




UNIVERSITY  
OF  
CALIFORNIA

# Principles, Policies and Practices: A toolkit to prepare for and manage major campus events or incidents

2024 update





**It is our collective responsibility to foster a safe and welcoming learning, living, and working environment while also promoting the principles of free expression and academic freedom. We take our obligation to uphold the First Amendment seriously, even when the viewpoints expressed are hateful or repugnant.**

UC PRESIDENT MICHAEL V. DRAKE, M.D., & THE 10 UC  
CHANCELLORS

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This toolkit was prepared by the Office of Graduate and Undergraduate Equity Affairs, Office of General Counsel and the Office of Systemwide Community Safety at the UC Office of the President in collaboration with the UC National Center for Free Speech and Civic Engagement. For more information, please contact [ucdiversity@ucop.edu](mailto:ucdiversity@ucop.edu).


# Introduction and Purpose of this Toolkit

UC campuses have a long legacy of serving as incubators for social movements. This includes the now famous Free Speech Movement which originated at UC Berkeley, and was the first mass act of civil disobedience on American college campuses in the 1960s. Most recently, in light of the war between Hamas and Israel (started October 7, 2023), campuses have experienced a notable surge in expressive activity, as students, faculty and various groups passionately voice their opinions and advocate for various causes through protests, rallies, teach-ins and other events. While these expressions of free speech are a testament to the vibrant diversity of perspectives within the university community, they have, in some instances, led to heightened tension and unrest. The nation at large is grappling with the complex issues surrounding free expression and how to address speech that causes harm and contravenes university values such as inclusivity and respect.

These challenges are unfolding in real-time across UC campuses, reflecting the broader societal discourse on the limits and implications of free speech, thereby highlighting the critical role universities play as laboratories for the exchange of ideas and the development of informed perspectives. Freedom of expression, including the expression of unpopular ideas, underpins the inquiry and exploration that enable colleges and universities to fulfill their mission to generate and transmit knowledge and to develop their students as critical thinkers. UC's mission states,

*The distinctive mission of the University is to serve society as a center of higher learning, providing long-term societal benefits through transmitting advanced knowledge, discovering new knowledge, and functioning as an active working repository of organized knowledge.*

This toolkit was originally created in 2018 following campus unrest resulting from outside speakers with divisive perspectives being invited to present on campus. The goal of the toolkit was to assist campus professionals in their creation and review of policies concerning major events, protests, disruption and the role of administrators and law enforcement during these events. While campuses continue to engage with these issues, during the past six years, the context has evolved and new challenges have also arisen. In order to better meet the current moment and its challenges, the University of California's Office of the President is updating the toolkit; this version includes updates in the areas



covered by the original toolkit, and future versions will address additional issues. This information will be particularly useful to staff and leadership in the offices of the Chancellor, Provost, Student Affairs, UC Police, communications and media relations, administration and operations, diversity and inclusion and campus counsel. Ideally, campus leaders will familiarize themselves with the toolkit and use it for planning and preparation.

Given that situations evolve and that many UC campuses systematically update and revise their campus policies, as well as create new programs and initiatives, please consider this toolkit to be an organic document.

This toolkit is organized into five sections:

[Principles and Values](#)

[Principles Governing Non-University Speech on University Property](#)

[Systemwide Policies and Guidelines](#)

[Considerations for Management of Campus Major Events and Related Issues](#)

[Emerging Practices](#)

# Principles and Values

**Framing question: Does the UC have an articulated philosophy on institutional values such as robust expression, inclusion and diversity?**

UC's principles and values regarding free speech, diversity, inclusion, and campus climate are stated both in official policy and in statements by systemwide and campus leadership.

UC's Principles of Community state,

The faculty, staff and retirees of UC make up a diverse, far-flung community and UC is committed to offering all its members a safe, supportive, responsive and equitable environment. Recognizing that our diversity contributes to the university's strength, UC rejects all forms of discrimination, commits to fostering an atmosphere of respect and empathy, pledges to defend the right to free speech and promises to promote transparency in community dealings. Every faculty and staff member is expected to behave in ways that support these principles and to do what he or she can to improve life at UC.

UC also has a stated policy on Speech and Advocacy (PACAOS 30) which reads:

The University is committed to assuring that all persons may exercise the constitutionally protected rights of free expression, speech, assembly and worship.

And,

It is the responsibility of the Chancellor to assure an ongoing opportunity for the expression of a variety of viewpoints.

The UC Board of Regents adopted a UC Diversity Statement in 2006 (see Regents Policy 4400) which states, in part, that the:

The State of California has a compelling interest in making sure that people from all backgrounds perceive that access to the University is possible for talented students, staff, and faculty from all groups...Diversity should also be integral to the University's achievement of excellence. Diversity can enhance the ability of the University to accomplish its academic mission. Diversity aims to broaden and deepen both the educational experience and the scholarly environment, as students and faculty learn to interact effectively with each other, preparing them to

participate in an increasingly complex and pluralistic society. Ideas, and practices based on those ideas, can be made richer by the process of being born and nurtured in a diverse community.

In 2016, in response to acts of intolerance on campuses, a Regents Working Group authored a statement of principles against intolerance that reflect the University's mission and guide University policy. Given the amount of vitriol and contempt in current discourse on campus, this quote from the [Principles Against Intolerance](#) is worthy of emphasis and discussion:

Regardless of whether one has a legal right to speak in a manner that reflects bias, stereotypes, prejudice and intolerance, each member of the University community is expected to consider his or her responsibilities as well as his or her rights. Intellectual and creative expression that is intended to shock has a place in our community. Nevertheless, mutual respect and civility within debate and dialogue advance the mission of the University, advance each of us as learners and teachers, and advance a democratic society.

In addition, both systemwide and campus leadership have issued public statements in support of safeguarding free speech while simultaneously ensuring a welcoming and safe campus climate. Most recently, on November 10, 2023, [UC's President Michael Drake and all ten campus chancellors issued a statement](#) on intolerance of campus bigotry highlighting that:

Some of the rhetoric we have seen and heard over the past month at campus protests, online, in student government meetings, and in classrooms has been shocking and abhorrent. Let us be clear: There is no place for hate, bigotry, or intimidation at the University of California. Period.

On January 24, 2023, [Davis Chancellor Gary S. May shared a letter and video message](#) with the Aggie community following incidents related to speakers invited to campus. In his video message, May explained,

As a public university, the connection between fostering a teaching and learning environment and allowing free speech is something we are obligated to uphold. We are obligated under the First Amendment, but we are also guided by our Principles of Community, which call for us to recognize that there are different perspectives and to commit ourselves to nonviolent exchange and the highest standards of

conduct and decency toward all.

With every generation comes further discourse about what freedom of expression looks or sounds or feels like. Members of our campus community and non-UC Davis affiliates may not agree about how to manage those who want to share philosophies and ideologies we don't agree with.

In December 2023, Berkeley School of Law dean Erwin Chemerinsky and UCI chancellor Howard Gillman [published an op-ed in the San Francisco Chronicle](#) which reiterates similar legal and communal principles.

In February 2024, the system issued the Anti-Discrimination Policy which reads:

The University of California (“University”) is committed to maintaining a community dedicated to the advancement, application and transmission of knowledge and creative endeavors through academic excellence, where all people who participate in University programs and activities can work and learn together in an atmosphere free of discrimination, harassment, and retaliation.

## **THE UC NATIONAL CENTER FOR FREE SPEECH AND CIVIC ENGAGEMENT**

As a response to challenges to the value of free expression on campuses nationally – and in keeping with UC's role as a catalyst of the free speech movement – then UC President Janet Napolitano founded the [UC National Center for Free Speech and Civic Engagement](#) (Center) in 2017. The Center's mission is to explore the intersection of expression, engagement and democratic learning and consider what can be done to restore trust in the value of free speech on college campuses and society at large. The Center does this through education, research, programming and dialogue – all aimed at assisting campus stakeholders who navigate challenging, complex issues on a daily basis.

UC President Drake was appointed chair of the Center in October 2020. [At that time he reiterated UC's commitment](#) to open discourse and the cherished tradition of free expression,

Open discourse remains essential to the mission of higher education and to a

thriving body politic. These are values the Center will continue to defend and advance. In this charged political climate, the cherished tradition of free expression is more critical than ever. The University of California's role is not only to protect free speech, but to guarantee it, even when many may find its expression objectionable.

With the explosion of campus protests, legislation aimed at controlling what can be taught in college classrooms and shout-downs of speakers, there is a demonstrated need for education and engagement about the First Amendment and expression. Through all this, the Center remains steadfast in its work to advocate for responsible and diverse free expression within the UC community and on the national stage. Through its national fellows program, the Center has compiled research, toolkits and other projects which can be [found here](#). Below are a few selected resources.

### **Selected Resources from the UC National Center for Free Speech and Civic Engagement**

- [“Transforming Moments of Conflict Through Embodied Leadership: A Guide for Student Affairs Professionals”](#) – by Fellow Nikita Gupta
- [“Lessons Learned: Preparing for and Responding to Polarizing Speakers on Campus”](#) – [SpeechMatters Podcast](#) Episode featuring Fellow Danny Shaha and UC student leader Radhika Gawde
- [“What Free Speech Boundaries Do We Want?”](#) – Curricular assignment by Fellow Spoma Jovanovic
- [“Social Media: The Real Campus Speech Zone”](#) – by Fellows Neal Hutchens and Brandi Hephner LaBanc
- [“It’s Not a Zero-Sum Game: Ways to promote both freedom of expression and inclusion”](#) – AAC&U Liberal Education Spring 2022, by Michelle Deutchman and Elisabeth Yap

## THE UC COMMUNITY SAFETY PLAN AND OFFICE OF SYSTEMWIDE COMMUNITY SAFETY

Though we may have had different perspectives, we all agree on one thing: We must put the UC community at the heart of our safety and security practices. People must be safe and feel safe.

-Michael V. Drake, M.D. President, University of California.

In August 2021, UC President Michael V. Drake, M.D., issued the [UC Community Safety Plan](#) to provide a systemwide framework for improving safety on UC campuses and ensuring that all members of the UC community feel welcome, respected, and protected from harm. Building on the work of prior UC safety initiatives, the Community Safety Plan broadly defines safety. It establishes mechanisms for empowering the UC community, developing a structure for continuous improvement, and ensuring that the University's safety policies and practices reflect the needs and values of our diverse community, including wellness, mental health, basic needs, and social services.

The plan began with a UC-wide effort to listen to faculty, staff, and students about what was working well and what wasn't. Two UC-wide symposia on policing and campus safety convened in early 2021 to hear diverse points of view and gather input. The first symposium on February 2, 2021, brought together campus leaders, faculty, students, staff, and national experts to discuss foundations and perspectives of campus safety. The second symposium on March 24, 2021, built upon key themes from the previous discussion and explored common ground. The plan also reflects feedback from campus safety task forces and includes emerging best practices. A draft plan was shared with students, staff, faculty and administrators for additional feedback during a 30-day comment period in June.

The plan has four overarching guidelines. Those are:

### ***Community and Service-Driven Safety***

Campus safety policies and practices must reflect the needs and values of our diverse community and be in service to them. This fundamental idea is reflected throughout the plan.

### ***A Holistic, Inclusive, and Tiered Response Model for Safety Services***

Safety will be defined in its broadest terms and include mental health, wellness, basic needs, bias/hate response, and other services. Multidisciplinary teams, available 24/7, will triage behavioral health crises, conduct wellness checks, and safely connect individuals to coordinated care, including health and social support resources.

### ***Transparency and Continuous Improvement Through Data***

Campuses will collect and publicly share uniform campus safety data on a [UC-wide dashboard](#) to empower the UC community and inform change.

### ***Accountability and Independent Oversight***

Police accountability boards on every campus will provide an independent complaint and investigation process to ensure that officers act consistently with rules, policies, and the law.

[The Office of Systemwide Community Safety](#) was established in July 2022 to ensure the plan's implementation. The office works with campuses to promote ongoing community engagement, implement a tiered response model, build consistent and transparent data processes, and establish and sustain independent, civilian campus police accountability bodies. The office frequently works with senior leadership, faculty, students, chiefs of police, campus and systemwide legal counsel, campus compliance officers, risk services, student health and wellness, student affairs, chief diversity officers, Title IX officers, human resources, and others across the University.

# Principles Governing Non-University Speech on University Property


## Framing question: What are the principles regarding speech by non-university speakers on university property?

The university's principles governing non-university speech (i.e., speech by non-university speakers) on university property are summarized here. This summary does not attempt to cover all aspects of free speech on campus. For example, this summary does not address classroom speech or employee speech. For specific legal questions, campus officials should contact their campus counsel.

- Constitutional protections of speech apply to UC and its property because UC is a public institution.
- From the [UC Policy on Speech and Advocacy](#): “The university is committed to assuring that all persons may exercise the constitutionally protected rights of free expression, speech, assembly and worship. It is the responsibility of the chancellor to assure an ongoing opportunity for the expression of a variety of viewpoints.”
  - Generally, “**free speech**” encompasses the right to speak and to listen, without prior restraint from the government (UC), and without limitation based on the speaker's viewpoint.
- Exceptions to First Amendment protection are very narrowly defined
  - **Threats**: “Serious expression of intent to commit an act of unlawful violence to a specific person or group of people.”
  - **Incitement to unlawful action**: advocacy of the use of force or violation of law, where such advocacy is directed to inciting or producing imminent lawless action, and is likely to incite or produce such action.
  - For the purposes of student discipline, UC policy defines **harassment** as “conduct that is so severe and/or pervasive, and objectively offensive, and that so substantially impairs a person's access to university programs or activities that the person is effectively denied equal access to the university's resources and opportunities” ([PACAOS 102.09](#)). Statements that cast a group of people in a negative light typically do not meet this standard, and are constitutionally protected.
  - The UC Anti-Discrimination Policy also provides a definition of **harassment**

as, “Unwelcome conduct based on an individual’s actual or perceived Protected Category ([See Section II.B.5](#)) that is sufficiently severe, persistent, or pervasive that it unreasonably interferes with, denies, or adversely limits an individual’s participation in or benefit from the education, employment, or other programs or activities of the University, and creates an environment that a reasonable person would find to be intimidating or offensive”.

- Though not immune from challenge and debate, very offensive and even hateful speech is typically protected speech.
  - There is no exception from the First Amendment on the basis of the hateful nature of a speaker’s statements. On its own, the fact that speech may cause emotional harm to others cannot provide the basis for UC to prohibit it.
- UC may respond to offensive speech with its own speech, encouraging responses from people who disagree, and by providing support for individuals and groups affected by it.
- Chancellors have a responsibility to provide procedures and criteria for the use of UC property by campus organizations and by non-university persons or organizations.
- In a space the campus makes generally open to the public for expression (“**public forum**”), it may impose only “**time, place and manner**” conditions. Examples include public outdoor plazas such as Sproul Plaza at UC Berkeley and Library Walk at UC San Diego. Conditions set by the campus must be:
  - **Content-neutral** - e.g., cannot regulate speech on the basis it relates to a particular topic such as climate change
  - **Viewpoint-neutral** - e.g. cannot regulate speech on the basis it takes a certain viewpoint on a particular topic such as ‘climate change is not happening’
  - Narrowly tailored to serve a significant UC interest (e.g., public safety, preventing interference with university operations), e.g. No amplified sound within 100 yards of classrooms between 8am and 5pm; and
  - Leave ample alternative channels open for expression.
- Campuses may limit campus facilities to use by certain categories of speakers, or set priorities for their use, with reasonable regulations that do not discriminate based on viewpoint (“**limited public forum**”).
  - Examples: rooms available only for classes or events hosted by faculty or students of a particular department; auditoriums available only by reservation and after approval based on certain viewpoint neutral conditions; auditoriums

- 
- available only for concerts, theatrical productions or ceremonies.
- Criteria for use of such spaces should be clearly stated in public-facing information. In this type of space, campuses may impose conditions that are reasonable in light of the purpose served by the forum, but any restrictions still must be viewpoint-neutral.
  - Campuses may charge event sponsors to cover UC costs arising from a speaking event, as long as charges are based on clearly defined criteria unrelated to the viewpoint of the speaker. In spaces designated as a “public forum,” these criteria should also be content-neutral and should be identified, in advance, in public-facing information and should guide billing for any given event.
    - Costs arising from anticipated protests in response to a speaker’s viewpoint may not be charged to a speaker or sponsor.
    - Security deposits may be required of a speaker or sponsoring group if they are based on criteria unrelated to the viewpoint of a speaker.
  - Campuses should consider every reasonable method for enabling expressive events to go forward.
  - Where significant public safety risks or other disruption of the campus can be mitigated by adjusting details like location or time, a campus may require such modifications.

# Systemwide Policies and Guidelines

## Framing question: What are the university policies and guidelines related to major incidents, events and overall campus climate?

UC's principles and values regarding free speech, diversity, public safety, protest management and campus climate have been articulated in several official policies and guiding documents created by systemwide and campus leadership.

The majority of the applicable policies are part of the collection of universitywide policies relating to all campus activities involving university students and employees in [Policies Applying to Campus Activities, Organizations and Students](#) (PACAOS). [The Robinson/Edley Report](#) continues to guide responses to protests and civil disobedience, while the [Community Safety Plan](#) establishes a structure for the University to achieve a more holistic approach to campus safety. This holistic approach includes a tiered response to calls for service, greater transparency with systemwide data dashboards, and accountability with independent police accountability boards and third-party accreditation.

This section provides a shared foundation of universitywide policies, guidelines and procedures, categorized into pertinent considerations related to campus events. The sections below are particularly useful to inform planning, implementation and follow-up.

### 1. FREE SPEECH AND ADVOCACY

- a. [Speech and Advocacy](#) (PACAOS 30.00) emphasizes the university's commitment to assuring that all persons may exercise the constitutionally protected rights of free expression, speech, assembly and worship.
- b. [Use of University Properties](#) (PACAOS 40.40) acknowledges the right of all persons to exercise their constitutionally protected rights and specifies that, in areas that are open to the public generally, such activities shall not interfere with the orderly operation of the campus and must be conducted in accordance with campus time, place and manner regulations.
- c. [Use of University Properties: Campus Regulations](#) (PACAOS 42.00): Chancellors shall develop campus implementation regulations that provide procedures and criteria for the use of university properties by student

- governments and Registered Campus Organizations.
- d. [Policy on Registered Campus Organizations: Use of University Properties](#) (PACAOS 70.50) states that any use of university properties and services by a Registered Campus Organization must conform to PACAOS Section 40.00 Policy on Use of University Properties and any applicable campus time, place and manner regulations.

### **Response to Protests on UC Campuses: The Robinson/Edley Report**

In addition to reviewing official university policies, campus officials should consult [The Response to Protests on UC Campuses](#), also known as the Robinson/Edley Report. Written in 2012 after physical conflict broke out between police and protesters during demonstrations at UC campuses, the recommendations presented in the report sought to “help the University improve its responses to protest situations, and minimize the possibility of discord, violence or use of force at future protests.” The recommendations continue to guide campus policy and practice in these areas. Of particular interest in the current era are the “Recommendations as Implemented” on pages 14–17 of the [Robinson Edley Report - 12 Month Implementation Report](#), which refined the original recommendations based on input from university stakeholders.

## **2. HARASSMENT AND DISCRIMINATION**

- a. Nondiscrimination Policies
- i. [Policy on Nondiscrimination](#) describes the university’s policy against legally impermissible, arbitrary or unreasonable discriminatory practices in admissions, access and treatment in university programs and activities.
  - ii. [Anti-Discrimination Policy](#) addresses the University’s responsibilities and procedures related to Discrimination, Harassment, and Retaliation, as defined in this Policy (together, “Prohibited Conduct”) in order to ensure equitable and inclusive education and employment environments. This Policy defines Prohibited Conduct and explains the administrative procedures the University uses to resolve reports of such conduct. The University will respond promptly and equitably to reports of Prohibited Conduct. This includes action to stop, prevent, correct, or discipline behavior that violates this Policy.

### 3. DIVERSITY, INCLUSION AND TOLERANCE

- a. [Principles Against Intolerance](#) (Regents Policy 4403)
  - i. Acts of hatred and other intolerant conduct, as well as acts of discrimination that demean difference, are antithetical to the values of the university and serve to undermine its purpose.
  - ii. University policy prohibits discrimination based on the factors listed in [UC's Nondiscrimination Statement](#).
  - iii. Stresses the importance of empowering each member of the university community to speak, be heard and be engaged based on the merits of their views and unburdened by historical biases, stereotypes and prejudices.
  - iv. Encourages each member of the community to consider his or her responsibilities and rights as they relate to mutual respect and civility within debate and dialogue.
  - v. Emphasizes that harassment, threats, assaults and vandalism of property that is targeted at individuals based on discrimination is prohibited by university policy.
  - vi. Encourages university leaders to implement the Principles Against Intolerance including, but not limited to, developing processes to respond promptly when intolerant and/or discriminatory acts occur.
- b. [Policy on University of California Diversity Statement](#) (Regents Policy 4400) emphasizes UC's commitment to support diversity and equal opportunity for all members of the UC community.
- c. [Guidelines for Enhancing Diversity at UC In the Context of Proposition 209](#) is a general overview of guidelines that apply to outreach enrollment, retention and hiring practices with regard to the diversity and inclusion of UC students, faculty and staff.

### 4. VIEWPOINT NEUTRALITY IN FUNDING DECISIONS

- a. In accordance with [University Neutrality on Religious and Political Matters](#) (PACAOS 41.10), the university must remain neutral on religious and political matters.
- b. [Policy on Compulsory Campus-Based Student Fees: Campus Procedures and Criteria to Assure Viewpoint Neutrality](#) (PACAOS 86.30) mandates that

campuses have the responsibility to ensure that campus entities that allocate compulsory student fees maintain procedures and criteria for funding decisions that are viewpoint-neutral.

## **5. COMPLIANCE WITH UC POLICIES, INCLUDING "TIME-PLACE-MANNER" REGULATIONS**

- a. [Use of University Properties](#) (PACAOS 40.20 and 40.30) states that all persons on university property are required to abide by university policies and campus regulations. Additionally, all use of university properties and services must conform to applicable campus time, place and manner regulations.
- b. [Speech and Advocacy](#) (PACAOS 30.30) states the time, place and manner of exercising constitutionally protected rights are subject to campus regulations that provide for non-interference with university functions and other conditions.
- c. [Use of University Properties: Denial of Requests for Use](#) (PACAOS 42.10) states that a request for use of university properties may be denied if the request is not in accordance with campus PACAOS implementation regulations.
- d. [Compulsory Campus-Based Student Fees](#) (PACAOS 86.34) states that compulsory campus-based fees may be reallocated to pay for speakers sponsored by Registered Campus Organizations.
- e. [Regulations Governing Conduct of Non-Affiliates in the Buildings and on the Grounds of the University of California](#) (100012) states that no non-affiliate shall remain on university property if directed to leave by campus officer or employee, upon reasonable determination that the non-affiliate is committing an act that is likely to interfere with the activities of the campus or facility.

## **6. CAMPUS SAFETY**

- a. [Universitywide Police Policies and Administrative Procedures](#), a manual issued by the UC Office of the President, is intended to maintain the high standards of the UC Police Department. Local policy and procedure manuals from each campus should also be consulted directly.
- b. [Universitywide Mutual Aid](#) (1301): Universitywide mutual aid is the temporary reassignment of personnel, equipment and/or other resources from one campus or laboratory to another campus or laboratory within the

University of California police system.

c. Disruptions

- i. [Policy on Student Conduct and Discipline](#) (PACAOS 102.13) emphasizes that no students shall obstruct or disrupt teaching, research, administration, disciplinary procedure or other university activities.
- ii. [Policy on Student Conduct and Discipline](#) (PACAOS 102.04) emphasizes that theft, destruction or damage to UC property by UC students can be cause for discipline.

d. Damage to property

- i. [Policy on Student Conduct and Discipline](#) (PACAOS 102.04) emphasizes that theft, destruction or damage to UC property by UC students can be cause for discipline.
- ii. [Regulations Governing Conduct of Non-Affiliates in the Buildings and on the Grounds of the University of California](#) (100013.M) state that no non-affiliate shall disturb plants and wildlife in any way, without authorization of a Designated University Official.

e. Masks and disguises:

- i. [Regulations Governing Conduct of Non-Affiliates in the Buildings and on the Grounds of the University of California](#) (100013.L) state that no non-affiliate shall wear a mask, personal disguise or otherwise conceal their identity with the intent of intimidation or for the purpose of evading identification.

f. Weapons

- i. [Policy on Student Conduct and Discipline](#) (PACAOS 102.19–102.20) states that there shall be no student possession, use, storage or manufacture of explosives, firebombs or explosive devices. Additionally, there shall be no possession, use or manufacture of a firearm or other weapon.
- ii. [Regulations Governing Conduct of Non-Affiliates in the Buildings and on the Grounds of the University of California](#) (100008 and 100015) indicate that no non-affiliate shall bring any explosive, flammable or hazardous materials onto university property. No non-affiliate shall carry or possess any Dangerous Weapon — see Section 100015 for the definition of “Dangerous Weapon.”

## 7. CONDUCT OR DISCIPLINARY ACTION

- a. [Use of University Properties: Violation of university policies or campus regulations](#) (PACAOS 40.20) states that individuals may be subject to possible legal penalties for violation of university policies or campus regulations. Students, faculty and staff may also be subject to disciplinary action in accordance with university policies and campus regulations.
- b. [Policy on Student Conduct and Discipline: Grounds for Discipline](#) (PACAOS 102.00) lists the types of violations by students for which Chancellors may impose discipline.
- c. [Policy on Registered Campus Organizations: Conduct and Discipline](#) (PACAOS 70.30) states that a Registered Campus Organization is required to comply with university policies and campus regulations or it will be subject to revocation of registration, loss of privileges or other sanctions.

## 8. NON-AFFILIATES

- a. [Regulations Governing Conduct of Non-Affiliates in the Buildings and on the Grounds of the University of California](#) is a collection of regulations addressing the conduct of persons who are not students, officers or employees of UC.

# Considerations for Management of Campus Major Events and Related Issues

**Framing question: What questions or issues should campuses consider when creating, revising and implementing universitywide policies and developing campus procedures and programs?**

In addition to the universitywide policies described in the “Systemwide Policies and Guidelines” section above and [Development and Review of UniversityWide Policies and Campus Implementing Regulations](#) (PACAOS 13:00), we have compiled the following set of questions that campus leadership should consider when developing, reviewing and updating campus-specific policies, practices and procedures related to the crucial components of major events. While there is no one size fits all approach for policymaking – each campus has its own personality and priorities – establishing clear, transparent procedures requires far more than writing them down. Successful policies require: a) regular review, ideally by a diverse group of stakeholders; b) intentional methods for dissemination and training and; c) most critically, consistent implementation.

A campus can have the most expertly crafted rules and regulations but, if they are not implemented with uniformity, they are rendered ineffective and the university’s credibility is compromised. This can be something as small as allowing one student group to use a loudspeaker and prohibiting another student group from doing the same. This can also come into play when deciding how and when to review and update policies. Campus expression issues making headlines may feel like the opportune time to create new policy or reevaluate existing policies. But it is worthwhile to check that instinct and make sure that policy revisions don’t only coincide with controversies, e.g. policy reviews take place every 12, 18 or 24 months.

*Policy Considerations:*

## 1. EXPRESSION IN SPACES OPEN TO THE PUBLIC

- a. Does the campus have “time, place and manner rules and regulations” to govern expression in public spaces? Do these rules contain any of the following provisions?

- i. Commitment to free expression and assembly
  - ii. Commitment to civility and respect toward all
  - iii. Rules on sound amplification, signage, masks
  - iv. Rules on posters, leaflets or chalking
  - v. Rules of conduct in campus buildings and properties
  - vi. Policies regarding overnight camping
  - vii. Violation of the rules or regulations
- b. If the campus does have “time, place and manner rules and regulations” in place, are those policies being implemented consistently?

## **2. USE OF UNIVERSITY PROPERTIES**

- a. Are the policies and regulations for venue requests or planned demonstrations clear, transparent and accessible?
- b. Is it easy for individuals and organizations to understand all the steps and costs required to obtain approval to use a venue for an event or a speaker?
- c. Are timelines for submitting and processing requests clear so the campus doesn’t get pushed to make last-minute determinations?
- d. Is there a designated contact person for questions that may arise in the process of reserving a space?
- e. Does the campus promptly respond to requests?
- f. Is there a process for documenting decisions and supporting rationales in writing?

## **3. VIEWPOINT NEUTRALITY**

- a. Are all UC policies related to a given event objective and viewpoint-neutral? Is this stated clearly, in writing?
- b. Does the campus have in place a policy of viewpoint neutrality on outside speakers who are sponsored by recognized departments, student organizations or campus departments?
- c. Do procedures for event reservations provide objective, viewpoint-neutral and clearly identified factors to guide a decision maker’s exercise of discretion?
- d. Is the policy consistently applied without regard to an event’s content or a particular speaker’s viewpoint?
- e. Are all applicable costs and fees, and their viewpoint-neutral bases, clearly stated?

- f. Are any requirements for a deposit, insurance or indemnification viewpoint neutral and clearly stated?
- g. Does the campus have in place a policy on the use of university facilities for events and activities sponsored by non-university persons/groups that is viewpoint-neutral?

#### **4. PUBLIC SAFETY AND PROTEST MANAGEMENT**

- a. Does the campus have policies for procedures that incorporate the recommendations of the Robinson/Edley report?
- b. Has the campus established a clear and viewpoint-neutral trigger (or series of triggers) for when a security assessment is required for event management?
- c. Do the relevant policies and procedures identify narrow, objective and definite factors to be considered in the security assessment (e.g., venue availability, anticipated crowd size, and number of expected police officers to secure the venue)?
- d. Has the campus established a clear process outlining who will monitor an event, who will be involved in assessing developments (including security assessments) and who will be responsible for making decisions about any campus intervention?
- e. Has the campus established a clear process for consulting with the Chancellor or a designate on the use of policing tactics, including use of force, removal of protestors, citation or arrest of protestors? (response continuum - do you have one, who is in charge of it?)
- f. Has the campus established a formal program or process to allow designated, trained observers to gain access to the protest site for purposes of observing, documenting and reporting the event?
- g. Has the campus established policies to require after-action reports for all protest events involving a police response, regardless of whether the response resulted in force, injury or civilian complaint?
- h. Does the campus have a process for debriefing after an event occurs and applying learnings for future events?
- i. Has the campus considered physical security implementations?
- j. Does the campus have staffing prepped/on-hand for the after-math?

#### **5. CONDUCT**

- a. Has the campus established a process for systematically examining whether disciplinary proceedings are warranted against protesters, after an event and is this process clearly documented and available for review?
- b. Has the campus established a process for reviewing disciplinary decisions over time, to ensure that such decisions are made with consistency and without regard to a protestor's viewpoint?

*Other (Non-Policy) Considerations:*

## **6. PLANNING AND PREPARATION**

- a. Does the campus have resources designed and disseminated that may aid campus community members in planning and preparation for a protest or major events?
- b. What is the goal or desired outcome of a protest or major event? How will success for organizers be measured?
- c. How will participants communicate with each other? How will protest or event organizers communicate with campus administrators identified to respond to and support protests and major events?
- d. Is there a designated point of contact for interactions with law enforcement during the event?
- e. Do participants know their legal rights and responsibilities?
- f. Does the campus have different policies for planned events than spontaneous events? If yes, are these regularly published/posted publicly?
- g. How does the campus become aware of the spontaneous gatherings?

## **7. COMMUNICATIONS REGARDING PROTESTS AND MAJOR EVENTS**

- a. Does the campus have a process for communicating with protest leaders, the campus community and members of the media?
- b. Have campus officials made every reasonable attempt to identify and contact members of the demonstration group — preferably one or more group leaders — in advance of the demonstration, to establish lines of communication? For leaderless groups, campus authorities should consider communicating broadly to the group as a whole (through social media and otherwise) until relationships form.
- c. Has the campus informed protestors, in advance of the event, of the

availability of alternative venues for communication of their concerns and proposals?

- d. Has a dialogue been established between administration officials and the demonstration group about protest objectives and applicable rules for campus protest?
- e. Has the campus established a communication mechanism for promptly informing the campus community at large about material developments in ongoing protests, for use when appropriate?
- f. Has the campus established a process and criteria for identifying the campus official(s) who will communicate with the demonstration group leaders?
- g. Has the campus established a designated campus spokesperson for media inquiries?
- h. Is the chain of communication/response widely known amongst campus personnel for spontaneous gatherings and activities?
- i. Do campus administrators have relationships and ongoing communication with student leaders so that they may know who the point of contact is even during spontaneous gatherings?

## **8. CONFLICT RESOLUTION/MEDIATION**

- a. What is the nature of the conflict?
- b. Is mediation appropriate for this conflict?
- c. What campus resources exist already to help mediate or assist in resolving issues likely to trigger protests or civil disobedience? (Examples: Ombuds, Restorative Justice Programs, etc)
- d. How inclusive are these resources and are cultural sensitivities considered?
- e. Are there campus partners who could and should be trained as mediators?
- f. Has the campus considered deploying these resources as an alternative to force, before and during a protest event?

## **9. CAMPUS CLIMATE**

- a. Does the campus have a set of Principles of Community that is disseminated regularly and is easily accessible?
- b. If feasible, has the campus made every effort to identify and contact members of any of the groups targeted or singled out by demonstrators, protestors or speakers to provide emotional support or resources?

- c. If applicable, has the campus offered services or support to individuals or groups who may feel harassed or harmed by demonstrations or protests?
- d. Is it feasible to undertake initiatives and actions that affirm UC's Principles of Community and provide peaceful discourse and/or mutual understanding?
- e. Are campus policies on the prevention of harassment and discrimination clear, easily accessible and regularly disseminated to the campus community?
- f. Does the campus have a method for campus community members to report bias or acts of intolerance that discriminate, exclude, harass or harm based on race, color, ethnicity, national origin, sex, gender identity or expression, sexual orientation, disability, age or religion?
- g. If applicable, does the campus have a procedure or process for responding to reported acts of bias or intolerance?
- h. If applicable, does the campus have the capacity and established procedures to provide support and resources when it is determined that an act does not qualify as a biased incident, but still had a harmful impact?

## **10.SOCIAL MEDIA**

- a. How does the campus leverage social media to spread messages to the campus community?
- b. When university departments or units utilize social media, are they clearly defining the purpose of the social media forum (i.e. this Facebook page is for information related to the Philosophy Department)?
- c. Does the campus offer guidance to community members about digital literacy and how to responsibly and respectfully engage with one another on social media?
- d. Do campuses have an understanding of how and when to respond when off-campus speech on social media negatively impacts campus climate?

# Emerging Practices

## Framing question: What practices do campuses employ to manage major campus events or incidents while maintaining an inclusive campus climate?

UC campuses have employed a variety of strategies and practices in response to recent events that caused unrest or negatively affected campus climate. These emergent practices build on continuing practices to further incorporate the philosophy and values of free expression, community, respect and inclusion. Campus leaders can use this understanding of what works — or might work — to complement long-standing campus programs and practices, such as cultural or affinity centers, protest management teams and conflict-resolution programs. Several examples of emerging practices are described below.

### FREEDOM OF SPEECH AND EXPRESSION

UC officials have offered training and other resources to educate the campus communities about the importance of free speech, promote better understanding of the First Amendment and convey the impact of hateful and harmful speech. Recent examples include:

- UCLA's Equity, Diversity and Inclusion office created a new primer, [“Free Speech on Campus: The Basics, The Myths, The Challenges”](#) released October 25, 2023. The primer educates on the basics of the First Amendment, specifically addresses common myths and discusses actions that UCLA can take to address campus climate. Alongside the resource, the webpage lists resources and other writings on the subject for students to further engage with.
- In advance of an event at UC Davis in Winter quarter 2023 where a registered student organization invited an outside-speaker who is a documented proponent of misinformation and hateful rhetoric, [UC Davis Chancellor Gary S. May released a video](#) (mentioned above) discussing the importance of freedom of expression to higher education environments and society. Additionally, the university hosted a town hall, [“UC Davis Campus Town Hall on Free Speech at Public Universities,”](#) featuring experts on free expression and co-moderated by a student leader so that community members could have their questions answered.
- UCI Chancellor Howard Gillman UC Irvine announced that the 2023-24 year

would be the [Year of Free Speech](#), a year featuring varied programming focused on expanding the community's knowledge around the concepts of free expression and academic freedom. This includes a one-unit, pass/no-pass asynchronous class designed by Chancellor Gillman and Michelle Deutchman, the executive director of the UC National Center for Free Speech and Civic Engagement titled, "Introduction to Free Speech and Academic Freedom." The course is open to all undergraduate students and staff have the option to audit it.

- The UC Office of the President organized two opportunities for administrators throughout the system to participate in the Department of Justice's "Event Marshall" Training. The Department of Justice defines "Event Marshals" as individuals designated to support a safe and successful event by being the primary point of contact with event participants. Over 200 administrators from throughout the system were trained in the expectations of an Event Marshal (as defined by DOJ), as well as the importance of the Marshal's role in maintaining public safety during an event.

## COMMUNITY BUILDING

Campuses have expanded their sponsorship of speaker series, community dialogues and visibility campaigns that promote diversity and inclusion and encourage healing or repairing relationships. Recent examples include:

- [The Confronting Extremism Program](#), which was launched in 2017 by UC Irvine's Office of Inclusive Excellence, initially grew out of the need to understand rising extremism in the nation while fortifying UC Irvine's resilience as a campus community. The initiative connects current campus efforts with new intentions and activities – emphasizing the merits of research, innovative teaching and engaged service to inform inquiry and knowledge bases, practices, and values clarification aligned to the University's mission in and beyond the 21st century. Nearly 50 programs have been funded to-date to advance knowledge and positive actions for inclusive excellence.
- The UC National Center for Free Speech and Civic Engagement's [Valuing Open and Inclusive Conversations and Engagement \(VOICE\) Initiative](#) provides up to \$5,000 in funding for UC students, staff and faculty who are interested in conducting research or coordinating programs and activities that further the exploration of the intersection of expression, engagement and democratic learning.

Since the program's inception in 2020, it has funded 83 total projects across all 10 UC campuses. Projects have ranged from speaker series to voter registration concerts to murals on campus.

- The UC San Diego Principles of Community are core values the university community aspires to uphold. Student organization leaders have a tremendous opportunity to help build and shape communities as places of belonging on campus. Communication skills are the building blocks for creating thriving and inclusive groups. Principal members of all student organizations at UC San Diego – sororities/fraternities, volunteer clubs, and other groups – are required to take the ["The Art of Inclusive Communication,"](#) a three-hour workshop developed in partnership with the San Diego National Conflict Resolution Center.
- At UC Davis, [the Office of Diversity, Equity and Inclusion](#), UC Davis Student Affairs and Office for Health Equity, Diversity and Inclusion facilitate the creation of Campus Healing and Processing Spaces after major events have occurred that have impacted the UC Davis community.
- UC Santa Barbara Vice Chancellor for Student Affairs Margaret Klawunn and Assistant Vice Chancellor and Dean of Student Life Katya Armistead [shared a message with students](#) in November 2023 sharing thoughts on bias, misconduct and free expression. The message included resources for students to report incidents and to gain education on these topics, and a strong statement reaffirming values to students – “We want to be unequivocal about one thing: you are all our students. You are our students not ‘despite’ your identities and experiences, but inclusive of them.”
- The [UC San Francisco Office of Restorative Justice](#) provides services to all members of the UCSF community, including hosting community, restorative or support circles utilizing restorative justice practices. “When relational harm is done, restorative justice practices bring together everyone affected by wrongdoing to explore unmet needs and uses a collaborative approach to make right relationship and restore the respect, dignity, and care of the individual that experienced the harm, back to the individual that perpetuated the harm, and back to the community.”

## PROTEST MANAGEMENT AND PUBLIC SAFETY

Along with revisiting the [Robinson/Edley Report](#), campuses worked with their communities on policing policies and practices, and have formed protest management



groups with clearly defined roles. Examples include:

- UC Riverside SAM program – The Student Affairs Monitor (SAM) program is designed to train staff on best practices related to freedom of speech and expression. This includes an overview of campus policies related to freedom of speech, how to work collaboratively with students engaged in protests and how best to communicate expectations of the protest with campus leadership. Once trained, staff serve on an on-call rotation each month to respond to campus protests and establish communication with student leads. We've seen students respond positively to this program as they appreciate having a resource that can support them throughout the activity.
- The Sensitive Issues Response Team (SIRT) at UC San Diego is responsible for monitoring sensitive and high profile activities at the university in an effort to mobilize appropriate resources to ensure the safety of students, staff, and faculty. The team is co-chaired by the Assistant Vice Chancellor of Student Affairs and the Director of Health Promotion and Services and is composed of members of the campus administration from Student Affairs, University Police, UCSD Health, Risk, and the Office of the Chancellor.

## Conclusion

This toolkit serves as a resource crafted for a specific moment in dynamic and complex times. Acknowledging the fluid nature of events, gatherings and protests and the evolving landscape of UC campuses, we recognize the need for ongoing updates and adaptations. The University of California's commitment to staying informed, responsive, and attuned to the diverse needs of our campus communities underscores our dedication to supporting meaningful and impactful collegiate experiences. Together, let us navigate these complicated times, remaining steadfast in our pursuit of justice, equity, and positive social change.

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<sup>1</sup> Pregnancy includes pregnancy, childbirth, and medical conditions related to pregnancy or childbirth