



UNIVERSITY OF CALIFORNIA

James B. Milliken
President

February 4, 2026

Office of the President
1111 Franklin Street
Oakland, CA 94607

universityofcalifornia.edu

The Honorable John Laird
Chair, Joint Legislative Budget Committee
1020 N Street, Room 502
Sacramento, California 95814

Dear Senator Laird:

CAMPUSES

- Berkeley
- Davis
- Irvine
- UCLA
- Merced
- Riverside
- San Diego
- San Francisco
- Santa Barbara
- Santa Cruz

Pursuant to Section 66270.7(f) of the Education Code, enclosed is the University of California’s annual report to the Legislature on the *Equity in Higher Education*.

If you have any questions regarding this report, Associate Vice President Cain Diaz would be pleased to speak with you. Cain can be reached by telephone at (510) 987-9350, or by e-mail at Cain.Diaz@ucop.edu.

Sincerely,

James B. Milliken
President

MEDICAL CENTERS

- Davis
- Irvine
- UCLA
- San Diego
- San Francisco

Enclosure

NATIONAL LABORATORIES

- Lawrence Berkeley
- Lawrence Livermore
- Los Alamos

- cc: Senate Budget and Fiscal Review
- The Honorable Lena Gonzalez, Chair
- Senate Budget and Fiscal Review Subcommittee #1
- (Attn: Mr. Diego Lopez)
- (Attn: Mr. Kirk Feely)
- The Honorable David A. Alvarez, Chair
- Assembly Budget Subcommittee #3
- (Attn: Mr. Christian Griffith)
- (Attn: Mr. Tobias Wolken)
- Mr. Hans Hemann, Joint Legislative Budget Committee
- Ms. Jessica Holmes, Department of Finance
- Ms. Jessica Deitchman, Department of Finance
- Ms. Gabriela Chavez, Department of Finance
- Mr. Gabriel Petek, Legislative Analyst Office
- Ms. Jennifer Pacella, Legislative Analyst Office
- Ms. Florence Bouvet, Legislative Analyst’s Office
- Provost and Executive Vice President Katherine S. Newman

DIVISION OF AGRICULTURE AND NATURAL RESOURCES

Vice President and Vice Provost Yvette Gullatt
Associate Vice President Cynthia Davalos
Senior Vice President Meredith Turner
Executive Vice President and Chief Financial Officer Nathan Brostrom
Associate Vice President and Director Kathleen Fullerton
Associate Vice President Cain Diaz

UNIVERSITY OF CALIFORNIA
Equity in Higher Education Act Legislative Report
January 2026

Introduction

This report is submitted by the University of California (UC) in accordance with SB 1287, Chapter 892, Statutes of 2024, *Public postsecondary education: Equity in Higher Education Act: prohibition on violence, harassment, intimidation and discrimination*. The report provides an account of actions taken from January 2, 2025, to December 30, 2025.

Equity in Higher Education Act

Section 66270.7 of the Education Code states:

(a) As used in this section, “Hostile environment” means unwelcomed conduct based on a person’s actual or perceived race, color, ethnicity, national origin, religion, or disability status, that based on the totality of circumstances, is subjectively and objectively offensive, and is so severe or pervasive that it limits or denies a person’s ability to participate in or benefit from an institution’s education program or activity.

(b) The Trustees of the California State University and the Regents of the University of California have the primary responsibility to prevent and address conduct that either creates a hostile environment for students on campus, or results in differential treatment of students on campus based on a student’s actual or perceived race, color, ethnicity, national origin, religion, or disability status.

(c) The Trustees of the California State University shall do all of the following:

(1) Adopt rules and procedures in the student codes of conduct to provide all of the following elements:

(A) Prohibit violent, harassing, intimidating, or discriminatory conduct that creates a hostile environment on campus.

(B) Prohibit conduct that limits or denies a person’s ability to participate in or benefit from the free exchange of ideas or the educational mission of the California State University.

(C) Establish reasonable content-neutral time, place, and manner restrictions, and, if applicable, any advance permitting requirements for protests on campus.

(2) Adopt rules and procedures to take reasonable steps to respond to each incident described in subparagraphs (A) and (B) of paragraph (1) that creates a hostile environment on campus.

(3) Require each campus to publish on the campus's internet website the time, place, and manner restrictions, and any advance permitting requirements for protests on campus.

(4) Develop mandatory training programs to educate students on all of the following:

(A) What constitutes violent, harassing, intimidating, or discriminatory conduct that creates a hostile environment on campus, and the procedures for investigating violations of the student code of conduct.

(B) When and where protests and gatherings may be held, including the difference between public fora, limited public fora, nonpublic fora, and private property, consistent with the First Amendment to the United States Constitution and Section 2 of Article I of the California Constitution.

(C) How to exchange views in an atmosphere of mutual respect and civility.

(5) Require, as a condition of enrollment at a California State University campus, each student attending the campus to acknowledge the campus's student code of conduct.

(d) The Trustees of the California State University and each California State University campus shall ensure that any policy adopted or enforced pursuant to this section, as applicable, is consistent with the First Amendment to the United States Constitution, Section 2 of Article I of the California Constitution, and Title VI of the federal Civil Rights Act of 1964 (42 U.S.C. Sec. 2000d et seq.).

(e) (1) On or before January 2, 2025, and annually thereafter, the Trustees of the California State University shall submit a report to the Legislature on the implementation and administration of this section. This report shall include information on student code of conduct violations relating to incidents described in subparagraphs (A) and (B) of paragraph (1) of subdivision (c).

(2) A report submitted pursuant to paragraph (1) shall be submitted in compliance with Section 9795 of the Government Code.

(f) The University of California is requested to comply with this section.

(g) This section is intended to be interpreted consistent with the First Amendment to the United States Constitution and Section 2 of Article I of the California Constitution.

(h) The provisions of this section are severable. If any provision of this section or its application is held invalid, that invalidity shall not affect other provisions or applications that can be given effect without the invalid provision or application.

Student Code of Conduct Updates

Student Conduct Violations Reported Under SB 1287

SB 1287 requires the University of California to report student conduct violations involving conduct that either: 1) creates a hostile environment through violence, harassment, intimidation, or

discrimination, or 2) limits or denies a person's ability to participate in or benefit from the free exchange of ideas or the University's educational mission. To implement these requirements within UC's existing student conduct framework, the statutory categories were mapped to the University's systemwide Policy Applying to Campus Activities, Organizations and Students (PACAOS) provisions that most closely align with the behaviors described in the legislation. Campuses reported closed cases with a finding of responsibility for incidents occurring between July 1, 2024, and June 30, 2025.

PACAOS 102.13 — Obstruction or disruption of teaching, research, administration, disciplinary procedures, or other University activities

Conduct falling under Education Code Section 66270.7(c)(1)(B), which concerns behavior limiting participation in the educational mission or free exchange of ideas, was captured through PACAOS 102.13.

- In the reporting period, UC recorded 53 violations of 102.13.
- Examples of this conduct included alcohol or other drug use in a classroom setting, which disrupted instruction, and making threats to harm self or others in a classroom or campus facility, which required the interruption of academic or administrative activities for safety-related responses.

PACAOS 102.15 — Participation in a disturbance of the peace or unlawful assembly

Certain behaviors that disrupt University functions or expressive activity also fall within Education Code Section 66270.7(c)(1)(B). These actions were tracked under PACAOS 102.15.

- UC campuses reported 14 violations of 102.15.
- Illustrative cases included noise-related off-campus disruptions, such as gatherings or activities that generated sustained noise levels affecting nearby community members and limiting their ability to engage in routine academic or residential activities.

PACAOS 102.27 — Violation of the University of California Anti-Discrimination Policy

Education Code Section 66270.7(c)(1)(A) requires reporting conduct involving violence, harassment, intimidation, or discrimination that creates a hostile environment. UC mapped this category to PACAOS 102.27, which governs discriminatory conduct based on protected categories and applies the same "severe or pervasive" hostile environment standard referenced in the legislation.

- Across the system, campuses reported four violations of 102.27.
- Reported conduct included making repeated verbal remarks targeting another student based on race and engaging in conduct that created a hostile environment for others, including making race-based comments in shared campus spaces, involving discriminatory or harassing behavior based on protected categories covered under the UC Anti-Discrimination Policy.

Notification to Students and Attestation of the Student Code of Conduct

Per the Budget Act of 2024, the Office of the President continues the practice of having all 10 UC campuses send email messages to all students, faculty and staff on the rights and responsibilities of being a member of that campus. These messages include information on the student code of conduct, as well as staff and faculty codes and the consequences for those found to be in violation of these codes. These messages also include the University's policy on Anti-Discrimination and include information for reporting incidents of perceived harassment or discrimination and other forms of misconduct. Messages are intended to ensure that the University remains an inclusive space where all voices are heard and community members can engage in their educational, academic, research, and patient care pursuits. All 10 notifications are posted online at the UC Campus Climate website.¹

Per the requirements of SB 1287, in fall 2025 all 10 UC campuses sent electronic notifications to students requiring acknowledgement of the student code of conduct through an attestation form. All of these notifications included the campuses' student conduct policies, and many also included educational resources to avoid instances of misconduct and information explaining the conduct processes. Starting in fall 2026 and continuing thereafter, the campuses will send student conduct attestations only to those students who are new.

PACAOS 100 Policy Updates

In the summer of 2025, the Office of the President charged a systemwide workgroup on Student Conduct Policy and Procedures to establish a shared adjudication framework with core procedural standards and to create systemwide guidelines for student conduct sanctions. The workgroup also advised on a standardized framework for systemwide student conduct data collection and reporting that, along with other uses, helps inform this report. As result of the workgroup's efforts, in September 2025 the Office of the President issued interim systemwide policy updates to the Policies Applying to Campus Activities, Organizations and Students (PACAOS) 100.00 – Policy on Student Conduct and Discipline.

Anti-Discrimination and Anti-Harassment Policy Updates

The University is committed to fully upholding laws protecting civil rights as well as its own systemwide policies. In December 2025, interim policy revisions and new content were added to the systemwide Anti-Discrimination (A-D) policy. These interim policy updates comply with recently enacted state legislation, including among others, clarification that the A-D policy covers conduct targeting a combination of two or more protected categories (SB 1137). The A-D Policy has also been updated in response to federal agency guidance regarding what is necessary to comply with Title VI and Title VII of the Civil Rights Act of 1964. These changes include clarifications to the definition and scope of harassment that creates a hostile environment, procedures for holding registered campus organizations accountable, and timeframes for responding to reports and completing initial assessments.

¹ <https://diversity.universityofcalifornia.edu/actions/campus-climate/annual-campus-notifications.html>

Finally, new implementing frameworks for students, faculty, and staff/non-faculty academic personnel were developed with the goal of achieving parity, where appropriate and to the maximum extent possible, with existing adjudication frameworks under the systemwide interim Sexual Violence and Sexual Harassment Policy (SVSH Policy). These new A-D frameworks describe the University's processes for investigating and adjudicating alleged violations of the A-D Policy. They also work to advance shared goals of fostering a culture of safety, respect, and accountability; providing clarity, fairness, and timeliness in case resolutions; and improving consistency of prevention and response efforts across the UC system.

Mandatory Student Training

The University is pleased to share that it created the student training, *Discourse and Free Expression: Understanding Your Rights and Responsibilities at the University of California* to meet the mandatory training requirements of SB 1287. In partnership with the UC National Center for Free Speech and Civic Engagement and the UCLA Dialogue Across Difference Program, the *Discourse and Free Expression* course consists of three content modules: 1) Dialogue at UC: Learning and Engaging across Difference; 2) Free Expression at UC (including an overview of the First Amendment, hate speech and different types of fora) and 3) Understanding Discrimination and Harassment at UC (including examples of potential prohibited conduct, procedures for investigating reports under the systemwide A-D policy, and resources/reporting options). The course also refers students to campus time, place, and manner policies and several sections under PACAOS. Nine of the ten campuses utilized this training in fall 2025; of those, one campus supplemented the systemwide training with a campus-developed resource, while one campus created its own training model.

All UC undergraduate and graduate students received this training or the one developed by their campus. In subsequent years, the training will be provided to newly enrolled students. The University continues to look for new opportunities to promote constructive dialogue, civic engagement, and the rights and responsibilities of free expression in the coming years.

Campuses were instructed to supplement the core course with relevant local policies and resources. In practice, many campuses provided students with supplemental materials including campus-specific websites on free expression, time, place, and manner policies, reporting portals for discrimination and harassment, and practical guidance for navigating protest activity. Several campuses incorporated applied examples and scenario-based guidance to help students distinguish protected expression from conduct that may violate policy or create a hostile environment. Training resources were integrated into existing campus climate, student conduct, and civil rights websites to ensure students could access information beyond the training period. Although the core curriculum was systemwide, campuses exercised discretion in tailoring supplemental materials based on local context, campus culture, and community needs.

Time, Place, and Manner Directive and Procedures

The Budget Act of 2024 requires the UC to notify students, prior to the start of the fall term, of the policies, consequences, educational programs and resources outlined in the Budget Act of 2024. This includes information about campus specific time, place, and manner policies, as

well as potential consequences for those found in violation of policy or law. Currently, all 10 UC campuses have websites that list this information in detail, which can be easily navigated at the UC Campus Climate website.²

Additionally, the Office of the President issued new guidance in summer 2025 to provide clearer and more robust guidance and direction regarding the university policies and procedures that seek to protect both free expression and community safety. The guidance consisted of a synthesis of the many policies, regulations, and recommendations and directives regarding speech, advocacy, expressive activities, and community safety. Campuses were asked to submit to the Office of the President campus safety plans concerning planned and unplanned major events.

Conclusion

The University has begun to institutionalize the notification processes outlined in the Budget Act of 2024 and the components articulated in SB 1287. These additions help the University ensure consistency across the system and more importantly, sustain ongoing efforts to support a welcoming and inclusive campus climate community for all.

² <https://diversity.universityofcalifornia.edu/actions/campusclimate.html>