



Crisis Management Team Review

University of Calgary – Response to Protest Encampment

Final Report – November 4, 2024

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Executive Summary

Background

As part of an emerging trend across post-secondary institutions in Canada and the United States, a protest encampment was formed on the University of Calgary (“University” or “UCalgary”) campus on the morning of May 9, 2024 in response to the Israel / Hamas conflict. While the date and time of the encampment came as a surprise, the University was aware of the potential for an encampment and had conducted analysis and detailed planning prior to May 9. Following the pre-determined plan, including the decision to not permit protest encampments on campus, the Calgary Police Service were called to enforce a trespass notice, and the encampment was dismantled by the evening of May 9.

As part of the University’s established practice of conducting a review following major activations of the Crisis Management Team (“CMT”) a competitive RFP process was followed to source an independent third-party to conduct the review. MNP was selected and engaged to conduct the review.

Aim and Scope of Review

Review the activities and decision-making process of the CMT leading up to the events of May 9, during the day/evening of May 9, and the weeks that followed up to June 7, 2024 and provide feedback, advice and recommendations - to include both strengths/successes and opportunities for improvement. Out of scope for this review is an assessment or opinion related to the decisions made by the CMT – the focus was on the decision-making process.

Methodology

The University’s crisis management activities and decision-making process were reviewed using the principles and framework embedded in “ISO 22361 – Security and resilience – Crisis Management guideline”. Leveraging the six ISO Crisis Management Process areas, information gathering, review and analysis was conducted for three distinct timeframes:

- The period prior to the encampment forming: mid-April to May 8
- The day of the encampment: May 9
- The period following the dismantling of the encampment: May 10-June 7

Summary of Findings and Observations

Overview

The situation faced by the CMT was difficult and unprecedented with, among other complexities, highly emotive geopolitics, the need to balance the right to free speech and protest with the

requirement to ensure safety for all UCalgary community members and the continued operations of the institution, large and diverse stakeholder groups, and uncertainty throughout the day of May 9.

While opportunities for improvement have been identified, overall, this review found that CMT actions and the response process were comprehensive, leveraged existing crisis management structures, and aligned with crisis management leading practices.

In the face of a complex and challenging situation, the CMT decision making process was found to be measured, deliberate and informed. In making key decisions related to the approach and plan for an encampment, and the decision to not share or publicise the encampment response approach in advance, relevant factors and stakeholder impacts were considered.

Summary by Time Period

Overall, the University was well-prepared for the potential of an encampment as evidenced by:

- CMT's detailed, deliberate and advanced planning and preparation.
- Decisions, in particular the key decision to continue to allow protests on campus but not to allow encampments, and the plan to issue a trespass and call Calgary Police Service to enforce the trespass (if required) were deliberate, discussed, documented and agreed-upon by the full CMT and endorsed by ELT.
- Encampment response decisions and planning were based on an agreed-upon overarching goal – to ensure health and safety of the University community and ensure the continued operations of the institution.
- A detailed response plan was developed, Campus Security was trained on the crisis-specific procedures, and liaison with the Calgary Police Service was completed.

On May 9, the CMT executed its plan as documented and prioritised monitoring and assessing/reassessing throughout the day due to the uncertainty of the situation on the ground. CMT endeavoured to keep stakeholders updated, but due to the large number of groups involved, some gaps were identified related to stakeholder engagement and management on May 9 and in the period that followed.

In the days following May 9, the CMT continued the crisis response process, including maintaining situational awareness, assessment of consequences, communications with stakeholders and consideration of overarching objectives. This positioned the CMT to undertake continual evaluation and determine what additional actions were needed during this period. See **Appendix A – Timeline** for examples of actions taken.

Summary of Opportunities for Improvement and Recommendations

Two (2) main areas for improvement are identified and recommendations provided. Below is a summary of the recommendations with details and supporting observations found in the **Opportunities and Recommendations** section of the report.

Area 1 – Structure and process for stakeholder engagement

While there were noted strengths with communications and stakeholder engagement, gaps were also identified.

Recommendation 1: As part of advanced planning for an anticipated incident, and during response to incidents once they occur, the CMT should:

1. Develop a detailed crisis-specific stakeholder map to help identify all stakeholders (internal and external) and potential areas of concerns for each stakeholder group. Note: Detailed stakeholder management planning should be the responsibility of all CMT and not just the crisis communications lead.
2. Ensure each stakeholder group has a CMT appointed contact/liaison and a designated backup contact. Note: The contact/liaison does not have to be a CMT member and Senior Leadership Team (“SLT”) and other appropriate senior leaders can be used.

Recommendation 2: The University should continue work to enhance systems and processes to ensure awareness of who (specifically external groups and non-University community members) is on campus at any given time so communications and engagement can occur quickly and efficiently during a crisis.

Area 2 - Enhance crisis management training and awareness

Recommendation 3: Provide training and awareness to clarify (and potentially document) the roles of student leaders, specifically the Student Union and Graduate Student Association leaders, during a crisis. It is not recommended that student leaders be part of the University's standing CMT; however, increasing their awareness of the emergency management system at UCalgary and clarifying their role should occur.

Recommendation 4: Expand CMT training to include training and awareness for both the primary CMT members and the designated alternates and generally work to build depth in the CMT.

Introduction

Background

As part of an emerging trend across post-secondary institutions in Canada and the United States, a protest encampment was formed on the University of Calgary (“UCalgary” or “the University”) campus on May 9, 2024 in response to the Israel / Hamas conflict. The University of Calgary’s Crisis Management Team (“CMT”) is comprised of select executive leaders and senior-level subject matter experts. Their mandate is to manage the University’s strategic response to crises that impact the institution. The CMT makes key decisions, issues strategic direction and are provided operational support from the Incident Management Team (“IMT”), a team led by Campus Security and Emergency Management with representatives from functional areas across the University.

The CMT had been monitoring the conflict and its impacts on the University since October 2023 and beginning on April 17, 2024, with the formation of the first post-secondary encampments in North America, began preparing for the potential that one would form on their campus. UCalgary activated their CMT to conduct pre-planning and analysis and determine the institution’s response to an encampment if one were to form. By early May a detailed contingency response plan was developed based on the CMT’s decision that overnight protests would not be permitted on campus. Part of the planned approach was to contact the Calgary Police Service (“CPS”) to enforce any trespass notices, if required.

An encampment formed on the UCalgary campus early morning on May 9, a trespass notice was issued, CPS was called to enforce the trespass notice, and the encampment was dismantled by late evening of May 9.

As part of their overall framework for crisis management, UCalgary has an established practice of conducting an independent third-party review following any major activation of the CMT. To facilitate this independent review, a competitive RFP process was followed to source an external party. MNP was selected and engaged, and this report is the result of this initiative.

Aim & Scope

Aim

The aim of this report is to conduct an independent review to assess CMT actions and decision-making process related to the removal of the protest encampment. This report includes

recommendations, advice and feedback on the crisis management activities and the decision-making process and includes both strengths/successes and opportunities for improvement.

Scope

The scope of this review is the activities and decision-making process of the CMT. The in-scope timeframe of this report, per the RFP, is mid-April to June 7, 2024. Note that throughout this report, additional background information outside of this timeframe may be provided for context.

Out of scope

An assessment or opinion of the decisions made by the CMT is out of scope.

Approach & Methodology

Approach

The following activities were undertaken to gather the information required to complete the review and develop findings:

- Extensive documentation review, including University policies, plans and procedures, internal decision logs, meeting minutes, records of meetings, and notes from external stakeholders.
- Campus walkthrough of the location of the encampment and surrounding area.
- On-site review of UCalgary's CCTV footage from May 9.
- 20 x individual interviews with:
 - Executive Leadership Team ("ELT") members
 - CMT members
 - Senior-level University staff involved in the response
 - Student leaders from the Student Union ("SU") and Graduate Students' Association ("GSA")
 - External groups hosting events on the UCalgary campus on May 9 and 10

Methodology

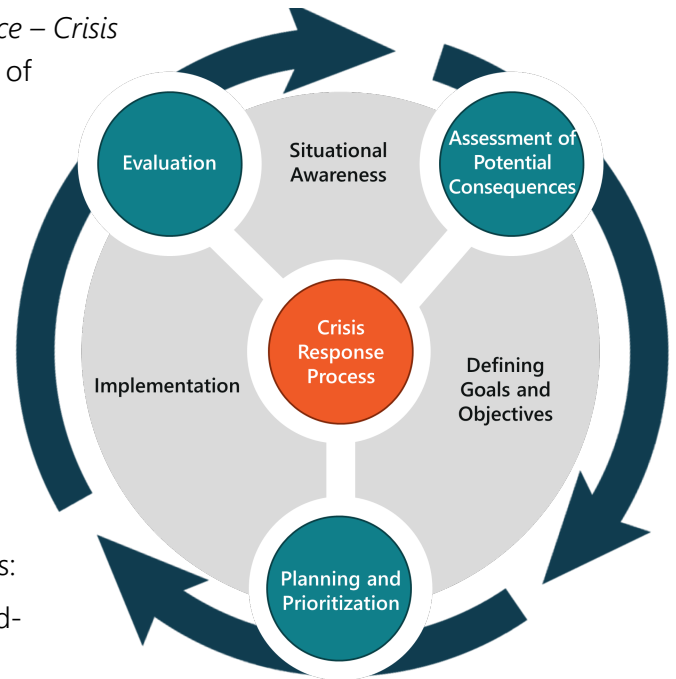
MNP has utilised the *ISO 22361 – Security and resilience – Crisis Management guideline* to determine and frame areas of focus for this review. This guideline incorporates best practices in crisis management from across multiple industries and was developed by the ISO, an independent, non-governmental international standard development organisation.

The ISO guideline, combined with our knowledge of leading practices in crisis management and experience reviewing crisis management response operations, forms the methodology for this review.

MNP has reviewed the CMT’s decision-making process during the following three distinct timeframes:

- The period prior to the encampment forming: mid-April to May 8
- The day of the encampment: May 9
- The period following the dismantling of the encampment: May 10-June 7

For this review, the activities and decision-making process of the CMT were reviewed and assessed to determine whether they were consistent with the following crisis response process elements and criteria:



Crisis Response Process	
Element	Assessment Criteria
Situational awareness	<ul style="list-style-type: none"> • Develop common situational awareness through monitoring of emerging risks. • Develop and execute a process for sharing information within the CMT and to other relevant stakeholders as deemed applicable. • Incorporate information and input from all CMT members and subject matter experts as needed.
Assessment of potential consequences	<ul style="list-style-type: none"> • Determine a method for the of assessment of consequences introduced by the potential crisis, including those related to: <ul style="list-style-type: none"> ○ People ○ Continuity of operations ○ Ethics ○ Environment

Crisis Response Process	
Element	Assessment Criteria
	<ul style="list-style-type: none"> ○ Liability ○ Reputation
Defining goals and objectives	<ul style="list-style-type: none"> • Define goals and objectives related to the crisis. • Consider goals and objectives (along with the assessment of potential consequences) to inform decision-making.
Planning and prioritisation	<ul style="list-style-type: none"> • Develop a situation-specific plan for responding to the crisis. • Assign specific activities to CMT members and others executing the operational level of response. • Ensure coordination and prioritisation of all activities amongst CMT members and those executing the operational level of response.
Implementation	<ul style="list-style-type: none"> • Ensure implementation of actions to support decisions and the overall response goals and objectives.
Evaluation	<ul style="list-style-type: none"> • Ensure there is a mechanism in place to evaluate feedback on implementation activities. • Maintain continual shared situational awareness. • Inform further assessment of consequences and decision-making.

Review of CMT Actions and Decision-making Process

Overview and Context

Leading practices state that while it is essential for an organisation to have a pre-established crisis management plan, each individual crisis has context and considerations that must be used to inform specific planning, decisions, and response actions.

As the CMT planned for a potential encampment, and responded once the encampment was established, they found themselves in an unprecedented situation based on the number of factors and complexities which included the following:

- Geopolitical: The complex and highly emotive geopolitics related to the conflict in the Israel/Gaza region and the impact it was having on the University community.
- Balance: The need to balance the right to free speech and the right to protest with the requirement to ensure safety for all UCalgary community members and the continued operations of the institution.
- Stakeholder Groups: More than most other crisis events, the situation involved a large and diverse group of stakeholders.
- Experience at other post-secondary institutions: Consideration of the impacts of encampments at peer universities indicated that an encampment had the potential to become a long-term situation with potential to negatively impact the safety of students and the wider University community and the continuity of campus operations.
- Uncertainty: While UCalgary anticipated and planned for the possibility of an encampment, there was no advance notice prior to May 9. Once the encampment was established and the UCalgary plan was activated, the CMT needed to quickly mobilise and undertake the continual evaluation and assessment of the situation. As they did so, there was a large degree of uncertainty throughout the day, particularly once the police operation began. There were many stakeholders that UCalgary needed to keep informed and updated, but also many unknowns on May 9, particularly once the police operation began.

This review found that the CMT considered the above-mentioned factors in their decision making, planning and response actions.

The report sections that follow outline key observations, strengths and opportunities for improvement for each element of the crisis response process within each distinct timeframe.

Prior to Encampment: mid-April to May 8, 2024

Summary

Overall, the University was well-prepared for the potential of an encampment. The CMT has well developed protocols and plans, and team members underwent annual training in early April 2024. The CMT identified the potential of an encampment in mid/late April and the early and deliberate planning that took place was a key strength.

Prior to the encampment forming, the CMT was focused on situational awareness, ongoing consequence assessment and planning. The CMT met early and frequently to ensure there was a shared understanding of the potential for an encampment and impacts it may have on the University. This early planning positioned the CMT to determine the desired approach and make deliberate and informed decisions.

Deciding on the desired approach was not taken lightly but, on balance, the CMT determined that to ensure health and safety of the UCalgary community, and ensure continuity of operations, encampments would not be permitted and if they did appear those involved would be issued with a trespass notice. This early advanced planning also allowed time for the development of detailed procedures to clarify the response steps to mitigate uncertainty should an encampment form.

Situational awareness

The CMT prioritised shared situational awareness as they prepared for a potential encampment. Beginning in October 2023, University leadership was actively monitoring the overall Israel/Hamas conflict and its impact on the campus environment.

As the possibility of an encampment became increasingly likely, the CMT began to meet regularly in mid-April to consider impacts to campus safety and operations. MNP observed that the CMT took the following actions to develop situational awareness:

- Monitoring impact of the conflict on students
- Social media monitoring to identify any plans for demonstrations on campus
- Discussions with peer universities

Please refer to **Appendix A – Timeline** for further information.

Input from all CMT members was heard as the University finalised its position related to encampments. The decision that overnight protests would not be permitted or sanctioned was made based in this shared situational awareness. All CMT members were included in the decision-making process and aligned with the decision.

The Executive Committee of the Board was notified in advance of the University's position and plan to respond to a potential encampment for their situational awareness. The CMT did discuss and assess whether this decision should be shared with the wider UCalgary community but based on their observations of the encampments at peer universities, and the fact that it was unknown if an encampment would appear, opted not to share information more widely at the time. While there

was disagreement within some members of the UCalgary community about this decision, it was made through careful deliberation and analysis. Further, it is reasonable, and even common practice, to at times restrict information to only those involved in planning for a potential crisis.

Assessment of consequences

MNP observed that the CMT carefully deliberated on the potential consequences of an encampment prior to its formation on campus, and the potential consequences of following through with the trespass notice and involving the police. Input on potential impacts and consequences from all CMT members was heard and considered, subject matter experts were consulted, and the experience at other universities was also considered.

The CMT's decision was based on an assessment of potential consequences/impacts, including:

- Campus safety – for students, staff, faculty, and visitors.
- Continuity of University operations.
- UCalgary's commitment to the right to protest and existing policies (i.e. Use of University Facilities for Non-Academic Purposes and Special Events).

While the decisions were difficult, decision making prior to the event was deliberate, well considered, informed, and based on assessment of the factors above.

Defining goals and objectives

As noted above, the goals of maintaining campus safety and continuity of operations were agreed to by all members of the CMT. The CMT's recommendation was formally documented and approved by the ELT. All CMT members were aligned on the objective related to the encampment response, including the decision to trespass protestors, and involving the police to enforce it. The University's stance and approach to encampments was clear, (although not widely communicated at this time): *"Members of our community are free to protest, but for safety and operational reasons, encampments are not permitted."*

Planning and prioritisation

Planning for the encampment response leveraged existing response procedures and structures and this was another noted strength. The CMT provided strategic direction, and the IMT provided operational support based on CMT direction.

Once the decision and approach to encampments was made, the following planning activities occurred in preparation:

- CMT reviewed and clarified existing policies and documented the University's position on encampments titled **2024-UC-003** (Temporary Structures).
- Leveraging the pre-defined procedure for issuing trespass orders on campus, the IMT developed an operational procedure tailored for encampments titled **2024-UC-002** (Encampment Contingency) and it was approved by CMT.
- Campus Security was trained on this procedure, which included direction to contact CPS if individuals did not dismantle tents and/or structures after being notified of the policy and

given a reasonable time period to do so.

- CPS was consulted and engaged on an ongoing basis throughout the planning.
- The IMT partially activated and began to coordinate with the Media, Issues and Outreach (“MIO”) team in the communications department on messaging around university policies and procedures, based on the overall direction from the CMT.

Day of Encampment – May 9

General

There was no advance warning or indications of an encampment prior to it forming at approximately 6:30am on May 9 and the day, overall, was characterised by a high degree of uncertainty. Specifically, the intentions of the protestors and details of the CPS tactical plan once they began enforcing the trespass notice. In the face of this uncertainty, the University effectively executed the pre-approved plan and CMT continued to follow its crisis response process – with a focus on the continuous assessment of consequences throughout the day as new information became available. The CMT met regularly. After police arrived and took over operations at the encampment site, CMT members remained on campus and in contact with CPS. Remaining engaged and following a sound response process helped ensure CMT was able to continue to make informed decisions and update their plan and actions as needed and was a strength during the response.

A significant challenge faced during crisis events that involve a high degree of uncertainty and many diverse stakeholder groups is information sharing and engagement with the different stakeholder groups. While the CMT made concerted efforts and shared information related to the encampment response, and engaged with different stakeholder groups throughout the day, it would have been more effective if stakeholder engagement was more structured (see **Opportunities for Improvement and Recommendations** section for details). Effective engagement with stakeholders on May 9 was especially important considering the overall context (see **Overview and Context** section earlier in this report) and the fact that the police presence came as a surprise to many on campus.

Situational awareness

On the day of the encampment, the following key actions took place:

- Regular meeting cadence established by the CMT to meet, share updates, make decisions, and provide direction to their supporting operational teams, including the IMT and the MIO.
- Ongoing information sharing with CPS once they arrived on campus.
- Both the MIO and Campus Security teams were observing activities in the encampment, monitoring social media, and in regular communication with their contacts at CPS throughout the day. This information was communicated to the CMT.

Additionally, the CMT shifted their approach to situational awareness and began to share information more widely within the campus community. Most notably, the CMT's Communications function drafted a real-time update on the encampment, which was delivered to the General Faculties Council ("GFC"). This update informed academic and student leaders of the University's position on the encampment and specific actions taken related to the trespass of protestors, as well as that the University had contacted CPS.

MNP acknowledges that the CMT has a crisis communications plan in place, supported by a process for drafting and efficiently deploying crisis-related messaging through a number of channels. However, it appears that the CMT did not have a full view of, or give consideration to, all groups and stakeholders (specifically external groups using UCalgary facilities). In addition, there did not appear to be a structured stakeholder engagement plan for key internal stakeholders, such as the SU and GSA (it was done ad hoc) and this impacted CMT's ability to share information with the different relevant parties.

Assessment of consequences and Defining goals and objectives

As the events of May 9 unfolded, the overarching goals of maintaining campus safety and continuity of operations and the decision to involve CPS were re-assessed and did not change. The CMT remained aligned on the University's position that tents, temporary structures, and overnight protests would not be allowed on campus. With these goals in mind, the CMT continued to follow a sound crisis response process, analyse new information and assess consequences. As needed, they made decisions based on the current operating environment, including:

- Lockdown procedures were implemented in the MacEwen Student Centre after-hours to prevent protestors from occupying buildings.
- An external power source near the encampment was turned off to prevent protestors from firmly establishing the camp.

Please refer to **Appendix A – Timeline** for further information.

Planning and prioritisation

The specific response plan was developed prior to the encampment and implemented on May 9.

Implementation

When the encampment formed at 6:30 AM on May 9, Campus Security quickly notified the IMT and CMT as per the procedure and both teams activated. Campus Security executed the Encampment Contingency procedure that had been developed and approved prior to May 9. This included notifying protestors that they could not set up temporary structures, issuing a trespass order, and when they did not comply engaging CPS, all of which is outlined in the procedure. The fact that the pre-approved plan was quickly activated and executed is a strength.

Concurrently, the CMT was working with members of the ELT and MIO team to update stakeholders. Specifically, the University did the following:

- The CMT's Communications function drafted the President's GFC remarks and a public

statement to inform the wider campus and community of the University's response to the encampment.

- Student leaders, the Board Chair and external stakeholders were all notified of the encampment and the University's response by their designated University contacts. It is acknowledged that these updates varied and did not contain much more detail beyond that the University would not permit the encampment and CPS had been called and would be enforcing the trespass notice.
- On May 9, CMT members identified groups on campus that were not included in formal stakeholder management planning and provided them with quick updates throughout the day. MNP observed that this was done in a somewhat ad hoc manner, and this is an area for improvement.

Evaluation

There appeared to be ongoing evaluation by the CMT, in coordination with CPS, to ensure situational awareness and determine if plans needed to be altered. Evaluation occurred throughout the day and is closely linked to the other elements of the crisis response process: as events unfolded, they were evaluated by the CMT and any new information or change in the operating environment was assessed to determine whether UCalgary's implementation activities needed to be modified. As noted, the CMT established a cadence to share information, and all CMT members were kept informed throughout the day. It was observed that, due to the uncertainty associated with the police operation, the CMT did not update all stakeholders on the same cadence, which caused confusion and, for some internal stakeholders, created the perception that the University's executive leadership team was not present or responsive to this event – which was not the case.

Following Encampment – May 10 to June 7

General

The CMT remained engaged and continued to effectively execute the crisis response process. Some community members and stakeholders were concerned and/or upset about the University's approach and response to the encampment - which the CMT had anticipated could be a consequence when they made the initial difficult decisions. This review found that the CMT efforts to engage with the various stakeholder groups after May 9 were from a place of "healing and moving forward" and not "damage control". It should be noted that the CMT also received positive feedback on their decisions and the actions taken on May 9.

CMT applied consistency and judgement with respect to following university policies relating to freedom of speech and protests. In the days immediately following the encampment removal, CMT allowed protests on campus that continued outside the University's stated timeframe for protests (8 AM to 10 PM daily). CMT's message to the University community was consistent - "you can protest but you can't camp."

The engagement of student leaders to provide input into convocation planning was a strength, as convocations were held without any notable disruptions, there were no threats or incidents impacting the safety of any attendee and student leaders felt part of the planning process.

Situational awareness

In the days following the encampment, UCalgary focused on sharing information with the wider University community, as evidenced by:

- Public statements drafted by the CMT's Communication group and posted on the website.
- Development of supporting materials for leaders on campus, including an email response guide to ensure all inquiries were acknowledged and the overall messaging was consistent.
- Distribution of a list of supports for students, staff and faculty.

Starting on May 11, the President, members of the ELT and other leaders within the University, including the Deputy Provost and Vice-Provost, Student Experience, met with the following stakeholders for the purpose of maintaining shared situational awareness and gather information to inform future decisions and actions:

- Student leaders from the SU, GSA, and student clubs
- Faculty
- Executive Committee of the Board
- Full Board of Governors
- The Senate and UCalgary Alumni Association
- Other stakeholder groups that were hosting events on campus May 9 and 10
- Student groups supporting the encampment demands

Communications included sharing key messages about the encampment response and answering stakeholder questions. It should be noted that some of the questions CMT received were related to the CPS response and included information that was not always verified. The CMT answered these questions with the information available to them at the time. Please refer to **Appendix A – Timeline** for further information.

Assessment of consequences

The CMT continued to meet regularly to assess consequences in the period following the encampment. The focus was on stakeholder engagement and the CMT adjusted plans and mobilised to engage with concerned stakeholders.

Defining goals and objectives

The overarching goals and objectives pertaining to safety and continuity of operations, as well as the University's stance on overnight protests, were re-evaluated by CMT and did not change in the days following May 9. The University did not intervene in protests after May 9 as the protests were alignment with university policies.

Planning and prioritisation

Based on the ongoing assessment of consequences, the CMT adjusted planning and prioritisation to focus on additional stakeholder engagement and implement some of the feedback they had received. As an example, the CMT incorporated feedback from stakeholders and worked to ensure student leaders were engaged in the planning leading up to convocation.

Implementation

The CMT recognised that communication, information sharing, and stakeholder engagement were the critical implementation activities required following May 9. The CMT issued communications to internal stakeholder groups (Senior Leadership Team, Academic Leaders, Managers) beginning on May 10 to provide updates, answer their questions about the encampment and help them respond to concerns from their contacts. While these communications were thorough and included key messages explaining the University's rationale, it was noted that they were not sufficient to meaningfully engage with all stakeholder groups. Overall, in the days following May 9, the CMT approach to stakeholder engagement seemed reactive, especially when compared to their pre-encampment planning efforts, which had been very deliberate.

Evaluation

Evaluation in the period after May 9 was closely linked with planning and implementation. Post-encampment, the CMT continued to evaluate the actions, understand friction points with different stakeholder groups and adjusted their planning and implementation efforts accordingly.

Opportunities for Improvement and Recommendations

Overall, there are two (2) main areas where opportunities for improvement have been identified and recommendations provided. Addressing these areas will help enhance the maturity of crisis management at UCalgary and assist the CMT when planning and responding to future complex crisis situations: The two areas are:

1. Structure and process for stakeholder engagement
2. Crisis management training and awareness

Area 1: Structure and process for stakeholder engagement

Observations

Stakeholder engagement for the encampment response was inherently difficult due to the complexity of the incident, speed with which the situation unfolded on May 9, and the large and diverse stakeholder groups involved. Stakeholder engagement for this type of complex crisis requires deliberate and detailed planning, and ongoing review throughout the response – and it is a responsibility shared by members of CMT, not only the crisis communications lead.

While the CMT was largely effective in updating and engaging with different stakeholder groups throughout the day on May 9, and in the weeks that followed, there were some gaps related to the identification and structured engagement with stakeholders. For example:

- Student leaders from the SU and GSA were provided with brief updates on May 9 by the CMT, but the University does not appear to have followed up with them for a more detailed meeting or briefing until the evening of May 11. This created challenges for these student leaders as they were receiving pressure and questions from their constituents.
- External stakeholders that were holding events on campus near the encampment site were not followed up with for weeks. This made it difficult for these parties to provide consistent and informed updates to their direct stakeholders, who were demanding answers on what had transpired on campus.
- While stakeholder mapping was completed to a degree, a full list of external stakeholders who may have been impacted by the events of May 9 was not developed (i.e. Calgary Jewish Federation, Muslim Council of Calgary etc.). This fact was recognised and mentioned by a member of CMT during the review and actions are underway to address the issue.
- At times CMT members themselves were not fully clear on who was the lead for engagement and liaison with the different stakeholder groups.

An additional observation that relates to communication and stakeholder engagement for the encampment response, and applies to any emergency incident on campus, is the University does not have a single system or method to identify all groups and organisations on campus at any given time - including external parties using campus facilities. This exacerbated the difficulties in stakeholder identification and engagement for this crisis as and could do so during future crises.

Recommendations

1. As part of advanced planning for an anticipated incident, and during response to incidents once they occur, the CMT should:
 - Develop a detailed crisis-specific stakeholder map to help identify and prioritise all stakeholders. The stakeholder map should include potential areas of concerns for each stakeholder group, key messages that would address these areas of concern, and the appropriate channel for communication (i.e. in person meeting, letter/e-mail, etc.)
 - Ensure each stakeholder group has a CMT appointed contact/liaison and a designated backup contact.
 - When updating stakeholder groups, designated contacts should take note of any specific questions and ensure follow up occurs in a timely manner.
 - Ensure the contact with stakeholders is tracked so there is a record of which stakeholders have been communicated with, as well as the time of the last update, by whom and when the next update will be.
 - Depending on the scope of the crisis the University should consider adding appropriate stakeholders that are external to the University to the crisis-specific stakeholder map. A designated Communications team member should be assigned to communicate with these external groups.

2. While the central booking system assists with identifying external groups or events being held on campus and can be leveraged to assist with emergency notification/engagement, the CMT acknowledged that challenges remain with respect to awareness of who is on campus at any given time. It is recommended that addressing this issue remain a priority as it critical to be able to quickly communicate with all affected parties in a crisis and may have made the University's efforts to inform and update visitors to campus more efficient on May 9.

Area 2: Enhance crisis management training and awareness

Key Observations

As the University did not have advanced notice of when the encampment would occur (or if it would occur), not all primary members of the CMT were available during the May 9 response. Alternates were brought in and quickly briefed on the situation before assuming their CMT role and all performed well; however, it was a challenging situation to place them in. Primary CMT

members attend regular training, but some alternates had not attended CMT training and/or had limited experience responding to this type of fast-onset crisis, though they did have experience responding to the COVID-19 pandemic.

There was also confusion from student leaders, specifically from the SU and GSA, related to the CMT. It was noted that they were unaware that a CMT existed and/or believed that they had been part of the CMT during COVID-19 planning. They were also unclear on their role during a crisis and how/if they fit into the emergency management system at the University.

Recommendations

The CMT should:

3. Provide training and awareness to clarify (and potentially document) the roles of student leaders, specifically the SU and GSA leaders, during a crisis. It is not recommended that student leaders be part of the University's standing CMT; however, increasing their awareness of the emergency management system at UCalgary and clarifying their role would be beneficial. Training and awareness could include an overview of what student leaders can expect during a crisis, with a specific focus on who their designated contacts are, when they can expect to be updated and how they can escalate student concerns.
4. Expand CMT regular training to include training and awareness for both the primary CMT members and the designated alternates.

Appendix A - Timeline

The timeline below provides an overview of the key actions that were undertaken during the in-scope timeframe included for this review. Note that all events listed below have been verified by MNP as part of the information gathering that was completed for this review.

Timeframe:	Prior to the encampment forming: October 2023 - May 8 2024
Date	Event
2023	
October 2023	The CMT began informal discussions about potential campus impacts that could occur as a result of the Israel / Hamas conflict.
November 2 2023	The Campus Security and Emergency Management team completed scenario planning related to observing potential protests and responding to protests (if required).
November 9 2023	UCalgary released a Leaders' Guide for the Israel-Hamas War with messages, response to common inquiries, media guidance and stakeholder advice.
2024	
April	CMT met regularly and considered planning for potential encampments in greater detail and determined the University's response.
April 17	The first encampment occurs at a North American post-secondary institution (Columbia University).
April 27	The first encampment at a Canadian post-secondary institution (McGill University).
April – May	CMT regularly engaged with U15 counterparts where encampments had formed to gather information, assess consequences of encampments and evaluate potential impacts to the University.
April – May	Social media monitoring occurs daily throughout April and early May.
April 29	CMT met, conducted further analysis and agreed that encampments/camping would not be allowed on campus. They formally recommended this to ELT and the recommendation was approved.

Timeframe:	Prior to the encampment forming: October 2023 - May 8 2024
Date	Event
April 29 – May 3	The CMT clarified existing policies and approved a detailed plan and supporting procedures for an encampment response.
May 2	The Emergency Management Department partially activated the Incident Management Team (IMT) to discuss pre-planning for demonstrations or encampments on UCalgary campuses.
May 3	CMT meeting held and developed a detailed sequence of events to take place if an encampment forms.
May 5	Social media information about possible encampment forming at UCalgary – note that an encampment did not form.
May 7	Letter received from pac@gmail.com at 5:19pm to Office of the President (cc other ELT members) with list of demands – but no clear identification of who the letter is from. Effort undertaken by CMT to determine the source/author of the letter and a response begins to be drafted, which included the President’s willingness to meet with the group once they are identified.

Timeframe	Day of the encampment: May 9
Date	Event
May 9 - 6:34am	Encampment forms, Campus Security Engages. Protestors arrive and begin setting up encampment. CMT directed Campus Security to implement procedures (including a trespass order for protestors). Encampment protestors were advised that they were unlawfully trespassing and instructed, by both the University and later by CPS, to voluntarily dismantle the encampment multiple times from approximately 6:30 AM – 10:30 PM.
May 9 - Approx 7:30 am	CPS presence arrives at the encampment.
May 9 - 8:00 am	Protesters become active on social media.
May 9 – 9:30 am and onward	CMT and ELT met multiple times throughout the day to assess the situation and remain informed.

Timeframe	Day of the encampment: May 9
Date	Event
May 9 - 11:30 am	CPS sets up command post at McMahon Stadium.
May 9 - 12:46 pm	CPS requests that Campus Security read the trespass order while being recorded.
May 9 - 2:55pm	CPS warns that makeshift weapons may be brought to encampment.
May 9 ~4:00pm	Meeting with CMT members and Campus Security with four CPS officers to ensure shared situational awareness.
May 9 ~5:00pm	CMT sets up at Campus Security office.
May 9 ~5:30pm	CPS advises that removal will occur on evening of May 9.
May 9 - 7:48pm	CPS arrives on campus (approximately 40 cars with flashing lights enter by Rosza centre loop).
May 9 - 8:30pm	Campus Security reads trespass order over a megaphone.
May 9 - 8:40pm – 10:30 pm	CPS repeatedly advises protestors that they are unlawfully trespassing.
May 9 ~9-10:00 pm	Campus Security advises ELT members that protestors may try to occupy buildings.
May 9 - 10:30pm	CPS begins to move into the encampment and removes a few of the tents.
May 9 ~10:30 - 11:00pm	A negotiation takes place between protestors, CPS officers, Campus Security and ELT members present.
May 9 - 11:08 pm	Counter protest arrives on campus close to encampment site but is stopped and turned away.
May 9 - 11:00 – 11:30 pm	Confrontation between remaining protestors and CPS resulting in five arrests and the formal dismantling of the encampment.
May 9	UCalgary released a public statement on the protest on the university website indicating that “members of the campus community are free to protest but are not free to camp.” This statement was issued prior to the dismantling of the encampment.
May 10 - 12:00 – 2:00	Clean up occurs once encampment is dismantled.

Timeframe	Following the dismantling of the encampment: May 10-June
Date	Event
May 10	President and VP of Services update the Board of Governors.
May 10	UCalgary released an updated public statement on the protest on the university website acknowledging the presence of the CPS in response to the University's request.
May 10	Student Union issues a statement on their website.
May 11	A protest occurs on campus and proceeds without incident. The IMT was aware of the protest and briefed the CMT.
May 12	Communications issued to academic leaders.
May 12	A protest occurs on campus and proceeds without incident. The IMT was aware of the protest and briefed the CMT.
May 13	Updates (including guidelines for engaging stakeholders) were provided to SLT and Managers.
May 13 – June 7 (and ongoing)	The Provost, Deputy Provost and Vice-Provost, Student Experience met with student leaders and student groups to discuss their concerns around the University's handling of the encampment, protestor demands, student safety and event planning.
May 14	President and VP of Services attended a Special Executive Committee meeting on May 14 to provide full briefing and respond to questions.
May 16	President and VP of Services met with the UCAA Board and Senate
May 21	A letter signed by 623 members of the UCalgary community (faculty, staff, students and alumni) is sent to the President and leadership team to express their concern and disappointment with UCalgary's response to the encampment.
May 22	UCalgary released a public statement on the protest on the university website acknowledging the letter from concerned UCalgary faculty, staff and students.
May 28	UCalgary released a public statement on the university website answering a question about its investment holdings and endowment funds.

Timeframe	Following the dismantling of the encampment: May 10-June
Date	Event
May 30	UCalgary released a public statement on the university website confirming the third-party review of the decision-making process related to the removal of the encampment.
May 29 – June 2	Spring Convocation ceremonies occur. Note that CMT led detailed planning process to ensure student leaders and representatives from student groups were engaged to assist with these efforts so the event could be held safely and without disruptions.
June 6	The President met with students from the Palestine Advocacy Club (PAC) UCalgary and the Muslim Students Association (MSA) to discuss the demands outlined in advance of the encampment.
June 11	UCalgary released an updated public statement on the protest on the university website indicating the CPS nor the University have received any reports of injuries from May 9.



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