly important in response to critical incidents where other first responders need to quickly identify and coordinate with security staff. All licensed security staff wear uniforms and personal protective equipment for health and safety reasons and to comply with regulated professional standards. Requirements for uniforms for security guards are stipulated in the *Private Security and Investigative Services Act.*

Currently, York Security Services uniform employs the word Security to help identify the function and affiliation of uniform wearers. This choice of language is directly required by regulation and cannot be changed. However, this language and the choice of colours convey securitization versus community or public safety. Additionally, it does not convey the full breadth and range of services offered by Security Officials, including first aid, safety planning for events, and community support.

Front line security officers have expressed concern that any changes to the uniforms should prioritize their health and safety needs. The noted that their uniforms must include protective vests, and use of force tools such as batons and handcuffs.

Many will argue that a change in uniform is merely cosmetic. Other changes identified in the recommendations are undoubtedly more substantial. However, the negative

impact on Indigenous, Black, and other racialized groups of current uniforms is a significant factor that should not be minimized.

Recommendation 1.10. Revising uniforms

York Security Services should modify frontline security staff uniforms to be more distinguishable in their association with York University versus resembling municipal police services. Such modification should fulfill all regulatory requirements and give priority to the health and safety needs of frontline security staff.

Recommendation 1.10.1. Revising language on uniforms

York Security Services may be required by regulation to write the term security on uniforms, but other words should be prominently added that suggest a more community-centric name, such as York Public Safety Official, or other names that help to convey the type of service offered and further distinguish it from police.

Recommendation 1.10.2. Involving equity deserving groups in change efforts

Efforts to redesign uniforms should include consultation with equity deserving groups, in particular with Black, Indigenous, and other racialized individuals.

1.11. Race related data collection and other research to monitor for bias

As indicated in this report, race related data collection and other qualitative forms of research on service delivery for equity deserving groups has become an established part of efforts to identify and eliminate hidden forms of bias in law enforcement and campus security. Race related data collection is built into regular recording of service activity and is analyzed for disproportionate patterns associated with race, gender, and age, as well as relevant intersections of the three. The data and analysis are routinely publicly reported and any patterns of concern trigger efforts to address any discriminatory factors that may be contributing to these disproportionalities. This type of quantitative and qualitative race-identity data collection, analysis, response, and

YORK U

reporting has been identified across law enforcement to enhance trust and the provision of non-biased and non-discriminatory law enforcement service[54].

Currently, there is no race-based data collected in York Security Services activities for the purpose of detection of bias. Race related identifiers are frequently recorded in incident reports developed for some incidents, but this information is not routinely recorded and tabulated for analysis.

There are many examples of these kinds of race-identity data collection, analysis, and reporting efforts that can be found in the United States and many developing ones in Canada[55]. However, such efforts need to be carefully designed and implemented to ensure that they clearly serve the anti-discrimination purposes for which they are created, are methodologically sound, and conform to all regulatory requirements relating to private and confidential information gathering, retention, storage, and disclosure. Establishing these types of systems involves the inclusion of significant expertise and usually requires several years of phased in implementation.

> **Recommendation 1.11. Implement a race-identity data collection system relating to the service delivery of York Security Services**
>
> York Security Services should develop a race-identity data collection system that monitors for disproportionate outcomes related to race in all significant security enforcement activities, including call centre outcomes, decision to stop individuals, seeking identification from individuals, and any interventions including use of force, arrest, search, trespassing, and decisions to call in police. All data gathered should be analyzed for race related bias, be publicly reported, and be used to guide changes needed.
>
> **Recommendation 1.11.1. Undertake regular equity focused qualitative research initiatives**
>
> York Security Services should undertake periodic qualitative research initiatives, such as interviews, focus groups, group discussions and surveys, to identify patterns of concern in security activity from the viewpoint of equity deserving groups with historically negative experiences with law enforcement. This would include Black people, Indigenous and other racialized groups, women who have

---

[54] Foster, Lorne and Jacobs, Les, "Traffic Stop Race Data Collection Project II progressing towards bias-free policing: Five years of race data on traffic stops in Ottawa", 2019, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/OPS-TSRDCP-II-REPORT-Nov2019.pdf

[55] Foster, Lorne and Jacobs, Les, "Traffic Stop Race Data Collection Project II progressing towards bias-free policing: Five years of race data on traffic stops in Ottawa", 2019, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/OPS-TSRDCP-II-REPORT-Nov2019.pdf

YORK U

experienced sexual and gender-based violence, religious minorities, those with precarious immigration status, those who experience mental health concerns, addictions, and other disabilities, and 2SLGBTQIA+ people.

Recommendation 1.11.2. Build in sufficient research and data collection expertise to support data collection

York University, the Community Safety Department, and York Security Services should ensure that sufficient research and data collection resources and expertise are available to the Community Services Department and York Security Services to undertake data collection and research. This might require internal data collection staff in the Community Safety Department, along with support from other parts of the University administration. Collaboration and partnerships with York faculty and students should be considered.

2. Recommendations related to transparency and accountability

Many reviews in the United States of campus policing or security operations have identified the need to enhance transparency and accountability of these organizations. They have focused their concerns on oversight of these organizations, information sharing, and complaint processes.

York Security Services is directly responsible to the University's administration through its reporting relationship to the Executive Director of the Community Safety Department. Security staff are held accountable for their behaviour in their capacity as employees of the University. Internal corrective coaching is common and disciplinary measures aligned with the requirements of the respective Collective Agreement are possible in extreme situations. In practice, given the labour relations environment at York University, some consultees indicated that it was difficult to hold individual officers to account for minor indiscretions. At the same time, this review did not uncover any significant concerns where individual officers or their supervisors are not being held accountable for their actions in their roles, nor has there been broader concern raised that York Security Services is not held to account for its actions by its superiors. There is ample evidence that York Security Services activities are closely monitored by University administration and that leadership is attentive to and responsive to the concerns of York's community. York University is also a leader among universities in Canada in reporting of many of its activities, including security incidents. Security incidents are reported with narratives on the York Security Services website under categories such as theft, quality of life, and more.

However, there remain some notable omissions in York Security Services transparency and accountability measures relating to concerns of equity deserving groups.

It is notable that York Security Services does not publicly share its standard operating procedures. This may be inspired by policing practices to not share police procedures publicly out of fear that these will be manipulated by criminal elements to serve their purposes and undermine policing activity. However, in the United States, there have been high level calls for police to share their policies and procedures with their communities[56]. In addition, campus security work is significantly different from policing and there appears to be little risk by sharing these procedures with the University community. This would help to develop public understanding of actions and engender trust with York Security Services, particularly with equity deserving groups with negative experiences with law enforcement.

Another notable concern is the evident lack of a clear independent complaints process. Currently, there is no public disclosure of a complaint process relating to York Security Services activities. In the absence of guidance, complaints may be directed informally in various directions, including directly to York Security Services management. Revealed via consultation, York Security Services conducts its own internal investigation, which may lead to a range of outcomes from no action to discipline. In some situations, joint investigations may be conducted with University partners such as Human Resources, Labour Relations, and the Centre for Human Rights, Equity, and Inclusion.

It should be noted that anyone can file a complaint relating to the service activities of licensed security guards like those employed by York University under the *Private Security and Investigative Services Act* or file an application under the *Ontario Human Rights Code* for concerns of discriminatory service provision. However, this basic information is not well known and could be shared on York Security Services website.

An effective and trusted independent complaint process is fundamental to community trust. Even though there aren't regular complaints about York Security Services work, there have been some complainants expressing a lack of satisfaction from the perspective of both process and outcomes. In addition, a proper functioning complaints process is not just an opportunity to address concerns, it is also a way to learn about systemic deficiencies and advance and grow as an organization. Rostering complaints that have been registered against York Security Services and periodically reviewing these for human rights and equity, diversity, inclusion, and decolonization

---

[56] Office of Community Oriented Policing Services "Final Report of the President's Task Force on 21st Century Policing". Washington, DC, President's Task Force on 21st Century Policing, 2015, https://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn35230-eng.pdf

concerns is a best practice that should be a part of a comprehensive complaint process[57].

It is also notable that while York Security Services share security incident information on its website, the categories employed for reporting do not directly speak to issues of particular concern to equity deserving groups such as hate-related activity. Among universities and other public institutions, York University is a leader in addressing hate activity on its premises. Currently, security staff are required to identify all hate-related incidents (including hateful graffiti incidents), open files, cordon off hate incident scenes, conduct investigations including using closed circuit television footage, and if violent, call police. In addition, follow up with victims is routine, including safety planning where warranted. Overall, there seems to be significant confidence in York Security Services handling of hate incidents. However, information related to hate is not publicly reported and is amalgamated in data sharing under the heading of Quality of Life on the York Security Services website. Significantly, this speaks to the lack of information sharing and communication attuned to the needs and concerns of equity deserving groups.

Recommendation 2.1. Publicly share Standard Operating Procedures of York University

York Security Services should publicly share all Standard Operating Procedures with the York University Community on its website. The only exception to this should be sharing procedures that clearly are proven to lead to compromise of Security Services activity.

Recommendation 2.2. Implement an independent complaint process

The Community Safety Department should develop and implement a clear, independent, and transparent process for complaints relating to York Security Services activities, which should include the following features:
- guidance on where internal complaints should be registered and how they will be handled;
- identification of external complaint mechanisms available to complainants;
- handling and investigation of complaints outside York Security Services;

---

[57] Ontario Human Rights Commission, "Human rights and policing: Creating and sustaining organizational change", Pg. 41, 2001, https://www3.ohrc.on.ca/sites/default/files/attachments/Human_rights_and_policing%3A_Creating_and_sustaining_organizational_change.pdf

YORK U

- timely information sharing and formal response to complainants regarding the process and outcomes;
- logging complaints for analysis of systemic issues of concern and possible action; and
- public reporting of complaints made and how these complaints have been resolved.

Recommendation 2.3. Review communication and information sharing practices from an anti-racism and equity, diversity, inclusion, and decolonization lens

York Security Services should review its communication and information sharing practices with the aim of improving service to equity deserving groups. This should include the development of an anti-racism and equity, diversity, inclusion, and decolonization lens for the purposes of guiding communication and information sharing activity.

Recommendation 2.4. Report on hate activity

York Security Services should begin reporting on hate activity directly as part of its current reporting approaches instead of incorporating this in the wider category of Quality of Life.

3. Recommendations relating to diversification of frontline service delivery

Research and consultation conducted for this review indicated that there is a growing consensus that law enforcement and all campus safety and security organizations need to diversify their frontline responses to address the needs of the communities they serve. The response of just sending professionals recruited and trained to enforce laws and rules, regardless of their specialized training, is proving to be inadequate for the safety needs of the community, which require greater attention to underlying individual and social needs. This has been highlighted particularly in police and security service response to mental health crises, but also has been identified as a concern relating to many other situations that law enforcement and campus security respond to including, response to individuals experiencing sexual and gender-based violence, response to the presence of the unhoused in public spaces, the experience of individuals experiencing threats to personal safety in the contemporary, highly connected, electronic world, and response to the unique safety needs of some equity deserving groups including Black, Indigenous, and other racialized groups, religious minorities, immigrants, and 2SLGBTQIA+ community members.

Law enforcement organizations have been increasingly called upon to attend to the types of personal and social needs identified. They have primarily tried to address this by training initiatives for frontline officers. However, recent innovations in many settings have led to the harnessing of specialized expertise and personnel in law enforcement organizations or through collaborations with other personal or social support organizations to better address these needs. Such efforts have included:

- deployment of hybrid teams to respond to mental health needs and crises[58];
- collaborations with sexual and gender-based violence support organizations to respond to the needs of victims;
- coordination with support services for the unhoused in attending to calls relating to their unwelcomed presence in many locations;
- the development of specialized digital harassment and safety planning support services in law enforcement organizations; and
- the development of anti-racism, equity, diversity, and inclusion units staffed by experts in larger law enforcement organizations to support front line service delivery.

While York Security Services collects and reports on incident data and classifies these in relation to broad categories including the *Mental Health Act,* this data collection is not refined to allow for basic analysis of incidents relating to the needs of specialized equity deserving groups. Such basic analysis would relate to the prevalence of incidents by category and relevant sub-categories and types of dispositions relating to specific equity deserving group members. While current incident data collection and reporting are not designed to serve analysis and learning, to do so is very possible and would not require significant adaptation. One example of this has already been referenced above relating to reporting related to hate incidents. Other examples would relate to the various types of groups identified above.

York Security Services has already embarked on some of the type of activities identified above to support front line service delivery. This includes participating in inter-departmental groups responsible for response and management of critical incidents, such as the Sexual Violence Response Team (SVRT) and CARE Team, and collaboration with York University and wider-regional and municipal organizations responsible for some aspect of the specialized service needs identified. However, as this review demonstrates, much more can be done to enhance front line service

---

[58] Watson, Amy and Fulambarker, Anjali, "The Crisis Intervention Team Model of Police Response to Mental Health Crises: A Primer for Mental Health Practitioners", Med Central, 2013, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3769782/

YORK U

delivery through coordination, collaboration, and the deployment of expert staff to undertake or support front line service delivery.

3.1. Response to the unique needs of equity deserving groups

The *Safer Together* strategy noted that safety services and programs should meet the needs of York's diverse campus communities. York Security Services staff frequently respond to concerns arising from incidents targeting many equity deserving groups including those experiencing anti-Black racism , anti-Indigenous racism, anti-Asian and other forms of racism, anti-Semitism, Islamophobia, ableism, homophobia and transphobia, language barriers, and creed discrimination. Such targeting may also be directed at York Security Services staff with backgrounds in targeted groups in the course of their work. Each of these equity deserving groups is unique with unique histories and experiences that present distinct safety and security challenges.

It is important to recognize that a strict frontline enforcement response is not always required for all safety needs and in the case of some equity deserving communities, can be triggering and traumatic. Non-uniformed responses to frontline security services need to be developed to address this concern.

Currently, frontline security staff receive annual training relating to the needs of identified groups, including anti-racism, racial profiling, Indigenous cultural practices, and trauma informed response. These training initiatives are provided by external experts, but seem to lack a coherent strategy to cover all relevant groups and are generally disconnected to the day-to-day activities of York Security Services front line activity.

York Security Services staff actively collaborate with other departments at York in response to many frontline situations. However, many situations occur during non-business hours and as the only 24/7 operation at the University, York Security Services is often called on to respond to situations without support. Many of these after-hours situations would not normally require a response from security staff. While there are other University departments that attend to matters of equity, diversity, inclusion, and decolonization, their work is focused elsewhere and their collaboration with York Security Services is limited. In general, broad equity, diversity, inclusion, and decolonization expertise is lacking in York Security Services frontline service. There is no staff or immediately accessible resource to support frontline service or attend to the various situations that would benefit from equity deserving group expertise. Notably, all major police services in the Greater Toronto Area have established in house units with this type of expertise to in part, support frontline service delivery.

YORK U

Toronto Police for example maintains an Equity, inclusion & Human Rights Unit that is resourced with specialized civilian staff to provide this type of support[59].

Recommendation 3.1. Develop and maintain a coherent equity, diversity, inclusion, and decolonization strategy

The Community Safety Department and York Security Services should develop a coherent strategy to address the unique safety needs of equity deserving groups. The strategy should include:

- a focused equity deserving group engagement strategy;
- possible non-uniform responses to front line security service; and
- a comprehensive training plan to ensure staff and management at all levels have the capacity to understand the experiences of trauma of equity deserving groups in Canada, particularly those with traumatic experiences with law enforcement, and effectively implement these learnings in specific job roles.

Recommendation 3.1.1 Develop capacity and expertise to support frontline response to the unique needs of equity deserving groups

The Community Safety Department should create specialized equity deserving group expertise and capacity in the department dedicated to supporting frontline Security Services response. Such expert support should be available 24/7 to support call centre assessment and triaging, assist and/or attend to incidents involving members of equity deserving groups, provide support to victims, and liaise and coordinate with relevant University departments and external agencies. In addition, this resource could lead engagement with campus equity deserving groups and support York Security Services training of both staff and management relating to the needs of equity deserving groups.

3.2. Response to mental health crises

York Security Services staff receive various forms of training to prepare them for mental health related calls or incidents including, empathetic de-escalation, *Mental*

---

[59] Toronto Police Services "Equity, Inclusion, & Human Rights: Spearheading best practices in community policing", Toronto Police Services website, 2017, https://www.tps.ca/organizational-chart/corporate-support-command/human-resources-command/equity-inclusion-human-rights/

YORK U

Health First Aid for Adults, suicide prevention, trauma informed response, and crisis response. This training is delivered annually through experts.

Situations where individuals demonstrate mental health concerns and/or situations of mental health crises that potentially involve the need for apprehension under the *Mental Health Act* represents a significant segment of York Security Services frontline activity. York Security Services respond to calls and depending on the nature of the call or incident, may connect with other University administrative units such as Residence Life, Community Supports and Services, Student Counselling, Health & Well-being (SCHW), Housing, Division of Students, and the Office of Student Community Relations (OSCR).

In cases presenting with concerns of risk of self-harm or harm to others, security staff call Toronto Police, as they alone have the power to apprehend individuals under the provisions of the *Mental Health Act*. Toronto Police do maintain hybrid units called Mobile Crisis Intervention Teams which deploy mental health nurses with specially trained police officers to respond to situations of mental health crisis[60]. The evidence indicates that hybrid teams of the type established by Toronto Police are effective in reducing apprehensions and increase safety and diversions to mental health services[61]. However, given resource limitations, it is not assured that these teams will be deployed in response to each situation. Some have been critical of these teams, indicating that in many situations, mental health only services could replace police all together as first responders[62].

York Security Services staff collaborate with various York departments that deal directly with students and staff presenting with mental health illness. For example, the Division of Students: Student Counseling, Health, and Wellbeing and Residence Life/Student Services will call on York Security Services to attend to students at risk and will collaborate with front line security staff in attending to their needs. In addition, they will provide after-incident support to students, occasionally with continued Security Services involvement.

Consultees from departments within the University that focus on health and safety expressed concern that current mental health related incident responses by York

---

[60] Toronto Police Service, "Mental Crisis Intervention Team", 2022, https://www.tps.ca/organizational-chart/communities-neighbourhoods-command/field-services/community-partnerships-engagement-unit/mobile-crisis-intervention-team-mcit/

[61] Watson, Amy and Fulambarker, Anjali, "The Crisis Intervention Team Model of Police Response to Mental Health Crises: A Primer for Mental Health Practitioners", Med Central, 2013, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3769782/

[62] Carter, Adam, "Toronto police temporarily suspending program for officers meant to assist on mental health calls", CBC, https://www.cbc.ca/news/canada/toronto/toronto-police-suspension-1.6218283

Security Services lacked coordination with other actors on campus. While all agreed that some collaboration was evident, most indicated that it was insufficient to the need. They felt the entire University response to mental health crises was ad hoc, lacked clarity of purpose, and clarity of roles and responsibilities. They also expressed concern that frontline security staff did not consistently demonstrate the knowledge and skills necessary to adequately respond to mental health needs. However, they noted that this was to be expected as it was too much to expect from frontline security staff who were recruited for enforcement purposes, to develop the skills and expertise needed to provide effective trauma informed response. Some also expressed concern that too many situations led to overwhelming response involving players, including police, that tended to trigger individuals in need rather than help to de-escalate. They noted that proper triaging of situations and involvement of skilled and knowledgeable experts at the earliest stages of response could de-escalate the situation without the need to involve uniformed security staff and/or police. In addition, some expressed concern that York Security Services staff gave undue deference to police when they attended to incidents at the University. It is important to note that none of the consultees indicated they did not see a role for frontline security and police in addressing the needs of individuals experiencing mental health crisis. They acknowledged that mental health workers themselves felt the need to have security staff available to support when responding and to ensure their safety. However, they felt that security support could be provided without a triggering uniformed and overwhelming response.

Recommendation 3.2. Development of a hybrid response to mental health crisis

York University, the Community Safety Department and York Security Services should establish specialized professional mental health crisis response capacity dedicated to support frontline security services response. Such expert support should be available 24/7 to support call centre assessment and triaging, assist and/or attend to crisis situations with front line security staff, and liaise and coordinate with relevant University departments and external agencies. This resource or resources should not be in York Security Services, but could be in the Community Safety Department and/or some other mental health related support service at the University.

Recommendation 3.2.1. Piloting transition to hybrid approach

York University, the Community Safety Department, and York Security Services should develop a phased-in implementation approach for the new model by

66

developing joint procedures, new standing operating procedures, testing scenarios, and running pilot projects.

Recommendation 3.2.2. Consider creation of a central administrative service dedicated to attend to and coordinate the needs of all individuals experiencing mental health distress

York University should consider the development of a central administrative centre to coordinate and lead services to individuals on campus experiencing mental health and addiction distress. Such a centre could be patterned along the lines of the Centre for Sexual Violence Response, Support, and Education

Recommendation 3.2.3. Establish formal inter-departmental mental health crisis response protocols

York University, the Community Safety Department, and York Security Services should work towards the establishment of formal protocols between all relevant University stakeholders to coordinate critical incident and mental health crisis response.

Recommendation 3.2.4. Enhancing mental health-related data collection and reporting

Data collection of York Security Services and policing activity in response to mental health related incidents should be enhanced to allow for detailed analysis and reporting.

3.3. Frontline security response to sexual and gender-based violence

York Security Services staff receive mandatory training related to sexual and gender-based violence, which is tailored to various staff roles including frontline staff, investigators, and safety audit and planning. York Security Services collaborates extensively with the Centre for Sexual Violence Response, Support, and Education ('the Centre'). They collaborate daily on incidents that occur with the Centre. The Centre reviews all incident reports generated by York Security Services and has access to York Security Services databases. The Centre supports the investigation team at York Security Services, dealing with investigations into incidents of sexual-and gender-based violence. Along with the Office of Student Community Relations (OSCR), the Centre reaches out to students who need support. York Security Services

YORK U

management is part of the Sexual Violence Response team run by the Centre and focuses on individual cases and related community safety needs.

There is extensive coordination and collaboration between York Security Services and the Centre relating to incidents of sexual and gender-based violence, however, this is confined to follow up rather than frontline response. There is a long history of perceived bias against women in law enforcement related to sexual and gender-based violence permeating through all phases of response including frontline response[63]. Similar concerns have been identified relating to campus security services in Ontario[64]. Consultees on this matter indicated that they believed sexual and gender-based violence expertise was needed at the earliest possible point of response by York Security Services. They indicated that frontline security staff generally lack deep understanding of trauma and sensitive communication skills with victims, and moreover sometimes retain myths that cloud perception of sexual and gender-based violence.

> **Recommendation 3.3. Introduction of sexual and gender-based violence expert support in frontline security response**
>
> York University, the Community Safety Department and York Security Services should establish specialized professional sexual and gender-based violence response capacity dedicated to support frontline security services response. Such expert support should be available 24/7 to support call centre assessment and triaging, assist and/or attend to incidents of reported sexual and gender-based violence alone or with front line Security staff, provide support to victims, and liaise and coordinate with relevant University departments and external agencies. This resource(s) should not be in York Security Services but could be in the Community Safety Department and/or the Centre for Sexual Violence Response, Support, and Education.

3.4. Response to the unhoused on University campuses

Understandably much of the attention on the unhoused at universities has customarily been focused on students[65]. However, the main safety concern raised at York

---

[63] United States Department of Justice "Improving law enforcement response to sexual assault and domestic violence by identifying and preventing gender bias", last updated 2022, https://www.justice.gov/ovw/page/file/1509451/download

[64] Buss, Doris, et al. "The response to sexual violence at Ontario university campuses: Final report", Report Submitted to: Ontario Ministry of Community Safety and Correctional Services, 2016, https://www.academia.edu/32063786/The_Response_to_Sexual_Violence_at_Ontario_University_Campuses

[65] Hallett, Ronald, et al. "Addressing Homelessness and Housing Insecurity n Higher Education: Strategies for Education Leaders", Teachers College Press, Columbia University, New York and London, 2019

YORK U

University for this review relates to individuals who have no affiliation with the University, but who see it as a place to obtain shelter and food. With the opening of two Toronto Transit Commission (TTC) subway stations on the Keele campus, many more such individuals can be found on this campus.

Research and consultation conducted for this review has confirmed that the current York Security Services response to the unhoused on campus, including many without affiliation with the University, focuses on an enforcement type of approach. This is a band-aid solution that does not address the underlying needs and the basic safety concerns of all on York campuses. The presence of individuals unaffiliated with the University seeking shelter and food on campus should be understood as an issue requiring an institutional response and should not fall solely on York Security Services to address using narrow enforcement tools.

While the University is not in the business of providing social supports for unaffiliated individuals on its campuses, the reality is that the University cannot escape some responsibility in supporting these individuals to address their underlying needs such that they do not perceive the need to employ University facilities for food and shelter.

Recommendation 3.4. Developing alternative approaches to address the presence of the unhoused

The University, the Community Safety Department and York Security Services should develop a pan-University sustained initiative to support individuals unaffiliated with the campus to address their presenting and underlying needs such that they do not need to take recourse on the University's facilities for shelter and food. This initiative should include:

- develop detailed protocols to guide response options for frontline security staff and other actors on York campuses;
- focus frontline security services response on individuals who pose a safety risk based on neutral assessment, not on profiling of individuals as homeless;
- consider the closing/locking of buildings at night as recommended by housing experts;
- actively link available social supports to unhoused individuals on campus; and
- advocate for better support services for those seeking shelter and food in communities near York campuses.

Recommendation 3.4.1. Creating a dedicated position to coordinate response to the unhoused

York University, the Community Safety Department and York Security Services should establish specialized professional response capacity dedicated to support front line Security Services response to the presence of individuals unaffiliated with the University seeking housing and shelter on York campuses. Such expert support should be available 24/7 to support Call Centre assessment and triaging, assist and/or attend to incidents relating to the unhoused alone or with front line Security staff, coordinate support for the unhoused, and liaise and coordinate with relevant University departments and external agencies. This resource(s) should not be in York Security Services but could be located in the Community Safety Department.

3.5. Response to those experiencing threats to personal safety

As indicated, several consultees expressed concern that current initiatives to support and provide safety planning for individuals experiencing threats to their personal safety were insufficient. They noted that in the contemporary environment, digital tools allow for magnified forms of harassment and threat. In addition, the threat of state sponsored harassment of academics and students engaging in study deemed a threat by authoritarian states has further magnified these concerns in some cases.

York Security Services provide supports in these situations. Security investigations manage personal safety planning and plans. They work with individuals and various University departments to coordinate plans. They may accompany affected individuals to police for further support and filing of claims. Criticisms of current services include the contention that the approach reflects a limited focus on immediate risk on campus without adequate recognition of off campus risk.

York Security Services is challenged to address the full scope of issue. Threats to personal safety are often present off the University premises and may be ongoing and ever present. There are limited resources available for safety planning compared with the demand and the need. Ongoing attention to all live cases is a challenge.

It is also apparent that the full dimensions of the problem have not been appreciated by the University as a whole, or indeed by all institutions of higher learning in general. This review could not locate any best practices in this regard. York Security Services has understandably focused on narrow safety planning for individuals at risk, but there exists a need to better understand the wider context and develop innovative interventions to prevent and address the full dimensions of the issue. There is some legal and moral responsibility to both assist campus community members \ with

threats to personal safety and to make efforts to prevent these types of risks for all community members on campus[66].

> **Recommendation 3.5. Develop a pan-University working group focused on risks to personal safety**
>
> York University should develop a pan-University working group, including participation by individuals who have experienced risks to personal safety while at York, the Community Safety Department, York Security Services, representatives of faculty, staff, and students, and other relevant University departments. The working group should be tasked with improving identification of the nature and scope of risks to personal safety faced by campus community members and identifying strategies to both reduce risks and provide more comprehensive and coordinated support services to address these risks.

4. Recommendations relating to enhanced campus community engagement and collaboration

Research and consultation conducted for this review clearly indicated that many in the campus community are unaware and feel disconnected from York Security Services, particularly among equity deserving groups. Mirroring this is the sense from many frontline York Security Services staff that they feel disconnected from the York communities they serve.

Currently, there is a Security Community Relations team with dedicated staff to engage regularly with students, staff and faculty through events, orientation, staff onboarding and learning sessions. Security staff also participate on the President's Safety Council, and there are annual fall and winter events held on campus during Community Safety Week to engage with the community and foster awareness of services. The website of the Community Safety Department conveys information on the work of the wider department and includes information relating to York Security Services programs and activities, including a weekly security incident log, statistical reports, and security bulletins.

Despite the significant activity already undertaken, the current approach is insufficient to establish meaningful awareness of security activity and foster relationships and trust between York Security Services with the many campus community

---

[66] Yeo, Stephen "The responsibility of universities for their student's personal safety", Southern Cross University Law Review, Vol 6, 2002, accessed on line at: http://138.25.65.110/au/journals/SCULawRw/2002/3.pdf

constituencies, and particularly with equity deserving groups with histories of frustrated relationships with law enforcement. Strong community engagement and collaboration is an essential element of a community-centric safety model for security work.

A significant part of York Security Services failure to establish strong relationships and trust is the framing of these efforts under the conceptual framework of community relations, which in law enforcement activity has historically been confined to sharing information and relatively passive relationship building. The framework of community engagement implies more. The community engagement framework has various definitions and framings, but in general, it incorporates two elements that go beyond simple information sharing and relationship development[67]. First, community engagement includes capacity building in the community so that groups and individuals can enhance their ability to influence their own safety. Second, it makes efforts to provide opportunities for community groups and individuals to contribute to key decisions that affect their safety. Community engagement includes elements of meaningful ongoing participation, consultation, and capacity development.

Recommendation 4.1. Adopt and implement a community engagement program

The Community Safety Department and York Security Services should significantly enhance its community relations activity by adopting a community engagement framework. Community engagement services should aim to foster community awareness and education – building relationships and trust, engaging the community in safety planning and program delivery, developing safety capacity among individuals and groups particularly those from equity deserving groups, and coordinating and collaborating with safety connected University departments. Elements of a community engagement program should include:

- Developing ongoing consultative and advisory bodies for equity deserving groups aimed at gauging security services delivery and capacity development.
- Implementing annual surveys to gauge satisfaction with service provision of the Community Safety Department and York Security Services, which includes demographic data collection and equity focused questions.

---

[67] Department of Health and Human Services USA, "Principles of Community Engagement 2nd ed., Clinical and Translational Science Awards Consortium, Community Engagement Key Function Committee Task Force on the Principles of Community Engagement", 2011, pg. 7, https://www.atsdr.cdc.gov/communityengagement/pdf/PCE_Report_508_FINAL.pdf

YORK U

- Engaging frontline safety and security staff in engagement activities.
- Developing and sustaining strategic collaborations with York University stakeholders, including students, faculty staff, unions, departments and units.
- Establishing and maintaining formal protocols and structural interconnections with York University administrative departments.
- Promoting research on activities and services of York Security Services and police on York University premises by faculty and students.
- Developing student experiential learning opportunities.

Recommendation 4.1.1. Create sufficient community engagement expertise and capacity

The Community Safety Department and York Security Services should establish sufficient expertise and capacity to ensure effective community engagement. Community engagement job descriptions should prioritize community engagement and development expertise. Enhanced expertise and capacity should be in the Community Safety Department.

Recommendation 4.1.2 Include neighbouring communities to York campuses in community engagement

The Community Safety Department and York Security Services should include neighbourhoods adjacent to York campuses in community engagement activity with the aim of supporting York's self-designation as an anchor-institution relating to safety and security matters.

5. Recommendations related to ensuring representativeness of staff

The aim of representativeness at all staffing levels and recruiting to facilitate this has become a standard goal in law enforcement organizations[68]. Representation serves several key purposes, including assisting these types of organizations to maintain necessary cultural and linguistic expertise to serve a diverse population, retaining capacity to build effective relationships with all segments of the population, and developing enduring trust with the community. The lack of a representative staff in law enforcement organizations in Canada has been a major sore point, particularly for equity deserving groups.

---

[68] York University, "2020 Annual Employment Equity Statistical Report", Equity, Diversity, Inclusion Program Manager, VP Division, Equity, People & Culture, 2022, https://hr.info.yorku.ca/files/2021/08/2020-Annual-Employment-Equity-Statistical-Report.pdf?x70591

YORK U

Some consultees clearly expressed the concern that York Security Services personnel were not representative of the highly diverse York University community.

York University has long had affirmative action initiatives in place for both faculty and staff. An affirmative action program has been embedded in the York University Faculty Association collective agreement for more than 15 years. On the administrative staff side, there is an old 1994 Affirmative Action Plan for Non-Academic Hiring to Achieve Employment Equity, which was amended in 2007. This still exists on the books, but it is not clear how prominent this plan has been in guiding employment practices in recent years. Recent undertakings between the University and the union representing York Security Services staff (CUPE 1356) include a Letter of Understanding dated July 6, 2022, which includes the establishment of a joint Equity, diversity, and inclusion Committee. The committee's mandate will be to make recommendations to the union and the employer with respect to the elimination of systemic barriers to allow for equitable employment opportunities within the bargaining unit and the pursuit of equity group representation (as determined by internal self-identification representation data) in the bargaining unit that is consistent with external availability data.

The Community Safety Department and York Security Services, at their own level, have already undertaken some initiatives to develop a representative staff. Measures instituted include:

- diversifying representation on interview panels to better reflect the racial composition of the University community;
- reaffirming the purpose and importance of representation in hiring and promotion to managers and staff;
- inclusion of diversity related questions in interviews; and
- exploring new ways of recruiting to seek out interested candidates from equity deserving groups.

Unfortunately, current tools to gauge the representation of York Security Services are limited and even as they are, have not been employed to support and guide efforts towards representativeness. York collects staff and faculty racial identity data on a voluntary basis and has just started a parallel method to collect the same from the student population. Current employment equity related data collected for faculty and staff is compared to census data and reported upon at aggregated levels[69]. However, tabulation at the level of York Security Services has not been formally undertaken and reported upon.

---

[69] Ontario Human Rights Commission, "Human rights and policing: Creating and sustaining organizational change", 2001, Pgs. 16-37,

Regardless, it is not clear that comparison with the census population is the appropriate comparator for York University, and especially for York Security Services staff. To fulfill their mandate, law enforcement and security service organizations should be staffed to adequately represent the composition of the communities that they directly serve. This means that the proper comparator for representation of York Security Services should be the University community population, not other census indicators. There is a need to fully develop and refine the tools to gather this type of data and analyze and report on this data on an ongoing basis.

Without adequate measurement of staff representation, it remains a challenge to confirm how effective these initiatives have been and will be to ensure a representative staff in York Security Services. However, it should be noted that the Community Safety Department employs many students in its goSAFE program that provides escort services on York campuses.

It is important to recognize that having a representative staff is not by itself a solution to the equity, diversity, inclusion, and decolonization deficiencies of an organization. Other recommendations identified in this report are essential to empower this diverse representation and ensure that these deficiencies are addressed. One key measure undertaken by many organizations is to facilitate the development of equity deserving group employee networks to provide mentoring and mutual support and give voice to the unique issues faced by these groups as employees and as service recipients[70]. York University currently has pan-University groups that serve this function, but there are no such networks dedicated to staff of the Community Safety Department or York Security Services.

Recommendation 5.1. Fully implement tools needed to measure, address gaps, and report on representation of York Security Services staff

York University, the Community Safety Department and York Security Services should fully develop measurement tools and expend the necessary resources to properly gauge representativeness of its staff related to the following identity factors: race, religion, gender, age, sexual orientation, and disability. Once effectively gathered, the data should be analyzed for gaps in representation and be annually reported to the University community.

Recommendation 5.1.1. Establish the University community population as the comparator group

---

[70] Ontario Human Rights Commission, "Human rights and policing: Creating and sustaining organizational change", 2001, Pgs. 40,
https://www3.ohrc.on.ca/sites/default/files/attachments/Human_rights_and_policing%3A_Creating_and_sustaining_organizational_change.pdf

The comparator group of note for York Security Services and the Community Safety Department representation assessment should be the University population. Data of this type should be collected and reported upon at least for these parts of York University.

Recommendation 5.1.2. Address gaps in representation with equity focused recruitment, selection, and promotion measures

The Community Safety Department and York Security Services should vigorously increase efforts at diverse hiring. All current initiatives aimed at affirmative action and fair hiring should be actively seized upon to enhance diverse recruitment and promotion to address current gaps. Specific initiatives to actively implement should include:
- revising job descriptions to include the value of equity deserving group identity and experience;
- targeted recruitment;
- mentoring support for interested members of equity deserving groups;
- equity deserving group identity and experience related questions in interviews;
- reconsideration of licensing requirements in jobs that don't require them;
- waving the requirement to have a security license in advance of hiring for jobs that truly require security licenses; and
- requirements to have diverse hiring panels.

Recommendation 5.1.3. Seek to negotiate changes to the Collective Agreement to widen the pool for hiring

The University should seek to negotiate adaptations to the Collective Agreement with CUPE 1356-1 to remove hiring from within restrictions for positions requiring this in York Security Services with the specific aim of widening the hiring pool and facilitating a timelier move towards a representative staff.

Recommendation 5.1.4: Empowering a representative staff to mobilize identity expertise

The Community Safety Department and York Security Services should encourage staff from diverse backgrounds to champion security and safety related issues specific to their group identities. Methods to encourage this

should include encouraging development of equity deserving group employee networks, specifically for staff in the Community Safety Department and York Security Services, and formally including opportunities in staff meetings and individual coaching sessions for staff to advance their ideas regarding equity deserving group service needs.

6. Recommendations related to establishing high quality anti-racism, equity, diversity, inclusion, and decolonization training

York Security Services provides extensive training to its staff. Some training must be provided annually based on legislative requirement, including First Aid and Use of Force training. In addition, anti-racism training has been provided annually, along with other equity-deserving group related training. For example, frontline security staff have received training on racial profiling, Indigenous cultural practices, trauma informed response, and sexual and gender-based violence. Overall, it must be said that York Security Services frontline staff are much more akin to police in the extent of extra training that they receive.

It should be noted that training in a 24/7 operation like York Security Services is always a challenge and the number of individuals requiring training is such that year-round training provision is required. Covering all recommended training is a major challenge, and the selection of training provided needs to be strategically identified and directed.

Currently, a single manager in York Security Services is responsible for coordinating, and in many cases undertaking, this training. Other health, safety, and human rights departments at York University frequently provide training support. A review of the anti-racism, and equity, diversity, inclusion, and decolonization components of the training indicate a mix of approaches that include involvement of outside experts and individuals from equity deserving groups. The package of training provided is impressive, but it is clear that in many cases training curriculum reflects a rushed and pragmatic approach that does not include practical guidance needed for front line staff to apply learning to their immediate tasks. For example, the racial profiling training includes a dated definition of racial profiling and does not adequately speak to grounded scenario training related to real world experiences that frontline security staff may encounter.

It is also evident that York Security Services management does not undertake the same degree of anti-racism and equity, diversity, inclusion, and decolonization training that front line staff receive. They too should be required to take this type of training, but it should be directed to their roles as managers overseeing frontline staff and

YORK U

providing organizational and strategic direction. line staff and providing organizational and strategic direction.

York security staff training would benefit from a clearer strategy and added expert staffing to provide quality grounded education to the degree and extent needed.

Recommendation 6.1. Developing and adopting an anti-racism, equity, diversity, inclusion, and decolonization training strategy

The Community Safety Department and York Security Services should develop and implement a coherent strategy for anti-racism and equity, diversity, inclusion, and decolonization training that contains the following elements:

- identification of essential subjects to be covered over a reasonable period;
- prioritization criteria for secondary types of anti-racism, equity, diversity, inclusion, and decolonization training connected to on the ground feeders such as incidents, complaints, human rights and equity related data analysis, current broader social issues, and environment of other initiatives being undertaken at the University;
- commitment to incorporating grounded scenario-based training connected to work roles, responsibilities, and experiences to both frontline and management staff;
- commitment to include the voices of affected individuals from equity deserving groups into training;
- commitment to ensure training incorporates consideration of intersectionality and relevant intersections; and
- evaluation of both training experience and impact assessment.

Recommendation 6.1.1. Creating in-house expertise and capacity for training activity

The Community Safety Department and York Security Services should ensure that adequate resources are dedicated to provision of training for York Security Services staff. This may include the creation of a new expert dedicated training position to coordinate and support training of York Security Services staff and adhering to the requirements of the strategy referenced in Recommendation 6.1.

7. Recommendations related to ensuring organizational structures align with a community-centric safety model

Based on the recommendations made above, a community-centric safety model requires substantial change to the way in which frontline service delivery is provided. Such a model looks to actively identify and address bias, significantly widen the range

of services and expertise deployed at the front lines, places transparency and accountability as major imperatives, and deeply integrates community engagement and collaboration into the core of safety and security work. These substantial changes suggest a significant restructuring of the organization, its culture, and its employment requirements.

7.1. Align service structures, culture, and employment with a community-centric safety model

A community-centric safety approach to frontline service does not eliminate the need for enforcement activities. In any approach to safety, there remain situations in which enforcement will be required. However, the idea is that enforcement is not the immediate assumed option, but one of many to be deployed depending on a carefully informed, evidence-based and situationally driven assessment of risk. For the Community Safety Department and York Security Services, this requires a careful re-structuring to facilitate a rebalancing of focus and resources from an over-reliance on enforcement agents to a new blend of preventative and supportive activities. However, enforcement agents at all levels will themselves need to have the willingness and capacity to fit into a non-enforcement driven frontline approach and reference to this fact during the recruitment and interview process is imperative.

Restructuring will affect both existing units and positions and create new ones. There are many potential configurations that could fulfill the need, which will have to consider York's unique culture, environment and labour relations context. Such careful restructuring is best left to the implementation and action planning phase of this review. However, this restructuring is not just an exercise for existing managers and human resources staff. It needs to include the voice of community members and human rights and equity, diversity, inclusion, and decolonization experts.

Recommendation 7.1. Develop a multi-stakeholder restructuring team

The Community Safety Department and York Security Services should develop a restructuring work team that seeks to develop and propose a new structure for a community-centric safety approach to frontline security work, bearing in mind the recommendations identified in this report. The work team should include human resource and labour relations experts, the management of the Community Safety Department and York Security Services, members of equity deserving groups, and human rights and equity, diversity, inclusion, and decolonization experts.

YORK U

Recommendation 7.1.1: De-emphasize policing and security guard experience and licensing

All employment elements including job descriptions, recruitment, selection, and promotion should align with the new community-centric safety model for frontline security work and should not overly favour policing and security guard experience and licensing. For positions which by regulation require security guard licenses, these should not be prerequisites for employment. Individuals who otherwise qualify should be given time and possible support to acquire the licensing.

7.2. Changing York Security Services name to reflect diversification of frontline service delivery

A move towards a community safety model of security work from the long-standing law enforcement focused approach has been recommended and several elements have been identified in this review. However, the current name of York Security Services continues to focus on the term *security*, which is associated with police-like activity. The current name is out of sync with the proposed community-centric safety model. It is important that a new name and corresponding branding be developed that reflects the new orientation and substantive changes proposed.

Recommendation 7.2. Rename frontline Security Official position

York University, the Community Safety Department, and York Security Services should rename the 'York Security Services' unit name to a title that conforms to the community-centric enhanced safety model proposed in this review. Correspondingly, the current title for frontline security staff should similarly be changed from the title of Security Official to a title suggestive of the community safety orientation of the position. The process of renaming should involve extensive consultation with the wider University community.

8. Recommendations relating to transition and action planning

The effective implementation of the many recommendations contained in this report would undoubtedly take many years. They touch on many distinct and complex areas of activity and involve multiple stakeholders. In effect, there are multiple change

initiatives that have been identified. Some of the recommendations have already spoken to transitional needs and should be considered as implementation proceeds.

Effective organizational change relating to human rights, equity, diversity, inclusion, and decolonization requires the implementation of several key best practices for organizational change[71]. Some concrete elements of this change include:

- unified, committed and involved leadership;
- empowered and capable lead change agents;
- multi-stakeholder involvement;
- ongoing communication and reporting;
- identification of and planning for resistance; and
- ongoing monitoring and evaluation.

Recommendation 8.1. Leadership

A transition leadership group should be appointed, including the Vice President Finance and Administration, the Executive Director of the Community Safety Department, and the Director of York Security Services. The leadership team needs to ensure adequate resourcing for change efforts and facilitate cooperation of all University stakeholders implicated in change work

Recommendation 8.1.1. Project coordination team

Ensure that an adequately resourced project coordination team is deployed throughout the multi-year change initiative. A team coordinator should be appointed who has project management and equity, diversity, inclusion, and decolonization expertise. The team should have the support of communications staff to develop and implement a project-long communication plan.

Recommendation 8.1.2. Advisory committee

Develop an ongoing implementation advisory committee including students, faculty, staff, members of equity deserving groups, and individuals with equity-related organizational change expertise.

---

[71] Ontario Human Rights Commission, "Human rights and policing: Creating and sustaining organizational change", 2001, Pgs. 16-37, https://www3.ohrc.on.ca/sites/default/files/attachments/Human_rights_and_policing%3A_Creating_and_sustaining_organizational_change.pdf

Recommendation 8.1.3. Action planning

Detailed action planning should be undertaken as soon as possible to prioritize and map out change initiatives.

Recommendation 8.1.4. Share review report and annually publicly report on progress of implementation

This report should be widely shared with the York community, including at educational sessions and interactive activities involving York University, other universities, and broader society groups and individuals. The progress of the implementation of recommendations should be publicly reported on annually and should culminate in a final report.

Recommendation 8.1.5. Evaluation

Evaluation of the change project should include implementation evaluation as well as impact evaluation of the changes made. From the earliest stages of implementation, consideration should be given to York Faculty and administrative staff and experts in project and impact evaluation. There should be a final evaluation report of the project made available to the University community.

YORK U

Glossary of Terms

2SLGBTQIA+ Two-Spirit, Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, Intersex, Asexual, and additional sexual orientations and gender identities
https://www.trentu.ca/currentstudents/sites/trentu.ca.currentstudents/files/documents/Defining%202SLGBTQ+%20Terms%20OoC.pdf

Ableism - Ableism is the privileging of ability and results in the oppression of disabled people based upon real or perceived impairments. It "others" disabilities, chronic illnesses, and neurological or mental illness.
https://www.yorku.ca/edu/unleading/ableism/
Can be defined as a belief system, analogous to racism, sexism or ageism, that sees persons with disabilities as being less worthy of respect and consideration, less able to contribute and participate, or of less inherent value than others. Ableism may be conscious or unconscious and may be embedded in institutions, systems or the broader culture of a society. It can limit the opportunities of persons with disabilities and reduce their inclusion in the life of their communities.
https://www.queensu.ca/hreo/sites/hreowww/files/uploaded_files/20201210KeyEDIIterms.pdf

Colonialism – Colonialism has been defined as systems and practices that "seek to impose the will of one people on another and to use the resources of the imposed people for the benefit of the imposer'' (Assante, 2006). Colonialism can operate within political, sociological, cultural values and systems of a place even after occupation by colonizers has ended.
https://www.yorku.ca/edu/unleading/systems-of-oppression/coloniality-and-settler-colonialism/

Decolonization - involves exposing the colonial histories of settler colonial states and the ongoing subjugations of Indigenous Peoples, resisting colonial constructs and powers, and restoring Indigenous lands, languages and knowledges.
https://www.yorku.ca/laps/addressing-anti-black-racism/glossary-of-terms/
In Canada, decolonization is usually discussed in terms of the relationship between Indigenous and non-Indigenous peoples, and particularly associated with the Truth and Reconciliation Commission of Canada's final report and Calls to Action. It is related to Indigenous resurgence (Indigenous people reclaiming and restoring their culture, land, language, relationships, health, etc., both independent of and with the support of non-Indigenous people).
https://www.queensu.ca/hreo/sites/hreowww/files/uploaded_files/20201210KeyEDIIterms.pdf

Digital (Internet) Harassment - Internet harassment, also referred to as "cyberbullying", is the term used to describe the use of the Internet to bully, harass, threaten, or maliciously embarrass.
https://www.ccohs.ca/oshanswers/psychosocial/cyberbullying.html

Diversity - the ways that people differ from one another including, but not limited to, race, ethnicity, age, gender, nationality, religion, sexual orientation, socioeconomic status, disability, and language.
https://www.yorku.ca/laps/addressing-anti-black-racism/glossary-of-terms/

Equity – recognition that the society we live in is not a level playing field and that some people have easier access to social capital and enjoy greater protection and freedom because of their race, class and gender.
https://www.yorku.ca/laps/addressing-anti-black-racism/glossary-of-terms/

Equity deserving groups – equity deserving groups are communities that experience significant collective barriers in participating in society. This could include attitudinal, historic, social and environmental barriers based on age, ethnicity, disability, economic status, gender, nationality, race, sexual orientation and transgender status, etc. Equity-seeking groups are those that identify barriers to equal access, opportunities and resources due to disadvantage and discrimination and actively seek social justice and reparation.
https://www.queensu.ca/hreo/sites/hreowww/files/uploaded_files/20201210KeyEDIIterms.pdf

Hate Incident - expressions of bias, prejudice and bigotry that are carried out by individuals, groups, organizations and states, directed against stigmatized and marginalized groups in communities, and intended to affirm and secure existing structures of domination and subordination. OHRC The Hate Crimes Community Working Group Report and Initiatives in Schools https://www.ohrc.on.ca/en/fishing-without-fear-report-inquiry-assaults-asian-canadian-anglers/appendix

Inclusion - appreciating and using our unique differences – strengths, talents, weaknesses and frailties – in a way that shows respect for the individual and ultimately creates a dynamic multi-dimensional organization. OHRC
https://www.ohrc.on.ca/en/teaching-human-rights-ontario-guide-ontario-schools/appendix-1-glossary-human-rights-terms

Marginalization – refers to the status of a group who does not have full and equal access to the social economic, cultural, and political institutions of society. Lorne Foster lecture: http://www.yorku.ca/lfoster/2006-

84

YORK U

[07/sosi4440b/lectures/RACIALIZATION_THEPROCESSOFRACIALIZATION.html#:~:te xt=MARGINALIZATION%3A%20REFERS%20TO%20THE%20STATUS,AND%20POLIT ICAL%20INSTITUTIONS%20OF%20SOCIETY](07/sosi4440b/lectures/RACIALIZATION_THEPROCESSOFRACIALIZATION.html#:~:text=MARGINALIZATION%3A%20REFERS%20TO%20THE%20STATUS,AND%20POLITICAL%20INSTITUTIONS%20OF%20SOCIETY).

Mental Health Act' Apprehensions – in Ontario, the Mental Health Act permits police officers to apprehend individuals if the officer has reasonable grounds to believe that a person is acting in a disorderly manner and is a threat or at risk of causing harm to themselves or others. Canadian mental health association https://ontario.cmha.ca/documents/justice-services/#:~:text=In%20Ontario%2C%20the%20Mental%20Health,harm%20to%20themselves%20or%20others.

Mischief to property - Every one commits mischief who willfully destroys or damages property; renders property dangerous, useless, inoperative or ineffective; obstructs, interrupts or interferes with the lawful use, enjoyment or operation of property; or obstructs, interrupts or interferes with any person in the lawful use, enjoyment or operation of property. Government of Canada website: https://laws-lois.justice.gc.ca/eng/acts/c-46/section-430.html

Precarious immigration status – students experiencing any of the following: the absence of permanent residence; lack of work authorization; depending on a third party for residence or employment rights; restricted or no access to public services and protections available to permanent residents (e.g. healthcare, education, workplace rights); and deportability. Precarious status in Canada includes "documented" but temporary workers, students, and refugee applicants, as well as unauthorized forms of status, such as visa and permit overstayers, failed refugee claimants and undocumented entrants (See L. Goldring, C. Berinstein and J. Bernhard (2009) "Institutionalizing Precarious Immigration Status in Canada." Citizenship Studies 13(3): 239-265).

Race-based Data – quantitative or qualitative personally identifiable information, such as ancestry, colour, race, citizenship, ethnic origin, place of origin, creed. *Feasibility Study Unlocking Student Potential through Data* – Carl James https://news.yorku.ca/files/Feasibility-Study-Unlocking-Student-Potential-through-Data-FINAL-REPORT-Feb-2017.pdf

Racial profiling - Action undertaken for reasons of safety, security or public protection that relies on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin rather than on reasonable suspicion, to single out an individual for greater scrutiny or different treatment. https://rights.info.yorku.ca/understanding-racism-a-guide-for-faculty-staff-students/ - York Centre for Human Rights, Equity and inclusion

Racialized – a process of imposing racial construct(s) to a person, group, relationship, or practice. *Feasibility Study Unlocking Student Potential through* Data – Carl James https://news.yorku.ca/files/Feasibility-Study-Unlocking-Student-Potential-through-Data-FINAL-REPORT-Feb-2017.pdf

Racism - According to the Ontario Human Rights commission: *"racism is a belief that one group is superior to others.* Racism *can be openly displayed in racial jokes, slurs or hate crimes. It can also be more deeply rooted in attitudes, values and stereotypical beliefs."* https://rights.info.yorku.ca/understanding-racism-a-guide-for-faculty-staff-students/ - York Centre for Human Rights, Equity and inclusion

Reconciliation – refers to a process of building and sustaining respectful, ethical relationships between Indigenous peoples and the rest of Canada based on mutual understanding and respect. Reconciliation embraces new projects and processes arising out of our response to, but not limited by, the Truth and Reconciliation Calls to Action. The development of this work takes place against the backdrop of Indigenous treaty relationships and Canada's constitutional and human rights obligations. - Principles & Values VPEC York U https://www.yorku.ca/vpepc/principles-and-values/

Sanctuary institution – At heart, sanctuary cities are places where all residents, regardless of their immigration status, can feel safe and secure accessing city services—from going for a swim to taking out a library book to calling the police to report a crime. Author (s): Stuart Trew – September 1ˢᵗ, 2017 https://policyalternatives.ca/publications/monitor/city-sanctuary

Scenario-based Training (SBT) - SBT develops decision-making under pressure as every practice attempt requires the learner to read the situation [people, self, colleagues, subject(s)]; deal with variability, transitions, stages of escalation/ratios; and be aware of their environment (stability/variability)]. Authentic SBT is a conceptual approach, based on concepts, tactics, and strategies rather than skill. The pedagogical focus switching to increasingly complex 'whole' scenarios/situations (i.e., radio-call to event resolution). Rajakaruna et al., 2017; Jenkins et al., 2020.

Special constable (SCs) – special constables are granted authorities to enforce multiple sections of the Criminal code of Canada and provincial acts. Special constables have police officer authorities for the *Mental Health Act*, *Trespass to Property Act*, *Liquor License Act*, *Safe Streets Act*, etc. https://www.google.com/search?q=What+is+a+special+constable+in+toronto%3F&rlz=1C1SQJL_enCA972CA972&oq=What+is+a+special+constable+in+toronto%3F&aqs=chrome..69i57j0i22i30l2j0i390.15298j0j15&sourceid=chrome&ie=UTF-8

Transphobia – is the unrealistic or irrational fear and hatred of cross-dressers, transsexuals and trans genderists. Like all prejudices, it is based on negative stereotypes and misconceptions that are then used to justify and support hatred, discrimination, harassment, and violence toward people who are transgendered. https://www3.ohrc.on.ca/sites/default/files/Policy_on_discrimination_and_harassment_be cause_of_gender_identity.pdf

Trauma Informed Response – Trauma and violence-informed approaches are policies and practices that recognize the connections between violence, trauma, negative health outcomes and behaviours. These approaches increase safety, control and resilience for people who are seeking services in relation to experiences of violence and/or have a history of experiencing violence.
Trauma and violence-informed approaches require fundamental changes in how systems are designed, organization's function, and practitioners engage with people based on the following key policy and practice principles: Understand trauma and violence, and their impacts on peoples' lives and behaviours create emotionally and physically safe environments. Foster opportunities for choice, collaboration, and connection Provide a strengths-based   and capacity-building approach to support client coping and resilience.
https://www.canada.ca/en/public-health/services/publications/health-risks-safety/trauma-violence-informed-approaches-policy-practice.html

Triaging – The overall purpose of a triage system is to minimize illness and injury for a population overall, as opposed to individual illness and injury risk. There are published frameworks that outline the ethical principles that guide triage systems. https://med.uottawa.ca/pathology/sites/med.uottawa.ca.pathology/files/clinical_triage_pr otocol_for_major_surge_in_covid_pandemic_-_march_28_20205.pdf

Trigger/Triggering – Are sensory stimuli connected with a person's trauma, and dissociation is an overload response. Even years after the traumatic event or circumstances have ceased, certain sights, sounds, smells, touches, and even tastes can set off, or trigger, a cascade of unwanted memories and feelings. When they do, the survivor might react with an adrenalin-charged fight-flight-or-freeze response or by dissociating. Dissociation separates a person emotionally from the trauma and, sometimes, from the current setting. Triggers initiate an emotion reflex. https://safesupportivelearning.ed.gov/sites/default/files/Triggers.pdf

Unconscious bias - Unconscious biases are a fact of life. Everyone harbors them—and takes them into the workplace. Unconscious biases in the workplace can stymie diversity, recruiting and retention efforts, and unknowingly shape an organization's

culture. Unconscious bias can skew talent and performance reviews. It affects who gets hired, promoted, and developed— and this unwittingly undermines an organization's culture.
Horace McKormick, "The Real Effects of Unconscious Bias in the Workplace" (2016), online: http://www.kenan-flagler.unc.edu

Unhoused - (formerly known as homelessness) - Is stigmatized and often addressed with criminalization, violence, and aggressive policies that violate, rather than safeguard, the rights of the persons involved. Persons experiencing unhoused situations are also often discriminated against, based on their housing status or due to their lack of official address, affecting their political,   economic and social rights, such as their right to access certain social benefits. Homelessness and human rights Special Rapporteur on the right to adequate housing https://www.ohchr.org/en/special-procedures/sr-housing/homelessness-and-human-rights#homelessness

YORK U

Appendices

Appendix A – Summary of Recommendations

1. **Recommendations related to measures to address bias in front line security service delivery**
   o Formally acknowledge racism
   o Ensure anti-racist and anti-bias service in front line security activity -call centre, deployments, stop practices, seeking identification, searches, arrests, detentions, use of force, referrals to police, trespassing, public reporting and communication, uniforms
   o Policy and practice review and development, associated training, and monitoring
   o Collect race-identity data to monitor for racial bias
   o Undertake regular equity focused qualitative research initiatives

2. **Recommendations related to transparency and accountability**
   o Publicly share Standard Operating Procedures
   o Implement an independent complaint process
   o Publicly report on security activity

3. **Recommendations relating to diversification of frontline service delivery**
   o Maintain an ongoing equity, diversity, inclusion, and decolonization strategy
   o Deploy front line supports to address needs of equity deserving groups
   o Deploy a hybrid response to mental health crisis
   o Establish inter-departmental mental health crisis response protocols
   o Enhancing mental health-related data collection and reporting
   o Deploy sexual and gender-based violence support to frontline response
   o Develop alternative supports to address needs of the unhoused

4. **Recommendations relating to enhanced campus community engagement and collaboration**
   o Proactive and substantial community engagement and collaboration
   o Include neighbouring communities to campus

5. **Recommendations related to ensuring representativeness of staff ....**
   o Proactive efforts to build and maintain a campus community representative staff
   o Empower representative staff to mobilize identity expertise

YORK U

6. **Recommendations related to establishing high quality anti-racism, equity, diversity, inclusion, and decolonization training**..

   o Develop and adopt an anti-racism equity, diversity, inclusion, and decolonization training strategy
   o Creating in house expertise and capacity for training activity

7. **Recommendations related to ensuring organizational structures align with a community-centric safety model** ....

   o De-emphasize policing and security guard experience and licensing
   o Rebrand with community centric-safety terminology

8. **Recommendations relating to transition and action planning**

YORK U

Appendix B – Infographic

Graphic: Community Centric Safety Model for Yok Security Services

- Publicly share Standard Operating Procedures
- Implement an independent complaint process
- Publicly report on security activity

- Maintain an ongoing equity, diversity, inclusion, and decolonization strategy
- Deploy front line supports to address needs of equity deserving groups
- Deploy a hybrid response to mental health crisis
- Establish inter-departmental mental health crisis response protocols
- Enhancing mental health-related data collection and reporting
- Deploy sexual and gender-based violence support to frontline response
- Develop alternative supports to address needs of the unhoused

- Formally acknowledge racism
- Ensure anti-racist and anti-bias service in front line security activity - call centre, deployments, stop practices, seeking identification, searches, arrests, detentions, use of force, referrals to police, trespassing, public reporting and communication, uniforms
- policy and practice review and development, associated training, and monitoring
- Collect race-identity data to monitor for racial bias
- Undertake regular equity focused qualitative research initiatives

Transparency and accountability

Eliminate bias in front line security service delivery

Diversification of frontline service delivery

Community-Centric York Security Services in Community Safety Department

Enhanced campus community engagement and collaboration

Representative staff

Organizational structural alignment with a community-centric safety model

Ongoing anti-racism, equity, diversity, inclusion, and decolonization training

- Proactive efforts to build and maintain a campus community representative staff
- Empower representative staff to mobilize identity expertise

- Proactive and substantial community engagement and collaboration
- Include neighbouring communities to campus

- De-emphasize policing and security guard experience and licensing
- Rebrand with community centric-safety terminology

- Develop and adopt an anti-racism equity, diversity, inclusion, and decolonization training strategy
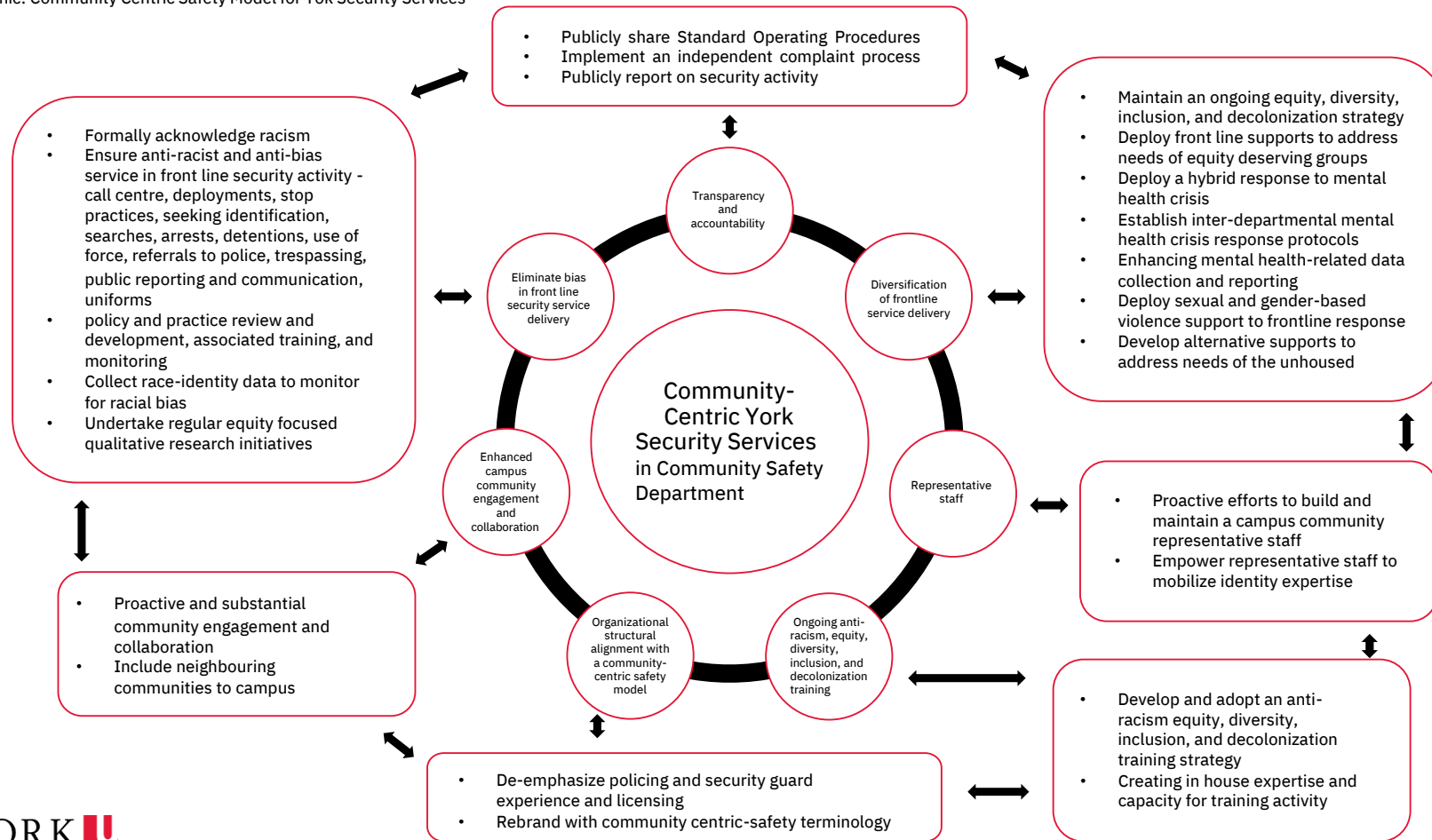- Creating in house expertise and capacity for training activity

YORK U

YORK U

Appendix C – Consultations
*Please note that the below chart is a list of groups and organizations that were consulted during the review process. It does not include consultations conducted with individual members of the York University community.

	LIST OF GROUPS CONSULTED
1	Black Staff Network
2	Center for Human Rights Equity & Inclusion (CHREI)
3	Center for Research on Latin America & the Caribbean (CERLAC)
4	Centre for Sexual Violence Response, Support & Education
5	Communications & Public Affairs
6	Community Relations & Crime Prevention staff
7	Community Safety Department Management group
8	CUPE Members
9	Department of Mathematics and Statistics Staff & Faculty
10	DONs and Porters (Females)
11	DONs and Porters (Males)
12	Faculty of Graduate Studies (FGS)
13	Faculty of Liberal Arts & Professional Studies – Community safety & wellbeing
14	Glendon Safety Working Group
15	Hillel York
16	Indigenous Council members
17	Indigenous Students & Leaders
18	Justice, Equity, Diversity Inclusion & Decolonization (JEDID)
19	Labour Relations staff
20	President's Community Safety Council
21	President-Vice-President (PVP) Committee
22	Race Inclusion & Supportive Environment (RISE)
23	Residence Life at York University
24	Sanctuary Scholars Student group
25	SexGen York Committee
26	Student Leaders
27	Student PAC Safety Council
28	Student Representative Roundtable
29	Vice President Finance & Administration Management team
30	Vice Provost Students Management team
31	York Community Education Session registrants
32	York Community Town Hall 1 Session registrants
33	York Community Town Hall 2 Session registrants

YORK U

34	York Community Town Hall 3 Session registrants
35	York Federation of Students (YFS) Executives
36	York Security Supervisors
37	York University Graduate Student Association (YUGSA) Executives
38	York University Security officers

YORK U

Appendix D – Expert Panel and Security Services Review Team Members

Team Members:

Dr. Shaheen Azmi: Dr. Azmi is an expert in human rights, equity and anti-racism with more than 30 years of experience. For more than 22 years Dr. Azmi worked at the Ontario Human Rights Commission (OHRC) and was Director, Policy, Education, Monitoring and Outreach for 12 years. His work at the OHRC included extensive policy research and development, education and outreach, and institutional change activity. He led the development of several of OHRC's policies, including the development of the OHRC's ground-breaking Policy on Eliminating racial profiling in Law Enforcement. He also led development and implementation of anti-racism organizational change partnerships with public sector and law enforcement organizations, He has served as an adjunct scholar with the Multicultural History Society of Ontario for more than a decade and has also taught on racism and human rights at Ryerson University. He holds a doctorate in social work from the University of Toronto and has many publications related to human rights, anti-racism, and social work.

Annette Boodram, Director, Policy and Program Development, Community Safety Department. In her previously held position of Inclusion Program Manager in the division of Equity, People and Culture, she was responsible for developing and implementing equity in all aspects of the employment life cycle at York. She has extensive experience in leading and educating senior teams in the process of employment equity, talent acquisition and retention. Often requested by external organizations to share her expertise on how to implement effective EDI practices, Annette holds a Bachelor of Arts degree in Sociology from York University, a post-graduate certificate in Human Resources Management from Seneca College and a certificate in Human Rights Theory and Practice from Osgoode Hall Law School. Annette has been appointed as Executive Lead, Security Services Review.

Dr. Celia Haig Brown is a Professor in the Faculty of Education. She is a Euro-Canadian ethnographer with a commitment to decolonizing approaches to research. Her major research interests are based in respectful and reciprocal work with Indigenous communities, nationally and internationally. Her first book (1988), a retrospective ethnography of the Kamloops Indian Residential School (KIRS), was based on interviews with former students. A revised and updated edition co-authored with Indigenous collaborators is forthcoming in fall 2022 with the title Tsqelmucwílc: The

Kamloops Indian Residential School, Resistance and a Reckoning. She has published three other books, numerous articles, reports and co-directed three films including Pelq'ilc (Coming Home) with the children and grandchildren of the original participants from KIRS. She is a former chair of Senate and recently completed a term as Associate Vice-President Research.

Cameron Baguley is a project manager at York University that has extensive experience in the development and implementation of a wide range of projects and initiatives launched across campus. As well, Cameron posses an in-depth understanding of the Community Safety Department and their interactions with other various stakeholders in the community. In his previous role, he helped navigate the transition to online learning and remote working for students, staff, and faculty at the onset of the COVID-19 pandemic and the subsequent return to campus policies and procedures.

Dr. Lorne Foster is a distinguished scholar and Professor in the School of Public Policy & Administration (SPPA) at York University and the York Research Chair in Black Canadian Studies & Human Rights (Tier 1.) He was the inaugural Chair, Race inclusion and Supportive Environments (RISE) and currently serves as the Chair of the President's Community Safety Council (CSC). An academic visionary, he was responsible for the first academic-industry partnership sponsored by a regulatory organization — the Human Resources Professional Association (HRPA) and established the diversity & Human Rights Certificate (DHRC). Dr. Foster provides expert reporting and analysis on police interaction with racialized communities to law enforcement agencies across Canada.

Sharon Henry is a full-time PhD student in the Department of Sociology and a long-standing member of Race Inclusion and Supportive Environments (RISE). She has been involved in community activism as an executive member of the Ethno-racial People with Disabilities Coalition of Ontario (ERDCO) and is an executive graduate caucus member of the Harriet Tubman Institute (HTI). Sharon was engaged in the creation of an HTI journal. She is an appointed member of the President's Advisory Council on EDI and a member of the Faculty of Graduate Students Council (FGS). Sharon has been appointed part-time Project Coordinator for the Security Services Review.

Dr. Carl James is a Professor in the Faculty of Education and is the Senior Advisor on Equity and Representation to the University, in the Division of Equity, People and Culture. Recognized nationally and internationally for his work in equity in relation to race, class, gender, racialization, immigration, and citizenship. He is widely acclaimed for his research contributions in the areas of intersectionality of race, ethnicity, gender,

class and citizenship as they shape identification/identity; the ways in which accessible and equitable opportunities in education and employment account for the lived experiences marginalized community members. He seeks to address and move us beyond generalized and homogenizing discourses that account for the representation and achievements of [racialized] people in educational institutions, workplaces, and society generally.

Dr. Danielle Robinson joins this panel as a committed ally who wants to support concrete actions to enhance equity, safety, and belonging, for the benefit of York's diverse community. She is currently the Director of CERLAC (the Centre for Research on Latin America and the Caribbean) and an Associate Professor of Dance within the School of the Arts, Media, Performance and Design, who is cross appointed with the graduate programs in Theatre and Performance Studies as well as Communication and Culture. Her dance scholarship focuses on the cross-cultural movement of Afro-Diasporic popular dances within the Americas, with an emphasis on intersectional communities within New York City (USA) and Bahia (Brazil). Her articles, book chapters, and monograph (Modern Moves: Dancing Race during the Ragtime and Jazz Eras, Oxford University Press) engage with how notions of race and class are embodied, entangled, explored, and controlled through dancing. Her research has been recognized with awards from the Society of Dance History Scholars, the Congress on Research in Dance, and the American Theatre focus group of the Association for Theatre in Higher Education.

Samina Sami was York University's inaugural Executive Director of Community Safety. In 2019 she led the development of a community-driven safety strategy — *Safer Together*. The strategy identified several priorities for the community, including taking an intersectional EDI, anti-racist, accessibility, and anti-Semitic lens to safety. She was a long-standing member of the Race Inclusion and Supportive Environments (RISE), a member of the Health and Safety Executive Committee and the Sexual Violence Policy Advisory Committee. She has had a diverse 26-year leadership background in the justice and broader public sector with government and community services, including in anti-racism, higher education and skills training, gender-based violence, social innovation and research, public safety and emergency planning and economic development. Samina was appointed as Executive Lead, Security Services Review.

YORK **U**

Appendix E – Consultation Brief

YORK UNIVERSITY- SECURITY SERVICES REVIEW CONSULTATION BRIEF

OBJECTIVES OF THIS BRIEF

- Provide community members with background context, and information so that they are encouraged to participate and provide meaningful input into the consultation process.
- Assist in the process of arriving at concrete recommendations for action.

PRINCIPLES

- The review is guided by an anti-racism, justice, equity, diversity, and inclusion lens.
- Flexibility is a key principle and multi-channel options for consultation will be offered, including written submissions, focused meetings, and town halls, with offerings in bilingual and accessible formats.
- Inclusive, respectful and collaborative dialogue and diversity of thought will be encouraged, and individual confidentiality will be maintained in the final report.
- It is appreciated that safety on campuses is a shared priority for everyone; how an individual feels safe is shaped by several factors specific to one's lived experiences and intersectional identities.
- It is also appreciated that individuals hold complex, intersectional identifiers where multiple affinities may apply (e.g., race, ability, religion, and gender). No one term can capture and adequately describe this complexity. For practical purposes, this review will use terms referred to in current anti-racist, equity, diversity and inclusion (EDI) and human rights work but individuals should be allowed to self-identify themselves in words that have meaning for them.
- The work of security services and other actors who are responsible for campus safety is challenging and complex, governed by provincial and municipal legislation and regulations. The final security services model will need to consider the provincial and municipal context within which York University operates.
- Arriving at meaningful recommendations and actions for change will require focused consultations and alignment on the development of key recommendations and actions that address safety through an anti-racism, justice, equity, diversity, and inclusion lens.
- To enable alignment and understanding of diverse views, the review period will include ongoing education, information, and dialogue through the principles of

YORK U

restorative justice, including hosting of education sessions and providing updates for the community on the review website and at consultation meetings.

CONTEXT

Why is the University undertaking a security services review?

- In June 2020, the University engaged in consultations on anti-Black racism with Black community members to gather concrete suggestions for change, which culminated in the release of the *Action Plan on Black inclusion: A Living Document for Action.*
- During the course of these meetings, participants shared many experiences and feelings; those included a lack of personal and emotional safety, daily experiences of racial harassment, exclusion, discrimination, lack of representation, lack of respect, and barriers to academic and career advancement. Student-participants felt they did not see themselves reflected in the faculty, instructors, staff, administration and curriculum. They shared their experiences of racial profiling and surveillance while on campus and feelings of a lack of support. Suggestions on how to reduce systemic barriers and create greater inclusion were also shared.
- The safety section of York University's *Action Plan on Black Inclusion* states*: "As part of our commitment to review campus security and explore alternative models for community safety, ensure that the lens of equity, diversity and inclusion is central, and that the process will include community consultation (e.g., townhalls, focus groups) with Black community members."* The issues identified were centered on uniformed security services and the interface with police.

Wider social context

- This review is being conducted in the wider context of heightened national and international concerns of systemic and societal racism in law enforcement and particularly mental health and crisis response:
  - Increasing protests locally, nationally, and internationally against anti-Black racism in the delivery of policing services, and calls for systemic reforms, including the implementation of alternatives to policing, and in some cases calls for new models to respond to crisis and mental health calls.
  - Measures are being undertaken to address racial bias in campuses. Several formal reviews of security services, including reviews of special constable and campus safety models, have been initiated at colleges and universities across North America, including in Ontario and locally in the Greater Toronto Area.
  - Stepped up actions across jurisdictions and sectors that are engaging in reviews and reforms to their delivery of policing and/or security services,

YORK U

including alternate forms of delivery of some services (e.g., mental health response services).

- o At its June 2020 meeting, Toronto City Council adopted 36 decisions related to policing reform to address systemic racism and better address the needs of individuals experiencing mental health crisis. These decisions included areas of public safety, crisis response and police accountability. At its meeting on August 18, 2020, the Toronto Police Services Board approved 81 decisions on police reform including the reforms requested by City Council.

Enhanced efforts to increase accountability and transparency

- This review is also important in the context of findings by the Ontario Human Rights Commission and by the Supreme Court of Canada. It is recommended that law enforcement institutions make every effort to demonstrate publicly how they are actively providing fair and consistent services and how they are mitigating against bias and racism, particularly for Indigenous, Black, and other racialized and marginalized communities.
- In 2019, based on long standing concerns of racial discrimination in law enforcement, including in private security activities, the Ontario Human Rights Commission (OHRC) released its detailed policy guidance entitled: '*Policy on eliminating racial profiling in law enforcement*'
    - o This policy highlights that racial profiling as a systemic reality – rather than a few isolated incidents — is an unquestionable fact
    - o This fact has been affirmed by courts, human rights tribunals and government-commissioned reports
    - o In 2019, the Supreme Court of Canada in R v Le (SCC 34 at para 97; [2019] SCJ No 34 (QL) [*Le*]) stated, "We have arrived at a place where the research now shows disproportionate policing of racialized and low-income communities."
    - o Canadian surveys and studies and police-related data sources show that Indigenous, Black, and some other racialized people have been subject to disproportionate policing including in relation to practices such as stops, searches, arrests, and use of force
    - o In a detailed companion to its Policy, the OHRC documents the harms caused by racial profiling to individuals and communities in its consultation report on racial profiling, 'Under Suspicion: Research and consultation report on racial profiling in Ontario' (2017)
    - o The policy also indicates that racial profiling may inadvertently influence all practices of law enforcement organizations including practices such as call centre referrals, officer deployment, stopping individuals, seeking

YORK U

identification, search practices, arrests, use of force, and decisions to charge individuals

- o The OHRC policy affirms racial profiling is illegal, and that all law enforcement organizations have a duty to proactively meet their legal duties to uphold the Ontario Human Rights Code and the Charter of Rights and Freedoms, and cannot ignore concerns about racial profiling, even if there have been no formal complaints

- o While campus security activity is more limited in scope than that of municipal and provincial law enforcement agencies, there are many campus security activities that overlap with policing activity, and which routinely involve calling on local police to address issues.

York Security Services and Community Safety

- The Community Safety Department was established in 2016, and at that time the York Security Services was moved into the department. This was done as part of the University's revisioning efforts for Security Services to align with the wider context of community safety and as part of a comprehensive package of services aimed at campus safety. It was also part of the University's response to the METRAC audit conducted in 2010, which recommended a more community-centric and holistic safety approach and leadership. This community safety model has been adopted by some other universities in Canada.

- The Community Safety Department Strategic Plan—Safer Together, was launched in 2019 and includes four key pillars: prevention, response, communications, and evaluation. These pillars, together, reflect a comprehensive approach to safety.

- Over 7,000 staff, faculty and students were consulted in the development of the strategy.

- Several key values were recurrent themes in the consultations: accessibility; inclusion; intersectionality; community centric; collaboration; risk/threat assessment; community engagement; and approaches that are tailored to the diverse and unique needs of each campus. These values have been embedded in each of the four pillars, and together form the framework for the Strategic Plan.

- In addition, the strategy highlighted the importance of meeting the needs of York's complex and diverse demographics from an anti-racism, justice, equity, diversity and inclusion lens and from an intersectionality perspective, to address safety through the perspective of anti-Indigenous racism, anti-Black racism, antisemitism, Islamophobia, ableism, homophobia, gender-based violence and other forms of discrimination.
    - **Intersectionality:**
        - o The complex, cumulative way in which the effects of multiple forms of discrimination such as racism, sexism, and classism combine,

overlap, or <u>intersect</u> especially in the experiences of marginalized individuals or groups.

- o The acknowledgement that everyone has their own unique experiences of discrimination and oppression and everything and anything that can marginalise people must be considered: gender, race, class, sexual orientation, physical ability, etc.

TERMS OF THE REVIEW & CONSULTATION PROCESS

Scope and Process

- This Review aims to follow through on the commitment made in the safety section of the University's *Action Plan on Black inclusion: A Living Document for Action* and on the vision of the Community Safety Strategic plan to articulate a vision of Security in this wider anti-racist, inclusive, equitable, and community-centric context.
    - o This is not simply a performative review for its own sake. It is intended to have impact on the very real issues and concerns related to security services and community safety at York and result in a concrete action plan with timelines for implementation
    - o A final report will be submitted to the Vice-President Finance and Administration (VPFA) and Vice-President People, Equity, Culture (VPEPC); it will outline evidence-based specific recommendations for an alternative security services model including implementation considerations and strategies

- The terms of reference of the review include examination of:
    - o An alternative security services model including implementation considerations and strategies
    - o The role and utility of uniformed and non-uniformed services in supporting campus safety with consideration of hybrid models, partnerships with security and external agencies such as police and crisis response
    - o Improvements that can be made to the University's current security services through improved education, policies, procedures, recruitment, data collection processes
    - o Innovative approaches to delivering security services on York's campuses, including whether some of the services currently provided by York Security Services would best be delivered by other non-uniformed first responders or in partnership with others (e.g., for wellness checks, mental health crisis calls) and/or partnerships with security services).

    o   The consultation process will include formal written submissions, interviews, meetings with key equity-deserving stakeholder groups within the University, consultation with the President's Safety Council, focus groups and town halls.

ANTI-BLACK **RACISM**, JUSTICE, EQUITY, DIVERSITY, AND INCLUSION

- Anti-Black racism provides a central historical context for this review, but the wider lens of EDI will also be a focus. Equity seeking groups include groups who may be disproportionately negatively impacted with respect to issues of safety and the interface with law enforcement and security agencies; these groups will be included for focused consultations along with Black community members.
- Equity-deserving groups can include those who are experiencing: anti-Indigenous racism; anti-Black racism (as noted above); anti-Asian racism; anti-Semitism; Islamophobia; homophobia and transphobia; discrimination due to ableism and mental health; gender inequity and violence; immigration status (non-status and international status); and language barriers.
- It is understood that these forms of discrimination are often intersectional in nature and individuals hold multiple, complex identities (e.g., race, gender and disability). This complexity will be taken into consideration, and with flexibility built into the review process, the equity seeking groups identified to participate in the consultations can be further expanded on as the review progresses.
- This review is intended to result in recommend actions that will provide remedies for these concerns.
- The broader York community will be invited to participate in the consultations to provide input. Specific consultations will be conducted with Indigenous, African Caribbean, Black and other equity-deserving groups.

BACKGROUND INFORMATION ON SECURITY SERVICES — A CLOSER LOOK

- York Security Services is a unit within the Community Safety Department. It employs approximately 70 licenced security personnel.
- York's frontline security staff is made up of licensed security personnel who are staff members of the university and governed under the *Private Security and Investigative Services Act,* which is different from most other universities and colleges in Ontario which employ special constables under the 'special constable' provisions of the Comprehensive Ontario Police Services Act.
- Currently, there are three enforcement organizations that operate on York campus:
  - o York Security Services whose capabilities are restricted by the provisions of the *Private Security and Investigative Services Act,* other relevant legislation

YORK U

such as the *Trespass to Property Act*, and York University policies and procedures

- o Toronto Transit Commission (TTC) [special constables] who are deployed by the TTC on properties and facilities operated by the TTC
- o The Toronto Police who are frequently called in to handle enforcement matters outside the legal and policy capabilities of York Security personnel.
- Security personnel are available 24/7 to provide conventional security services to the University's Glendon and Keele campuses, including:

Front-line Security services:

- o the Security Control Centre which is the 24/7 central security dispatch, alarm and closed-circuit television (CCTV) monitoring hub for the University's campuses
- o campus patrols by foot, bikes and vehicles
- o respond to and investigate safety concerns, critical incidents and emergencies on university campuses
- o administer first aid, health and crisis response to individuals experiencing illness or injury, assault, entrapment etc.
- o provide emergency vehicle escort and coordination for police, fire and paramedic services
- o check-in with community members working evenings, weekends or holidays, and provide escort if the goSAFE service is not available (goSAFE is a student led evening walking escort service managed by Community Safety and is separate from Security Services)
- o plan for and respond to critical campus incidents in collaboration with first responders and the university community (e.g., evacuation, fire, extreme weather)
- o support residence security through the Security Watch personnel who are stationed overnight in undergraduate residences
- o conduct CCTV pans of the university continuously with the assistance of CCTV student staff (who work with Security Services in the Security Control Centre)

Investigations and Safety Planning

- o Investigations and threat assessment personnel conduct safety risk assessments; develop personal safety plans for at-risk individuals; conduct non-criminal investigations and assist police with criminal investigations

Safety Infrastructure

- o Manage automated door access to buildings on university campuses

103

YORK U

- o Install and maintain CCTV and door access infrastructure and operations for the community

Education, community relations, crime prevention and communication

- o Broadcast safety bulletins and emergency communication alerts
- o Community Relations and Crime Prevention personnel collaborate with groups across our campuses to promote safety, undertake Crime Prevention through Environmental Design (CPTED) audits, analyze statistical information to formulate crime prevention programs and services, and conduct safety planning for events on our campuses

Oversight of Security activity

- o Investigate and follow up community complaints, investigate the conduct of internal security staff, and conduct Use-of-Force reviews of security staff, where required.

DISCUSSION QUESTIONS: TOWARDS A NEW SECURITY SERVICES APPROACH

PREAMBLE & CONTEXT

Preamble: This review aims to facilitate prevention, campus community development and to foster fuller engagement. To achieve these goals, there are two fundamental priorities that the review seeks input on:

- o How to ensure that security services are free from bias and discrimination affecting marginalized members of the campus community, particularly Indigenous, Black, other racialized members, and equity seeking groups
- o How to ensure that services offered by York Security Services do not inappropriately respond to the needs of marginalized members of the campus community, particularly Indigenous, Black, and other racialized individuals, and those experiencing mental health crises who would be better served by other community safety services.

A: TOWARDS ENSURING SECURITY SERVICES ARE FREE FROM BIAS AND DISCRIMINATION

Preamble: Several areas of focus for campus security services across jurisdictions in North America have been raised, these include dispatching services, practices including ID requests, the handling of those visiting the campus including homeless people, arrests, searches, use of force, referral to police and disciplining processes.

SOLUTIONS TO THESE ISSUES THAT HAVE EMERGED INCLUDE:

Transparency and accountability

YORK U

- o enhance oversight for campus security services complaints and concerns
- o regularly collect race-based data, analyze, action if called for, regularly report, and evaluate impact of responses and other identity data of concern, if deemed relevant
- o adopt a clear and comprehensive policy and process related to the handling of complaints.

Fair and bias-free security work

- o review, re-imagine and clearly publicize the mission of the review, which should include providing a safe and secure campus environment free from racial and other forms of bias
- o review security policies, protocols and practices to ensure equitable response, fair and bias-free treatment and enforcement including, call centre referrals; asking for identification, searches, use of force, decisions to trespass individuals, and decisions to arrest and call in police
- o create specific racial profiling and EDI-focused policies, where deemed needed.

Recruitment and education

- o modify recruitment and hiring practices to ensure that security staff are best situated to identify and address intersectionally-racial and other forms of bias and discrimination and that they can understand the needs of diverse demographics on campuses
- o report on racial, Indigenous, gender and other EDI-focused demographic make-up of security staff and leadership
- o develop a comprehensive and pedagogically sound educational and development strategy to equip security staff with knowledge and skills to identify sources of bias and discrimination and address the needs of the community.

Community engagement and trust building

- o proactively engage with the campus community to build trust and quality of service for marginalized communities
- o understand community demographic and cultural needs
- o clearly communicate the differences between campus security and police
- o consider changing the appearance of the current uniforms used by security personnel to avoid barriers for service to communities that have been traumatized or are triggered by police activity
- o improve communication about the services that security staff provide and the scope of their enforcement.

YORK U

DISCUSSION QUESTIONS

Transparency and accountability

- What accountability measures can be implemented to ensure York Security Services are free from bias and discrimination?
- How can oversight of York Security Services be enhanced?
- What data should Security Services collect and report publicly to ensure fairness, transparency, and accountability?
- How should complaints be reported?

Specific services and activities

- Are there any specific activities carried out by York Security Services, including the way in which they are carried out, that are of concern— from a bias and discrimination perspective?
- How can these concerns be addressed?

Recruitment and education

- What attributes and qualifications should we be looking for when recruiting security front-line staff and security leadership?
- What types of staff education would be effective/ineffective to change attitudes and behaviours in security/policing?
- How do we ensure on-going review of practices, challenges, successes, and education with, and for those involved in security services?

Community engagement and building trust

- What strategies should York Security Services utilize to cultivate confidence and trust with marginalized individuals on campus?

B. THE ROLE OF SECURITY SERVICES IN THE WIDER CONTEXT OF COMMUNITY SAFETY SERVICES

Preamble: Campus security services have traditionally been structured on a law enforcement model and have employed staff recruited with enforcement roles and responsibilities in mind. Recently, calls are being made to reallocate resources to enhance capacities to support vulnerable communities and provide crisis support through non-enforcement services that are staffed by specialized mental health and social work professionals with experience in anti-racism and EDI.

DISCUSSION QUESTIONS

The role of security services in a community safety model

YORK U

- What should be the primary roles and responsibilities of Security Services in maintaining safe and inclusive campuses?
- Are there any roles and/or activities carried out by York Security Services that should be modified? If so, how can this be done?
- What skills and experiences are needed to deliver the recommended roles and responsibilities for Security Services?

Response to crises or mental health needs

- Under what circumstances would it be appropriate/inappropriate for Security Services to respond to a person experiencing a mental health crisis?
- If specially trained mental health workers are preferable in some circumstances, how should they work with Security Services and other on partners both on and off campus?
- What are the resource implications of this change, and how should they be handled?

C. OTHER CONSIDERATIONS

- Do you have additional thoughts or ideas regarding York Security Services that you believe should be considered in this Security Services Review which might not be covered in this document?
- Do you have suggestions on how any recommendations should be implemented?

You can provide your input on this review at: <u>securityreview@yorku.ca</u>

YORK U

Appendix F

SECURITY SERVICES REVIEW

PRELIMINARY EMERGING
TOPICS/SOLUTIONS FROM CONSULTATIONS

SEPTEMBER 2022

YORK U

YORK U

SECURITY SERVICES REVIEW
PRELIMINARY EMERGING TOPICS/SOLUTIONS

PREAMBLE

This document is a subsequent update of the topics and solutions identified in ongoing consultations between February-September 2022. As stated in the previous document, the consultations conducted include written submissions, a dedicated session with York's Community Safety Council, an online education session— attended by York community members as well as other post-secondary institutions, two community online town halls, meetings and group discussions with York students, faculty, and staff. Written submissions, meetings, and focus groups are still underway. It is important to recognize that the issues and solutions identified are undergoing further analysis and identification of detailed options will help to inform the final report. The solutions presented are driven by the community and are also anchored in best practice research and jurisdictional analysis.

QUESTIONS POSED FOR DISCUSSION ON EMERGING TOPICS/SOLUTIONS

1. Any identified topics and/or possible solutions that you have questions or concerns about?
2. Any identified topics and/or possible solutions that you would like to comment on?
3. Any possible topics and/or solutions that are missing?

THREE OVERARCHING TOPICS HAVE EMERGED TO DATE

I. **Existing practices, structures, and procedures of York Security Services**
- Issues of structural racial bias in security service activities that produce a security response on a variety of calls for services, including call centre rules, IDing practices, and uniforms being [triggering] for some community members
- Mental health crisis response — inadequacy of law enforcement/security model of response and a need for more involvement of other types of professionals and services
- Further coordination of security services with other departments and services at the university
- Develop more effective relationships with campus communities and groups
- Complaint system — lack of clear process; need for greater independence and transparency; loop back with the community on handling of complaints and broader transparency needed in university complaints system

YORK U

- Lack of, or perceived lack of, campus community demographic make-up represented in security frontline staff and leadership
- Ineffective university response to address impacts of <u>unhoused</u> people on campus

II. **Overarching EDI climate on York's campuses in relation to security and safety**
- Equity-deserving groups have identified the need for their experiences with discrimination to be understood and for better appreciation of this need in planning of security services, risk assessments and other campus services and programs
- Gender-based safety issues — consider the trauma experienced by persons coming from war torn locations
- <u>unhoused</u> population — address the needs of the <u>unhoused</u> population on campus
- Students with precarious immigration status and vulnerability in the criminal justice system

III. **Recommendations from the community on security response to inform the development of an alternate Security Services Model**
- Broader range of services to address EDI related safety needs, particularly mental health calls
- Collaboration — student engagement in security and safety initiatives and more formal collaboration with Faculties and departments
- Race-based data collection in security operations
- Training and education — effective anti-<u>racism</u> training/education, de-escalation training/education and trauma informed
- Community and student engagement to build relationships and trust
- Address regulatory limitations of limited security response, which requires an increased presence of Toronto Police on campus to intervene — concern with 'police' presence on campus and how to balance this with campus security intervention
- Security services appropriate for when there are escalated safety concerns or needs (e.g., community safety is at risk)

YORK U

MAPPING YORK SECURITY SERVICES (YSS) RELATED TOPICS WITH COMMUNITY PROVIDED OPTIONS/SOLUTIONS – COMPARING CURRENT STATE WITH PROPOSED SOLUTIONS AND OPTIONS

Topics	Current State	Related Consultee identified options/solutions	Additional options/solutions/details
Potential of structural racial bias in security service activities • **Call centre rules may facilitate racial bias** • **IDing** • **Uniforms are triggering**	Training provided annually on racial profiling and human rights through Centre for Human Rights, Equity, and inclusion. Security Services asks for ID when there is an incident or when required by university approved procedures/policies (e.g., receipt of access cards etc.). Security Officials are required to ask for ID only from the complainant of an incident and are not allowed to randomly ask for ID from community members. All licensed security staff wear uniforms and Personal Protective Equipment for health and safety reasons and to comply with regulated professional standards.	Race based data collection in service delivery. Effective anti-racism training/education rooted in real situations/scenarios on campus. More diverse campus services deployed from call centre (e.g., counselling, administrative assistance etc.) Provide clear and transparent procedures for the community on security procedures and processes and circulate to student groups and leaders. Difficult to distinguish security and police uniforms – consider distinctions and clearly outline respective roles. Engage students more effectively and learn of lived experiences of marginalized and equity- deserving groups and plan services and risk assessments with these experiences in mind.	Communicate clearly and more frequently with the campus community about Standard Operating Procedures and engage with student leaders on these. Review security service procedures, practices, and training for structural racial bias including call centre referrals, stop practices, IDing, searches, use of force, decisions to trespass individuals, and decisions to arrest and call-in police. Ensure job design, hiring criteria, and training so that security management and staff can identify and address systemic racial bias and discrimination. Consider deployment of other types of professionals and non-uniform staff to address issues where appropriate. Establish best practices for collecting race-based data without biases, and with proper training.
Mental health crisis response • **Law enforcement model of response**	Security Services respond to calls and depending on the nature of the call or incident, utilize a pan- University, collaborative approach with Residence Life, Sexual Violence Response Office (SVRO), Division of Students, Office of	Broader range of services to address EDI mental health related security needs particularly mental health calls. Student and departmental engagement in security and safety initiatives.	Consider dedicated mental health/social work staff to support Security officials. Consider partnerships with relevant University department and faculty

	Student Community Relations (OSCR), and other departments. Security Services call Toronto Police in cases involving the Mental Health Act (self harm or harm to others). Security Officials collaborate with Residence Life/Student Services at the "front end" of calls when the call involves students in residence experiencing crisis. Empathetic de-escalation training, Mental Health First Aid for Adults, suicide prevention, trauma informed, and crisis response training is delivered annually through experts to Security Services personnel.	• More student/departmental engagement • More collaborations with students/departments in programming Enhanced de-escalation training education Identify ways to reduce calls to bring in police	members with expertise in this area. Consider partnerships with faculty members from social work and health to provide student experiential learning placements. Consider development of joint procedures and training with other departments and professionals.
Inability to address impacts of unhoused people on campus	Security Services are often called to respond to unhoused individuals. A pilot project was initiated with Security Services, Faculty of Nursing and local social services agencies to provide services and supports to unhoused individuals. The CORSAFE Program – a well-received university partnership between YSS and HNES was piloted in 2019 and was active until the COVID-19 pandemic. Nightly inspections conducted by Security Services of some campus buildings before overnight closure. YSS contacts City of Toronto outreach teams to assist with unhoused people on campus. The "Streets to Homes" team, is a regular resource and contact for YSS.	Broader range of professional services to address EDI related safety needs. More community engagement in security and safety activity. More collaboration with faculty members with expertise in these areas (social work, nursing, unhoused population) and consider student experiential work placements.	Acknowledge that the response to the unhoused requires dedicated and sustainable services that are available on York's campuses, in addition to enforcement. Develop dedicated programs to support unhoused individuals on York's campuses in collaboration with other York departments as well as municipal and social services. Consider partnerships with social work and health Faculties to provide experiential work placements. Toronto social services agencies have recommended mitigation against open access to campus buildings and offices overnight, which can create health and safety concerns for both unhoused individuals and the York community.

YORK U

Complaint system • Lack of clear process • Independence and transparency Loop back	Security conducts internal investigation of complaints and initiates its own investigations of staff to ensure compliance with training, procedures etc. Security Services conducts investigations in conjunction with internal partners including University Human Resources Business Partners, Labour Relations, CHREI, etc., as required.	Consider accountability and transparency more broadly since some complaints involve multiple departments from across the University.	Develop a clear, independent, transparent process for complaints against security services with loop back/communications to the community on handling complaints. Formally analyze complaints to track and analyze systemic issues of concern.
More coordination of Security Services with other university departments and services	Several departments engage with Security Services informally on a regular basis.	More formalized collaboration with the community and enhanced student engagement.	Enhance formal linkages for coordination and collaboration with other campus departments and services aimed at enhancing security service delivery in collaboration with other departments. Consider joint protocols, procedures, and training.
Develop effective relationships with campus communities and groups	Security Community Relations Officials engage regularly with student, staff and faculty through events, orientation, staff onboarding and learning sessions. Security Services staff participate in President's Safety Council. Annual fall and winter events are held on campus during Community Safety Week to engage with the community and foster awareness of services.	Proactive community and student engagement. Enhanced Police Powers	Specific community engagement and trust-building measures: Proactively engage the York community to build trust and enhance the quality of service for marginalized communities Understand community demographics and cultural needs Communicate clearly, how campus security differs from police Consider changes to uniforms to avoid uniforms presenting a barrier for service to community members, who've been traumatized or triggered by police activity

YORK U

			Communicate more clearly and effectively, the services that are provided by security staff and the scope of their enforcement Review job descriptions and recruitment selection criteria to ensure positions emphasize skills in diverse community engagement and understanding of racial, system bias and discrimination Potential engagement of a few security officials with full police powers can enhance community safety without the need to involve Toronto Police Services
Lack of, or perceived lack of, campus community demographic make- up, represented in security frontline staff and leadership	Staff census of all staff exists but no analysis or reporting conducted.	Data collection	Review/revise recruitment and selection practices to enhance representative hiring. Report on racial, Indigenous, gender and other EDI-focused demographic make-up of security staff and leadership.

Additional information gathered from consultations that provide context:

It is important to note that York Security Services coordinates with other law enforcement and security actors on campus, such as:

- Police are frequently called in on matters that go beyond the mandate, powers, and/or resource limitations of York Security Services
- Private security guard operators may be employed by private businesses that operate on York facilities, primarily in York Lanes, or they may be contracted as part of security for large events organized by the University, University groups, or by independent actors renting York facilities.

YORK U

Under the current legal and policy mandate, York Security Services staff are empowered to use force only on a defensive basis and are unable to aggressively use force or effect arrest.

- Without special constables on staff York Security Services staff do not have powers to apprehend individuals experiencing mental health crisis under the Mental Health Act and must routinely call-in police to address such mental health concerns.

The need to focus on equity and inclusion

Many consultees from equity deserving groups expressed a general concern with the overall equity environment at York University. Many consultees from these groups expressed concern that the same kinds of biases and prejudices found in the broader society were widespread at York. Issues referenced included:
- lack of representation in faculty and staff
- academic focuses and curriculum infused with views and attitudes that reflected the norm of dominant groups
- personal experience of micro-aggressions and inter-personal discrimination, and
- lack of serious administrative efforts to address issues of equity, diversity, inclusion, and decolonization.

The need to enhance personal safety protection for campus members experiencing threat or harassment

Some consultees identified situations where they or others they knew had experience threats to their personal safety. Such as:
- domestic violence
- harassment from campus and non-campus members
- threats from state actors related to scholarship or activism
- negative personal interactions

The need to ensure acceptance of Black and other racialized people from neighbourhoods adjacent to the Keele Campus

Some consultees expressed concern that the York University Keele campus was an unwelcome place for Black and other racialized communities living in its vicinity particularly from the Jane and Finch community. The appearance of security officials with their police-like uniforms contributes to this perception. In addition, one consultee indicated that there had been incidents experience of young, racialized youth from adjacent neighbourhoods who had been questioned regarding their presence at campus recreational fields.

YORK U

Individuals with precarious immigration status

- York University should officially declare itself 'sanctuary campuses and institute 'don't ask don't tell' policies and procedures consistently across the university including in activities of YSS and CSD
- SOPS and follow up training should be instituted in YSS to follow through on 'don't ask don't tell' approach

Hate related reporting

Immediately improve hate incident data collection and reporting processes to ensure that hate incidents are distinctly reported on annually with accompanying narratives

Trespassing

Concerns were raised by some consultees that major security decisions like trespassing of individuals are influenced by racial profiling and contribution to criminalization of individuals from equity deserving groups

YORK U

Select References

"Action Plan on Black Inclusion: A Living Document for Action", York University, Toronto, 2021, https://www.yorku.ca/abr/wp-content/uploads/sites/295/2021/12/211207-YorkU-VPEPC-Action-Plan-on-Black-inclusion-Report-EN-final.pdf

"Addressing Anti-Black Racism: A Framework on Black Inclusion", York University, Toronto, 2020, https://www.yorku.ca/abr/wpcontent/uploads/sites/295/2021/02/20-168_Anti-Blackracism_Framework_r3_AODA.pdf

Azmi, Shaheen, et al "Racial Profiling and Human Rights in Canada : the new legal landscape", Irwin Law Inc., Toronto, 2018

Baldwin, Davarian, "Why We Should Abolish the Campus Police: Their power, reach, and misplaced interests make them a threat to our communities", The Chronicle of Higher Education, 2021, https://www.chronicle.com/article/why-we-should-abolish-campus-police

Beck, Jackson, et al, "Case study: CAHOOTS". Vera Behavioral Health Crisis Alternatives, 2020, https://www.vera.org/behavioral-health-crisis-alternatives/cahoots

Bhambra, G. K., Gebrial, D., and Nişancıoğlu, K. "Decolonising the University", *Pluto Press*, 2018

Buss, Doris, et al. "The response to sexual violence at Ontario university campuses: Final report", Report Submitted to: Ontario Ministry of Community Safety and Correctional Services, 2016, https://www.academia.edu/32063786/The_Response_to_Sexual_Violence_at_Ontario_University_Campuses

Carter, Adam, "Toronto police temporarily suspending program for officers meant to assist on mental health calls", CBC, https://www.cbc.ca/news/canada/toronto/toronto-police-suspension-1.6218283

CBC, "Why race-based data collection by police could play a role in reform debate", 2020, https://www.cbc.ca/news/canada/race-police-data-ontario-1.5636301

YORK U

Celik, Halime, "Black Residents of Toronto and the Police." York Online Undergraduate Research, 2017, https://yourreview.journals.yorku.ca/index.php/yourreview/article/view/40368

City of Toronto, "City of Toronto launches new 'Toronto For All' Campaign to support undocumented residents", news release, August 24, 2021, https://www.toronto.ca/news/city-of-toronto-launches-new-toronto-for-all-campaign-to-support-undocumented-residents/

Community Safety Department Website, York University, 2022: https://www.yorku.ca/safety/security-review/

Cromwell, Thomas. "York University Independent Review", York University, 2020, https://president.yorku.ca/files/2020/06/Justice-Cromwell%E2%80%99s-Independent-External-Review.pdf

de Jongh, Andres, "The next step in community-centric service delivery", Atlantic Council, 2006, https://www.atlanticcouncil.org/blogs/geotech-cues/the-next-step-in-community-centric-service-delivery/

Department of Health and Human Services USA, "Principles of Community Engagement 2nd ed., Clinical and Translational Science Awards Consortium, Community Engagement Key Function Committee Task Force on the Principles of Community Engagement", 2011, pg. 7, https://www.atsdr.cdc.gov/communityengagement/pdf/PCE_Report_508_FINAL.pdf

Flanagan, Ryan "Why are Indigenous people in Canada so much more likely to be shot and killed by police?", CTV News, Published Friday, June 19, 2020 8:00AM EDT, https://www.ctvnews.ca/canada/why-are-indigenous-people-in-canada-so-much-more-likely-to-be-shot-and-killed-by-police-1.4989864?cache=nnh

Foster, Lorne and Jacobs, Les, "Traffic Stop Race Data Collection Project II progressing towards bias-free policing: Five years of race data on traffic stops in Ottawa", 2019, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/OPS-TSRDCP-II-REPORT-Nov2019.pdf

Foster, Lorne and Jacobs, Les "Ottawa Police Service Traffic Stop Race Data Collection Project II Progressing Towards Bias-Free Policing: Five Years of Race Data on Traffic Stops in Ottawa", PowerPoint presentation, November 20, 2022, https://www.ottawapolice.ca/en/news-and-community/resources/EDI/Ottawa-Police-Service-TSRDCP-II-Report-November-20-2019.pdf

Gerry McNeilly, "Broken Trust: Indigenous People and the Thunder Bay Police Service", December 2018, https://oiprd.on.ca/wp-content/uploads/OIPRD-BrokenTrust-Final-Accessible-E.pdf

Ghoussoub, Mireille, et al, "Dismantling racism in Canadian universities: a call to action: The key to dismantling academia's structural racism is to embed equity at every level", Canadian Dimension, 2021, https://canadiandimension.com/articles/view/dismantling-racism-in-canadian-universities-a-call-to-action

Glowacki, Laura, "Black, Middle Eastern drivers still stopped at disproportionately high rates in Ottawa", CBC, November 20 2019, https://www.cbc.ca/news/canada/ottawa/traffic-stop-report-ottawa-police-1.5365792

Hallett, Ronald, et al. "Addressing Homelessness and Housing Insecurity n Higher Education: Strategies for Education Leaders", *Teachers College Press*, Columbia University, New York and London, 2019

Hart, Jim, "Report on Police Reform in Toronto: Systemic racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety", Toronto Police Services Board, 2020, https://tpsb.ca/consultations-and-publications/policing-reform-implementation

Hidalgo Bellows, Kate, "More Colleges Are Hiring Crisis-Response Teams for Mental-Health Emergencies" The Chronicle of Higher Education, 2022, HTTPS://WWW.CHRONICLE.COM/ARTICLE/MORE-COLLEGES-ARE-HIRING-CRISIS-RESPONSE-TEAMS-FOR-MENTAL-HEALTH-EMERGENCIES?UTM_SOURCE=ITERABLE&UTM_MEDIUM=EMAIL&UTM_CAMPAIGN=CAMPAIGN_5298525_NL_ACADEME-TODAY_DATE_20221014&CID=AT&SOURCE=&SOURCEID=

Hillier. Sean, Phipps, David, Haig-Brown, Celia. "Decolonising Research Administration: Institutional Practices in Acton". *Journal of Research Administration*, 53(2). 2022

Iacobucci, Frank, "Police Encounters with People in Crisis" Prepared for Toronto Police Service, 2014, https://globalnews.ca/wp-content/uploads/2015/06/police-encounters-with-people-in-crisis.pdf

James, Carl. "Colour Matters: Essays on the Experiences, Education and Pursuits of Black Youth". *University of Toronto Press*. 2021

Krupanski, Marc and Crofts, Nick, "Envisaging the future of policing and public health: A commentary on the findings", Journal of Community Safety and Well-Being, Vol 7(Suppl 1), July 2022, pp. 52-55.

Lewis, Stephen. "Stephen Lewis Report on race relations in Ontario", 1992, https://archive.org/stream/stephenlewisrepo00lewi/stephenlewisrepo00lewi_djvu.txt

Linden, Sydney "Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls". National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019

Loomba, Ania, "Colonialism/Postcolonialism" New York, Routledge 2nd Edition (2005).

METRAC and York University ,"The Metropolitan Action Committee on Violence Against Women and Children (METRAC), York University Safety Audit: Leading the Way to Personal and Community Safety", 2017 https://yorku.campuslabs.ca/engage/organization/csc/documents/view/11936

Nasser, Shanifa. "Questions swirl about how Toronto woman fell from balcony as family points fingers at police", CBC News, May 28, 2020, https://www.cbc.ca/news/canada/toronto/regis-paquet-balcony-toronto-1.5588318

Office of Community Oriented Policing Services "Final Report of the President's Task Force on 21st Century Policing". Washington, DC, *President's Task Force on 21st Century Policing,* 2015, https://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn35230-eng.pdf

Office of the Independent Police Review Director, "Police Interactions with People in Crisis and Use of Force: OIPRD Systemic Review Interim Report", 2017

Ontario Human Rights Commission, "Guide to your rights and responsibilities under the Human Rights Code", https://www.ohrc.on.ca/en/guide-your-rights-and-responsibilities-under-human-rights-code-0

Ontario Human Rights Commission, "Human rights and policing: Creating and sustaining organizational change", 2001, https://www3.ohrc.on.ca/sites/default/files/attachments/Human_rights_and_policing%3A_Creating_and_sustaining_organizational_change.pdf

Ontario Human Rights Commission, "OHRC Inquiry: A Disparate Impact: Second interim report on the inquiry into racial profiling and racial discrimination of Black

persons by the Toronto Police Service", 2020, https://www.ohrc.on.ca/en/disparate-impact-second-interim-report-inquiry-racial-profiling-and-racial-discrimination-black

Ontario Human Rights Commission, "OHRC's new policy will support law enforcement to eliminate racial profiling", 2019, https://www.ohrc.on.ca/en/news_centre/ohrc%E2%80%99s-new-policy-will-support-law-enforcement-eliminate-racial-profiling

Ontario Human Rights Commission, "Policy on Eliminating racial profiling in Law Enforcement", 2017, https://www.ohrc.on.ca/en/policy-eliminating-racial-profiling-law-enforcement

Ontario Human Rights Commission, "Under Suspicion: Research and consultation report on racial profiling in Ontario", 2017, https://www3.ohrc.on.ca/sites/default/files/Under%20suspicion_research%20and%20consultation%20report%20on%20racial%20profiling%20in%20Ontario_2017.pdf

Report of the Ipperwash Inquiry, 2013, https://wayback.archive-it.org/16312/20211208091140/https://www.attorneygeneral.jus.gov.on.ca/inquiries/ipperwash/report/index.html

Rigakos, George and Ponting, Samantha "Campus Special Constables in Ontario", Ontario Association of College and University Security Administrators, Ottawa, 2013, https://www.academia.edu/8970288/Campus_Special_Constables_in_Ontario

"Scarborough Charter: On Anti-Black Racism and Black Inclusion in Canadian Higher Education: Principles, Actions, and Accountabilities, National Dialogues and Action for Inclusive Higher Education and Communities" University of Toronto, 2020, https://designrr.page/?id=140172&token=1735715840&type=FP&h=9346

Smith, Linda, (2012), "Research and Indigenous peoples", 2nd Ed. Decolonizing methodologies, New York, Zed Books ,2012

Stone, Adam, "Striking the balance: How visible should campus security be?" Security Magazine, 2020, https://www.securitymagazine.com/articles/97783-striking-the-balance-how-visible-should-campus-security-be

Thayer, Brooke, "Expert Insight: How to take a more holistic campus safety approach", EAB, 2021, accessed online at: https://eab.com/insights/expert-insight/academic-affairs/holistic-campus-safety-approach/

YORK U

The Canadian Civil Liberties Association, "Toronto Neighbourhood Centres, Rethinking Community Safety: A Step Forward For Toronto," 2020, https://ccla.org/wpcontent/uploads/2021/07/Rethinking-Community-Safety-A-Step-Forward-For-Toronto-Full-Report-12.pdf

Toronto Police Service "Toronto Police Service Safety Data Portal Maps", *Toronto Police Service Public Safety Data Portal*, 2022, https://data.torontopolice.on.ca/pages/maps

Toronto Police Service, "Mental Crisis Intervention Team", 2022, https://www.tps.ca/organizational-chart/communities-neighbourhoods-command/field-services/community-partnerships-engagement-unit/mobile-crisis-intervention-team-mcit/

Toronto Police Services "Equity, Inclusion, & Human Rights: Spearheading best practices in community policing", Toronto Police Services website, 2017, https://www.tps.ca/organizational-chart/corporate-support-command/human-resources-command/equity-inclusion-human-rights/

Tuck, E. and Yang, K. W. "Decolonization is not a Metaphor", *Decolonization: Indigeneity, Education & Society*, 2012

United States Department of Justice "Improving law enforcement response to sexual assault and domestic violence by identifying and preventing gender bias", https://www.justice.gov/ovw/page/file/1509451/download

University of Guelph New Services "Successful first year for U of Guelph mental health pilot project: IMPACT program reducing need for police response or medical intervention", Guelph Mercury Tribune, Nov. 8 2022, https://www.therecord.com/local-guelph/news/2022/11/08/successful-first-year-for-u-of-guelph-mental-health-pilot-project.html

University of Toronto, "Presidential & Provostial Task Force on Student Mental Health – Final Report & Recommendations", 2019, https://www.provost.utoronto.ca/wp-content/uploads/sites/155/2020/01/Presidential-and-Provostial-Task-Force-Final-Report-and-Recommendations-Dec-2019.pdf

Vega, Manuala, "Breaking: Rye cancels special constables Program", In Campus News, 2020, https://theeyeopener.com/2020/06/breaking-rye-cancels-special-constables-program/

YORK U

Watson, Amy and Fulambarker, Anjali, "The Crisis Intervention Team Model of Police Response to Mental Health Crises: A Primer for Mental Health Practitioners", Med Central, 2013, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3769782/

Wortley, Scot and Laniyonu, Ayobami, "Use of force by the Toronto Police Service Final report", 2020, https://www.ohrc.on.ca/sites/default/files/Use%20of%20force%20by%20the%20Toronto%20Police%20Service%20Final%20report.pdf

Yeo, Stephen "The responsibility of universities for their student's personal safety", Southern Cross University Law Review, Vol 6, 2002, http://138.25.65.110/au/journals/SCULawRw/2002/3.pdf

York University Community Safety Department, "Safer Together Community Safety Department Strategic Plan", 2020, https://www.yorku.ca/safety/wp-content/uploads/sites/78/2020/08/Strategic-Plan.pdf

York University, "2020 Annual Employment Equity Statistical Report", Equity, Diversity, Inclusion Program Manager, VP Division, Equity, People & Culture, 2022, https://hr.info.yorku.ca/files/2021/08/2020-Annual-Employment-Equity-Statistical-Report.pdf?x70591

York University, "Anchor YorkU: An anchor institution & community benefits framework", https://procurement.info.yorku.ca/files/2020/01/Anchor-YorkU_Framework.pdf?x89825