

# Title IX Training: An Integrated and Coordinated Approach San José State University

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The Institutional Response Group | Cozen O'Connor Gina Maisto Smith, Chair Leslie M. Gomez, Vice Chair

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- 5 Evidence Gathering
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# Framing the Conversation

We Don't Know What We Don't Know

Flip the Lens

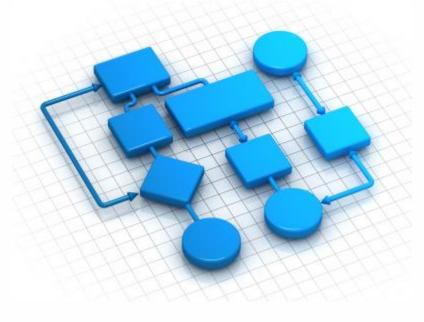
Embrace the Tension

Together We are Better than the Sum of our Parts





#### The Context



Regulatory Framework

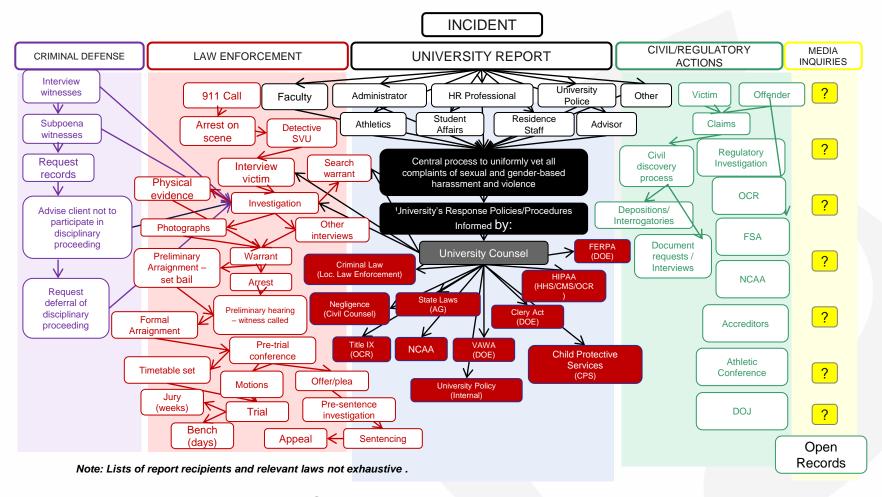
Dynamics of Trauma & Sexual and Gender-Based Harassment and Violence

Individual Culture, Climate, History, Resources, Policies, Procedures, Personnel and Values of the Institution





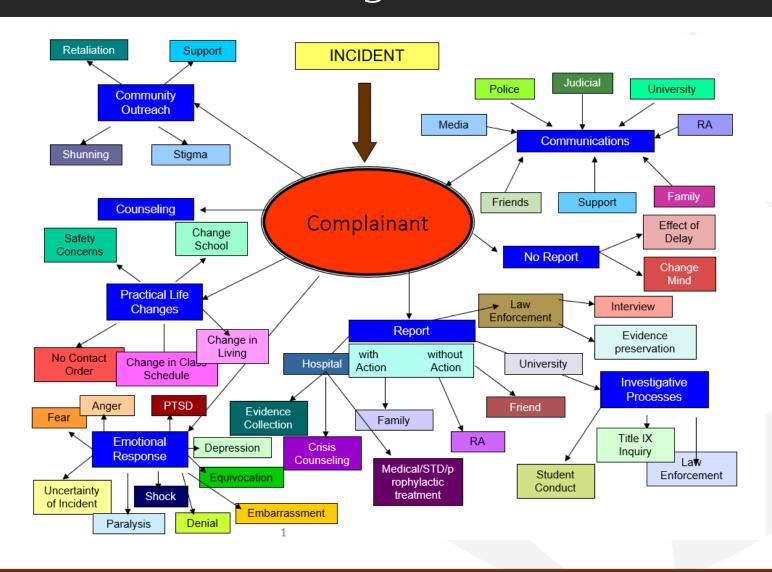
#### The Challenge of the Context







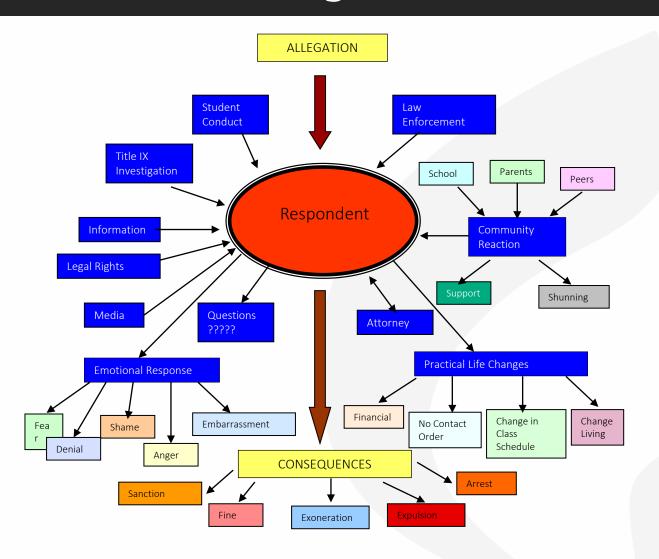
#### The Challenge of the Context







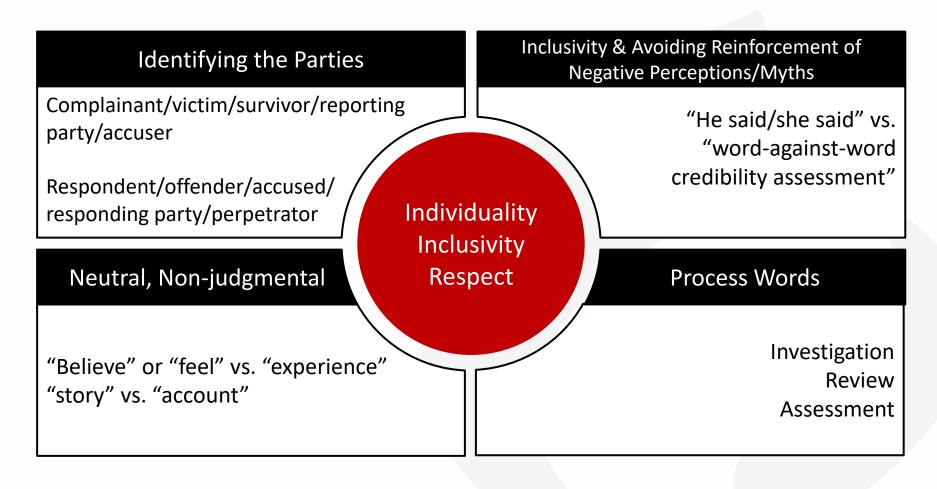
# The Challenge of the Context







#### Awareness of the Impact of Language







#### Federal Regulatory Framework

Title IX

Clery

VAWA

Title IX of the Education Amendments of 1972

Prohibits sex discrimination in educational institutions that receive federal funds

The Jeanne Clery Act (1990)

Requires reporting of crimes, timely warnings, education/prevention programs, and policies and procedures for sexual assault The Violence Against Women Reauthorization Act of 2013

Amends Clery to expand sexual assault requirements and include dating violence, domestic violence, and stalking; applies to all students and employees





## Implementation Rubric

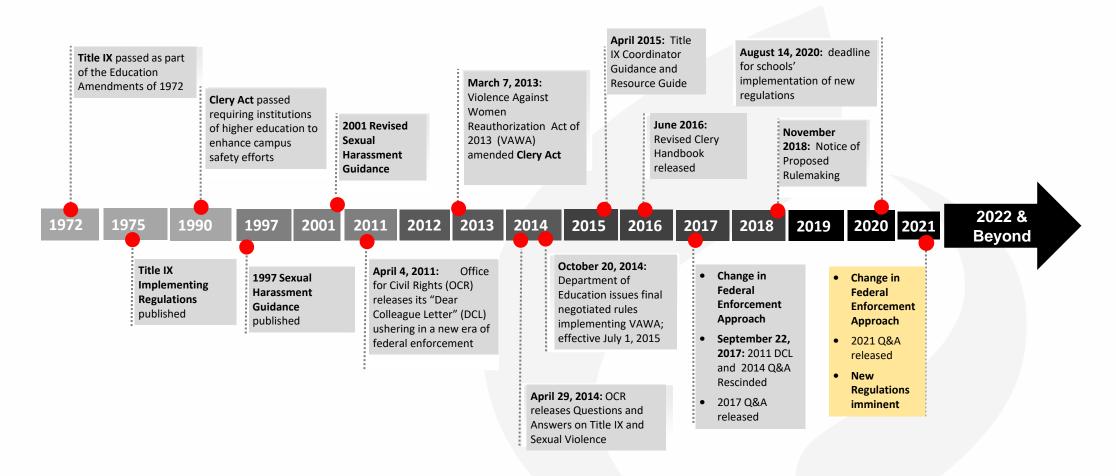


- Law
- Regulations
- Guidance
- Preamble and commentary
- OCR webinars, charts, blog
- Policy
- Higher education experience
- Institutional values





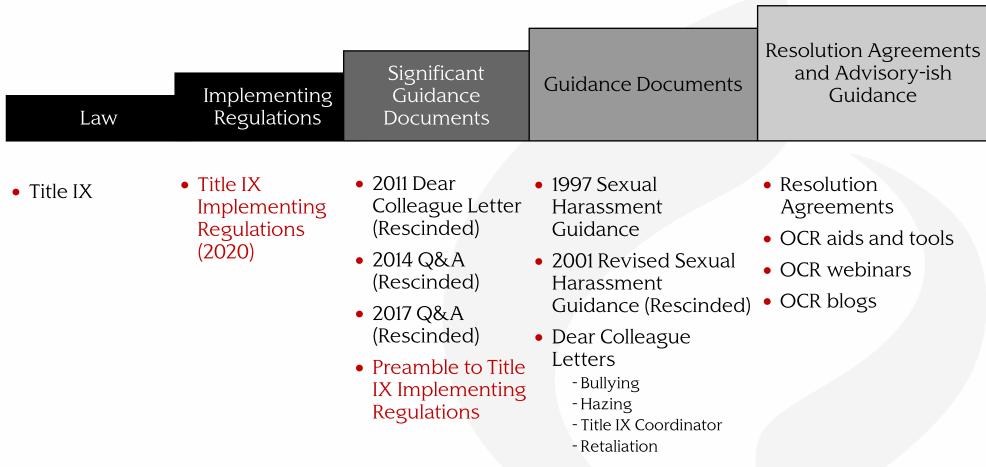
## Evolution of Federal Legislation and Guidance







#### The Hierarchy



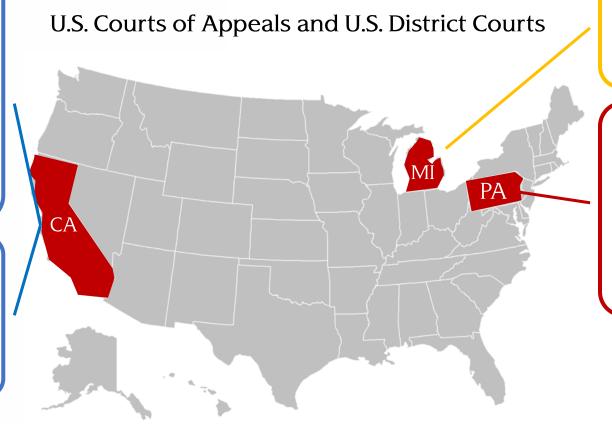




#### Recent Court Cases

When a student accused of sexual misconduct faces severe disciplinary sanctions, and the credibility of witnesses (whether the accusing student, other witnesses, or both) is central to the adjudication of the allegation, fundamental fairness requires, at a minimum, that the university provide a mechanism by which the accused may crossexamine those witnesses." Doe v. Allee, 242 Cal. Rptr. 3d 109, 136 (Cal. Ct. App. 2019)

In a DV case, the state court ruled, "...procedures were unfair because they denied Respondent a meaningful opportunity to cross-examine critical witnesses at an inperson hearing." Boermeester v Carry, No. B290675, 2020 WL 2764406 at \*I (Cal. Ct. App. May 28, 2020)



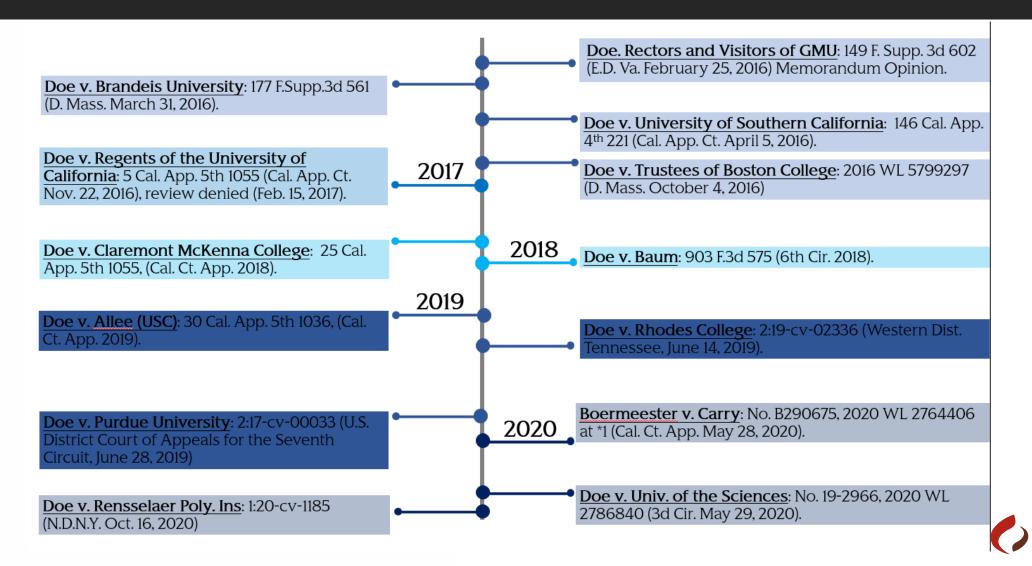
"If credibility is in dispute and material to the outcome, due process requires crossexamination." Doe v. Baum 903 F.3d 575, 585 (6th Cir. 2018)

"[N]otions of fairness in Pennsylvania law include providing the accused with a chance to test witness credibility through some form of cross-examination and a live, adversarial hearing during which he or she can put on a defense and challenge evidence against him or her." Doe v. Univ. of the Sciences, No. 19-2966, 2020 WL 2786840 at\*5 (3d Cir. May 29, 2020)



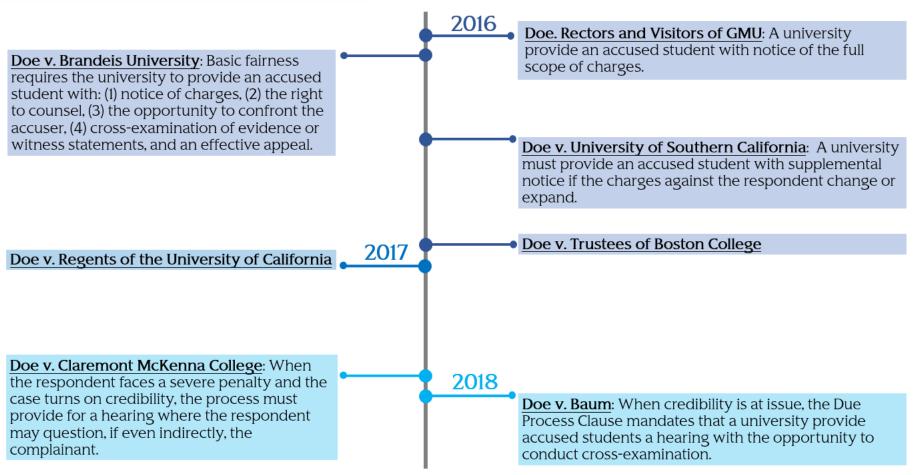


#### The Courts on Due Process and Fundamental Fairness





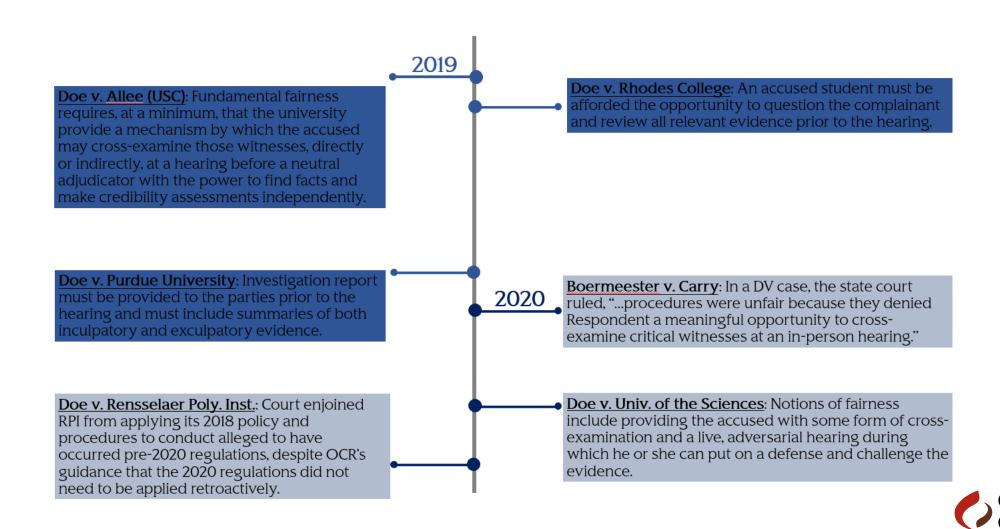
#### The Courts on Due Process and Fundamental Fairness







#### The Courts on Due Process and Fundamental Fairness





# THE CLERY ACT



#### The Clery Act (As Amended by VAWA)



- Governs a school's response to sexual assault, dating violence, domestic violence and stalking (and other crimes)
- Applies to Clery-defined crimes reported to campus security authorities that occur on Clery geography
- Requires procedural and educational components that do not fully align with Title IX requirements
- Requires reporting of crime statistics through
  - Daily crime log
  - Annual security report
- Includes a duty to warn/timely warnings



#### VAWA: Prompt, Fair, and Impartial Investigation & Resolution

- Prompt, fair, and impartial process from the initial investigation to the final result
- Conducted in a manner consistent with the institution's policies and transparent to the accuser and accused
- The accuser and the accused have equal opportunities to have others present, including an advisor of their choice
- The accuser and accused are given timely notice of meetings at which one or the other or both may be present
- The accuser, the accused, and appropriate officials are given timely and equal access to information that will be used during informal and formal disciplinary meetings and hearings



#### VAWA: Prompt, Fair, and Impartial Investigation & Resolution

- Officials are appropriately trained and do not have a conflict of interest or bias for or against the accuser or the accused
- The proceeding is completed in a reasonably prompt timeframe
- Explicit provision noting that institutions may extend their reasonably prompt deadlines for good cause with written notice to the accused and accuser of the delay and the reason for the delay
- The accuser and the accused receive simultaneous notification, in writing, of the result of the proceeding, the rationale, sanctions, any available appeal procedures, any change to the results that occurs prior to final resolution and when results become final











- 2033 page document issued by the U.S. Department of Education, Office for Civil Rights (OCR) on May 6, 2020
- Includes significant resource materials: a preamble, executive summary, overview of public comments, discussion of directed questions, regulatory impact analysis and other content
- Final regulations are located at page 2008-2033
- Official version (2082 pages) were released May 19, 2020
- Regulations implemented as of August 14, 2020





# Regulations Formally Incorporate Sexual Harassment as a Form of Sex Discrimination



- Tile IX obligations related to sexual harassment as a form of sex discrimination had not been formally addressed in the regulations
- "These final regulations impose, for the first time, legally binding rules on recipients with respect to responding to sexual harassment."





Regulations: "Legally Binding Obligations"

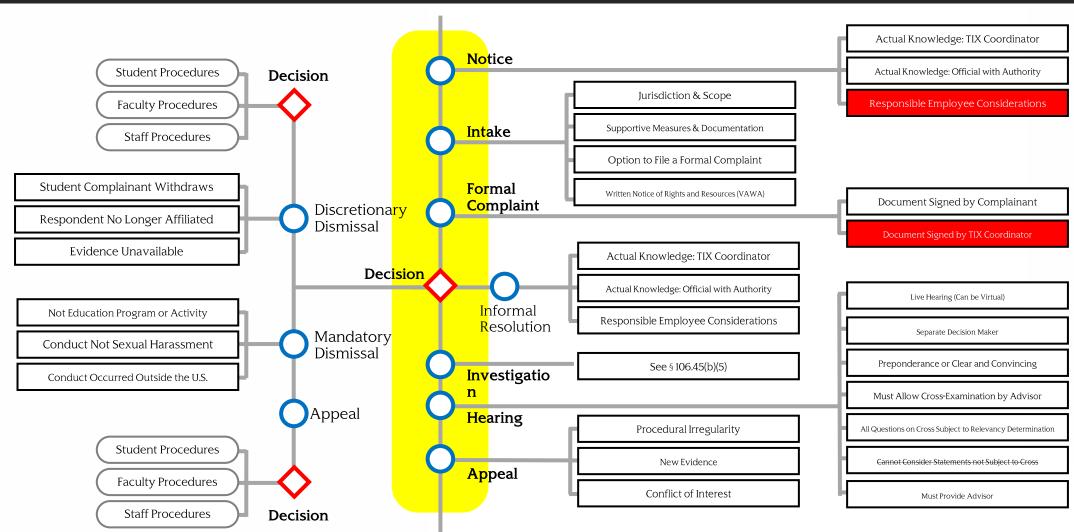


"Because these final regulations represent the Department's interpretation of a recipient's legally binding obligations, rather than best practices, recommendations, or guidance, these final regulations focus on precise legal compliance requirements governing recipients."





#### Key Provisions: New Title IX Regulations



Key Provisions of Title IX Regulations May 19, 2020



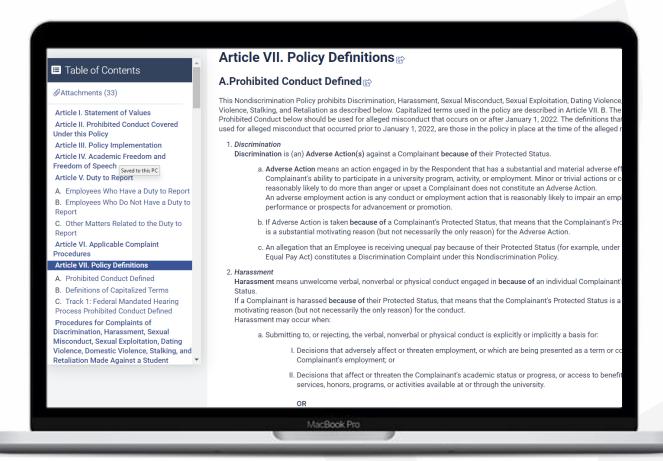
# CSU NONDISCRIMINATION POLICY: PROHIBITED CONDUCT DEFINED





#### **CSU NONDISCRIMINATION POLICY**

#### **Prohibited Conduct Defined**







# **CSU NONDISCRIMINATION POLICY**

#### **Prohibited Conducts**

Discrimination

Harassment

3 Sexual Misconduct

Sexual Harassment

Sexual Exploitation

Dating Violence, Domestic Violence

Stalking

Prohibited Consensual Relationships

**O** Retaliation

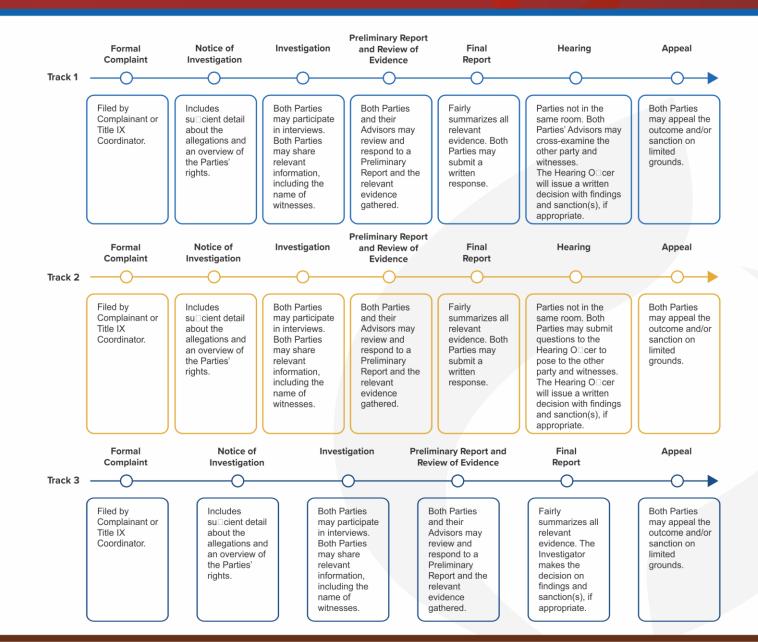




# CSU NONDISCRIMINATION POLICY: THE THREE-TRACK SYSTEM











The definition of education program or activity Track 1



Education Program or Activity includes all the operations of the CSU as well as locations, events, or circumstances over which the CSU exercised substantial control over the Respondent (Student, Employee, or Third Party) and the context in which the Sexual Harassment occurs. Education Program or Activity also includes any building owned or controlled by the CSU or a student organization that is officially recognized by the CSU.







Track 1 applies when the alleged conduct:

- Meets the definition of Sexual Harassment as defined in Article VII.C of the Nondiscrimination Policy; and
- · Occurred in the United States; and
- Occurred in an education program or activity at the university, as defined in Track 1

**Note:** Articles IV through XI are not applicable to complaints under Track 1. Please reference the above link for the applicable Track 1 Procedures.

Track 2
Track 3







Track 2 applies when the alleged conduct:

- The Complaint is against a Student; and
- The Complaint is one of Sexual Misconduct, Dating Violence, or Domestic Violence; and
- The credibility of one (or both) of the Complainant and the Respondent ("the Parties"), or any witness is central to the determination as to whether the Student violated the Nondiscrimination Policy; and
- The Student is facing a severe disciplinary sanction (expulsion or suspension) if found to be in violation of the Nondiscrimination Policy.







Track 1

Track 2

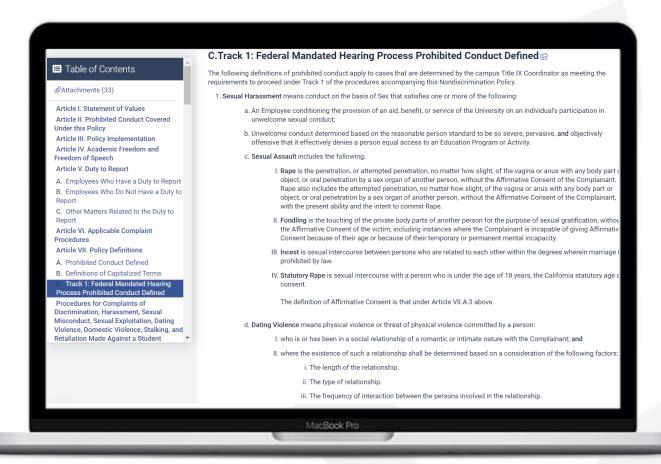
# Track 3 applies when the alleged conduct:

- Prior to a Notice of Investigation being sent to the Complainant and the Respondent, the Title IX Coordinator/DHR Administrator will determine which Track applies.
- Under Track 1 or 2, the campus will conduct an investigation, and the Complaint will proceed to a hearing unless otherwise resolved. An Investigator will first interview the Complainant, the Respondent, and any witnesses, and gather any documentary evidence. The hearing will occur once an investigation has finished. During the hearing, a hearing officer listens to the witnesses, including the Complainant and the Respondent, and analyzes the evidence, before deciding whether or not the Respondent violated the Nondiscrimination Policy.
- Under Track 3, an Investigator interviews the Complainant, the Respondent, and any witnesses, gathers any documentary evidence, analyzes the evidence, and decides whether or not the Respondent violated the Nondiscrimination Policy. There is no hearing in Track 3 cases.





#### The Definitions of Prohibited Conduct for Track 1







#### THE THREE-TRACK SYSTEM

### Narrow Application Under the New Title IX Regulations (Track 1)

The Nondiscrimination Policy: Track 1

The New Title IX Regulations

Sexual Harassment Definition Narrowed

In the Domestic Education Program or Activity

Who May File - Definition of Complainant Narrowed

- 1) The new regulations narrow the definition of Sexual Harassment and require SJSU to dismiss when the alleged conduct does not meet the new definitions.
- 2) The new regulations require SJSU to dismiss a Formal Complaint when the conduct did not occur within in an education program or activity in the United States.
- 3) The new regulations require SJSU to dismiss if the Complainant is not participating in or attempting to participate in the education program or activity at the time the Formal Complaint is filed.





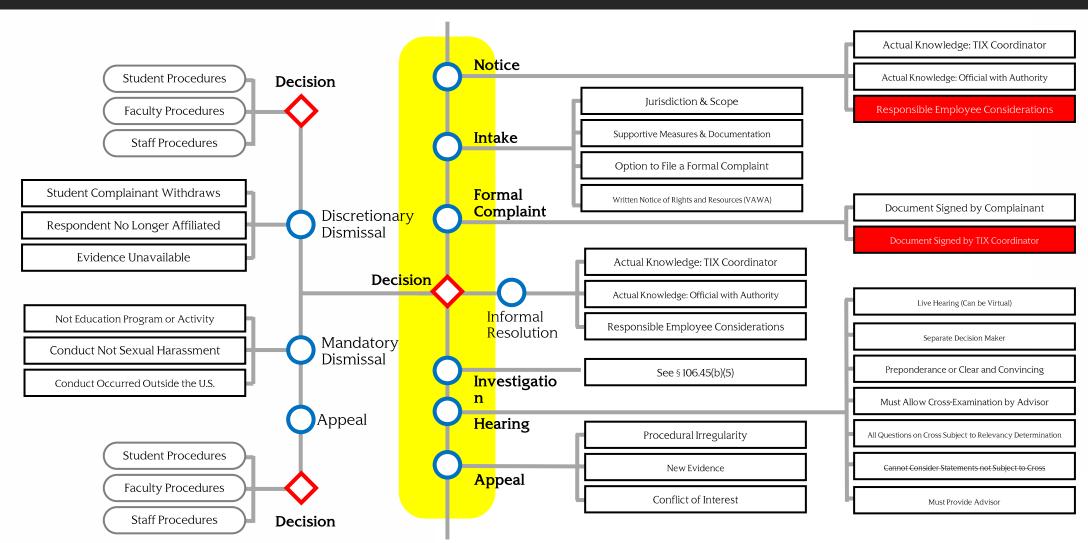
# INVESTIGATIONS UNDER THE CSU NONDISCRIMINATION POLICY (Applies To All 3 Tracks)





#### INVESTIGATIONS UNDER THE CSU POLICY

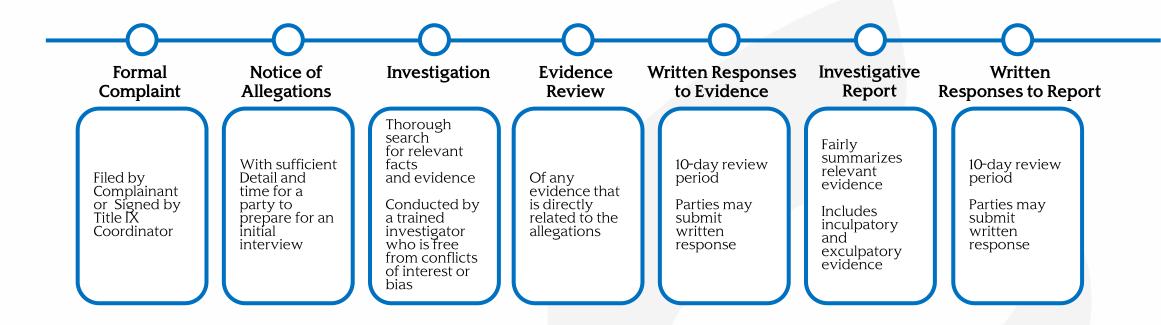
#### Key Provisions: New Title IX Regulations





#### INVESTIGATIONS UNDER THE CSU POLICY

#### Investigation Requirements







# CAMPUS LEVEL IMPLEMENTATION





Improvements to Title IX Trainings and Educational Programs

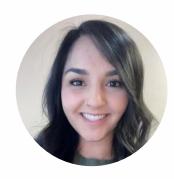


Fall 2021	Fall 2022
6 live trainings	42 live trainings
0 tabling events	5 tabling events





#### Fully Staffed Title IX Office



**Karina Hernandez**Title IX Analyst



Wendi Liss
Interim Deputy
Title IX
Coordinator



Peter Lim
Interim Title IX
& Gender Equity
Officer
Interim Deputy
Title IX
Coordinator



Andrew
Nguyen
Interim Title IX
Project Manager



Mary Keating
Title IX
Investigator

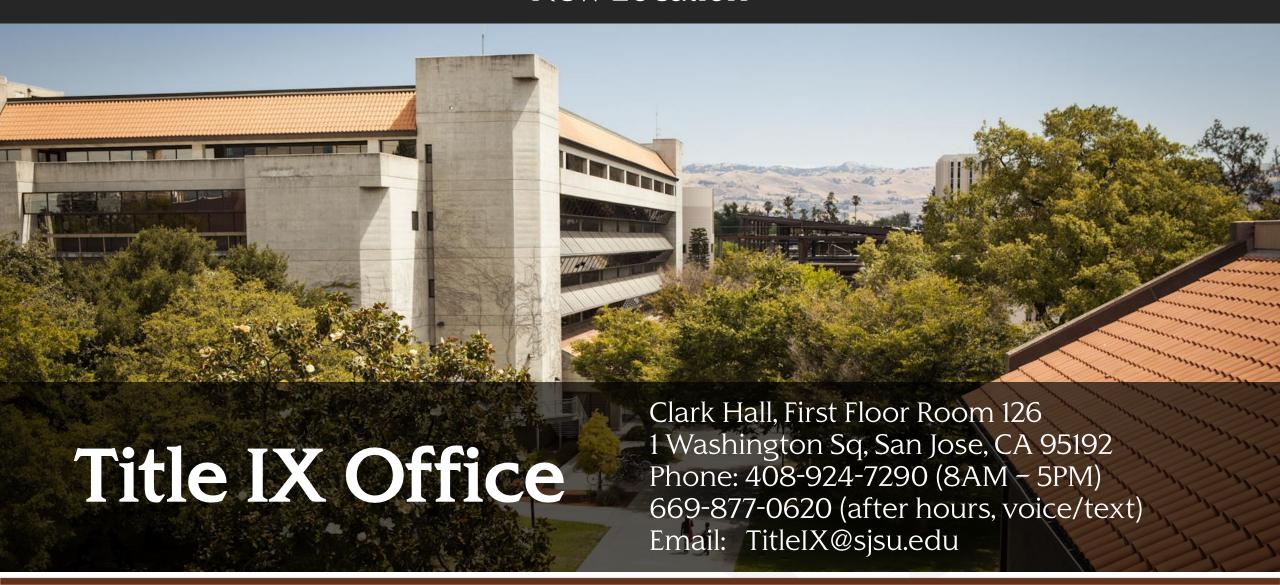


Arielle Egan
Title IX
Investigator



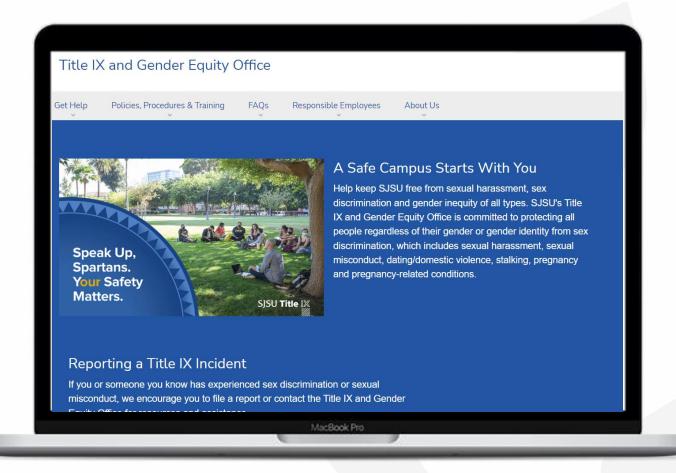


#### New Location





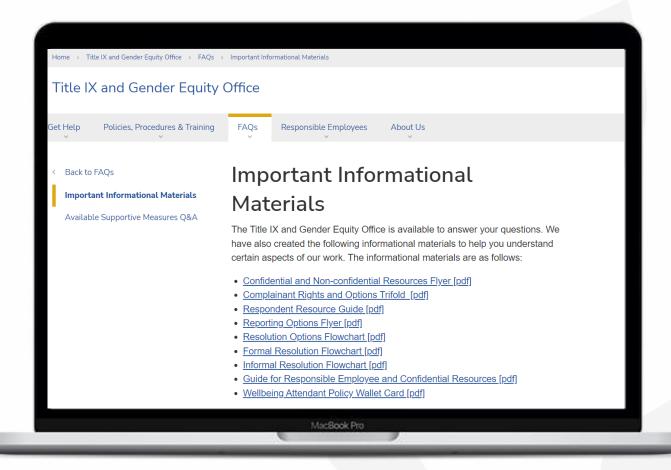
#### Redesigned Website for the Title IX Office







#### New Title IX Informational Materials







#### Improvements to the Quality and Timeliness of Investigations

Timeframe When the Notice of Investigation Was Issued	Average # of working days to issue the Preliminary	Average # of working days to issue the Final
	Investigation Report	Investigation Report
Reporting Period 1 (09/21/21 to 12/31/21)	165	184
	(Representative sample size	(Representative sample size
	= 3 investigations)	= 2 investigations)
Reporting Period 2 (01/01/22 to 06/30/22)	77	122
	(Representative sample size	(Representative sample size
	= 7 investigations)	= 6 investigations)
Reporting Period 3 (07/01/22 to 12/31/22)	84	126
	(Representative sample size	(Representative sample size
	= 3 investigations)	= 1 investigation)





#### Additional Updates







- Continued collaboration with the DOJ: October 2022 Campus Visit
- The New Wellbeing Attendant Policy
- The Title IX Office's Marketing Campaign
- Regular Campus-Wide Updates on the Title IX Office









#### Key Elements of Effective Practices

Title IX Coordinator Integration of Reporting Responsibilities

Trauma-Informed Investigations

Multi-Disciplinary Team Uniform Policy and Procedures

Communication & Documentation

Privacy vs.
Confidentiality

Centralized Reporting and Response

Education and Prevention





#### Key Elements of Effective Practices

- Title IX Coordinator
  - 1. Independent
  - 2. Appropriately resourced
- Coordinated multi-disciplinary response team
  - 1. Coordination of information
  - 2. Coordination of personnel
- Privacy v. confidentiality
  - 1. Distinction between confidential resources and reporting options
  - 2. Informed reporting
- Integration of reporting responsibilities:
  - 1. Responsible Employee
  - 2. Campus Security Authority
  - 3. Mandatory reporter of suspected child abuse





#### Key Elements of Effective Practices

- Uniform policy and procedures for resolution:
  - 1. Complainant autonomy/agency
  - 2. Fair and impartial practices
  - 3. Remedies-based options
  - 4. Sanctions-based options
- Centralized reporting and review process
  - 1. Consistent institutional responses
  - 2. Tracking and monitoring of incidents and climate
- Trauma-informed investigations and practices
- Communication
  - 1. Consistency and transparency
  - 2. At the individual and community level
- · Education, prevention and training program





#### The Title IX Coordinator

- Coordinates the recipient's compliance with Title IX
- Title IX coordinator must have appropriate authority, access, autonomy, and resources
- Oversees all Title IX complaints
- Identifies and addresses any patterns or systemic problems
- Meets with students and employees as needed
- Should not have other job responsibilities that may create a conflict
- A school may designate more than one coordinator
  - 1. Must have clearly delineated responsibilities
  - 2. Must have titles reflecting supporting role





#### Personnel

#### Individual

- Personal preparation
- Values-based approach
- World class effort
- Humility
- Cultural competency
- Warm-heartedness
- Listen more, speak less
- Be collaborative

#### **Structural**

- The gift of time
- Tone at the top
- Team building
- Resources budget, staffing, materials, professional development
- Commitment and consistency
- Clear expectations and enforcement
- Development of compassionate compliance





#### Title IX Multi-Disciplinary Team

#### Core stakeholders

- Title IX Coordinator
- Student conduct
- Campus safety/police
- Human resources
- Dean of faculty

# Additional campus stakeholders

- Counseling
- Health center
- Advocacy

#### Community partners

- Law enforcement
- Prosecutor
- Hospital/Medical Providers
- Community crisis or advocacy centers
  - Rape Crisis Counselors
  - Domestic Violence Counselors





#### Policy Considerations

- Easily accessible, identifiable and locatable
- Uniform definitions and high level principles
- Consistent application across the institution
- Procedures may vary by respondent (student, staff, faculty, third party)
- Areas of concern:
  - Intersection between Title IX and Clery
  - Intersection with tenure processes
  - Intersection with collective bargaining agreements





#### Privacy vs. Confidentiality

- Ensure policies clearly identify reporting options and support resources both on and off campus
- Delineate confidential resources vs. non-confidential reporting options in policy and training
- Ensure all employees are familiar with Title IX reporting expectations
- Offer clear and easy to follow guidance about what happens when a report is received
- Foster a climate that encourages reporting by providing consistency in message, policy, procedure, and outcome





#### Confidential Resources

- Students or employees wishing to obtain confidential assistance may do so by speaking with professionals who are obligated by law to maintain confidentiality
- Confidential resources generally include medical providers, mental health providers, clergy, and rape crisis counselors
- Exceptions to confidentiality include:
  - Mandatory child abuse reporting
  - Tarasoff imminent risk of harm to self or others
  - State felony or sexual assault reporting





#### Confidential Resources vs. Reporting Options

#### **Confidential Resources**

- Medical services
- HIPAA
- Mental health/counseling
- Clergy
- Rape crisis counselor

#### Structural Challenges

 Employees with multiple hats, e.g., counselor and administrator

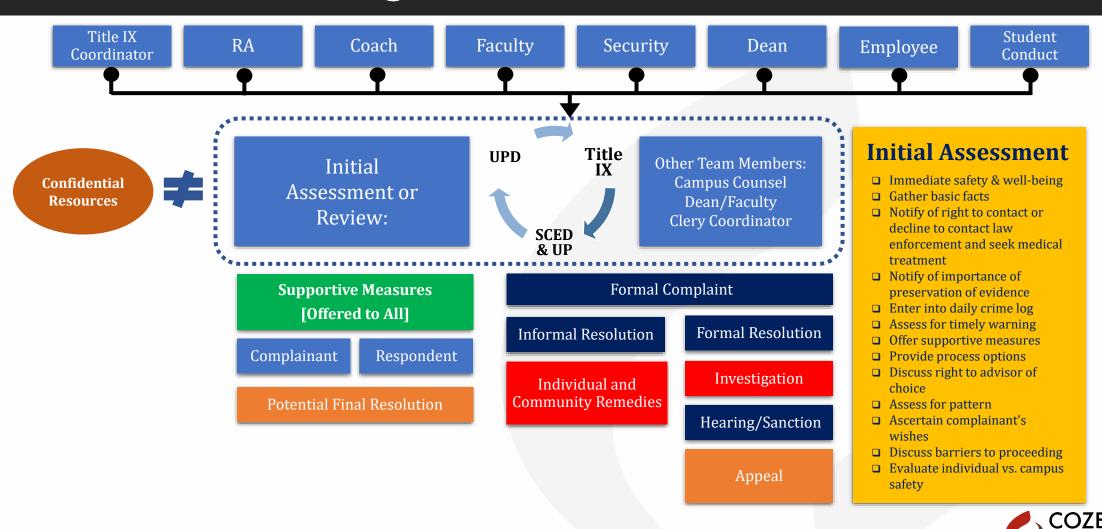
#### **Reporting Options**

- Emergency for safety, physical, or emotional
- Dedicated campus access points
  - Title IX
  - Campus safety/police
  - Student conduct
  - Human resources
- To any school employee
- Anonymous
- Law enforcement



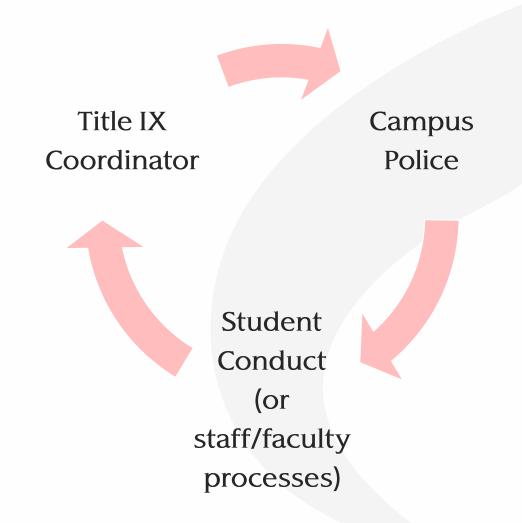


#### Integration and Coordination





#### Central Review Process Multi-disciplinary Team







#### Centralized Review Process

- Coordination of information and personnel
  - Clearly delineated roles and responsibilities
  - Build in regular and open lines of communication
  - Sequence events in advance
- Separate support and advocacy from investigation and adjudication
- Design and use template communications

- Central tracking for patterns
- Documentation/records
- Ensure consistent implementation of:
  - Interim measures
  - Determination whether to proceed
  - Investigative practices
  - Sanctions
  - Community remedies
- Transparency in outcomes





#### Title IX Intake and Assessment

- Assess immediate safety and wellbeing
- Gather basic facts
- Notify of right to contact law enforcement and seek medical treatment
- Notify of importance of preservation of evidence
- Tend to Clery responsibilities:
  - Enter into daily crime log
  - Assess for timely warning

- Assess and implement interim measures
- Provide policies, process options, resources and supports
- Assess for pattern
- Ascertain complainant's wishes
- Discuss barriers to proceeding
- Evaluate individual vs. campus safety



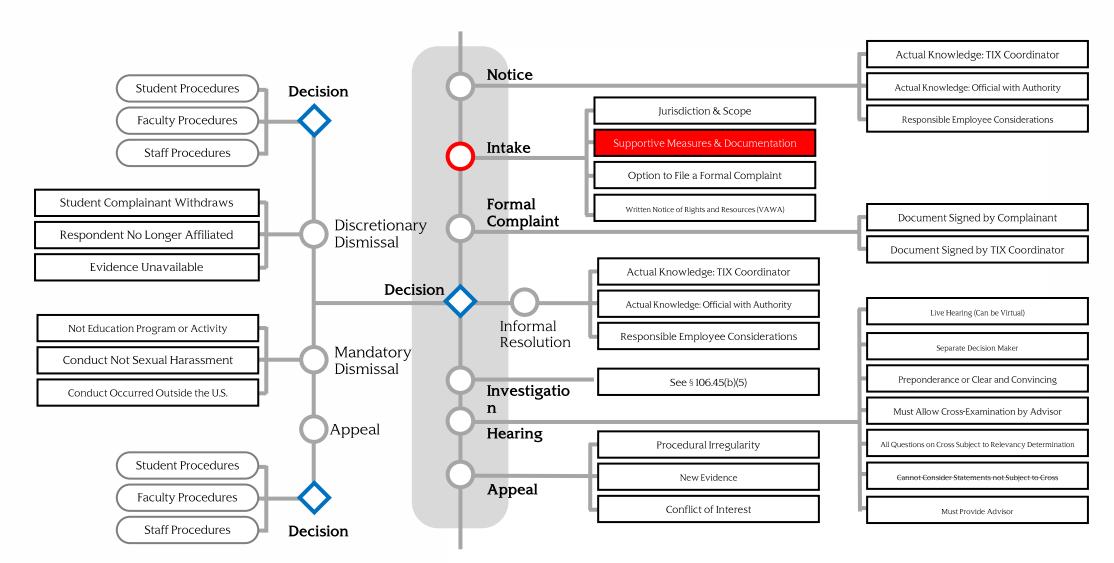


# **SUPPORTIVE MEASURES**



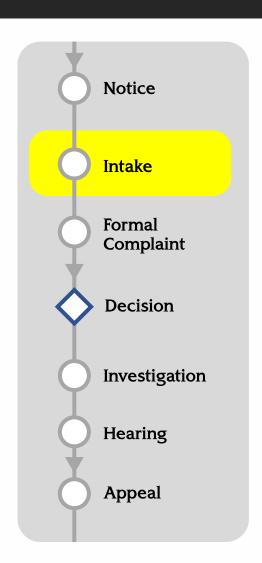


#### **SUPPORTIVE MEASURES**





#### Offering Supportive Measures



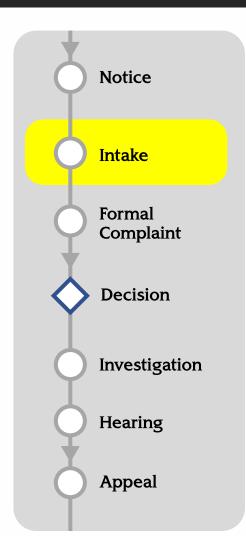
The Title IX Coordinator must promptly contact the complainant to:

- Discuss the availability of supportive measures as defined in § 106.30,
- Consider the complainant's wishes with respect to supportive measures,
- Inform the complainant of the availability of supportive measures with or without the filing of a formal complaint, and
- Explain to the complainant the process for filing a formal complaint.





#### Supportive Measures

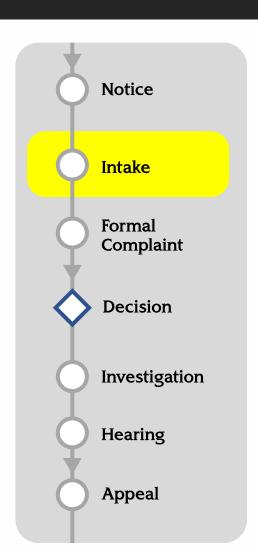


- Non-disciplinary, non-punitive individualized services offered as appropriate, as reasonably available, and without fee or charge to the complainant or the respondent before or after the filing of a formal complaint or where no formal complaint has been filed.
- Designed to restore or preserve equal access to the recipient's education program or activity without unreasonably burdening the other party, including measures designed to protect the safety of all parties or the recipient's educational environment, or deter sexual harassment.





#### Supportive Measures

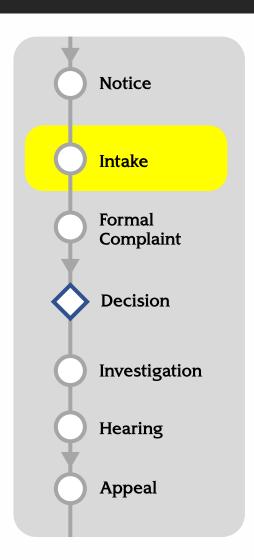


May include counseling, extensions of deadlines or other course-related adjustments, modifications of work or class schedules, campus escort services, mutual restrictions on contact between the parties, changes in work or housing locations, leaves of absence, increased security and monitoring of certain areas of the campus, and other similar measures.





#### Supportive Measures

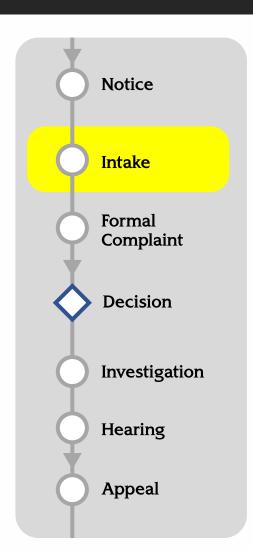


- Must maintain as confidential any supportive measures provided to the complainant or respondent, to the extent that maintaining such confidentiality would not impair the ability of the recipient to provide the supportive measures.
- The Title IX Coordinator is responsible for coordinating the effective implementation of supportive measures.





#### Documentation

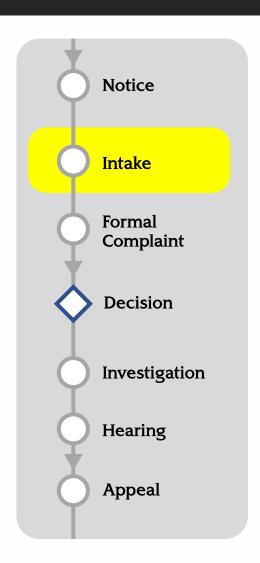


- Must maintain records of any actions, including any supportive measures, taken in response to a report or formal complaint of sexual harassment
- Must document the basis for its conclusion that its response was not deliberately indifferent, and document that it has taken measures designed to restore or preserve equal access to the recipient's education program or activity
- If a recipient does not provide a complainant with supportive measures, then the recipient must document the reasons why such a response was not clearly unreasonable in light of the known circumstances

COZEN



#### **Emergency Removal for Students**

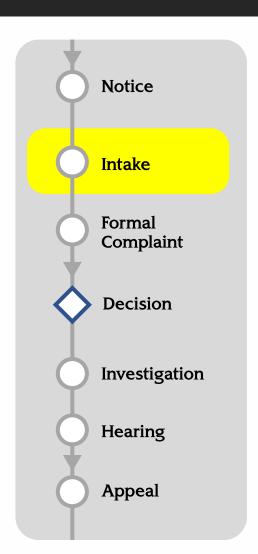


- Must undertake an individualized safety and risk analysis and determine that an immediate threat to the physical health or safety of any student or other individual arising from the allegations of sexual harassment justifies removal
- Must provide the respondent with notice and an opportunity to challenge the decision immediately following the removal





#### Emergency Removal

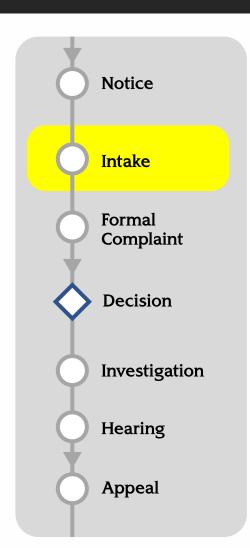


Where a respondent poses an immediate threat to the physical health or safety of the complainant (or anyone else), § 106.44(c) allows emergency removals of respondents prior to the conclusion of a grievance process (or even where no grievance process is pending), thus protecting the safety of a recipient's community where an immediate threat exist.





# **Emergency Removal**

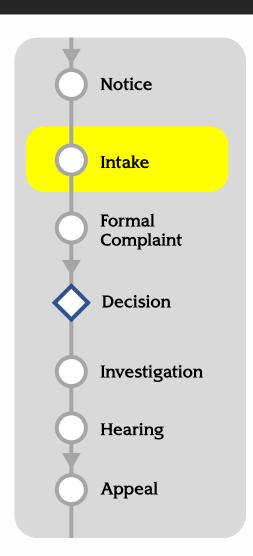


- The Department notes that the final regulations expressly allow a recipient to remove a respondent on an emergency basis and do not prescribe cross-examination as a necessary procedure during the post-removal opportunity to challenge the removal.
- Recipients may also implement supportive measures that restrict students' or employees' contact or communication with others.
- Recipients thus have avenues for addressing serial predator situations even where no victim chooses to participate in a grievance process.

COZEN O'CONNOR



#### Administrative Leave

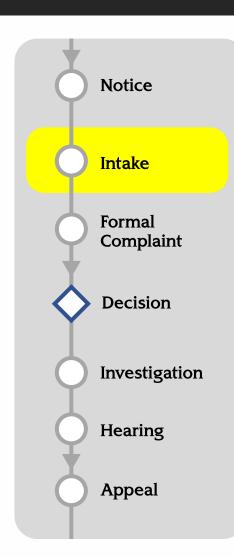


- Nothing in this subpart precludes a recipient from placing a non-student employee respondent on administrative leave during the pendency of a grievance process that complies with § 106.45.
- This provision may not be construed to modify any rights under Section 504 of the Rehabilitation Act of 1973 or the Americans with Disabilities Act.





# Practical Considerations & Challenges

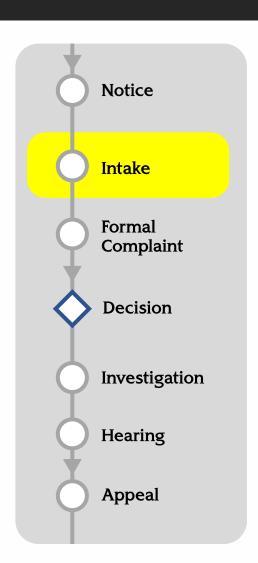


- Limited scope allowable for emergency removal
  - Can you remove under code of conduct for lesser standard?
- What are the criteria for appropriate and reasonably available?
- What are measures to protect safety or deter sexual harassment?
- What supportive measures do you have to offer to a non-student/non-employee?
- Ensuring accurate documentation





# Offering Supportive Measures



- Criteria for when the Title IX Coordinator files the formal complaint
- Process for evaluating dismissal
- Appeal from dismissal
- Proceeding under other policies
  - Policy frameworks
  - When is charging under a code of conduct retaliation?
- Timing of analysis for dismissal









# Understanding Two Key Provisions







# Reports vs. Formal Complaints



The new regulations distinguish and separate a recipient's obligation to respond to a report of sexual harassment from a recipient's obligation to investigate formal complaints of sexual harassment

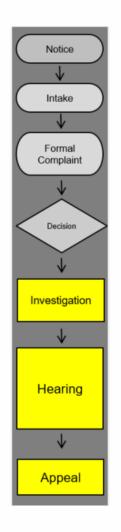
If students would like supportive measures but do not wish to initiate an investigation...they may make a report of sexual harassment.

If students would like supportive measures and also would like the recipient to initiate an investigation...they may file a formal complaint.





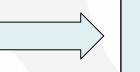
#### Resolution Process



Formal Complaint



Informal Resolution



Formal Resolution





# Complainant Agency & Autonomy



- "The final regulations promote clarity as to recipient's legal obligations, and promote respect for each complainant's autonomy, by distinguishing between a complainant's report of sexual harassment, on the one hand, and the filing of a formal complaint that has initiated a grievance process against a respondent, on the other hand."
- "The Department acknowledges that a recipient should respect the complainant's autonomy and wishes with respect to a formal complaint and grievance process to the extent possible."





# Reinforcing Agency & Autonomy



Balancing a recipient's obligation to respond to instances of sexual harassment with a complainant's autonomy

A rigid requirement such as an investigation in every circumstance may chill reporting of sexual harassment...

A student may receive supportive measures irrespective of whether the student files a formal complaint...these final regulations encourage students to report sexual harassment while allowing them to exercise some control over their report.

Title IX Regulations; Preamble 85 F.R. 30190





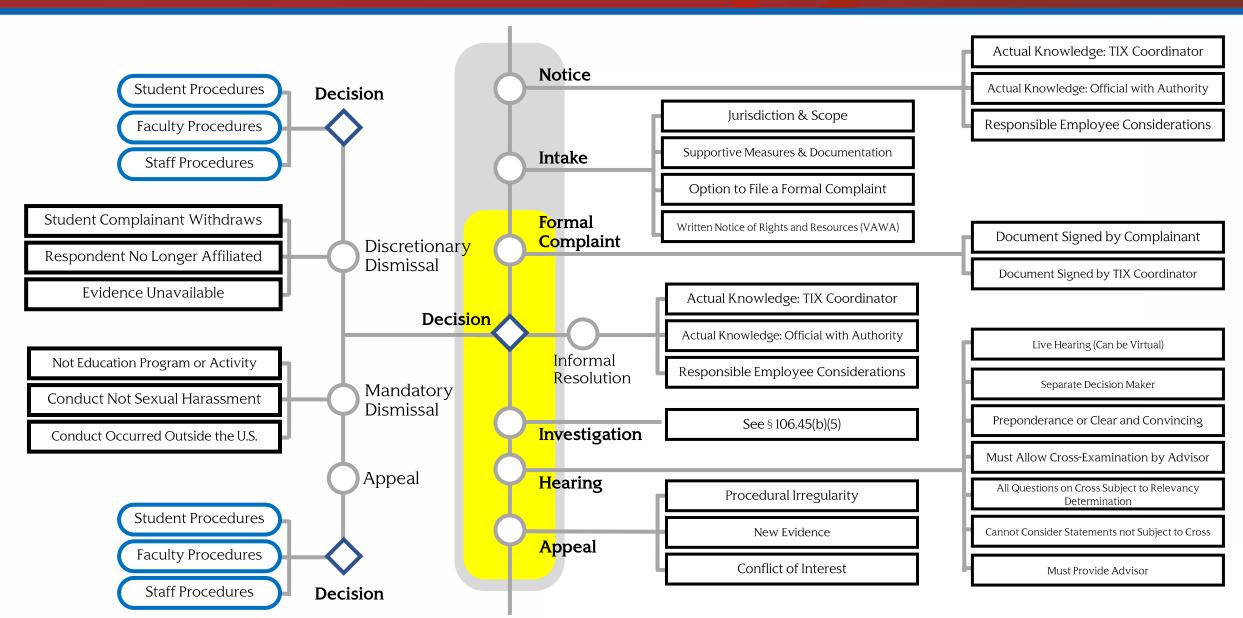
- Formal complaint:
  - A document filed by a complainant or signed by the Title IX Coordinator alleging sexual harassment against a respondent and Requesting that the recipient investigate the allegation of sexual harassment
- Once a formal complaint is filed, a recipient must investigate the allegations in that complaint
  - The Department believes that where a complainant has chosen to file a formal complaint, or the Title IX Coordinator has decided to sign a formal complaint, the recipient must investigate those allegations regardless of the merits of the allegations. (emphasis in original)





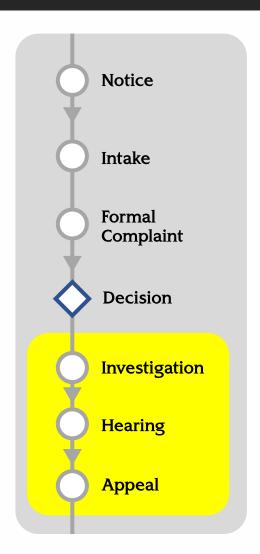








# Basic Requirements



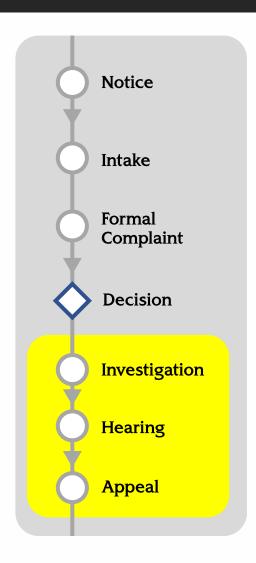
Treat complainants and respondents equitably by providing remedies to a complainant where a determination of responsibility for sexual harassment has been made against the respondent, and by following a grievance process that complies with this section before the imposition of any disciplinary sanctions or other actions that are not supportive measures as defined in § 106.30, against a respondent.

Relevant Regulations Sections: Equitable Treatment: §§ 106.44(a) and 106.45(b)(1)(i)





# Basic Requirements



- Require an objective evaluation of all relevant evidence
  - Including both inculpatory and exculpatory evidence Credibility determinations may not be based on a person's status
- Implementers must be trained and free from conflict of interest or bias for or against complainants or respondents generally or an individual complainant or respondent

Relevant Regulations Sections:

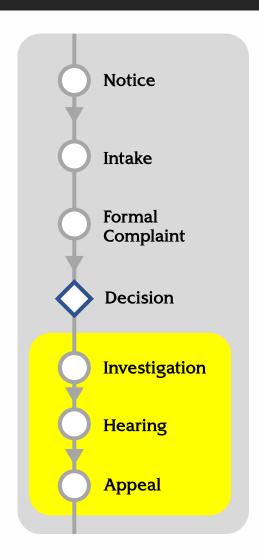
Equitable Treatment: §§ 106.44(a) and 106.45(b)(1)(i)

Objective evaluation of all relevant evidence: § 106.45(b)(1)(ii) Training and avoidance of conflicts or bias: § 106.45(b)(1)(iii)





### Basic Requirements



- Presumption that the respondent is not responsible for the alleged conduct until a determination regarding responsibility is made at the conclusion of the grievance process
- Include reasonably prompt time frames for conclusion of the grievance process with permissible delay for good cause
- Describe the range (or list) of possible disciplinary sanctions and remedies

Relevant Regulations Sections:

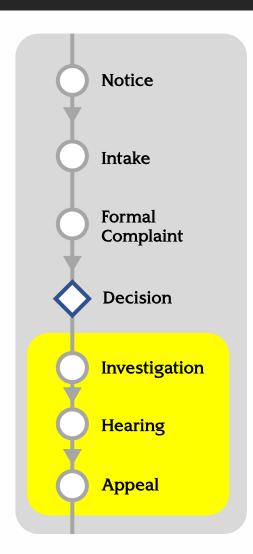
Equitable Treatment: §§ 106.44(a) and 106.45(b)(1)(i)

Objective evaluation of all relevant evidence: § 106.45(b)(1)(ii) Training and avoidance of conflicts or bias: § 106.45(b)(1)(iii)





### Basic Requirements



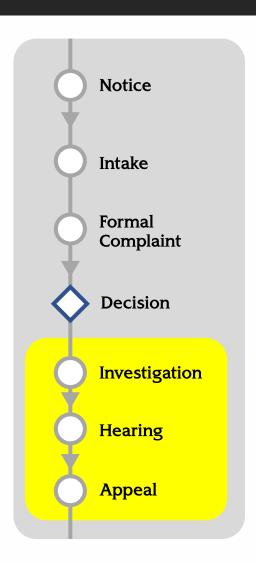
State whether the **standard of evidence** to be used to determine responsibility is the preponderance of the evidence standard or the clear and convincing evidence standard,

- Apply the same standard of evidence for formal complaints against students as for formal complaints against employees, including faculty
- Apply the same standard of evidence to all formal complaints of sexual harassment





# Practical Considerations & Challenges



How does the standard of evidence alignment impact:

- Faculty codes
- Staff procedures
- Collective bargaining agreements

Creating an evidentiary code

