

# The Four Corners of Title IX Regulatory Compliance

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Nothing presented in this training is, or should be considered, legal advice!

Know when to consult legal counsel.

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This *Four Corners of Title IX* training program focuses on the 2020 Title IX regulations, which are currently in effect.

Proposed new Title IX regulations were released in June 2022 and are currently in the final stages of promulgation. The final regulations have been delayed twice. The date of implementation for campuses is not yet known.

We will examine some of the language in the proposed new regulations at the end of this training. Remember that the proposed language will probably change (potentially in major or minor ways) in the final version.

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## The Title IX Landscape

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Before We Dig in Let's Consider the "Landscape"...

- Enforcement context
- Cultural/Legal issues
- American Law Institute project—*congruence*

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### Examples of Title IX Regulatory Enforcement Under Biden

LSU

- Dept. of Ed began two investigations (for alleged Title IX and Clery Act non-compliance)
- 2021 LSU Law Firm Report (Husch Blackwell) and subsequent audit (Baker Tilly)
- NASA Review found LSU to be out of compliance with Title IX obligations (the agency funds the LSU Dept. of Physics and Astronomy through grants)
- Voluntary Resolution Agreement with NASA (March 22, 2021)
- Find more here: [Title IX Review \(lsu.edu\)](https://www.lsu.edu/news/title-ix-review)

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### Examples of Title IX Regulatory Enforcement Under Biden

**San Jose State**

- Resolution agreement with U.S. Dept of Justice and U.S. Attorney's Office for the Northern District of California
- Female student-athletes were abused by an athletic trainer and SJSU failed to appropriately respond to reports of the abuse
- SJSU will pay \$1.6 million to victims and will reform Title IX system
- SJSU's President stepped down
- More info here: [External Reviews | Title IX and Gender Equity Office \(sjsu.edu\)](#)

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### Examples of Title IX Regulatory Enforcement Under Biden

**Montgomery College**

- OCR investigation
- Professor required female students to wear only sports bras in class
- OCR found the college complied with investigation requirements under Title IX, "However, OCR is concerned that the College did not provide the Student, Student A, or any of the other students in the class with notification that the College had completed the investigation, confirmed the existence of a hostile environment, and taken steps designed to end that hostile environment for affected students." [Montgomery College \(PDF\) \(ed.gov\)](#)

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### Examples of Title IX Regulatory Enforcement Under Biden

**Arcadia University**

- School was investigated by OCR for an alleged failure to properly address harassment complaints against a Professor
- Resolution agreement in Oct. 2023
- Arcadia violated Title IX because it "failed to complete its investigation and make a determination regarding the allegations because the Professor tendered his resignation. OCR also finds that the University violated Title IX when it failed to investigate possible sexual harassment by the Professor about which the University had knowledge prior to April 2021."
- [Arcadia University \(PDF\) \(ed.gov\)](#)
- A good read: [A College Stopped Investigating a Professor's Alleged Misconduct When He Quit, That's Illegal, U.S. Says. \(chronicle.com\)](#)

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### Examples of Title IX Regulatory Enforcement Under Biden

**Taft College**

- Transgender female student complainant alleged that several professors subjected her to repeated harassment when they repeatedly misgendered her.
- The college did not take appropriate steps despite receiving reports.
- OCR found the college violated Title IX because the school did nothing to remedy the situation, thus subjecting the student to a hostile environment.
- OCR also found that the Taft College community was not appropriately informed of how to make a Title IX report or the Title IX coordinator contact information.
- [Taft College \(PDF\) \(ed.gov\)](#)

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### Examples of Title IX Regulatory Enforcement Under Biden

**Troy University**

The U.S. Department of Education Office for Civil Rights investigated Troy University under Title IX for potential violations relating to accommodation for a pregnant student. They entered into a resolution agreement in January 2023.

- "OCR has a concern that the University did not make reasonable and responsive adjustments in response to the complainant's pregnancy-related requests. At the time of the incidents at issue here, the University provided pregnant students no information, either in its 2020-2021 Student Handbook or on its website about how students could seek adjustments related to pregnancy, and one professor interviewed by OCR had not received training regarding Title IX's application to pregnant students."
- "Moreover, the Title IX Coordinator did not consistently intervene when the Complainant contacted him about issues with certain classes and, when he did so, he was not always prompt."
- "The evidence to date also suggests that the University did not engage in an interactive process with the Complainant or otherwise attempt to determine what adjustments would be appropriate for each of her courses based on the information she provided about her pregnancy. Although the Complainant appears to have received some pregnancy adjustments from some professors, OCR is concerned that these efforts were ad hoc and uncoordinated and dependent on each professor's individual interpretation of the Title IX Coordinator's... email."
- "Although the University has updated its Title IX webpage to include policies and information for pregnant students, it is unclear whether the University has provided faculty and staff training concerning its obligations under the Title IX regulations regarding pregnant students who request adjustments." [Troy University \(PDF\) \(ed.gov\)](#)

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### OCR Resource: Discrimination Based on Pregnancy and Related Conditions released in October 2022

**U.S. Department of Education**  
Office for Civil Rights  
October 2022

**Discrimination Based on Pregnancy and Related Conditions**  
A Resource for Students and Schools

The Department of Education's Office for Civil Rights (OCR) enforces Title IX of the Education Amendments of 1972 (Title IX), which prohibits discrimination based on sex in education programs or activities that receive Federal financial assistance. The Department's Title IX regulations prohibit discrimination based on pregnancy and related conditions in institutions that receive Federal funds (referred to here as "schools"). These protections, which include a prohibition on discrimination based on termination of pregnancy, have been in place since 1975, when the Department's regulations implementing Title IX were first issued following Congressional review. The regulations make clear that Title IX protects students and employees from discrimination based on pregnancy, childbirth, false pregnancy, termination of pregnancy, or recovery therefrom. Specifically, the regulations provide:

**Discrimination and exclusion**  
Schools must not discriminate against any student, or exclude any student from their education program or activity, including any class or extracurricular activity, based on a student's pregnancy, childbirth, false pregnancy, termination of pregnancy, or recovery

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### Title IX— Cultural and Legal Issues

**Tinder Points**

- LGBTQI+ [NPRM at 23 n. 4] →
- Pronouns
- Transgender Athletes/ Bathrooms
  - *BPJ v. West Virginia State Board of Educ.* (female transgender athlete challenges WV law barring her participation on her school's girls' track team)
  - "[A] U.S. District Judge . . . originally blocked the law but, after full briefing, ultimately concluded the state's ban was lawful. A divided panel of the Fourth Circuit put the law on hold pending further review. West Virginia requested the Supreme Court of the United States to lift the hold, and its request was denied. . . ."
  - [West Virginia v. B.P.J. - Wikipedia](#)

State legislatures enacting new laws: ex. adult cabaret bans or regulation

*The Department generally uses the term "LGBTQI+" to refer to students who are lesbian, gay, bisexual, transgender, queer, questioning, asexual, intersex, nonbinary, or describe their sex characteristics, sexual orientation, or gender identity in another similar way.*

**ETSU removes references that Title IX law protects LGBTQ students at lawmaker's behest**

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### Title IX— Cultural and Legal Issues

- Think Tanks including Manhattan Institute propose model legislation banning DEI efforts (New College of Florida)
- Expressive Freedoms—Note focus on "conduct"
- Due Process—single investigator, cross-examination— "college court"?
- Reproductive rights
- Men's rights
- Training/costs of compliance/ "reliance interest"
- Sexual violence prevention/intervention
- Transparency/FERPA
- Efficacy—Note DOE comments on supportive services

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### Title IX— Cultural and Legal Crossfire

- Efficiency
- Authenticity and mission
- Mental health
- Red blue purple affinity...and travel/enrollment management
- Prevention/Provention
- Role of alcohol and other drugs...only mentioned with amnesty. SDFSCA guidance?
- Reporting structures// criminal justice interface
- Consumer focus: No contact and supportive measures
- Field position football fatigue
- DOE's role in education—DeVos comments in Florida

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### Title IX: Some Observations on Related Litigation and Legal Issues

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### American Law Institute (ALI) Document (2022)

**Principles of the Law, Student Sexual Misconduct: Procedural Frameworks for Colleges and Universities**

- This document is extraordinary and forward thinking.
- First effort by ALI to articulate principles of due process for student conduct administration in its history.
- Crafted by members of ALI, in consultation with others, the principles are likely to be influential to both jurists and educators—and indeed have been, as evidenced by newly proposed Title IX regulations that are noticeably consistent.
- All schools should review Title IX policies in consultation with this document.
- [student-misconduct-td1-black-letter.pdf \(ali.org\)](#)

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### Title IX Updates—Court Watch

**SCOTUS—Winds of change**

- Faith protection—*Guadalupe*, etc.
- "Sex"—*Bostock*, etc.
- Damages Limits—*Cummings v. Premier Rehab Keller*
- Privacy/ Substantive Due Process—*Dobbs v. Jackson Women's Health Organization* (overturning *Roe*)
- Limits of Regulatory Authority/End of Chevron?—*State Farm, West Virginia v. Environmental Protection Agency, Loper Bright Enterprises v. Raimondo* (fishermen, Chevron)
- True Threats/Online Harassment—*Counterman v. Colorado*

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### A Closer Look

**Counterman v. Colorado**, 599 U.S. 66 (2023).

- Billy Counterman was convicted of stalking under Colorado law in 2016 after he sent hundreds of messages via Facebook to a female singer/songwriter named Coles Whalen. Several of these messages foretold of her impending death and indicated he was following her movements.
- The Colorado law made it unlawful to “[r]epeatedly . . . make[] any form of communication with another person” in “a manner that would cause a reasonable person to suffer serious emotional distress and does cause that person . . . to suffer serious emotional distress.” Colo. Rev. Stat. §18-3-602(1)(c).
- The Colorado Court of Appeals upheld his conviction and the Colorado Supreme Court denied review.
- Colorado courts applied an objective “reasonable person standard” to determine what could be constituted as a “true threat.”

### A Closer Look Cont’d

**Counterman v. Colorado**, 599 U.S. 66 (2023).

- In a 7-2 decision, the U.S. Supreme Court vacated Counterman’s conviction holding that “the State must prove in true-threats cases that the defendant had some subjective understanding of his statements’ threatening nature, but the First Amendment requires no more demanding a showing than recklessness.”
- “A recklessness standard—i.e., a showing that a person ‘consciously disregard[ed] a substantial [and unjustifiable] risk that [his] conduct will cause harm to another,’ . . .—is the appropriate *mens rea*. Requiring purpose or knowledge would make it harder for States to counter true threats—with diminished returns for protected expression.”
- “Counterman . . . was prosecuted in accordance with an objective standard. . . . The State had to show only that a reasonable person would understand his statements as threats. It did not have to show any awareness on his part that the statements could be understood that way. . . . [T]hat is a violation of the First Amendment.”

599 U.S. 66 (Counterman v. Colorado) (06/27/2023), SupremeCourt.gov

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### Title IX Updates—Court Watch

#### SCOTUS Cont’d

- Athletes—*NCAA v. Alston*
- First Amendment and “harassment”—Clues from *Mahoney (Fenves)/Counterman/ Elonis*
- No major Title IX focus as such on the docket but. . .
- Justice Comey Barrett now sits on the high court, author of *Purdue* in a 7<sup>th</sup> Circuit case in 2019— focus on due process and a relaxed standard to plead sex discrimination—a prognosticator?
- NOTE: Intersection of proposed Title IX regulations and *Dobbs* https://www.uscourts.gov/news/2022/06/27/justice-barrett-joins-circuit-court
- “. . . Title IX covers discrimination based on medical conditions related to or caused by pregnancy, childbirth, termination of pregnancy, or lactation . . .” (NPRM at 461).  
-- A group of 60 Congressional Democrats has asked for clarification on Title IX protections for students who are pregnant, parenting, or seeking an abortion.
- 2022- allowed cases to proceed such as *Fairfax County*: “The U.S. Supreme Court . . . turned away bids by a public school district in Virginia and the University of Toledo in Ohio to avoid sexual harassment lawsuits brought by female students under a law that prohibits sex discrimination at schools that receive federal funds.” U.S. Supreme Court with possible implications for Title IX

### Title IX Updates—Court Watch

#### Judicial activism in lower federal courts and state courts on due process and compliance error// inactivism of SCOTUS

#### Examples

- 6<sup>th</sup> Circuit in *Baum*
- 7<sup>th</sup> Circuit in *Purdue*
- Colorado Court of Appeals in *Doe v. University of Denver*
- 3<sup>rd</sup> Circuit in *University of Sciences*
  - “Plausible allegations supporting the reasonable inference that USciences discriminated against him [plaintiff] on account of his sex.” (Male plaintiff drank alcohol at levels similar to female complainants but only male plaintiff’s actions were investigated.)
  - “USciences’s contractual promises of ‘fair’ and ‘equitable’ treatment to those accused of sexual misconduct require at least a real, live, and adversarial hearing and the opportunity for the accused student or his or her representative to cross-examine witnesses—including his or her accusers.”

Billion Dollar Exposure; e.g., Univ. of Southern California—\$852 million settlement in case regarding abuse by campus gynecologist

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### Dimensions of Title IX-Related Litigation

- Florida “Stop WOKE” act (banning certain aspects of DEI training) declared unconstitutional
- In *Honeyfund.com, Inc. v. DeSantis*, Judge Walker writes:  
“In the popular television series *Stranger Things*, the “upside down” describes a parallel dimension containing a distorted version of our world. . . . Recently, Florida has seemed like a First Amendment upside down. Normally, the First Amendment bars the state from burdening speech, while private actors may burden speech freely. But in Florida, the First Amendment apparently bars private actors from burdening speech, while the state may burden speech freely.”
- “Gender dysphoria” now considered a disability under the ADA in Fourth Circuit in *Williams v. Kincaid* https://www.uscourts.gov/news/2022/06/27/justice-barrett-joins-circuit-court
- *Adams v. School Board of St. Johns County, Florida*—Eleventh Circuit of Appeals (7-4 en banc) ruled that public schools have the right to segregate locker rooms and bathrooms by biological sex.

### Dimensions of Title IX-Related Litigation

- Athletic Equity
- Deliberate Indifference
- Due Process
- Retaliation
- Erroneous Outcome
- Selective Enforcement
- Plausible Inference
- “Preventable” Sexual Assault Claims—State Negligence Claims
- Hazing/Student Suicide
- Breach of Contract
- Abuse of Process (see *Debra McCarthy et al v. Raul Jauregui et al*: “Pennsylvania magistrate judge held that Title IX disciplinary proceedings are “quasi-judicial” and “if abused, gives rise to an abuse of process claim”—and may result in an uptick in litigation brought against either party to a Title IX dispute.” Is Abuse of Title IX a New Legal Strategy for Sexual Assault Victims? | The Legal Intelligencer (law.com))
- Negligent Investigation?
- Tortious failure to provide fair process?

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### Civil Action Under Title IX

- The US Supreme Court allows actions in court to pursue damages for Title IX (but with many limitations).
  - Gebser v. Lago Vista Independent School District*, 138 S. Ct. 1989, 141 L. Ed. 2d 277 (1998).
  - Davis v. Monroe County Bd. of Ed.*, 526 U.S. 629 (1999).
    - "School administrators will continue to enjoy the flexibility they require in making disciplinary decisions so long as funding recipients are deemed 'deliberately indifferent' to acts of student-on-student harassment only where the recipient's response to the harassment or lack thereof is clearly unreasonable in light of the known circumstances."
    - See Fairfax County, *supra*.
  - Cummings v. Premier Rehab Keller*
- Victims as "plaintiffs" face tough standards
  - Knowledge (Reporting)
  - Pattern
  - Objective
  - Deliberate indifference
  - Emotional distress damages
- The Supreme Court has hesitated to:
  - Apply Title IX to a "single act"
  - Broadly protect LGBTQ rights, but see the recent *Bostock* Title VII decision (more to come on this...)

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### "Gebser/Davis Framework" for Evaluating Institutional Compliance (with Some Twists)

3-Part Framework

1. A definition of actionable sexual harassment
2. The school's actual knowledge
3. The school's deliberate indifference

4. Promptness

5. Equitableness

6. Reasonableness

- 2020 regs re: grievance procedures well beyond Gebser
- Roadmap for litigation?
- Risk of DOE enforcement?

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### From the 2020 Regulations:

*The Department believes that the Davis definition in § 106.30 provides a definition for non-*quid pro quo*, non-Clergy Act/VAWA offense sexual harassment better aligned with the purpose of Title IX than the definition of hostile environment harassment in the 2001 Guidance or the withdrawn 2011 Dear Colleague Letter.*

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### Litigation Pointers

- Litigation potential always exists
- Follow your own policy
  - Do what you say and say what you do.
- Do not be afraid to consult with your attorney
- Documentation/Privacy
  - Recently a court in Pennsylvania ruled Title IX investigative files be protected against publication in a lawsuit involving Penn State
- Equity, bias, impartiality
- Think "contractual fairness"
  - Peter Lake, *From Discipline Codes to Contractual Respect*, Chron. of Higher Educ. (Nov. 26, 2017).

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### Thoughts on the 2020 Title IX Regulations

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### A Few Initial Thoughts on the 2020 Regulations

- These were the first new regulations in a very long time.
- Institutional response requirement—Supportive measures, sanctions, remedies
- Potentially unfamiliar dynamics with the Department of Education—Guidance, commentary, blogs, YouTube videos
- Status of preexisting guidance and resolutions
  - Withdrawals of previous guidance
- Legal challenges in court
- We will discuss the 2020 regulations, guidance (Q&A document) issued in 2021, as well as potential future changes to Title IX regulations under the Biden Administration.

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Some Key Features of the 2020 Regulations  
(and differences from prior guidance from the Obama Admin.)

- Title IX redefines sexual harassment and creates special grievance procedures for sexual harassment.
- Term "hostile environment" disappears/"balancing test" with it.
- Allows for recipients to offer informal resolution (mediation). Can be used in most instances if parties (complainant and respondent) consent voluntarily when a formal complaint is filed.
  - Informal resolution **cannot** be used when a student alleges sexual harassment by an employee
- "Formal complaints" and "allegations"
- Live hearing with cross-examination by advisors
  - We will discuss an important change regarding cross examination!**

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Some Key Features of the 2020 Regulations

- Choice in evidentiary standard preserved
  - "Preponderance of the evidence" or "clear and convincing"
- "Mandated reporters" supplants "responsible employees"
- Changes in jurisdiction and scope of Title IX
  - Off campus; study abroad
- Emphasis on "impartial" processes free from bias and conflicts of interest
- "Supportive measures" supplants "interim measures"
- Separation of the decision-maker from other tasks
  - No more single-investigator model, but single decision-maker permitted.
- Appeals required
- Training mandates
- "Not a court"/ "Not a criminal justice system"

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Our Mission Has Not Changed...

Enacted by Congress, Title IX seeks to **reduce or eliminate barriers to educational opportunity caused by sex discrimination** in institutions that receive federal funding.

***This is the unchanged mission of Title IX!***

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Title IX: FINAL RULE

**34 CFR Part 106 Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance**

*The final regulations obligate recipients to respond promptly and supportively to persons alleged to be victimized by sexual harassment, resolve allegations of sexual harassment promptly and accurately under a predictable, fair grievance process that provides due process protections to alleged victims and alleged perpetrators of sexual harassment, and effectively implement remedies for victims.*

Department of Education, Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance, 34 Fed. Reg. 32015 (May 13, 2020) (final rule) (online at [www.govinfo.gov/content/pkg/FR-2020-05-13/pdf/2020-0513a.pdf](http://www.govinfo.gov/content/pkg/FR-2020-05-13/pdf/2020-0513a.pdf)) at 32016.

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Train, Train, Train!

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Training Mandates Specific to the 2020 Regulations

"Schools must ensure that **Title IX personnel** [Title IX Coordinator, any investigator, any decision-maker, and any person who facilitates an informal resolution (such as mediation)] receive training as follows:

- On Title IX's definition of "sexual harassment"
- On the scope of the school's education program or activity
- On how to conduct an investigation and grievance process
- On how to serve impartially, including by avoiding prejudgment of the facts at issue
- On how to avoid conflicts of interest and bias
- Decision-makers must receive training on any technology to be used at a live hearing, and on issues of relevance of questions and evidence, including when questions and evidence about a complainant's sexual predisposition or prior sexual behavior are not relevant
- Investigators must receive training on issues of relevance to create an investigative report that fairly summarizes relevant evidence"

U.S. Dept. of Educ. Office for Civil Rights, Blog (May 18, 2020), <https://www2.ed.gov/about/offices/list/ocr/blog/20200518.html> (emphasis added).

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### Posting Training Materials to Your Website

**\*All materials used to train Title IX personnel:**

- Must not rely on sex stereotypes.
- Must promote impartial investigations and adjudications of formal complaints of sexual harassment.
- Must be maintained by the school for at least 7 years.
- Must be publicly available on the school's website; if the school does not maintain a website the school must make the training materials available upon request for inspection by members of the public.

\*Schools must publish training materials that are up to date and reflect the latest training provided to Title IX personnel.

\*If a school's current training materials are copyrighted or otherwise protected as proprietary business information (for example, by an outside consultant), the school still must comply with the Title IX Rule. This may mean that the school has to secure permission from the copyright holder to publish the training materials on the school's website.

U.S. Dept. of Educ. Office for Civil Rights, Blog (May 8, 2020). <https://www2.ed.gov/about/offices/list/ocr/updates/20200508.html> (emphasis added).

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### TRAINING MATERIALS

Each institution will be given permission to post training materials (PowerPoint slide handouts) to their website. We will provide the exact version of the slides that may be posted via email.

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### Further training required...

- Training specific to your institution's policies.
  - There is not one universal policy for sex discrimination; differences exist in procedures, definitions, etc. from campus to campus.
  - Your campus policies may be in transit now.
    - Scope, definitions, procedures, etc.
- Training on technology usage for live hearings on your campus.
  - Especially important for decision-makers.
- Additional and continued training on bias.
- Additional investigator and decision-maker training.
- Training on informal resolution for those implementing that process.
- Continuing education at regular intervals.
- REMEMBER—it's always good to hear from multiple voices!

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### Watch YouTube for Videos from OCR

- The First Amendment and Title IX: An OCR Short Webinar* (July 29, 2020)
- OCR Short Webinar on How to Report Sexual Harassment under Title IX* (July 27, 2020)
- Conducting and Adjudicating Title IX Hearings: An OCR Training Webinar* (July 23, 2020)
- OCR Webinar on Due Process Protections under the New Title IX Regulations* (July 21, 2020)
- OCR Webinar on New Title IX Protections Against Sexual Assault* (July 7, 2020)
- OCR Webinar: Title IX Regulations Addressing Sexual Harassment* (May 8, 2020)

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### Trauma and Sexual Predation

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### The Controversial Science of Sexual Predation

- Lisak D, Miller PM. Repeat rape and multiple offending among undetected rapists. *Violence Vict.* 2002;17(1):73-84. doi:10.1891/vivi.17.1.73.33638
- Swartout KM, Koss MP, White JW, Thompson MP, Abbey A, Bellis AL. Trajectory Analysis of the Campus Serial Rapist Assumption. *JAMA Pediatr.* 2015;169(12):1148-1154. doi:10.1001/jamapediatrics.2015.0707
- Johnson & Taylor, *The Campus Rape Frenzy: The Attack on Due Process at America's Universities* (Encounter Books, 2017).
- Foubert, J.D., Clark-Taylor, A., & Wall, A. (2019). "Is campus rape primarily a serial or single time problem? Evidence from a multi-campus study." *Violence Against Women*. DOI: 10.1177/1077801219833820.

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### Trauma-Based Approaches

Avoid or Use?

- Some schools and training entities have moved away from using trauma-informed techniques for fear of appearing victim-leaning.
- Trauma can impact anyone in a grievance process or seeking supportive measures: Use research without stereotypes or gender bias.
- Credibility v. Reliability
- Read DOE's thoughts on trauma carefully...

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### Trauma

*The Department is sensitive to the effects of **trauma on sexual harassment victims** and appreciates that choosing to make a report, file a formal complaint, communicate with a Title IX Coordinator to arrange supportive measures, or participate in a grievance process are often difficult steps to navigate in the wake of victimization.*

Department of Education, Memorandum on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance, 84 Fed. Reg. 30042 (May 19, 2019) (final rule) (online at [www.govinfo.gov/content/pkg/FR-2019-05-19/pdf/2019-10304.pdf](https://www.govinfo.gov/content/pkg/FR-2019-05-19/pdf/2019-10304.pdf)) (emphasis added).

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### Trauma Cont'd

*The Department understands from anecdotal evidence and research studies that sexual violence is a traumatic experience for survivors. The Department is aware that the neurobiology of trauma and the impact of trauma on a survivor's neurobiological functioning is a developing field of study with application to the way in which investigators of sexual violence offenses interact with victims in criminal justice systems and campus sexual misconduct proceedings. The final regulations require impartiality in investigations and emphasize the truth-seeking function of a grievance process. The Department wishes to emphasize that treating all parties with dignity, respect, and sensitivity without bias, prejudice, or stereotypes infecting interactions with parties fosters impartiality and truth-seeking.*

Id. at 30069 (internal citation omitted).

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### Trauma Cont'd

*Further, the final regulations contain provisions specifically intended to take into account that complainants may be suffering results of trauma; for instance, § 106.44(a) has been revised to require that recipients promptly offer supportive measures in response to each complainant and inform each complainant of the availability of supportive measures with or without filing a formal complaint. To protect traumatized complainants from facing the respondent in person, cross-examination in live hearings held by postsecondary institutions must never involve parties personally questioning each other, and at a party's request, the live hearing must occur with the parties in separate rooms with technology enabling participants to see and hear each other.*

Id. (internal citation omitted).

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### "Victim"/"Survivor" or "Perpetrator"

*When the Department uses the term "victim" (or "survivor") or "perpetrator" to discuss these final regulations, the Department assumes that a reliable process, namely the grievance process described in § 106.45, **has resulted in a determination of responsibility**, meaning the recipient has found a respondent responsible for perpetrating sexual harassment against a complainant.*

Id. at 30031 (emphasis added).

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### Legal Foundations of Title IX

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### What is Title IX? What is its mission?

- Enacted by Congress, Title IX seeks to **reduce or eliminate barriers to educational opportunity caused by sex discrimination** in institutions that receive federal funding. **This is the mission of Title IX!**
- Other federal laws also address sex discrimination. There are complex interactions with other federal laws, such as the Clergy Act, the Family Educational Rights and Privacy Act (FERPA), and the Violence Against Women Act (VAWA).
- Title IX is concerned with **institutional response** to discrimination.

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### Title IX: FINAL RULE

**34 CFR Part 106 Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance**

*The final regulations specify how recipients of Federal financial assistance covered by Title IX, including elementary and secondary schools as well as postsecondary institutions, (hereinafter collectively referred to as "recipients" or "schools"), must respond to allegations of sexual harassment consistent with Title IX's prohibition against sex discrimination. These regulations are intended to effectuate Title IX's prohibition against sex discrimination by requiring recipients to address sexual harassment as a form of sex discrimination in education programs or activities.*

Department of Education, Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance, By Final Rule, 34 CFR 106.45 (Final Rule) (online at [www.govinfo.gov/content/pkg/FR-2020-05-14/pdf/2020-0514a.pdf](https://www.govinfo.gov/content/pkg/FR-2020-05-14/pdf/2020-0514a.pdf)) at 34 CFR 106.45(b)(10)(i)(D).

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### Title IX: FINAL RULE

*The final regulations obligate recipients to **respond promptly and supportively** to persons alleged to be victimized by sexual harassment, **resolve** allegations of sexual harassment promptly and accurately under a predictable, fair grievance process that provides due process protections to alleged victims and alleged perpetrators of sexual harassment, and **effectively implement remedies** for victims.*

id. (emphasis added).

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### Title IX: FINAL RULE

*The final regulations also clarify and modify Title IX regulatory requirements regarding remedies the Department may impose on recipients for Title IX violations, the intersection between Title IX, Constitutional protections, and other laws, the designation by each recipient of a Title IX Coordinator to address sex discrimination including sexual harassment, the dissemination of a recipient's non-discrimination policy and contact information for a Title IX Coordinator, the adoption by recipients of grievance procedures and a grievance process, how a recipient may claim a religious exemption, and prohibition of retaliation for exercise of rights under Title IX.*

id.

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### Legal Foundations: How did we get here?

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### Title IX Before and After April 2011

**Before:**  
Campuses focused on equality in sports, admissions, etc.

**April 2011 (Obama Administration):**  
*Dear Colleague Letter* released as a "reminder" that Title IX covers sexual harassment  
Yale Investigation  
The awakening of the Dept. of Education (DOE)

**After April 2011:**  
Numerous investigations/Substantial guidance  
April 2014, FAQ document and White House Task Force to Protect Students from Sexual Assault report *Not Alone*  
April 2015 guidance on the role of the Title IX Coordinator  
The rise of vendors, experts, etc.

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### Title IX and the Trump Administration

- Education Secretary Betsy DeVos
- Rescission of Obama-Era Guidance in 2017 (and more rescissions in 2020)
- Instituted “interim” and “substantial” guidance in September 2017
- Focus on respondents’ rights/procedural protections/due process/bias and conflicts of interest
- Notice and comment period on the 2020 regulations ended with a record-breaking number of comments (over 120,000)
- Complex implications for protection from discrimination based on sexual orientation, or appearance thereof.

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### Title IX: Former Guidance

- *Sexual Harassment Guidance: Harassment of Students By School Employees, Other Students, or Third Parties*, 62 FR 12034 (Mar. 13, 1997)
- *Revised Guidance on Sexual Harassment: Harassment of Students by School Employees, Other Students, or Third Parties* (Jan. 19, 2001)
- *Dear Colleague Letter: Sexual Violence* (April 4, 2011)
- *Questions and Answers on Title IX and Sexual Violence* (April 29, 2014)
- *Resources for Title IX Coordinators, including the Dear Colleague Letter, and the Title IX Resource Guide* (April 2015)
- *Q&A on Campus Sexual Misconduct* (Sept. 22, 2017)
- *Dear Colleague Letter* (Sept. 22, 2017)

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### Court Activity

- Judicial activism and inactivism
  - Lower courts and SCOTUS
  - 6<sup>th</sup> Circuit in *Baum*
  - 7<sup>th</sup> Circuit in *Purdue*
  - 3<sup>rd</sup> Circuit in *University of Sciences*
  - Univ. of Southern California --\$852 million settlement in case regarding abuse by campus gynecologist
  - *Bostock*
  - *Lady of Guadalupe*
  - *NCAA v. Alston et al* (See Jeremy Baum-Wolf, “Constitutional Due Process at Private Institutions?” *Inside Higher Ed* (June 15, 2019))

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### Litigation Risk

- Will the 2020 regulations cause an increased risk of litigation?
- The Department doesn’t think so. For example: “[I]f recipients comply with these final regulations, these final regulations may have the effect of decreasing litigation because recipients with actual knowledge would be able to demonstrate that they were not deliberately indifferent in responding to a report of sexual harassment.” *Id.* at 30115.
- Actual cases are rising in number even before the regulations. Courts are referring to the 2020 regulations already.
- Fee shifting? Will colleges have to pay for attorney’s fees of plaintiffs?

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### Legal Mandates, Etc. Under Title IX— Where Is the Law?

- Title IX of the Education Amendments of 1972 (Title IX), 20 U.S.C. §§ 1681 *et seq.*
- Implementing Regulations, 34 C.F.R. Part 106
- Notice and Comment
- Rule-making/Negotiated rule-making
- Commentary/Blogs from the Dept. of Education
- Guidance
- Resolution Letters and Agreements
- Other Sources—Speeches, Website, Participation with the Field
- State Law Mandates—Virginia Laws

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### Virginia State Laws

- VA Code § 23.1-805. Violence prevention committee; threat assessment team.
  - Requires campuses to establish these two groups
- VA Code § 23.1-806. Reporting of acts of sexual violence.
  - Requires responsible employees to report
  - Requires a “Review Committee” and mandates certain functions of this committee
- VA Code § 23.1-807. Sexual assault; memoranda of understanding; policies.
  - MOUs with local sexual assault crisis centers and law enforcement
- VA Code § 23.1-808. Sexual violence; policy review; disciplinary immunity for certain individuals who make reports.
  - Requires institutions to review sexual violence policies and updated it as appropriate
  - Requires institutions to have an “amnesty policy” for reporters

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### Virginia State Laws Cont'd

- VA Code § 23.1-900. Academic transcripts; suspension, permanent dismissal, or withdrawal from institution.
  - Requires a transcript notation for a student who has been suspended for, has been permanently dismissed for, or withdraws from the institution while under investigation for an offense involving sexual violence and requires institutions to adopt policies for the expungement of such notation.
- VA Code § 23.1-412. Non-academic student codes of conduct.
  - Requires each public institution of higher education to adopt non-academic student codes of conduct. Students and student organizations that participate in the non-academic student codes of conduct process as a complainant or respondent shall have the responsibilities and rights afforded to them by the institution's codes of conduct and related policies and procedures.
- VA Code § 9.1-191. Virginia sexual assault forensic examiner coordination program.
  - Establishes the Virginia sexual assault forensic examiner coordination program within the Department of Criminal Justice Services.

### Federal Regulators: Two Key Players

**Department of Education**  
Enforcement through Office for Civil Rights (regional offices)  
Historical K-12 focus

**Department of Justice**  
Largely dormant in higher ed for years  
"Crime fighters" dealing with violence, drugs, weapons, etc.  
[DOJ does not seem to have played a large role in the 2020 Title IX regulations.]

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### Important Note!

Litigation in the lower courts has multiplied. Institutions must seek advice of counsel on the implications for Title IX compliance on their campuses.

**Know when to talk with counsel.**

### The Courts v. The Regulators

**The Regulators**

- Threat of loss of federal funding
- An act of violence is a crime, is against campus policy, and is a form of discrimination.

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### Whose View of Title IX Wins in the End?

Showdowns are coming!

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    graph TD
      CONGRESS --> COURTS
      CONGRESS --> REGULATORS
  
```

→ Court cases are already testing some issues

# "Sex"

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What is "sex" for Title IX purposes?

The modern concept of "sex" has evolved and represents a cultural shift. In past generations, "sex" usually meant the male/female assignment at birth based on biological or anatomical factors. "Sex" for Title IX purposes includes:

- Gender based on biological or anatomical factors
- Actual or perceived gender identity

Sometimes individuals do not conform to stereotypical notions of masculinity or femininity.

**Helpful Resource**  
 UC Davis, LGBTQIA Resource Center Glossary,  
<https://lgbtqia.ucdavis.edu/educated/glossary>

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Title IX: Does "sex" include actual or perceived sexual orientation?

2001 Guidance pg. 3:

"Although **Title IX does not prohibit discrimination on the basis of sexual orientation**, sexual harassment directed at gay or lesbian students that is sufficiently serious to limit or deny a student's ability to participate in or benefit from the school's program constitutes sexual harassment prohibited by Title IX under the circumstances described in this guidance. For example, if a male student or a group of male students target a gay student for physical sexual advances, serious enough to deny or limit the victim's ability to participate in or benefit from the school's program, the school would need to respond promptly and effectively, as described in this guidance, just as it would if the victim were heterosexual. On the other hand, if students heckle another student with comments based on the student's sexual orientation (e.g., "gay students are not welcome at this table in the cafeteria"), but their actions do not involve conduct of a sexual nature, their actions would not be sexual harassment covered by Title IX."

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The 2001 guidance position is complicated by OCR statements and the 2020 amendments and recent litigation.

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2018 OCR Statement

"All students can experience sex-based harassment, including male and female students, **LGBT students**, students with disabilities, and students of different races, national origins, and ages. Title IX protects all students from sex-based harassment, regardless of the sex of the parties, including when they are **members of the same sex**."

"Title IX also prohibits gender-based harassment, which is unwelcome conduct based on a student's sex, harassing conduct based on a student's **failure to conform to sex stereotypes**."

U.S. Dept. of Educ. Office for Civil Rights, Sex-based Harassment, <https://www.ed.gov/officefor-civil-rights/sex-based-harassment-students-and-staff> (last visited March 29, 2018) (emphasis added).

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Is "sex" defined in the 2020 regulations?

*The word "sex" is undefined in the Title IX statute. **The Department did not propose a definition of "sex" in the NPRM and declines to do so in these final regulations. The focus of these regulations remains prohibited conduct.***

Department of Education, *Non-discrimination on the Basis of Sex in Education Programs or Activities Requiring Federal Financial Assistance*, 34 Fed. Reg. 30007 (May 19, 1969) (final rule) (cited as *www.govinfo.gov/content/pkg/FR-2020-10-28/pdf/2020-10-28.pdf*) (emphasis added).

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SCOTUS/*Bostock* and Implications for Title IX

*Bostock v. Clayton County* (June 15, 2020)

A consolidation of three cases of employment discrimination under **Title VII**.

Holding: Employees are protected from discrimination due to their sexual orientation or gender identity under Title VII of the Civil Rights Act of 1964.

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## Bostock and the New Dept. of Education Position on LGBTQ Protections

"The Supreme Court has upheld the right for LGBTQ+ people to live and work without fear of harassment, exclusion, and discrimination – and our LGBTQ+ students have the same rights and deserve the same protections. I'm proud to have directed the Office for Civil Rights to enforce Title IX to protect all students from all forms of sex discrimination.

Today, the Department makes clear that all students—including LGBTQ+ students—deserve the opportunity to learn and thrive in schools that are free from discrimination."

U.S. Secretary of Education Miguel Cardona  
 U.S. Department of Education Confirms Title IX Protects Students from Discrimination Based on Sexual Orientation and Gender Identity [Press release]  
 JUNE 16, 2023

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## Bostock and the New Dept. of Education Position on LGBTQ Protections Cont'd

"OCR has long recognized that Title IX protects all students, including students who are lesbian, gay, bisexual, and transgender, from harassment and other forms of sex discrimination. OCR also has long recognized that Title IX prohibits harassment and other forms of discrimination against all students for not conforming to stereotypical notions of masculinity and femininity. But OCR at times has stated that Title IX's prohibition on sex discrimination does not encompass discrimination based on sexual orientation and gender identity. To ensure clarity, the Department issues this Notice of Interpretation addressing Title IX's coverage of discrimination based on sexual orientation and gender identity in light of the Supreme Court decision discussed below.

In 2020, the Supreme Court in *Bostock v. Clayton County*, 140 S. Ct. 1731, 590 U.S. \_\_\_\_ (2020), concluded that discrimination based on sexual orientation and discrimination based on gender identity inherently involve treating individuals differently because of their sex. It reached this conclusion in the context of Title VII of the Civil Rights Act of 1964, as amended, 42 U.S.C. § 2000e et seq., which prohibits sex discrimination in employment. As noted below, courts rely on interpretations of Title VII to inform interpretations of Title IX.

The Department issues this Notice of Interpretation to make clear that the Department interprets Title IX's prohibition on sex discrimination to encompass discrimination based on sexual orientation and gender identity . . ."

U.S. Dept. of Education, Office for Civil Rights, The Department's Interpretation of Title IX of the Education Amendments of 1972 with Respect to Discrimination Based on Sexual Orientation and Gender Identity in Light of *Bostock v. Clayton County*, June 2023

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## SCOTUS decision in *Our Lady of Guadalupe School v. Morrissey-Berru* (July 8, 2020)

- "Ministerial exception": application to Title VII and Title IX.
- Employees vs. Students
- "When a school with a religious mission entrusts a teacher with the responsibility of educating and forming students in the faith, judicial intervention into disputes between the school and the teacher threatens the school's independence in a way that the First Amendment does not allow."
- Nonsectarian "tenets" or "teachers"? Viewpoint discrimination?
- What may be next for students?

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## Implications of Bostock for Title IX?

- Why did the Department of Education not define "sex" in the 2020 Title IX regulations?
- Title VII = Title IX?
- LGBTQIA rights and *Bostock*...note the Court's emphasis on the specific issues raised, "On the basis of sex" / "Because of... sex"
- Spending v. Commerce clause...the "notice issue"
- How is Title IX different from Title VII—Primacy?
- Title IX regulations and DOE enforcement in light of *Bostock*?
- How will campuses define "sex" going forward?
- How are religious institutions impacted? Consider Title IX's "not be consistent with religious tenets" exception... More on this on the next slide...
- A good article to read:
  - Michael T. Raupp, *Is Change Ahead for Title IX? Inside Higher Ed* (April 20, 2023).

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## The New Dept. of Education Position on LGBTQ Protections visible before June 23, 2022

"The Supreme Court has upheld the right for LGBTQ+ people to live and work without fear of harassment, exclusion, and discrimination – and our LGBTQ+ students have the same rights and deserve the same protections. I'm proud to have directed the Office for Civil Rights to enforce Title IX to protect all students from all forms of sex discrimination.

Today, the Department makes clear that all students—including LGBTQ+ students—deserve the opportunity to learn and thrive in schools that are free from discrimination."

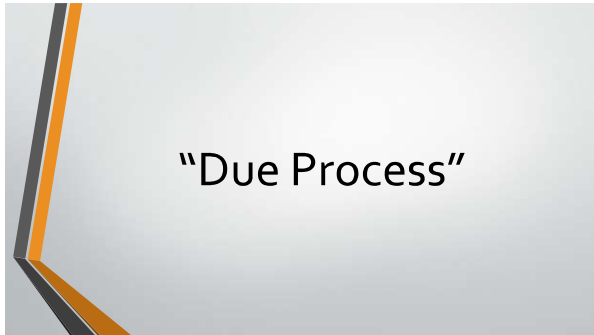
U.S. Secretary of Education Miguel Cardona  
 U.S. Department of Education Confirms Title IX Protects Students from Discrimination Based on Sexual Orientation and Gender Identity [Press release]  
 JUNE 16, 2023

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## Bostock Pushback

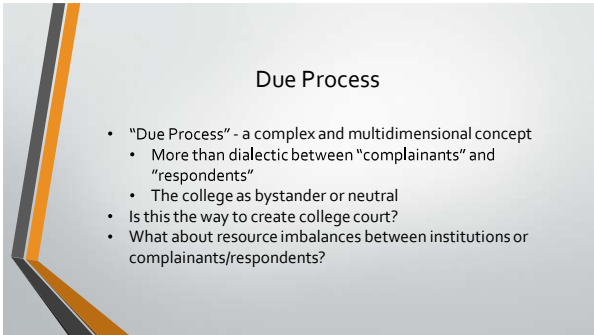
- 21 State Attorneys General pushed back in a letter to Pres. Biden
- 20 States Sue Biden Administration
  - *Tennessee et al. v. United States Department of Education et al.*, *Tennessee Eastern District Court*, Case No. 3:21-cv-00308
  - On July 15, 2022, plaintiff's motion for injunction was granted and defendants motion to dismiss was denied.
    - Federal judge blocks Ed. Dept Title IX guidance for trans students ([insidehighered.com](https://www.insidehighered.com/news/2022/7/15/federal-judge-blocks-ed-dept-title-ix-guidance-for-trans-students))
    - Court temporarily halts Ed Dept from enforcing LGBTQ protections under Title IX | Higher Ed Dive
- FL House Bill 7 "Stop WOKE" sought to ban certain aspects of DEI training; was recently declared unconstitutional by a Florida judge
  - Florida Passes Stop WOKE Bill Prohibiting Diversity Training ([natlawreview.com](https://natlawreview.com))

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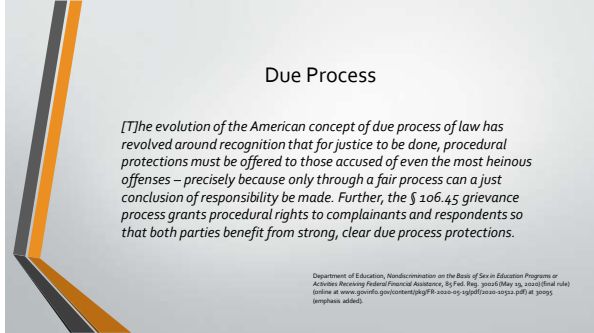
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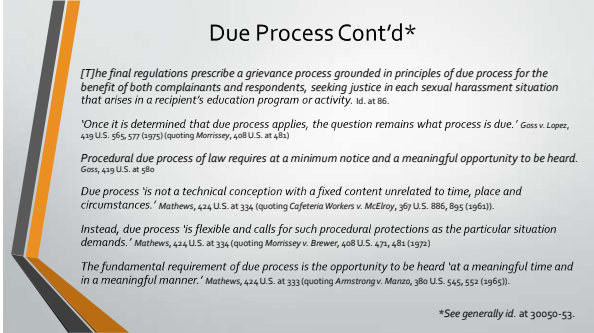
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- “Due Process” - a complex and multidimensional concept
- More than dialectic between “complainants” and “respondents”
- The college as bystander or neutral
- Is this the way to create college court?
- What about resource imbalances between institutions or complainants/respondents?



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*[T]he final regulations prescribe a grievance process grounded in principles of due process for the benefit of both complainants and respondents, seeking justice in each sexual harassment situation that arises in a recipient's education program or activity. id. at 86.*

*'Once it is determined that due process applies, the question remains what process is due.'* *Goss v. Lopez*, 419 U.S. 565, 577 (1975) (quoting *Morrissey*, 408 U.S. at 481).

*Procedural due process of law requires at a minimum notice and a meaningful opportunity to be heard.* *Goss*, 419 U.S. at 580.

*Due process 'is not a technical conception with a fixed content unrelated to time, place and circumstances.'* *Mathews*, 424 U.S. at 334 (quoting *Cafeteria Workers v. McElroy*, 367 U.S. 886, 895 (1961)).

*Instead, due process 'is flexible and calls for such procedural protections as the particular situation demands.'* *Mathews*, 424 U.S. at 334 (quoting *Morrissey v. Brewer*, 408 U.S. 471, 481 (1972)).

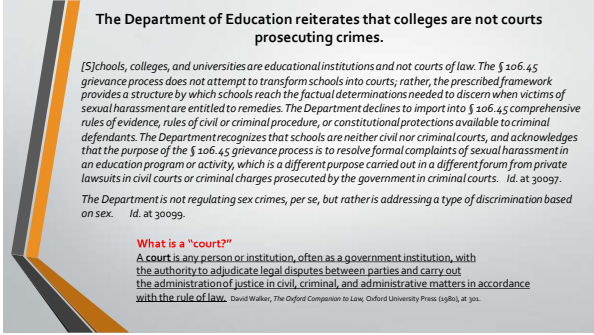
*The fundamental requirement of due process is the opportunity to be heard 'at a meaningful time and in a meaningful manner.'* *Mathews*, 424 U.S. at 333 (quoting *Armstrong v. Manzo*, 380 U.S. 545, 551 (1965)).

\*See generally *id.* at 30050-53.



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- Chevron/EPA/Article II
- State Farm
- Protected Interests
- *Mathews* Balancing Test
- *Citizens United* → Associational Rights
- Originalism/Textualism/ Historicism
- Efficacy/Fairness to those not represented in a “hearing”
- New Fairness Issues Created by “College Court”
- *Horowitz/Ewing* and Academic Freedom
- Substantive Due Process
- Slippery Slope
  - Tenure for Students
  - Ghost of Hugo Black in *Tinker*



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**The Department of Education reiterates that colleges are not courts prosecuting crimes.**

*[S]chools, colleges, and universities are educational institutions and not courts of law. The § 106.45 grievance process does not attempt to transform schools into courts; rather, the prescribed framework provides a structure by which schools reach the factual determinations needed to discern when victims of sexual harassment are entitled to remedies. The Department declines to import into § 106.45 comprehensive rules of evidence, rules of civil or criminal procedure, or constitutional protections available to criminal defendants. The Department recognizes that schools are neither civil nor criminal courts, and acknowledges that the purpose of the § 106.45 grievance process is to resolve formal complaints of sexual harassment in an education program or activity, which is a different purpose carried out in a different forum from private lawsuits in civil courts or criminal charges prosecuted by the government in criminal courts. Id. at 30097.*

*The Department is not regulating sex crimes, per se, but rather addressing a type of discrimination based on sex. Id. at 30099.*

**What is a “court?”**  
*A court is any person or institution, often as a government institution, with the authority to adjudicate legal disputes between parties and carry out the administration of justice in civil, criminal, and administrative matters in accordance with the rule of law.* David Walker, *The Original Companion to Law*, Oxford University Press (2018), at 31.

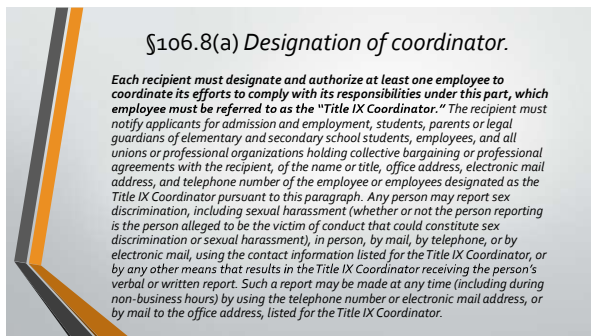


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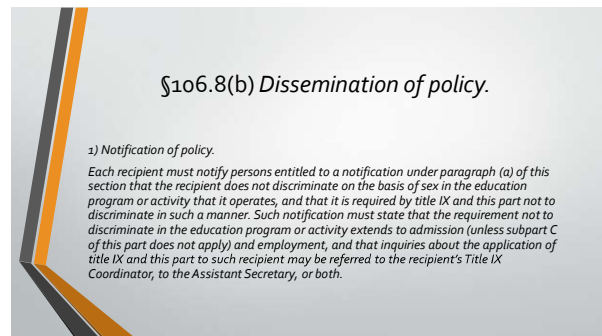


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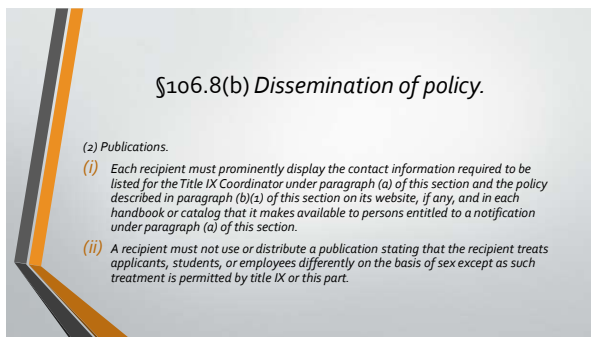


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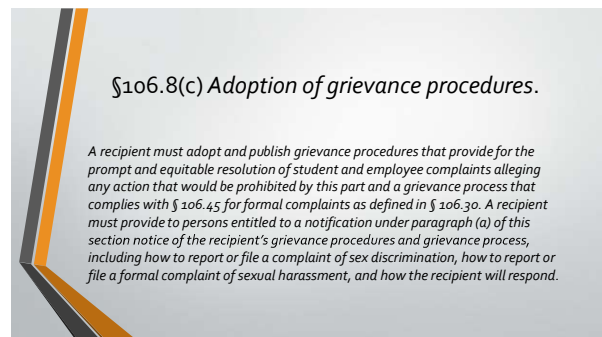
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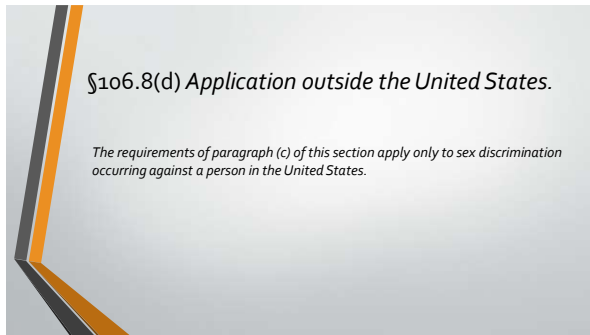
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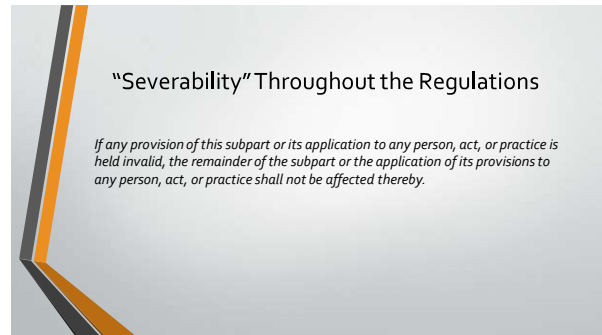


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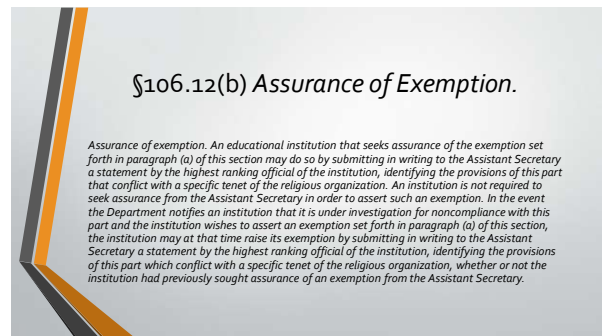


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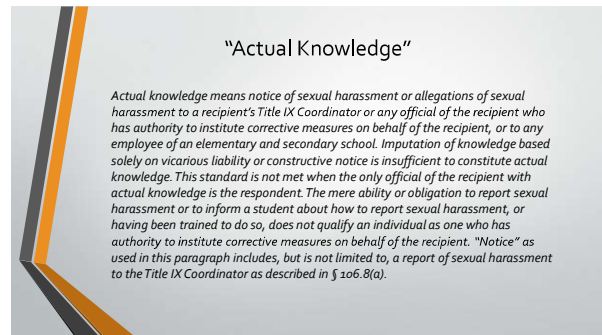
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94



95



96



**“Complainant”**

*Complainant means an individual who is alleged to be the victim of conduct that could constitute sexual harassment.*

What is “alleged?”

97

**“Respondent”**

*Respondent means an individual who has been reported to be the perpetrator of conduct that could constitute sexual harassment.*

Allege = “report?”

98

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**More on Complainants/Respondents**

- A person may be a complainant, or a respondent, even where no formal complaint has been filed and no grievance process is pending. Id. at 30030.
- References . . . to a complainant, respondent, or other individual with respect to exercise of rights under Title IX should be understood to include situations in which a parent or guardian has the legal right to act on behalf of the individual. Id.
- **[T]he definitions of “complainant” and “respondent” do not restrict either party to being a student or employee, and, therefore, the final regulations do apply to allegations that an employee was sexually harassed by a student.** Id. at 30071-72 (internal citations omitted).

99

**“Consent”**

*The Assistant Secretary will not require recipients to adopt a particular definition of consent with respect to sexual assault, as referenced in this section.*

This has been a central issue in fairness/consistency.

How does “consent” fit into the new framework for “sexual harassment?”

100

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**“Formal Complaint”**

*Formal complaint means 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. At the time of filing a formal complaint, a complainant must be participating in or attempting to participate in the education program or activity of the recipient with which the formal complaint is filed. A formal complaint may be filed with the Title IX Coordinator in person, by mail, or by electronic mail, by using the contact information required to be listed for the Title IX Coordinator under § 106.8(a), and by any additional method designated by the recipient.*

(emphasis added)

101

**“Formal Complaint” Cont’d**

*As used in this paragraph, the phrase “document filed by a complainant” means a document or electronic submission (such as by electronic mail or through an online portal provided for this purpose by the recipient) that contains the complainant’s physical or digital signature, or otherwise indicates that the complainant is the person filing the formal complaint. Where the Title IX Coordinator signs a formal complaint, the Title IX Coordinator is not a complainant or otherwise a party under this part or under § 106.45, and must comply with the requirements of this part, including § 106.45(b)(1)(iii).*

102

**“Sexual Harassment” [Three-Prong Test]**

*Sexual harassment means conduct on the basis of sex that satisfies one or more of the following:*

- (1) An employee of the recipient conditioning the provision of an aid, benefit, or service of the recipient on an individual's participation in unwelcome sexual conduct;*
- (2) Unwelcome conduct determined by a reasonable person to be so severe, pervasive, and objectively offensive that it effectively denies a person equal access to the recipient's education program or activity; or*
- (3) "Sexual assault" as defined in 20 U.S.C. 1092(f)(6)(A)(v), "dating violence" as defined in 34 U.S.C. 12291(a)(10), "domestic violence" as defined in 34 U.S.C. 12291(a)(8), or "stalking" as defined in 34 U.S.C. 12291(a)(30).*

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**First Amendment and the Second Prong**

*[P]rotection of free speech and academic freedom was weakened by the Department's use of wording that differed from the Davis definition of what constitutes actionable sexual harassment under Title IX . . . these final regulations return to the Davis definition verbatim, while also protecting against even single instances of quid pro quo harassment and Clery/ VAWA offenses, which are not entitled to First Amendment protection. Id. at 30155 n.680.*

104

**“Supportive Measures”**

*Supportive measures means 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. Such measures are 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.*

105

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**“Supportive Measures” Cont’d**

*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. The recipient 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.*

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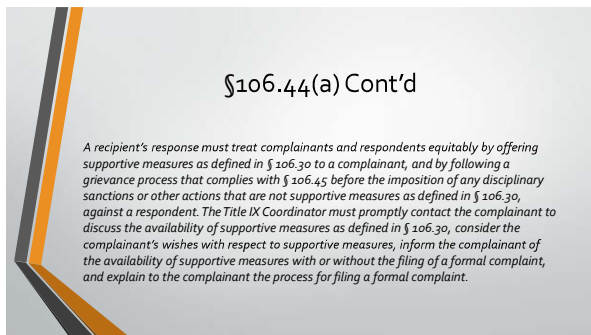
**§ 106.44 Recipient's response to sexual harassment.**

107

**§106.44(a) General response to sexual harassment.**

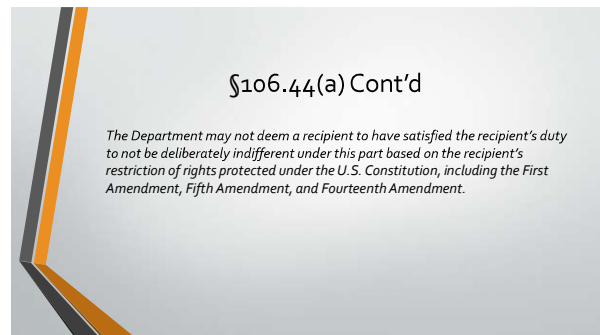
*A recipient with actual knowledge of sexual harassment in an education program or activity of the recipient against a person in the United States, must respond promptly in a manner that is not deliberately indifferent. A recipient is deliberately indifferent only if its response to sexual harassment is clearly unreasonable in light of the known circumstances. For the purposes of this section, §§ 106.30, and 106.45, "education program or activity" includes locations, events, or circumstances over which the recipient exercised substantial control over both the respondent and the context in which the sexual harassment occurs, and also includes any building owned or controlled by a student organization that is officially recognized by a postsecondary institution.*

108

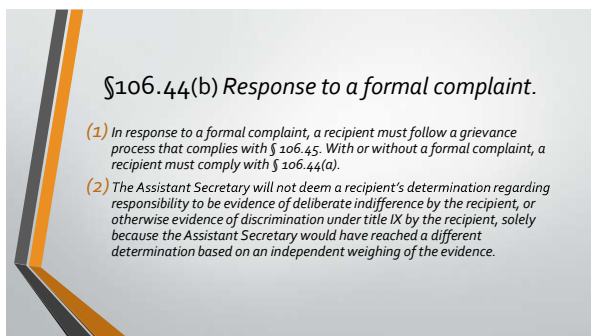


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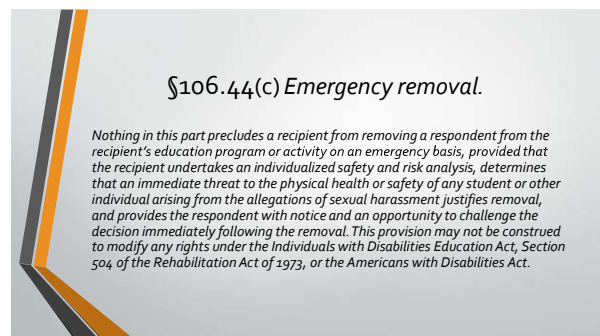


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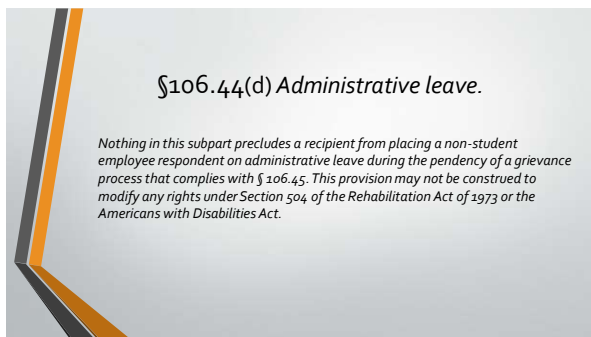


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113



114

§ 106.45(a) Discrimination on the basis of sex.

*A recipient's treatment of a complainant or a respondent in response to a formal complaint of sexual harassment may constitute discrimination on the basis of sex under title IX.*

115

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§ 106.45(b) Grievance process.

*For the purpose of addressing formal complaints of sexual harassment, a recipient's grievance process must comply with the requirements of this section. Any provisions, rules, or practices other than those required by this section that a recipient adopts as part of its grievance process for handling formal complaints of sexual harassment as defined in § 106.30, must apply equally to both parties.*

116

§ 106.45(b)(1)(i)

*(1) Basic requirements for grievance process. A recipient's grievance process must—*

*(i) 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. Remedies must be designed to restore or preserve equal access to the recipient's education program or activity. Such remedies may include the same individualized services described in § 106.30 as "supportive measures"; however, remedies need not be non-disciplinary or non-punitive and need not avoid burdening the respondent;*

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§ 106.45(b)(1)(ii)

*(ii) Require an objective evaluation of all relevant evidence—including both inculpatory and exculpatory evidence—and provide that credibility determinations may not be based on a person's status as a complainant, respondent, or witness;*

118

§ 106.45(b)(1)(iii)

*(iii) Require that any individual designated by a recipient as a Title IX Coordinator, investigator, decisionmaker, or any person designated by a recipient to facilitate an informal resolution process, not have a conflict of interest or bias for or against complainants or respondents generally or an individual complainant or respondent.*

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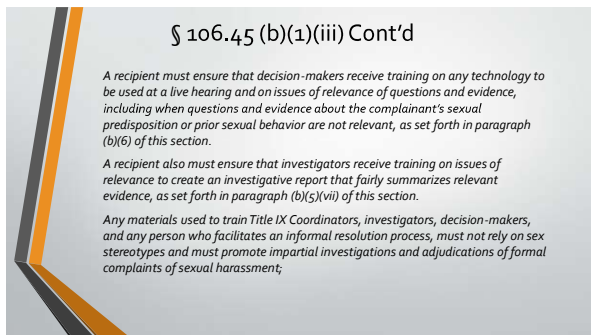
§ 106.45(b)(1)(iii) Cont'd

*A recipient must ensure that Title IX Coordinators, investigators, decision-makers, and any person who facilitates an informal resolution process, receive training on*

- the definition of sexual harassment in § 106.30,*
- the scope of the recipient's education program or activity,*
- how to conduct an investigation and grievance process including hearings, appeals, and informal resolution processes, as applicable, and*
- how to serve impartially, including by avoiding prejudgment of the facts at issue, conflicts of interest, and bias. . . .*

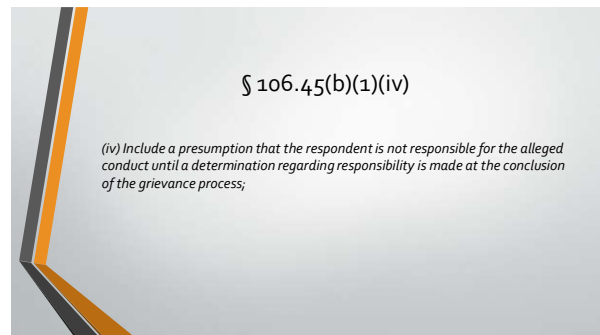
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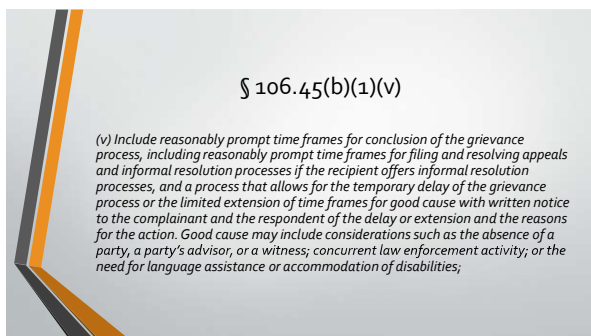


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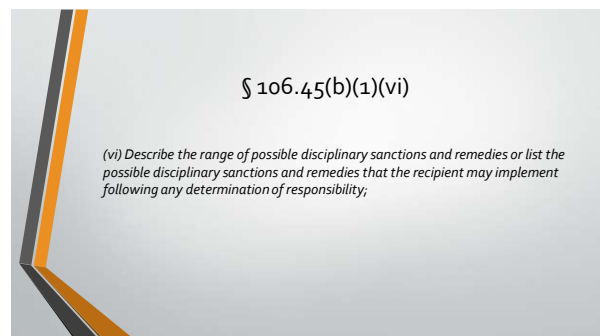


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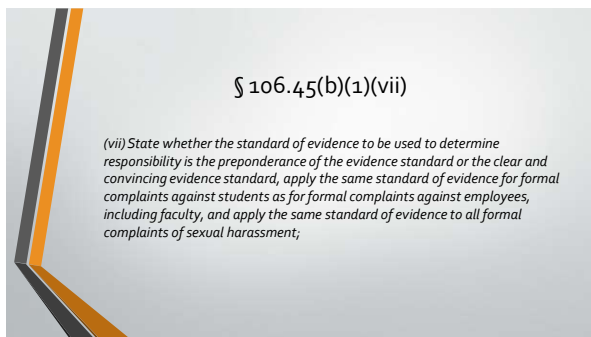


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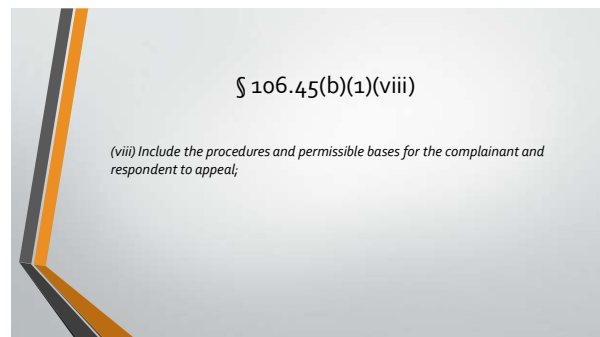
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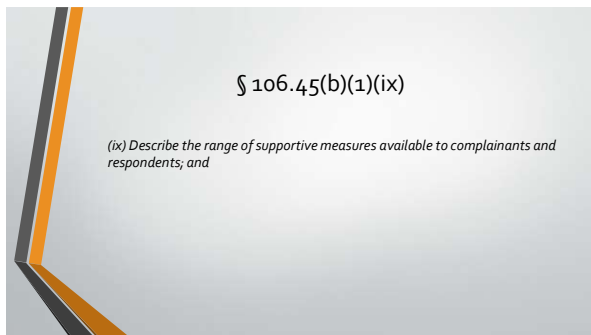
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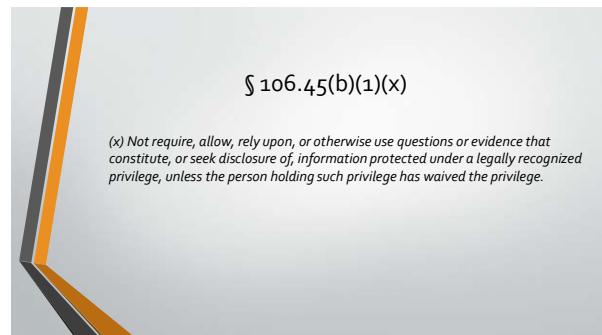


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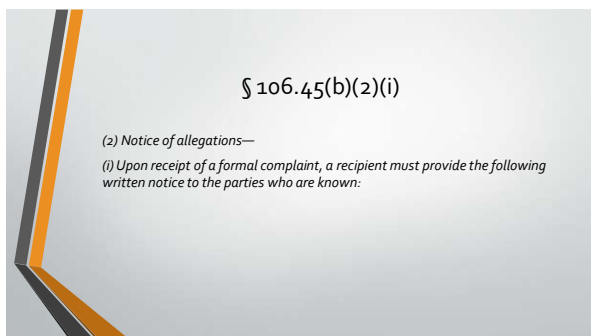


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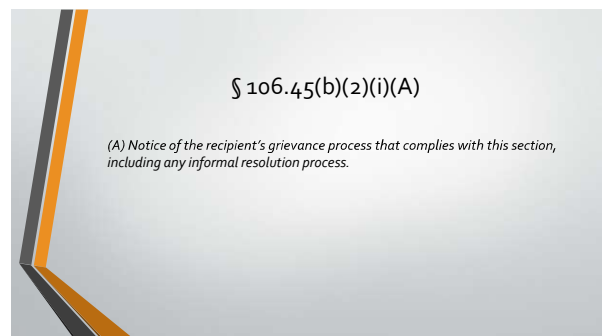


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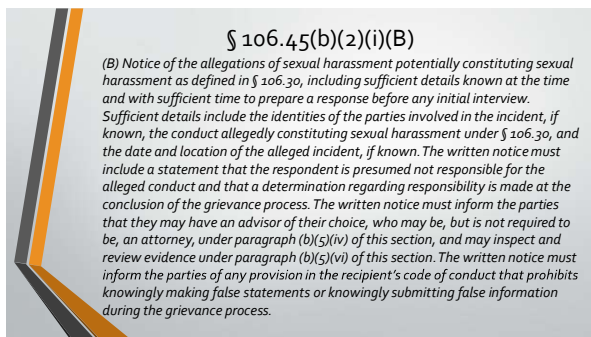


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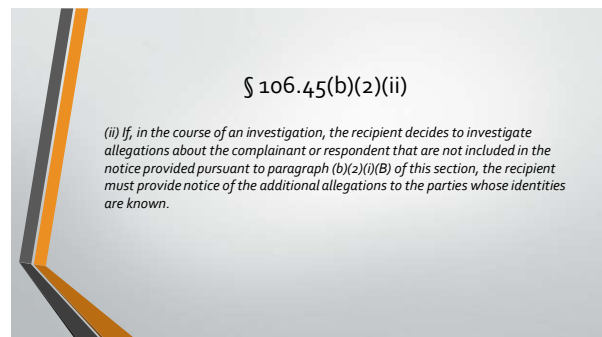
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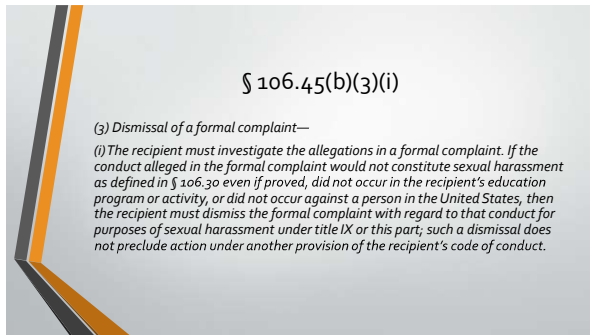
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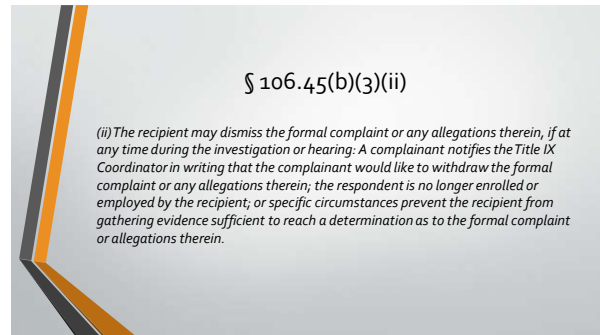


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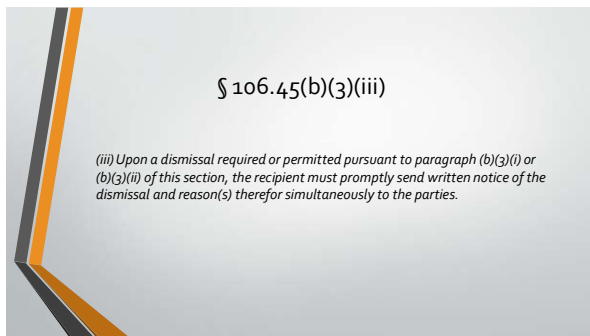


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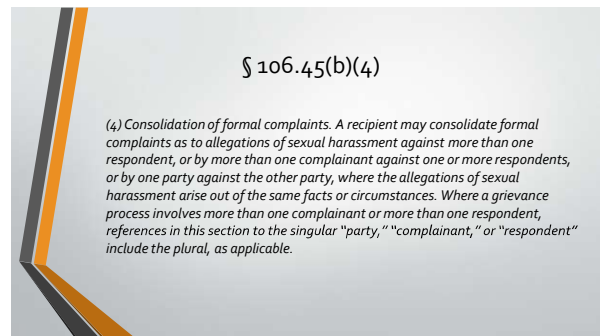


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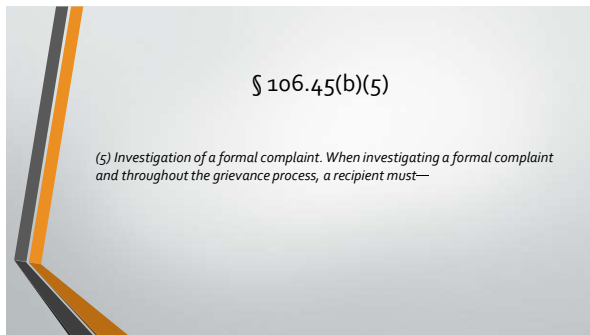


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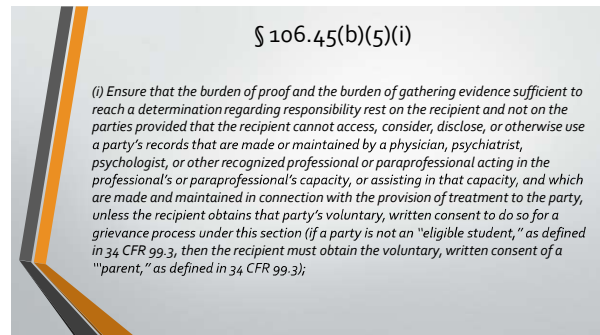
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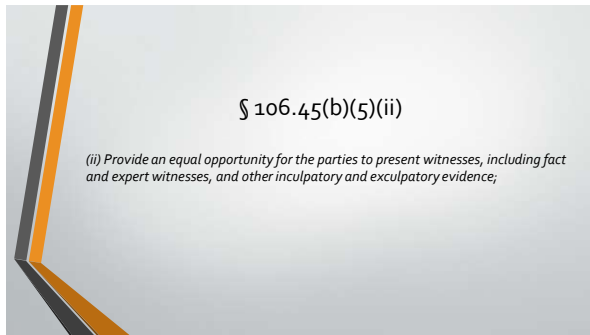
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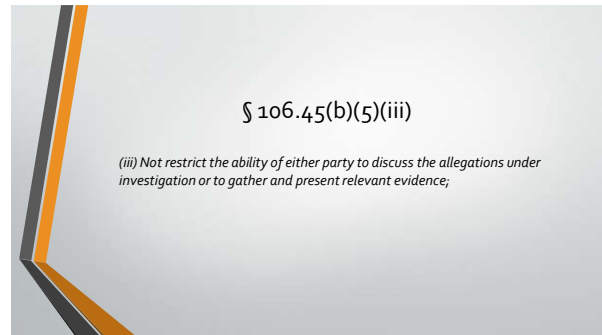


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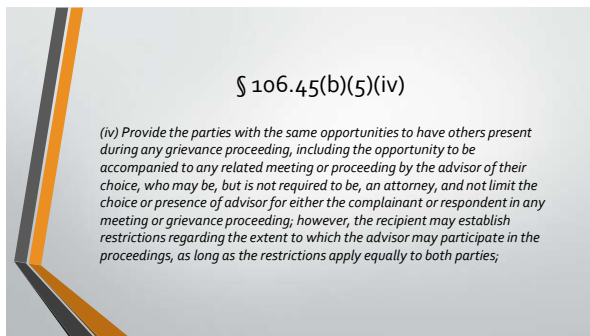


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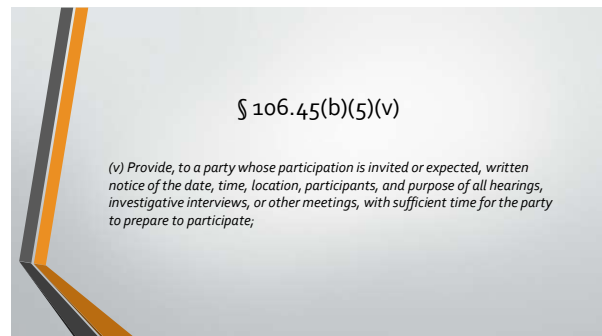


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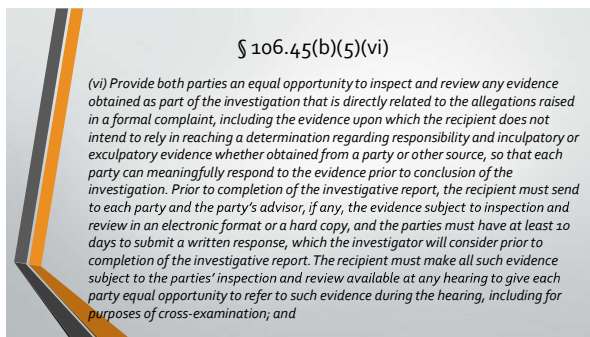


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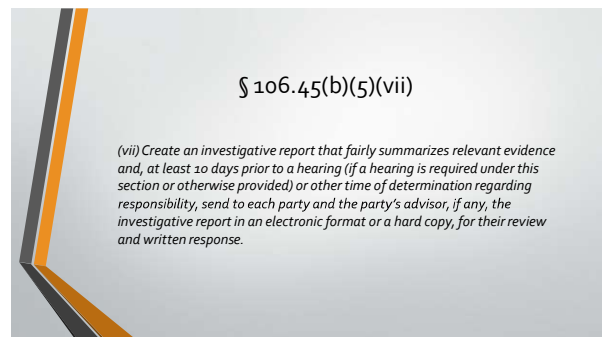
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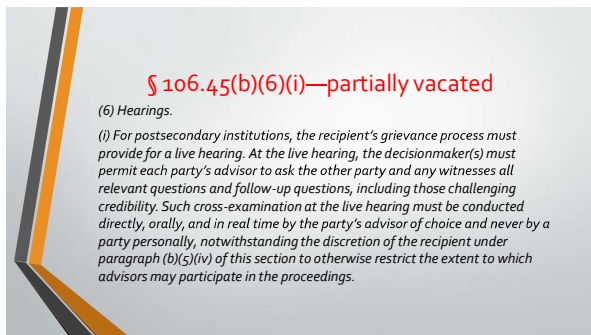


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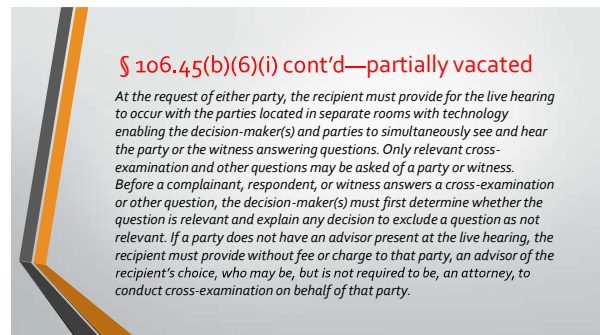
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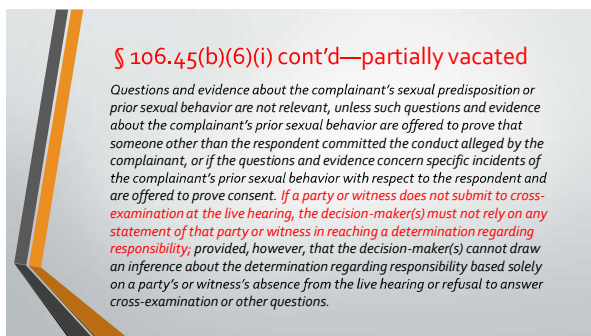


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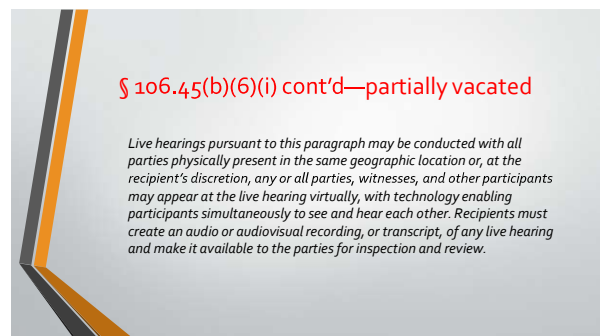


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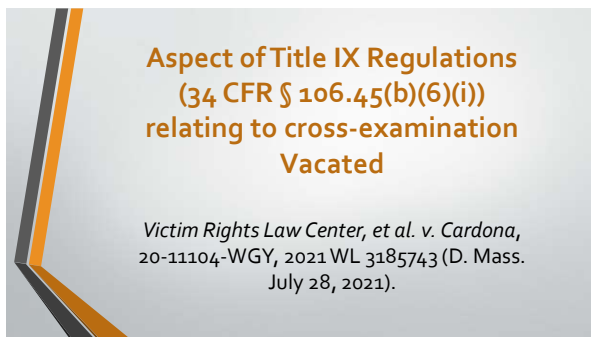


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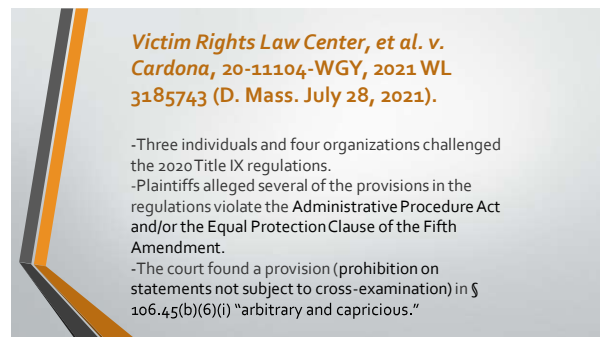
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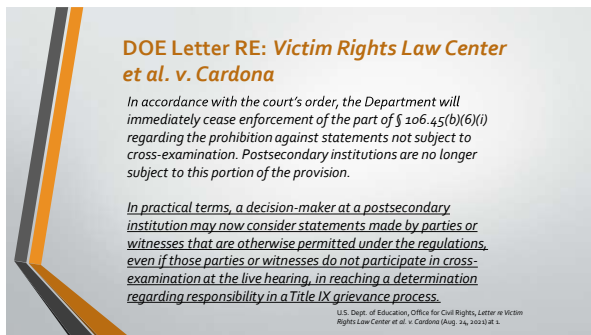
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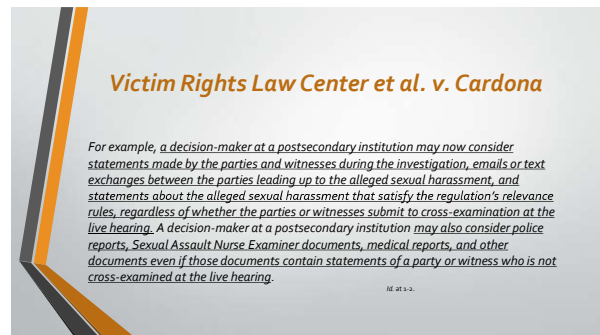


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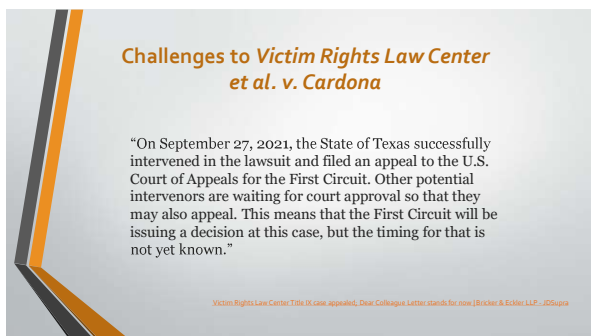


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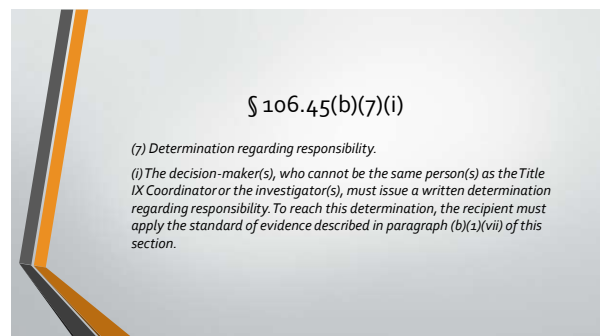


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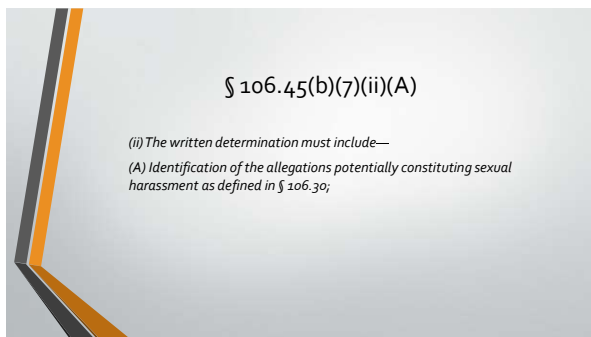


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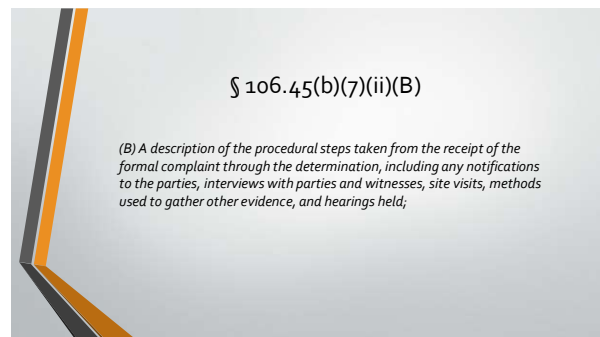
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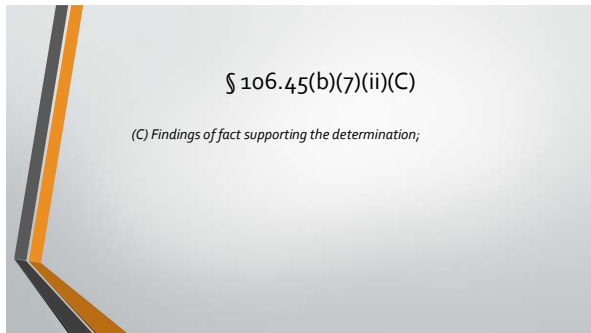
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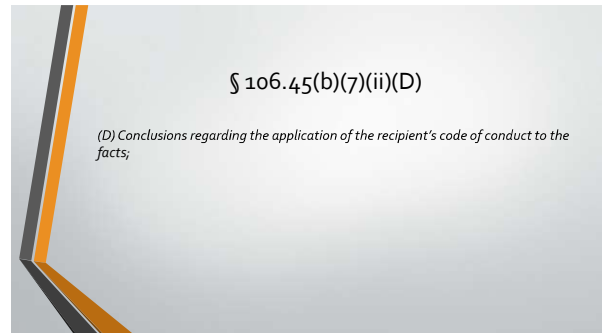


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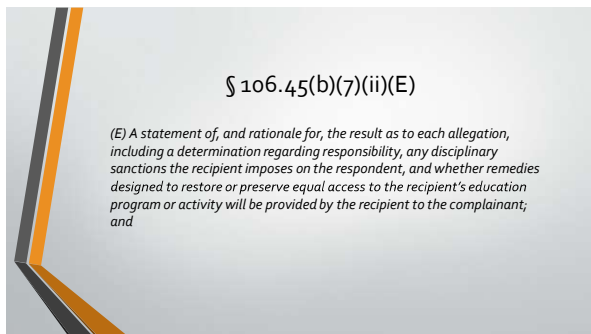


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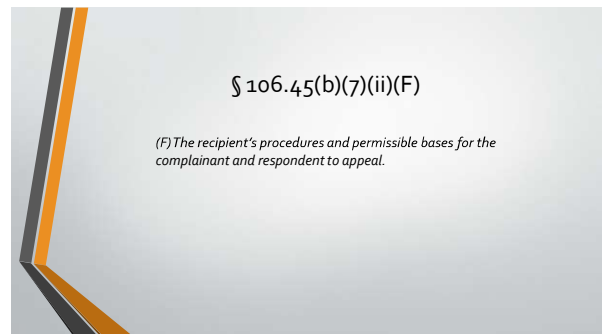


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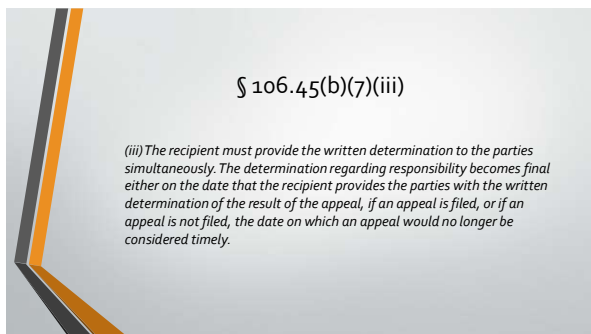


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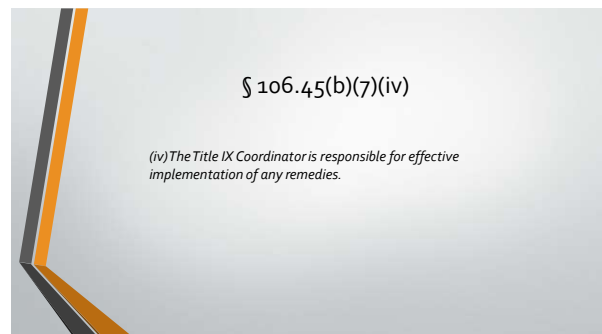
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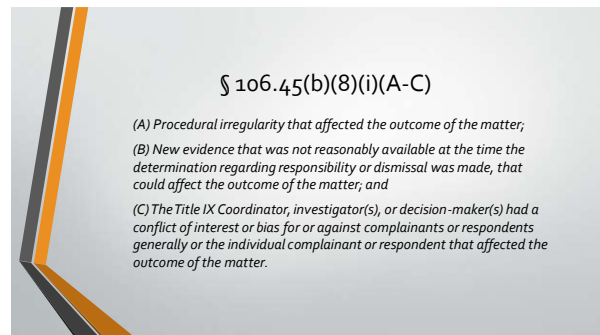


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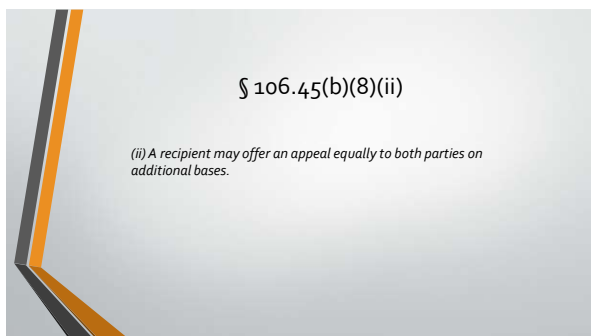


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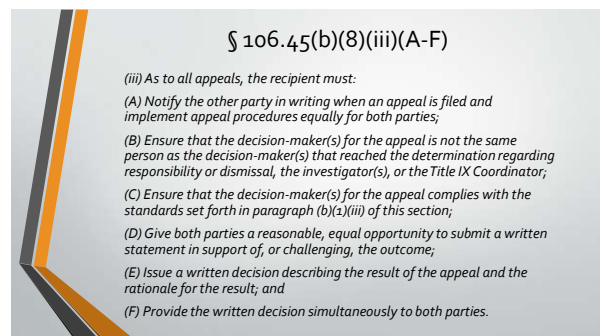


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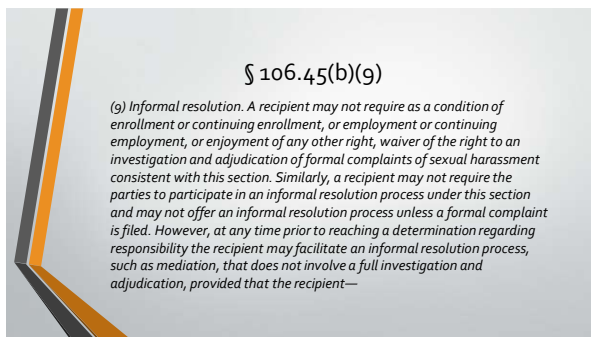


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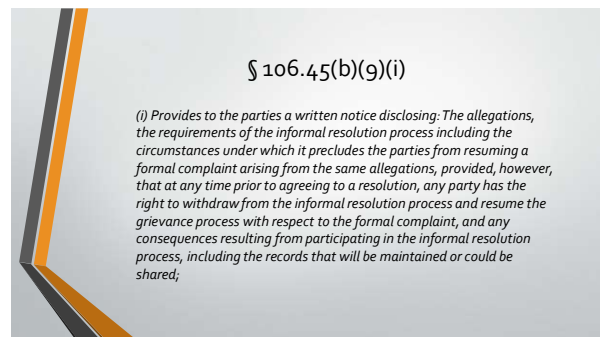
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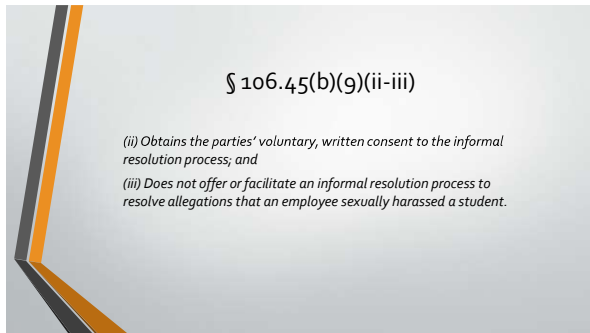
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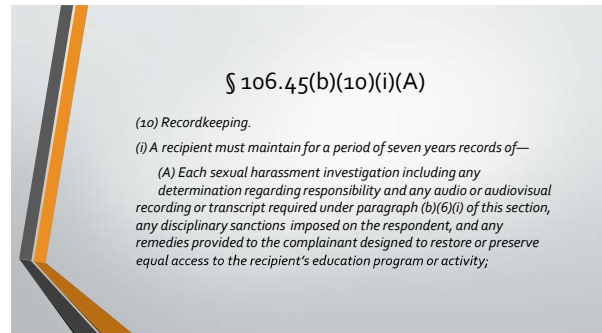


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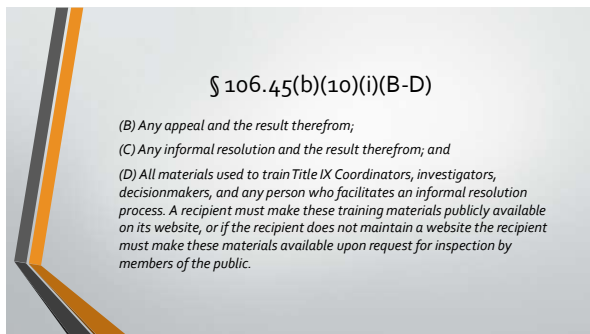


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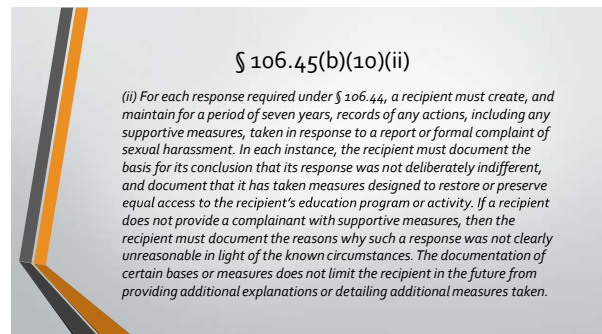


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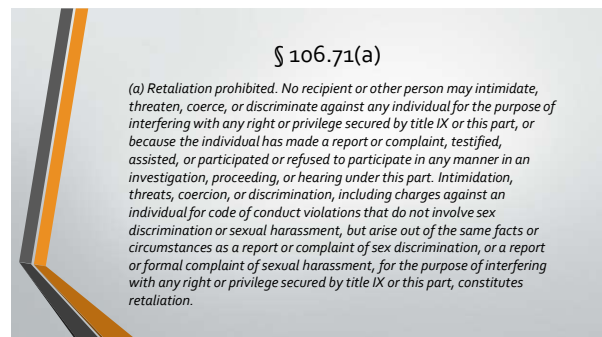
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**§ 106.71(a) Cont'd**

*The recipient must keep confidential the identity of any individual who has made a report or complaint of sex discrimination, including any individual who has made a report or filed a formal complaint of sexual harassment, any complainant, any individual who has been reported to be the perpetrator of sex discrimination, any respondent, and any witness, except as may be permitted by the FERPA statute, 20 U.S.C. 1232g, or FERPA regulations, 34 CFR part 99, or as required by law, or to carry out the purposes of 34 CFR part 106, including the conduct of any investigation, hearing, or judicial proceeding arising thereunder. Complaints alleging retaliation may be filed according to the grievance procedures for sex discrimination required to be adopted under § 106.8(c).*

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**§ 106.71(b)(1)**

*(b) Specific circumstances.*

*(1) The exercise of rights protected under the First Amendment does not constitute retaliation prohibited under paragraph (a) of this section.*

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**§ 106.71(b)(2)**

*(2) Charging an individual with a code of conduct violation for making a materially false statement in bad faith in the course of a grievance proceeding under this part does not constitute retaliation prohibited under paragraph (a) of this section, provided, however, that a determination regarding responsibility, alone, is not sufficient to conclude that any party made a materially false statement in bad faith.*

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**July 2021 Q&A Document**

Reminded us that 2020 regulations are enforceable.

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**July 2021 Q&A Cont'd**

- Document clearly states the Q&A and Preamble to regulations do not have the force of law
  - Preamble references: Please note that where appropriate, this Q&A refers to the preamble to the 2020 amendments, which clarifies OCR's interpretation of Title IX and the regulations. You can find citations to specific preamble sections in the endnotes of this Q&A. The preamble itself does not have the force and effect of law.* Dept. of Education, Office for Civil Rights, Questions and Answers on the Title IX Regulations on Sexual Harassment (July 2020), at 1.
  - This Q&A resource does not have the force and effect of law and is not meant to bind the public or regulated entities in any way. This document is intended only to provide clarity to the public regarding OCR's interpretation of existing legally binding statutory and regulatory requirements. As always, OCR's enforcement of Title IX stems from Title IX and its implementing regulations, not this or other guidance documents.* *Id.* at 2.

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**July 2021 Q&A Cont'd**

- Mini Glossary of Terms
  - Define "allegation" and subtly redefine "complainant" and "respondent"
  - Allegation: "An assertion that someone has engaged in sexual harassment." *Id.* at 2.

<p><b>2021 Q&amp;A "Complainant"</b> The person who has experienced the alleged sexual harassment. This person is considered a complainant regardless of whether they choose to file a formal complaint of sexual harassment under Title IX. <i>Id.</i> at 2.</p>	<p><b>2020 Regs "Complainant"</b> Complainant means an individual who is alleged to be the victim of conduct that could constitute sexual harassment. <i>34 CFR § 106.70(b)</i></p>	<p><b>2021 Q&amp;A "Respondent"</b> The person accused of the alleged sexual harassment. <i>2021 Q&amp;A at 3</i></p>	<p><b>2020 Regs "Respondent"</b> Respondent means an individual who has been reported to be the perpetrator of conduct that could constitute sexual harassment. <i>34 CFR § 106.70(b)</i></p>
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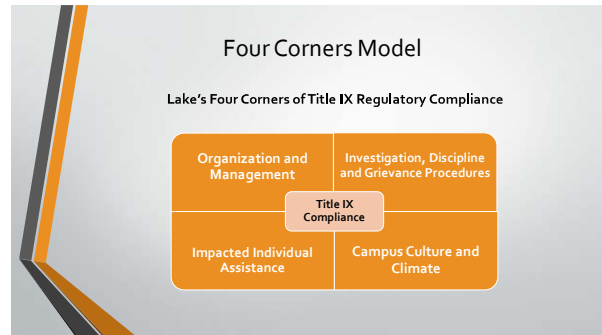
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### July 2021 Q&A Cont'd

- Question #43—*The preamble says that an advisor's cross-examination role "is satisfied where the advisor poses questions on a party's behalf, which means that an assigned advisor could relay a party's own questions to the other party or witness." Thus, for example, a postsecondary school could limit the role of advisors to relaying questions drafted by their party.* Id. at 23 (emphasis added).

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### Organization and Management: Tuning Your Systems to the 2020 Mandates

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### Title IX Personnel

- Title IX coordinator
  - Every institution must designate one
- Title IX investigator
  - Can be the Title IX coordinator, cannot be a decision-maker or appellate officer (thus no single-investigator model)
- Title IX decision-maker
  - Cannot be the investigator (thus no single-investigator model) or Title IX coordinator
- Appellate officer
  - Cannot be the decision-maker or investigator
- Anyone implementing an informal process such as mediation
- What about case management, records management, etc.?

Budgetary and operational concerns?

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### Outsourcing/Requiring Legally Trained Title IX Operatives

*The Department notes that nothing in the final regulations precludes a recipient from carrying out its responsibilities under § 106.45 by outsourcing such responsibilities to professionally trained investigators and adjudicators outside the recipient's own operations. The Department declines to impose a requirement that Title IX Coordinators, investigators, or decision-makers be licensed attorneys (or otherwise to specify the qualifications or experience needed for a recipient to fill such positions), because leaving recipients as much flexibility as possible to fulfill the obligations that must be performed by such individuals will make it more likely that all recipients reasonably can meet their Title IX responsibilities.*

Id. at 30105.

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### Personnel Decisions

- Should we appoint deputy Title IX coordinators?
  - [T]he recipient may need to or wish to designate multiple employees as Title IX Coordinators or designate a Title IX Coordinator and additional staff to serve as deputy Title IX Coordinators. Id. at 3017.
- Should the Title IX coordinator take on the role of investigator, as permitted in the 2020 regulations? (See id. 30135 n.596.)
- How many decision makers? (2020 regulations suggest training at least two so one can be the appellate officer.)
- Single decision-maker or a panel?
- What should we outsource? Advantages/disadvantages?
- Budgetary concerns/limited staff on very small campuses
- Bias
- Conflicts of interest?
- Appropriate relationships between Title IX coordinator and other functions.
- Role of counsel?

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### Training

- "Best practices"/"Experts"/Certification
- Impartiality of Title IX operatives
- No bias
- No conflicts of interest
- No sexual stereotypes in training materials
- Training on the institution's specific policies, procedures and processes
- Training on "relevance" of evidence for investigations and hearings
- Training on technology used in hearings
- *We assume that all recipients will need to train their Title IX Coordinators, an investigator, any person designated by a recipient to facilitate an informal resolution process (e.g., a mediator), and two decision-makers (assuming an additional decision-maker for appeals). We assume this training will take approximately eight hours for all staff at the . . . IHE level.* *Id.* at 30567.

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### "Actual Knowledge," Notice, "Mandatory Reporters"

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### "Actual Knowledge" §106.30(a)

*Actual knowledge means notice of sexual harassment or allegations of sexual harassment to a recipient's Title IX Coordinator or any official of the recipient who has authority to institute corrective measures on behalf of the recipient, or to any employee of an elementary and secondary school. Imputation of knowledge based solely on vicarious liability or constructive notice is insufficient to constitute actual knowledge. This standard is not met when the only official of the recipient with actual knowledge is the respondent. The mere ability or obligation to report sexual harassment or to inform a student about how to report sexual harassment, or having been trained to do so, does not qualify an individual as one who has authority to institute corrective measures on behalf of the recipient. "Notice" as used in this paragraph includes, but is not limited to, a report of sexual harassment to the Title IX Coordinator as described in § 106.8(a).*

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### "Officials with Authority"

- Who is an official with authority—authority to redress?
  - Title IX coordinator
  - CSAs?
  - Who else?

*Determining whether an individual is an "official with authority" is a legal determination that depends on the specific facts relating to a recipient's administrative structure and the roles and duties held by officials in the recipient's own operations. The Supreme Court viewed this category of officials as the equivalent of what 20 U.S.C. 1682 calls an "appropriate person" for purposes of the Department's resolution of Title IX violations with a recipient.* *Id.* at 30039.

*Postsecondary institutions ultimately decide which officials to authorize to institute corrective measures on behalf of the recipient. The Title IX Coordinator and officials with authority to institute corrective measures on behalf of the recipient fall into the same category as employees whom guidance described as having "authority to redress the sexual harassment."* *Id.* (emphasis added).

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### Actual Knowledge/Employees

*For all recipients, notice to the recipient's Title IX Coordinator or to "any official of the recipient who has authority to institute corrective measures on behalf of the recipient" (referred to herein as "officials with authority") conveys actual knowledge to the recipient and triggers the recipient's response obligations.* *Id.* at 30039 (emphasis added).

**NOTE:** The Department of Education has discontinued use of the term and previous structure of "responsible employees," i.e. "mandated reporters." Rather than using the phrase "responsible employees," these final regulations describe the pool of employees to whom notice triggers the recipient's response obligations. *Id.*

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### Limiting Mandatory Reporters A Rejection of "Responsible Employees"

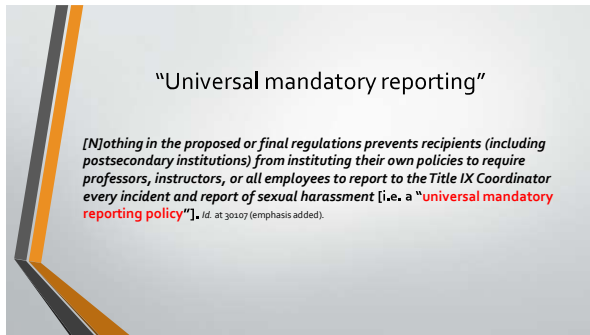
*Triggering a recipient's response obligations only when the Title IX Coordinator or an official with authority has notice respects the autonomy of a complainant in a postsecondary institution better than the responsible employee rubric in guidance. . . .* *Id.* at 30040 (emphasis added).

*[T]he approach in these final regulations allows postsecondary institutions to decide which of their employees must, may, or must only with a student's consent, report sexual harassment to the recipient's Title IX Coordinator (a report to whom always triggers the recipient's response obligations, no matter who makes the report).* *Id.* (emphasis added).

*We believe that the best way to avoid reports "falling through the cracks" or successfully being "swept under the rug" by postsecondary institutions, is not to continue (as Department guidance did) to insist that all postsecondary institutions must have universal or near-universal mandatory reporting. . . . whether universal mandatory reporting for postsecondary institutions benefits victims or harms victims is a complicated issue as to which research is conflicting.* *Id.* at 30106 n.482 (emphasis added).

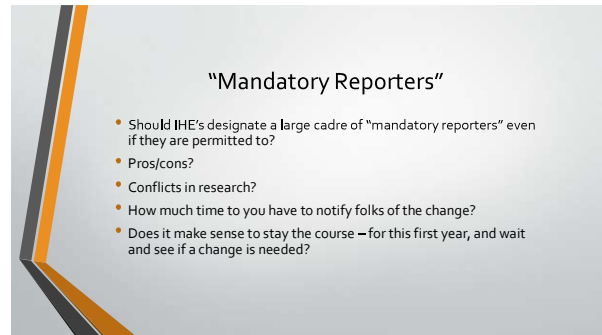
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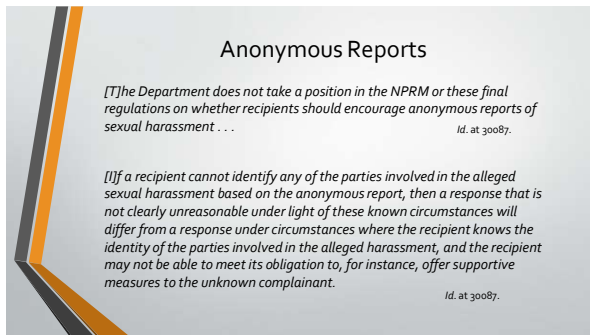


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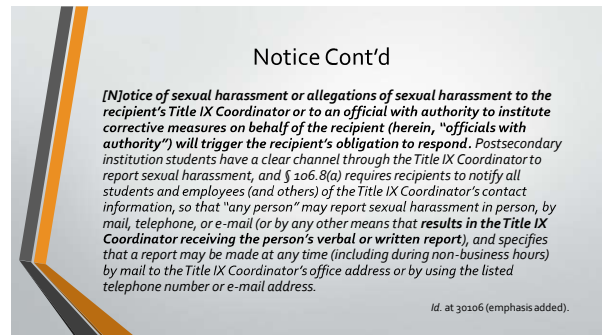
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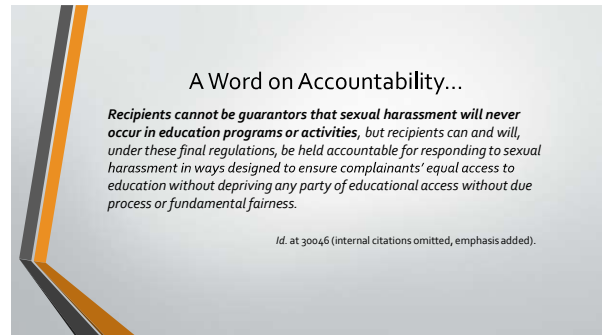


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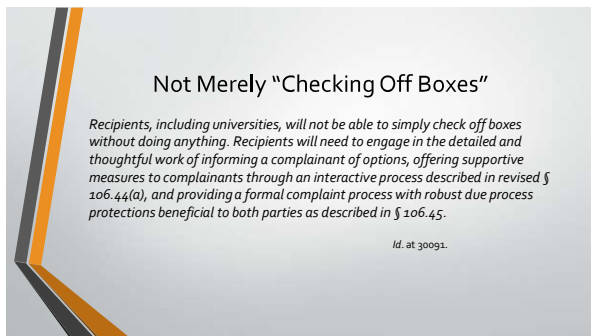


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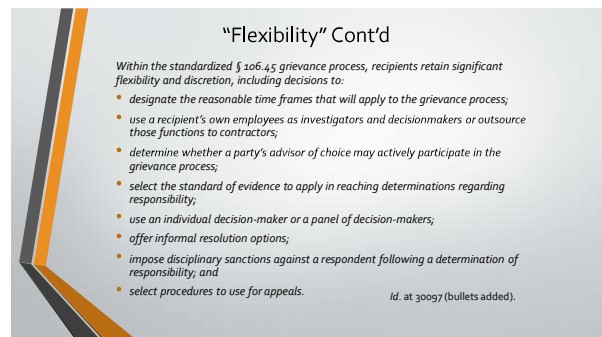
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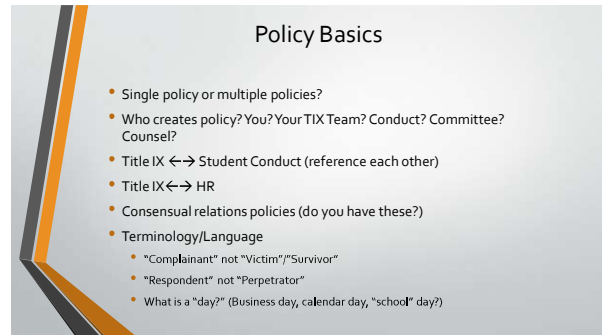


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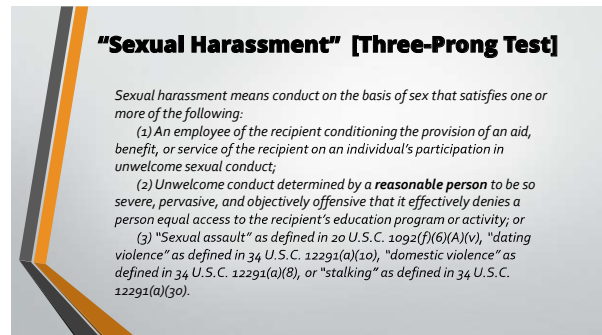
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### "Consent"—Not Defined in 2020 Regulations

- What will your definition be?
  - Affirmative consent?
  - Will distribute across multiple offenses
- Elements
  - consent is a voluntary agreement to engage in sexual activity;
  - someone who is incapacitated cannot consent;
    - (such as due to the use of drugs or alcohol, when a person is asleep or unconscious, or because of an intellectual or other disability that prevents the student from having the capacity to give consent)
  - past consent does not imply future consent;
  - silence or an absence of resistance does not imply consent;
  - consent to engage in sexual activity with one person does not imply consent to engage in sexual activity with another;
  - consent can be withdrawn at any time; and
  - coercion, force, or threat of either invalidates consent.

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### "Stalking" (Clery Act Definition)

**Stalking.** (i) Engaging in a course of conduct directed at a specific person that would cause a reasonable person to—

- (A) Fear for the person's safety or the safety of others; or
- (B) Suffer substantial emotional distress.

(ii) For the purposes of this definition—

- (A) *Course of conduct* means two or more acts, including, but not limited to, acts in which the stalker directly, indirectly, or through third parties, by any action, method, device, or means, follows, monitors, observes, surveils, threatens, or communicates to or about a person, or interferes with a person's property.
- (B) *Reasonable person* means a reasonable person under similar circumstances and with similar identities to the victim.
- (C) *Substantial emotional distress* means significant mental suffering or anguish that may, but does not necessarily, require medical or other professional treatment or counseling.

34 C.F.R. § 668.46(a)

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### "Domestic Violence" (Clery Act Definition)

**Domestic violence.** (i) A felony or misdemeanor crime of violence committed—

- (A) By a current or former spouse or intimate partner of the victim;
- (B) By a person with whom the victim shares a child in common;
- (C) By a person who is cohabitating with, or has cohabitated with, the victim as a spouse or intimate partner;
- (D) By a person similarly situated to a spouse of the victim under the domestic or family violence laws of the jurisdiction in which the crime of violence occurred; or
- (E) By any other person against an adult or youth victim who is protected from that person's acts under the domestic or family violence laws of the jurisdiction in which the crime of violence occurred.

34 C.F.R. § 668.46(a)

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### "Dating Violence" (Clery Act Definition)

**Dating violence.** Violence committed by a person who is or has been in a social relationship of a romantic or intimate nature with the victim.

(i) The existence of such a relationship shall be determined based on the reporting party's statement and with consideration of the length of the relationship, the type of relationship, and the frequency of interaction between the persons involved in the relationship.

(ii) For the purposes of this definition—

- (A) Dating violence includes, but is not limited to, sexual or physical abuse or the threat of such abuse.
- (B) Dating violence does not include acts covered under the definition of domestic violence.

34 C.F.R. § 668.46(a)

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### Title IX Coordinator Information (§106.8)

Recipients must notify...

- Applicants for admission and employment
- Students
- Employees
- All unions or professional organizations holding collective bargaining or professional agreements with the recipient

...of the contact information for the Title IX Coordinator(s):

- Name or Title
- Office address
- Email address
- Telephone number

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### Dissemination of Information §106.8(b)

Notice of Non-Discrimination and Title IX Coordinator Information on:

- Website
- Handbooks
- Catalogs

For

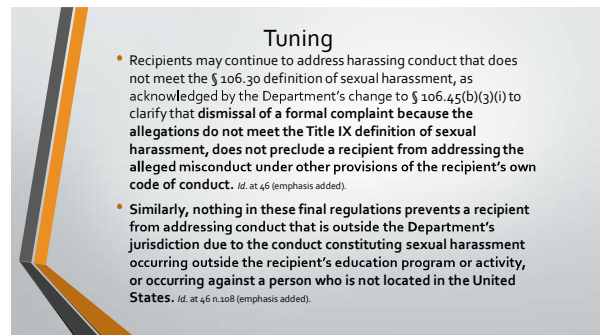
- Applicants for admission and employment
- Students
- Employees
- All unions or professional organizations holding collective bargaining or professional agreements with the recipient

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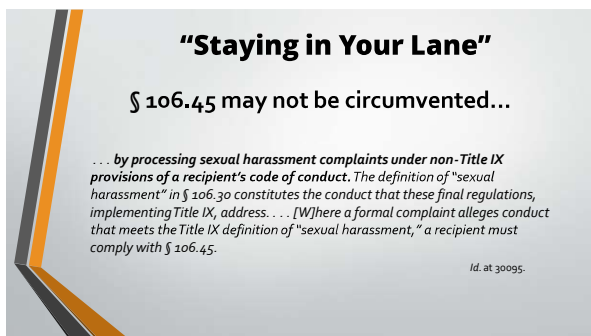


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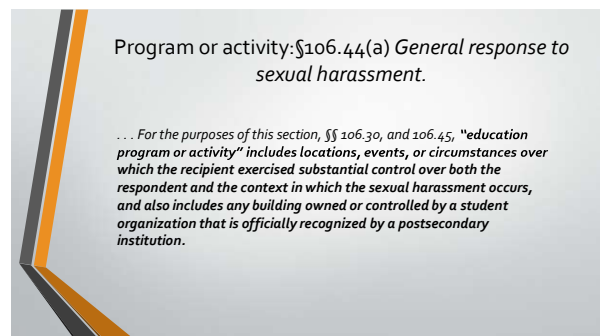


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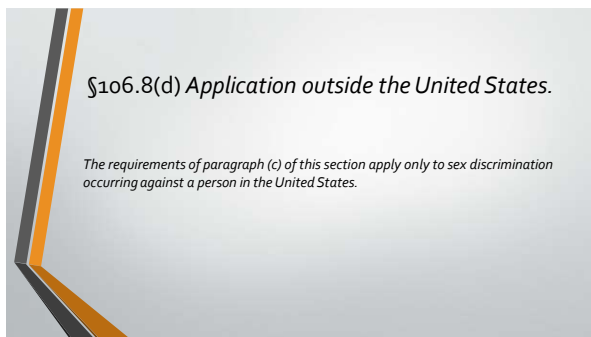


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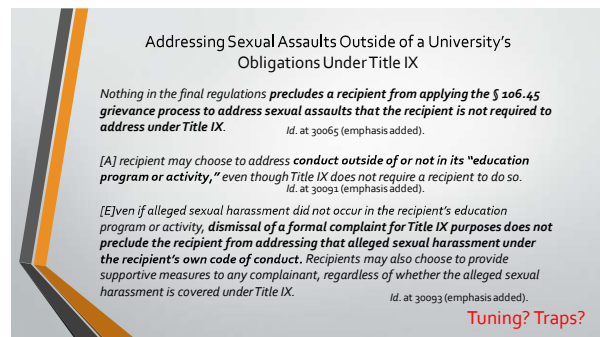
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### "Non-sexual Harassment Sex Discrimination"

... § 106.45 applies to formal complaints alleging sexual harassment under Title IX, but not to complaints alleging sex discrimination that does not constitute sexual harassment ("non-sexual harassment sex discrimination"). Complaints of non-sexual harassment sex discrimination may be filed with a recipient's Title IX Coordinator for handling under the "prompt and equitable" grievance procedures that recipients must adopt and publish pursuant to § 106.8(c).  
*Id.* at 30095.

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### Conduct That Does Not Meet Sexual Harassment Definition

Allegations of conduct that do not meet the definition of "sexual harassment" in § 106.30 may be addressed by the recipient under other provisions of the recipient's code of conduct... *Id.* at 30095.

Recipients may continue to address harassing conduct that does not meet the § 106.30 definition of sexual harassment, as acknowledged by the Department's change to § 106.45(b)(3)(i) to clarify that dismissal of a formal complaint because the allegations do not meet the Title IX definition of sexual harassment, **does not preclude a recipient from addressing the alleged misconduct under other provisions of the recipient's own code of conduct.** *Id.* at 30037-38 (emphasis added).

Similarly, nothing in these final regulations prevents a recipient from addressing conduct that is outside the Department's jurisdiction due to the conduct constituting sexual harassment occurring outside the recipient's education program or activity, or occurring against a person who is not located in the United States.  
*Id.* at 30038 n.108 (emphasis added).

Tuning? Traps?

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### Scope/Off-Campus Jurisdiction

While such situations may be fact specific, recipients must consider whether, for example, a sexual harassment incident between two students that occurs in an off-campus apartment (i.e., not a dorm room provided by the recipient) is a situation over which the recipient exercised substantial control; if so, the recipient must respond to notice of sexual harassment that occurred there.  
*Id.* at 30093.

Will colleges eliminate RSO recognition?  
 Will RSO's choose to leave?  
 Relationship Agreements  
 Study Abroad?

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### "Involvement in an education program or activity"

... [A] complainant must be participating in or attempting to participate in the education program or activity of the recipient with which the formal complaint is filed as provided in the revised definition of "formal complaint" in § 106.30; this provision tethers a recipient's obligation to investigate a complainant's formal complaint to the complainant's involvement (or desire to be involved) in the recipient's education program or activity so that recipients are not required to investigate and adjudicate allegations where the complainant no longer has any involvement with the recipient while recognizing that complainants may be affiliated with a recipient over the course of many years and sometimes complainants choose not to pursue remedial action in the immediate aftermath of a sexual harassment incident...  
*Id.* at 30086-87.

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### "Statute of Limitations"

The Department does not wish to impose a statute of limitations for filing a formal complaint of sexual harassment under Title IX...  
 ... [A] complainant must be participating in or attempting to participate in the education program or activity of the recipient with which the formal complaint is filed as provided in the revised definition of "formal complaint" in § 106.30; this provision tethers a recipient's obligation to investigate a complainant's formal complaint to the complainant's involvement (or desire to be involved) in the recipient's education program or activity so that recipients are not required to investigate and adjudicate allegations where the complainant no longer has any involvement with the recipient while recognizing that complainants may be affiliated with a recipient over the course of many years and sometimes complainants choose not to pursue remedial action in the immediate aftermath of a sexual harassment incident. The Department believes that applying a statute of limitations may result in arbitrarily denying remedies to sexual harassment victims.  
*Id.* at 30086-87 (emphasis added).

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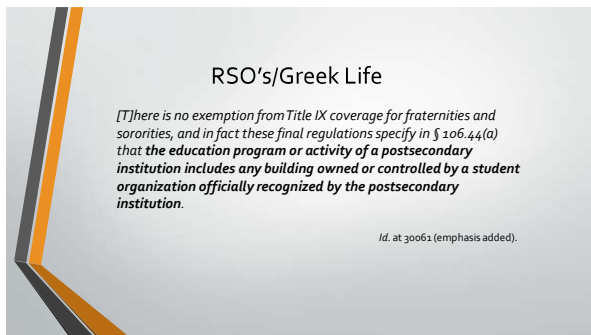
### "Statute of Limitations" and Dismissal of Complaint

[T]he § 106.45 grievance process contains procedures designed to take into account the effect of passage of time on a recipient's ability to resolve allegations of sexual harassment. For example, if a formal complaint of sexual harassment is made several years after the sexual harassment allegedly occurred, § 106.45(b)(3)(i) provides that...

- if the respondent is no longer enrolled or employed by the recipient, or
- if specific circumstances prevent the recipient from gathering evidence sufficient to reach a determination as to the formal complaint or allegations therein,

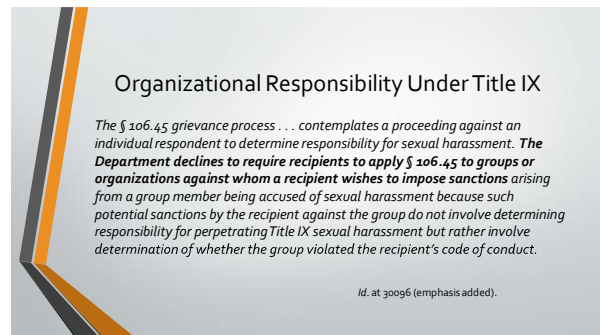
... then the recipient has the discretion to dismiss the formal complaint or any allegations therein.  
*Id.* at 30087 (bullets added).

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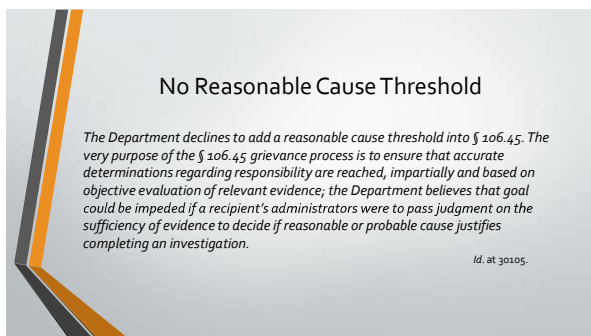


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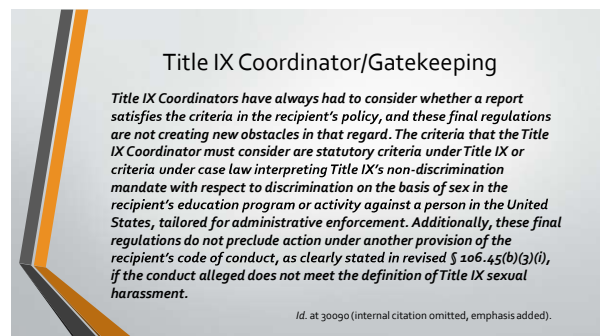


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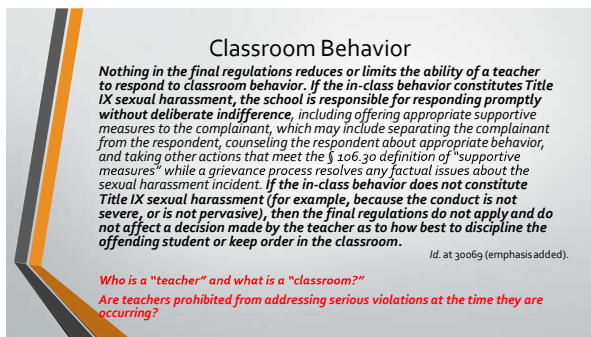


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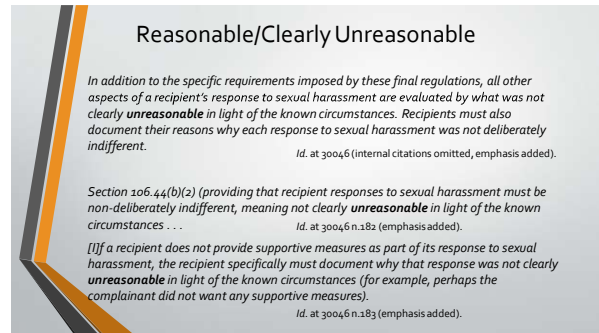
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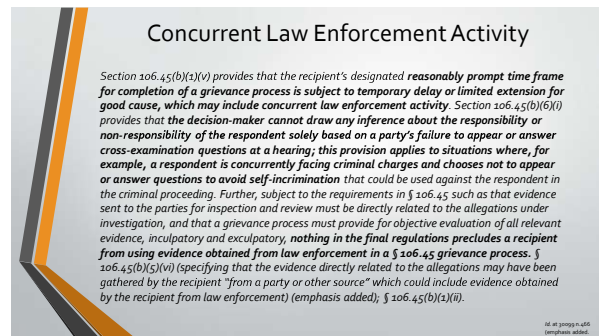


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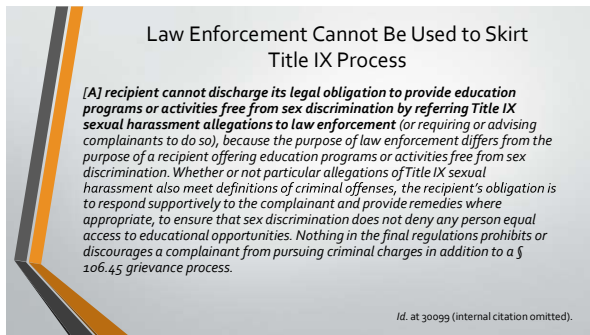


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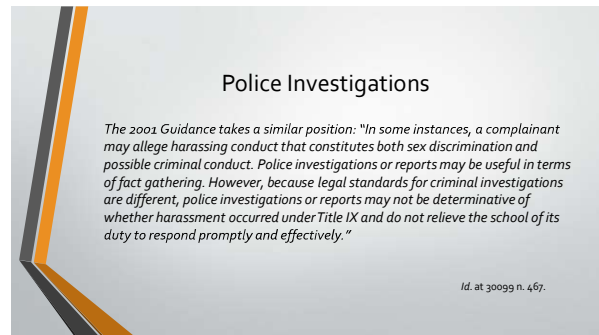
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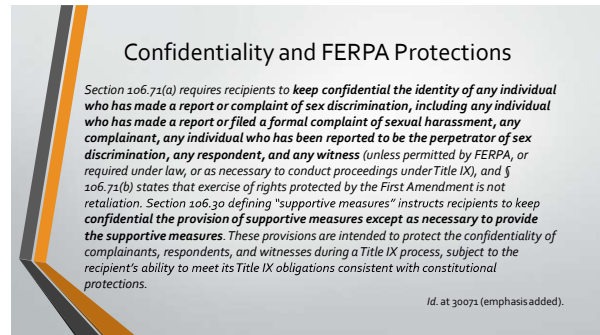


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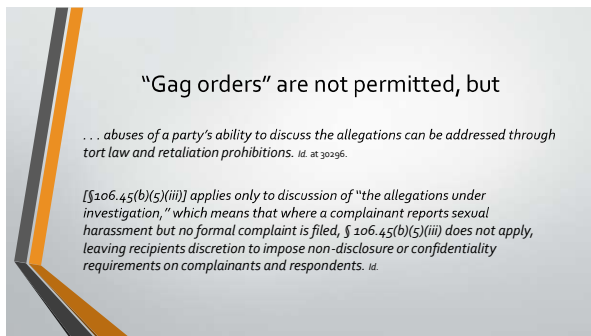


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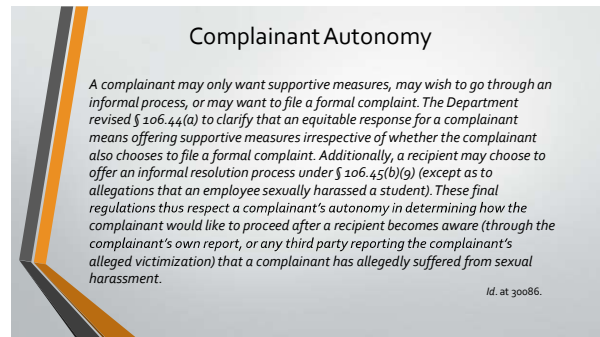
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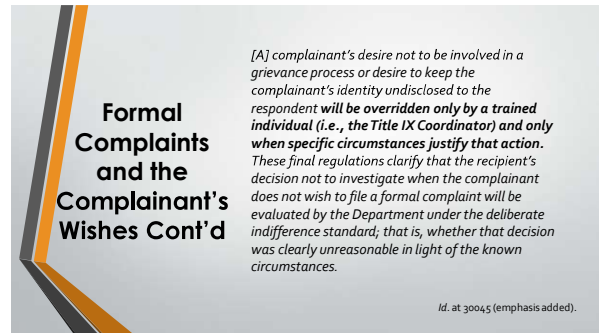


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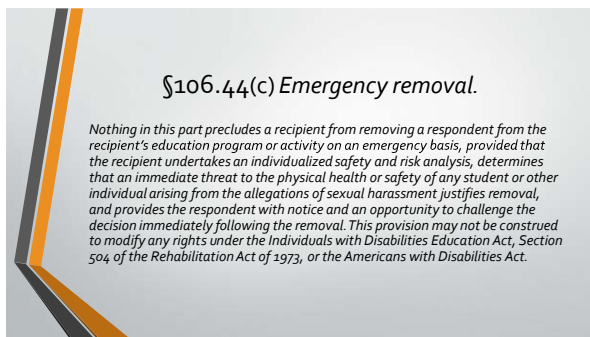


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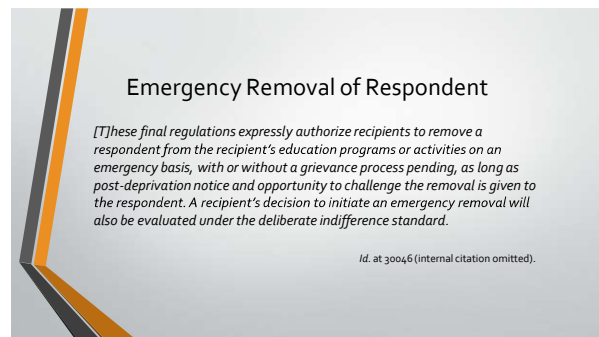
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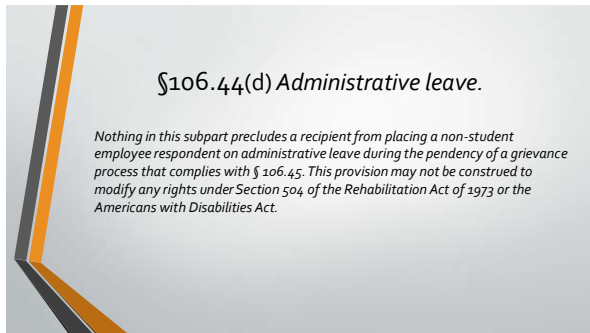
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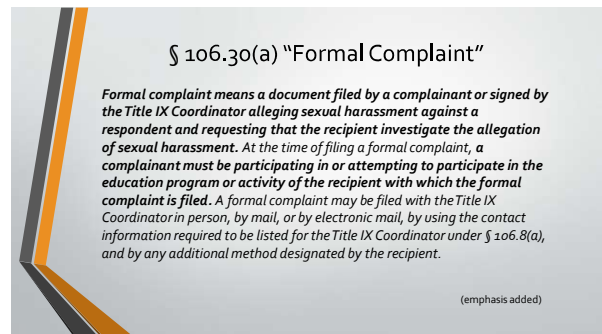


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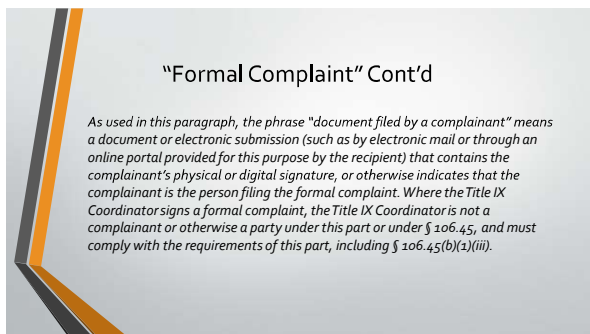


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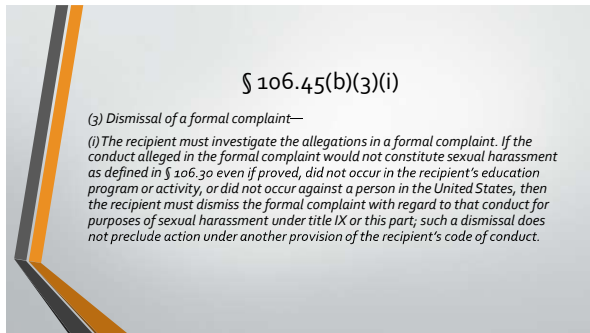
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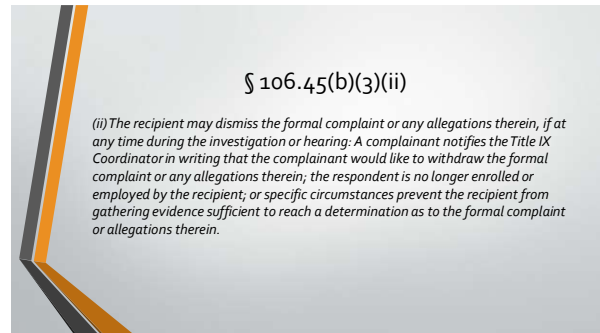


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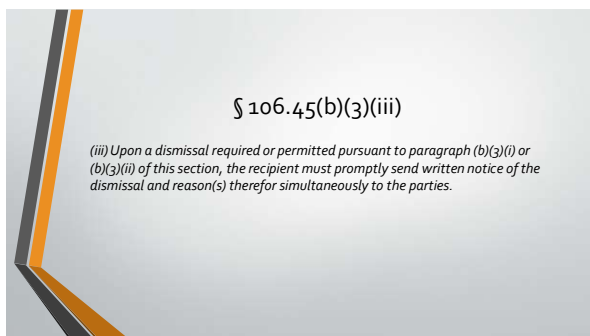


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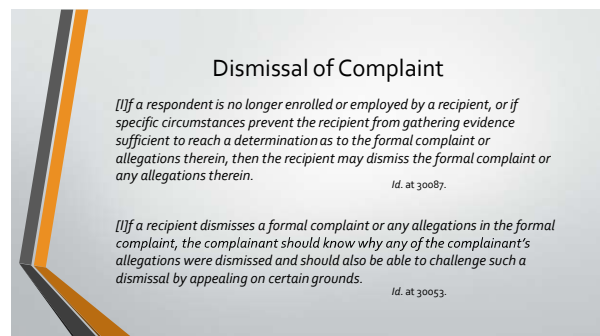


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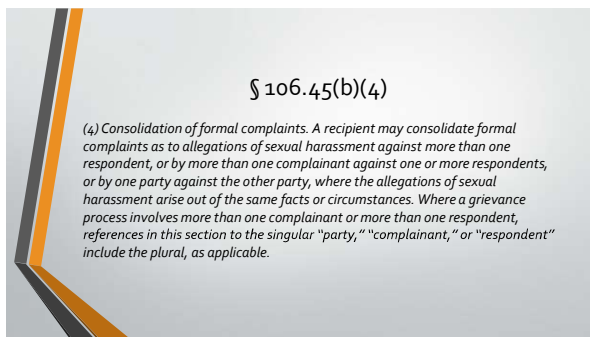


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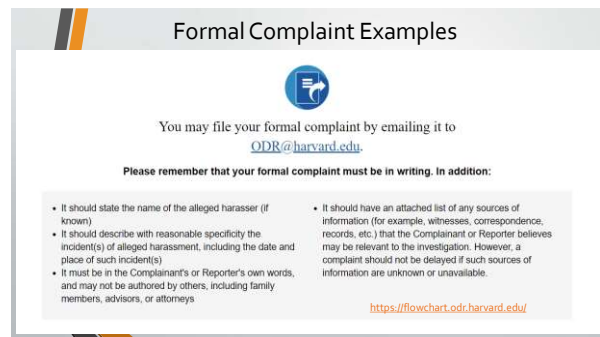
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### Thoughts on Formal Complaints

- Signed?
  - Digital?
  - Verified?
  - Notary?
  - Attestation or oath?
  - Privileges?
- How to handle false reports?
  - Provision for false reports/providing false information in code/policy?

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§ 106.45(b)(2)(i)(B)

*... The written notice must inform the parties of any provision in the recipient's code of conduct that prohibits knowingly making false statements or knowingly submitting false information during the grievance process.*

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§ 106.71(b)(2)

*Charging an individual with a code of conduct violation for making a materially false statement in bad faith in the course of a grievance proceeding under this part does not constitute retaliation prohibited under paragraph (a) of this section, provided, however, that a determination regarding responsibility, alone, is not sufficient to conclude that any party made a materially false statement in bad faith.*

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A Closer Look at Investigations

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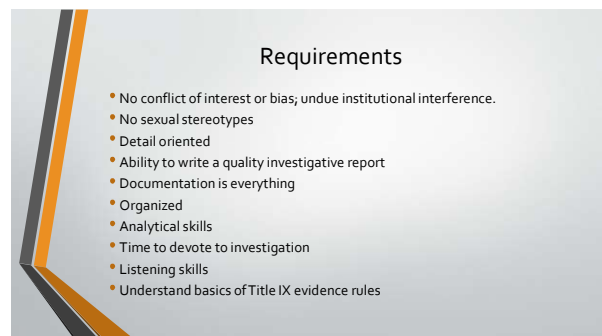


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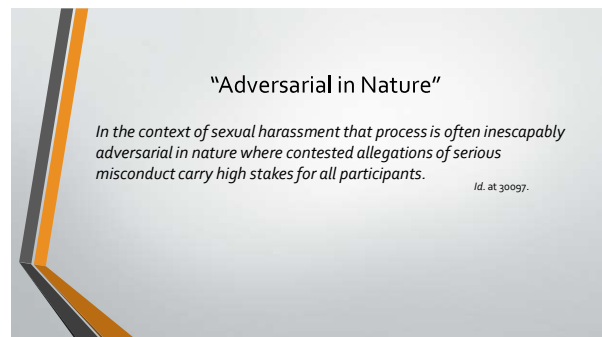


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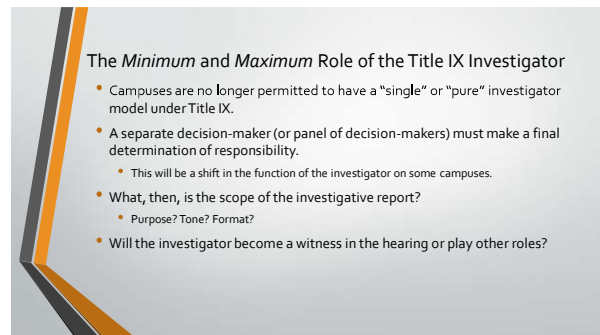


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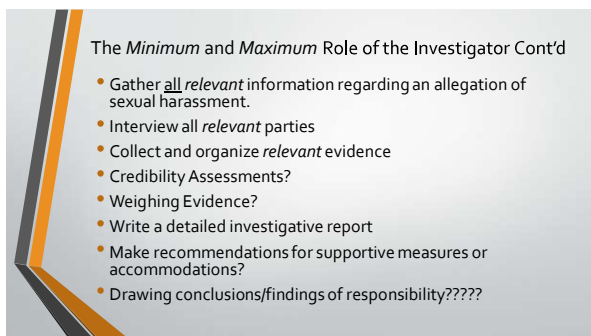


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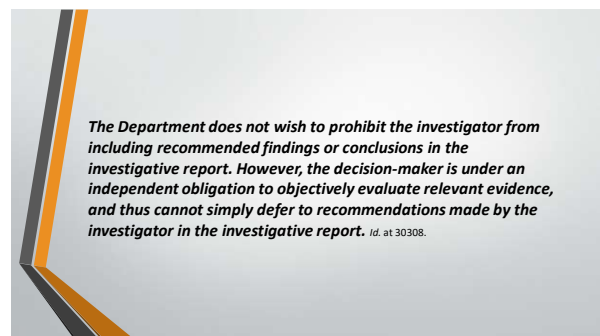


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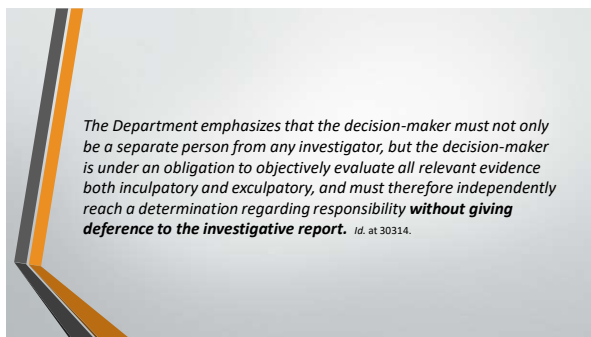


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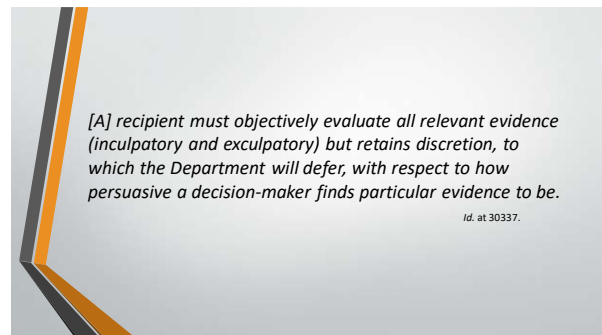
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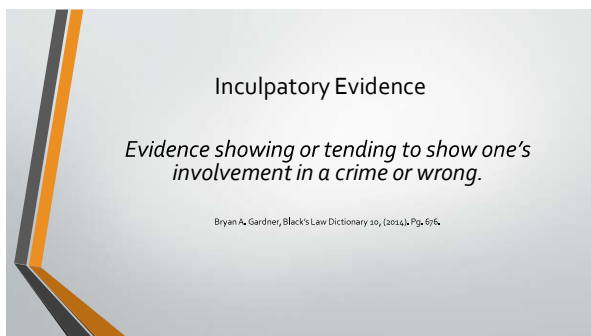


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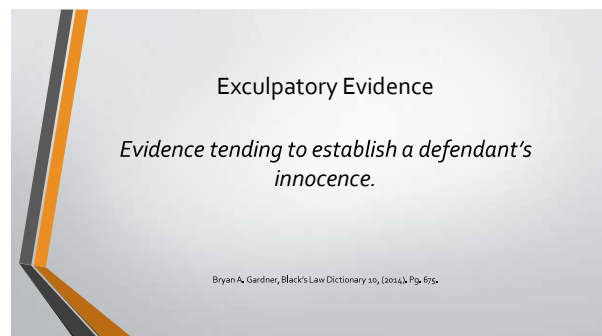


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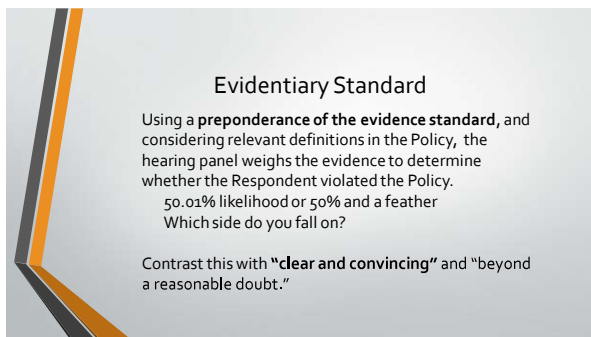


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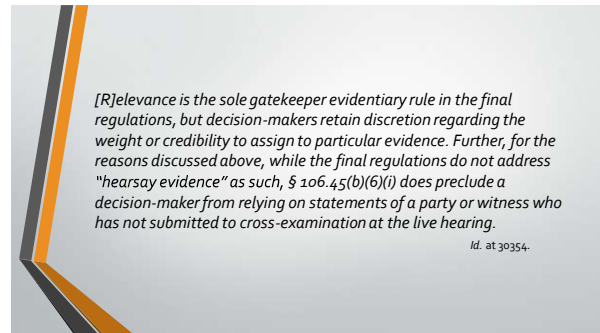


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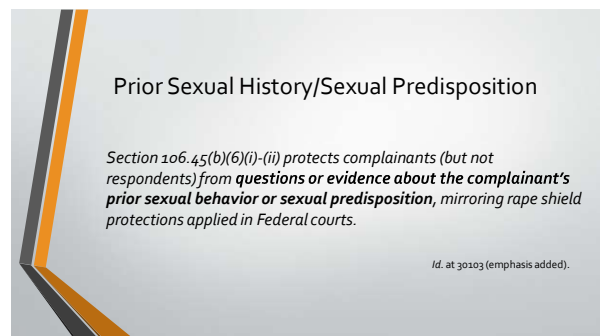


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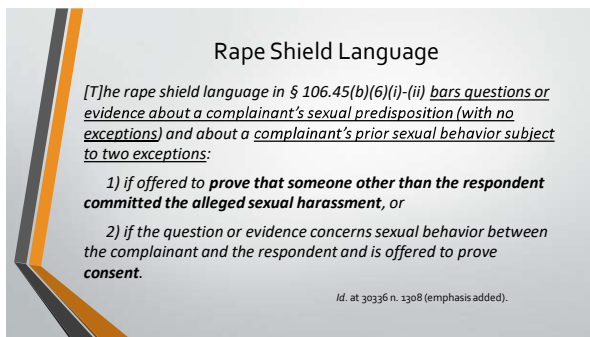


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### Rape Shield Language

*[T]he rape shield language in this provision:*

- considers all questions and evidence of a complainant's sexual predisposition irrelevant, with no exceptions;
- questions and evidence about a complainant's prior sexual behavior are irrelevant unless they meet one of the two exceptions;
- and questions and evidence about a respondent's sexual predisposition or prior sexual behavior are not subject to any special consideration but rather must be judged like any other question or evidence as relevant or irrelevant to the allegations at issue.

Id. at 30352 (emphasis added).

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### Rape Shield Protections and the Investigative Report

***[T]he investigative report must summarize "relevant" evidence, and thus at that point the rape shield protections would apply to preclude inclusion in the investigative report of irrelevant evidence.*** Id. at 30353-54.

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### Credibility Determinations

- Credibility vs. Reliability
- Often these cases are "word against word," so what exists to corroborate claims?
- Reports to law enforcement, medical assistance, contemporaneous reports or conversations, journal entries, witness accounts, etc. can be viewed as corroborating (if medical or mental health reports exist you can ask the alleged victim for access to those records)
- In cases where medical or mental health records exist and panel members gain access, it's a good idea to enlist the help of medical/mental health experts to interpret.
- Avoid expectations or assumptions about behaviors or responses by either complainant or respondent. Avoid stereotypes, prevent bias, implicit or otherwise

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### Credibility Determinations Cont'd

- Assess demeanor: Does the person appear credible? Look at body language, eye contact, level of nervousness, defensiveness, evasiveness, etc.
- Is the person's account inherently believable? Plausible? What is his or her potential bias?
- Does the person have a motive to be untruthful?
- Are there past acts that could be relevant (although past acts are not determinative of the issue before you they can be relevant for some purposes).
- Pay attention to inconsistencies, but remember that in cases of trauma, inconsistencies can be normal. Inconsistencies alone should not determine credibility or lack thereof.
- Look out for attempts to derail the hearing, deflect away from questions, and/or bog down the hearing with irrelevant information or minutia.
- Check your own bias at the door. Do not pre-judge your findings until all relevant information is heard. Working with "theories of the case" are not bias, but remain open to revising those theories based on fact. Do not be lured towards confirmations bias.

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### Advisors and Hearings

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### § 106.45(b)(5)(iv)

*(iv) Provide the parties with the same opportunities to have others present during any grievance proceeding, including the opportunity to be accompanied to any related meeting or proceeding by the advisor of their choice, who may be, but is not required to be, an attorney, and not limit the choice or presence of advisor for either the complainant or respondent in any meeting or grievance proceeding; however, the recipient may establish restrictions regarding the extent to which the advisor may participate in the proceedings, as long as the restrictions apply equally to both parties;*

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**Must You Allow a Complainant to Bring a Support Person to the Initial Meeting with the Title IX Coordinator?**

*Although these final regulations do not expressly require recipients to allow complainants to bring a supportive friend to an initial meeting with the Title IX Coordinator, nothing in these final regulations prohibits complainants from doing so. Indeed, many people bring a friend or family member to doctors' visits for extra support, whether to assist a person with a disability or for emotional support, and the same would be true for a complainant reporting to a Title IX Coordinator. Once a grievance process has been initiated, these final regulations require recipients to provide the parties with written notice of each party's right to select an advisor of choice, and nothing precludes a party from choosing a friend to serve as that advisor of choice.*

See id. at 30299 (emphasis added).

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**"Advisors"**

- Complainants and respondents can have any advisor of their choosing.
- Some will choose a lawyer as an advisor. Some will want a lawyer but will not be able to afford one. Equitable treatment issues?
- Some may have a family member, a friend, or another trusted person serve as their advisor.
- If a party does not have an advisor, the school must provide one.
  - *[W]hile the final regulations do not require the recipient to pay for parties' advisors, nothing in the final regulations precludes a recipient from choosing to do so. Id. at 30297.*
- Effective representation?
  - *[P]roviding parties the right to select an advisor of choice does not align with the constitutional right of criminal defendants to be provided with effective representation. Id. at 30297.*
  - *Should not be viewed as practicing law, but rather "as providing advocacy services to a complainant or respondent." Id. at 30299.*

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**"Witnesses" as "Advisors"**

*The Department acknowledges commenters' concerns that advisors may also serve as witnesses in Title IX proceedings, or may not wish to conduct cross-examination for a party whom the advisor would otherwise be willing to advise, or may be unavailable to attend all hearings and meetings. Notwithstanding these potential complications that could arise in particular cases, the Department believes it would be inappropriate to restrict the parties' selection of advisors by requiring advisors to be chosen by the recipient, or by precluding a party from selecting an advisor who may also be a witness.*

Id. at 30299.

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**"Witnesses" as "Advisors" Cont'd**

*The Department notes that the § 106.45(b)(1)(iii) prohibition of Title IX personnel having conflicts of interest or bias does not apply to party advisors (including advisors provided to a party by a postsecondary institution as required under § 106.45(b)(6)(i)), and thus, the existence of a possible conflict of interest where an advisor is assisting one party and also expected to give a statement as a witness does not violate the final regulations. Rather, the perceived "conflict of interest" created under that situation would be taken into account by the decision-maker in weighing the credibility and persuasiveness of the advisor-witness's testimony.*

Id. at 30299.

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**"Advisors" Cont'd**

**How can/should advisors participate in the process?**

*Section 106.45(b)(5)(vi) (evidence subject to inspection and review must be sent electronically or in hard copy to each party and the party's advisor of choice). Id. at 30298 n. 1168.*

*Section 106.45(b)(5)(vii) (a copy of the investigative report must be sent electronically or in hard copy to each party and the party's advisor of choice). Id. at 30298 n. 1169.*

*[T]he final regulations make one exception to the provision in § 106.45(b)(5)(iv) that recipients have discretion to restrict the extent to which party advisors may actively participate in the grievance process: Where a postsecondary institution must hold a live hearing with cross-examination, such cross-examination must be conducted by party advisors. Id. at 30298 n. 1167.*

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**§ 106.45(b)(6)(i)**

*(6) Hearings.*

*(i) For postsecondary institutions, the recipient's grievance process must provide for a live hearing. At the live hearing, the decisionmaker(s) must permit each party's advisor to ask the other party and any witnesses all relevant questions and follow-up questions, including those challenging credibility. Such cross-examination at the live hearing must be conducted directly, orally, and in real time by the party's advisor of choice and never by a party personally, notwithstanding the discretion of the recipient under paragraph (b)(5)(iv) of this section to otherwise restrict the extent to which advisors may participate in the proceedings.*

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**§ 106.45(b)(6)(i) Cont'd**

*At the request of either party, the recipient must provide for the live hearing to occur with the parties located in separate rooms with technology enabling the decision-maker(s) and parties to simultaneously see and hear the party or the witness answering questions. Only relevant cross-examination and other questions may be asked of a party or witness. Before a complainant, respondent, or witness answers a cross-examination or other question, the decision-maker(s) must first determine whether the question is relevant and explain any decision to exclude a question as not relevant. **If a party does not have an advisor present at the live hearing, the recipient must provide without fee or charge to that party, an advisor of the recipient's choice, who may be, but is not required to be, an attorney, to conduct cross-examination on behalf of that party.***

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**Hearings**

- What is a "hearing"?
- Single decision-maker vs. a panel of decision makers?
- Rules of evidence?
- Should all hearings be online (currently)
- What are the differences?
- Online hearings
  - Platforms?
  - Security?
  - Do you record?
- Cross-examination
- Hearing rules?

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**Adopting Rules Outside of § 106.45(b)**

*§ 106.45(b) expressly allows recipients to adopt rules that apply to the recipient's grievance process, other than those required under § 106.45, so long as such additional rules apply equally to both parties. For example, **a postsecondary institution recipient may adopt reasonable rules of order and decorum to govern the conduct of live hearings.** Id. at 30293 n. 1148.*

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**More on § 106.45**

*§ 106.45 would, for example, permit a recipient to require parties personally to answer questions posed by an investigator during an interview, or **personally to make any opening or closing statements the recipient allows at a live hearing,** so long as such rules apply equally to both parties. Id. at 30298.*

***While nothing in the final regulations discourages parties from speaking for themselves during the proceedings,** the Department believes it is important that each party have the right to receive advice and assistance navigating the grievance process. Id. at 30298.*

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**Recipients may not...**

*... adopt evidentiary rules of admissibility that contravene those evidentiary requirements prescribed under § 106.45 ...*

*... adopt a rule excluding relevant evidence whose probative value is substantially outweighed by the danger of unfair prejudice ...*

*... adopt rules excluding certain types of relevant evidence (e.g., lie detector test results, or rape kits) where the type of evidence is not either deemed "not relevant" (as is, for instance, evidence concerning a complainant's prior sexual history) or otherwise barred from use under § 106.45 (as is, for instance, information protected by a legally recognized privilege) ...*

Id. at 30294 (internal citations omitted).

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**Rules for Evaluating Evidence**

*... the § 106.45 grievance process does not prescribe rules governing **how admissible, relevant evidence must be evaluated for weight or credibility** by a recipient's decision-maker, and recipients thus have discretion to adopt and apply rules in that regard, so long as such rules do not conflict with § 106.45 and apply equally to both parties. Id. at 30294 (emphasis added).*

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### Rules Regarding Weight and Credibility

*A recipient may, for example, adopt a rule regarding the weight or credibility (but not the admissibility) that a decision-maker should assign to evidence of a party's prior bad acts, so long as such a rule applied equally to the prior bad acts of complainants and the prior bad acts of respondents. Because a recipient's investigators and decision-makers must be trained specifically with respect to "issues of relevance," any rules adopted by a recipient in this regard should be reflected in the recipient's training materials, which must be publicly available.*

Id. at 30294 (emphasis added).

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### Prior Sexual History

*Section 106.45(b)(6)(i)-(ii) protects complainants (but not respondents) from questions or evidence about the complainant's prior sexual behavior or sexual predisposition, mirroring rape shield protections applied in Federal courts.*

Id. at 30103 (emphasis added).

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### Cross-Examination

- Advisors may cross examine but not the witnesses/complainants/respondents themselves
- Objections and evidence issues
- Inculpatory/Exculpatory evidence

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*The Department understands commenters' concerns that a blanket rule against reliance on party and witness statements made by a person who does not submit to cross-examination is a broader exclusionary rule than found in the Federal Rules of Evidence, under which certain hearsay exceptions permit consideration of statements made by persons who do not testify in court and have not been cross-examined.* Id. at 30348.

**Remember Vacated Part of 2020 Regs**

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### Standard of Evidence to Determine Responsibility

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### § 106.45(b)(1)(vii)

*A recipient's grievance process must—*

*(vii) 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, and apply the same standard of evidence to all formal complaints of sexual harassment;*

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### "Standard of Evidence"

- Which should we choose?
  - Clear and convincing? Preponderance of the evidence?
  - How do we choose?
  - Pros and cons of each?
  - What do you have now (for students)?
  - What do you have now (for employees, including faculty)?
  - Do changes to the employee/faculty component need to go through a governance group for approval?

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### Sanctions and Remedies

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### Sanctions

*The Department does not require particular sanctions – or therapeutic interventions – for respondents who are found responsible for sexual harassment, and leaves those decisions in the sound discretion of State and local educators. Id. at 30063 (emphasis added).*

*The Department does not require disciplinary sanctions after a determination of responsibility, and does not prescribe any particular form of sanctions. Id. at 30096 (emphasis added).*

*The Department acknowledges that this approach departs from the 2001 Guidance, which stated that where a school has determined that sexual harassment occurred, effective corrective action "tailored to the specific situation" may include particular sanctions against the respondent, such as counseling, warning, disciplinary action, or escalating consequences. ... For reasons described throughout this preamble, the final regulations modify this approach to focus on remedies for the complainant who was victimized rather than on second guessing the recipient's disciplinary sanction decisions with respect to the respondent. However, the final regulations are consistent with the 2001 Guidance's approach inasmuch as § 106.45(b)(1)(i) clarifies that "remedies" may consist of individualized services similar to those described in § 106.30 as "supportive measures" except that remedies need not avoid disciplining or burdening the respondent. Id. at 30096 n. 456 (emphasis added).*

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### Disciplinary Decisions/Sanctions Must Themselves Not Be Discriminatory

*The Department notes that while Title IX does not give the Department a basis to impose a Federal standard of fairness or proportionality onto disciplinary decisions, Title IX does, of course, require that actions taken by a recipient must not constitute sex discrimination; Title IX's non-discrimination mandate applies as much to a recipient's disciplinary actions as to any other action taken by a recipient with respect to its education programs or activities. Id. at 30104.*

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### Sanctions

- If a respondent is found responsible in a grievance process for sexual harassment what is an appropriate sanction?
  - Is anything less than expulsion okay?
- Schools maintain discretion and flexibility in imposing sanctions AFTER a respondent has been found responsible.
- Make sure to outline the possible RANGE of sanctions clearly in your policy.
- Can include a continuation of supportive measures.

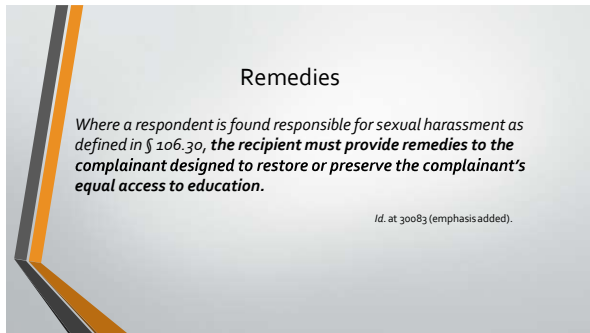
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### § 106.45(b)(1)(i)

*(1) Basic requirements for grievance process. A recipient's grievance process must—*

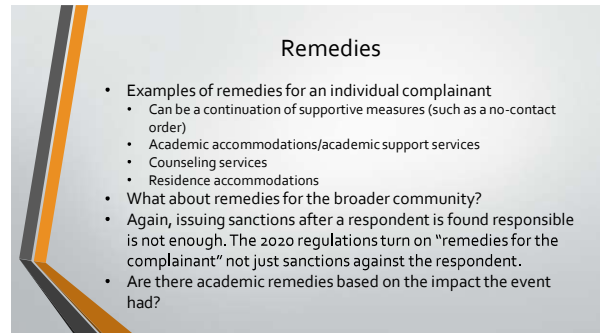
*(i) Treat complainants and respondents equitably by providing remedies to a complainant where a determination of responsibility for sexual harassment has been made against the respondent, and by following a grievance process that complies with this section before the imposition of any disciplinary sanctions or other actions that are not supportive measures as defined in § 106.30, against a respondent. Remedies must be designed to restore or preserve equal access to the recipient's education program or activity. Such remedies may include the same individualized services described in § 106.30 as "supportive measures"; however, remedies need not be non-disciplinary or non-punitive and need not avoid burdening the respondent;*

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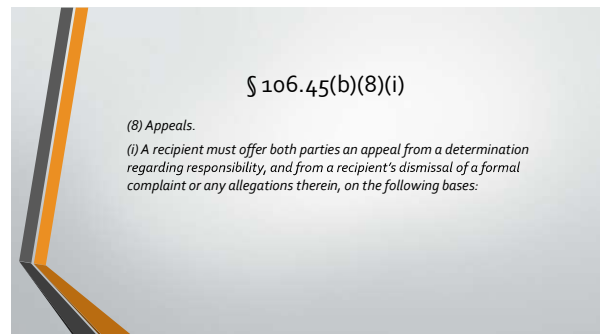


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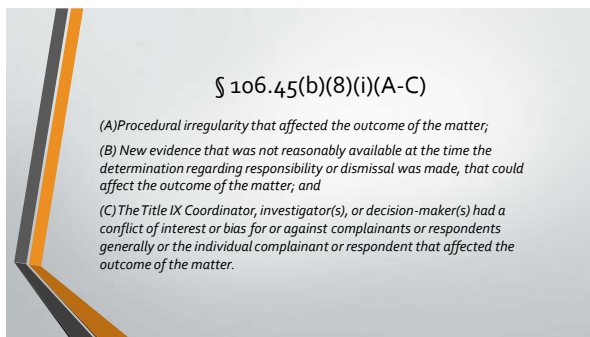


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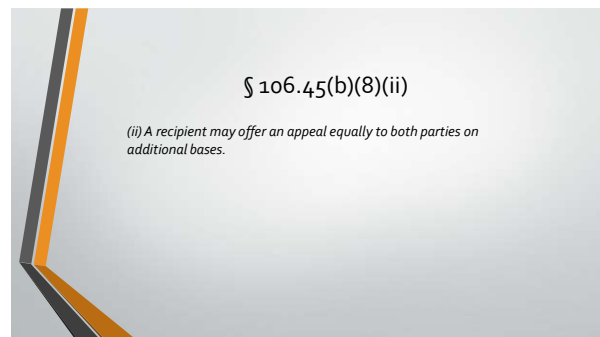
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**§ 106.45(b)(8)(iii)(A-F)**

*(iii) As to all appeals, the recipient must:*

*(A) Notify the other party in writing when an appeal is filed and implement appeal procedures equally for both parties;*

*(B) Ensure that the decision-maker(s) for the appeal is not the same person as the decision-maker(s) that reached the determination regarding responsibility or dismissal, the investigator(s), or the Title IX Coordinator;*

*(C) Ensure that the decision-maker(s) for the appeal complies with the standards set forth in paragraph (b)(1)(iii) of this section;*

*(D) Give both parties a reasonable, equal opportunity to submit a written statement in support of, or challenging, the outcome;*

*(E) Issue a written decision describing the result of the appeal and the rationale for the result; and*

*(F) Provide the written decision simultaneously to both parties.*

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**Points on Appeals**

- What choices do we need to make?
- Procedures?
- Who can hear appeals?
- What "additional basis" could exist?

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**Informal Resolution**

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**Points on Informal Resolution**

- The 2020 regulations don't require it, but informal resolution is allowed.
- A formal complaint must be filed before any informal resolution process can begin.
- Both parties must **voluntarily** agree to informal resolution (written consent required). [No coercion or undue influence.]
- Parties do not have to be in the same room...often, they are not.
- Equitable implementation by trained personnel
- Should you offer it?
  - Pros/Cons
  - Increased complainant autonomy
- Who should implement?
- What type of training is needed?
  - Mediation? Arbitration? Restorative justice?
- When can't we use informal resolution?
  - When the allegation is that an employee sexually harassed a student.
- Does this option provide for more opportunities for "educational" interventions?

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**§ 106.45(b)(9)(i) (Written Notice)**

Parties must be provided written notice that outlines

- The allegations
- The requirements of the informal resolution process including the circumstances under which it precludes the parties from resuming a formal complaint arising from the same allegations, provided, however, that at any time prior to agreeing to a resolution, any party has the right to withdraw from the informal resolution process and resume the grievance process with respect to the formal complaint
- any consequences resulting from participating in the informal resolution process, including the records that will be maintained or could be shared

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**Ending an Informal Process**

*[A]n informal resolution process, in which the parties voluntarily participate, may end in an agreement under which the respondent agrees to a disciplinary sanction or other adverse consequence, without the recipient completing a grievance process, under § 106.45(b)(9).*

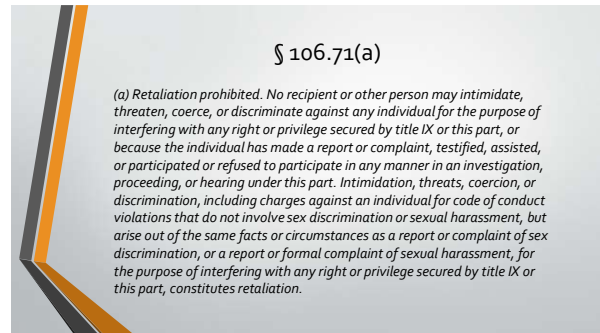
Id. at 30059 n.286.

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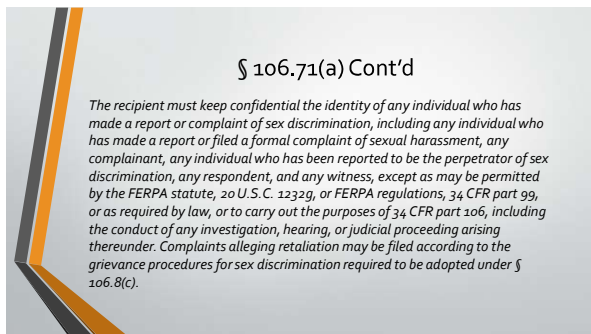
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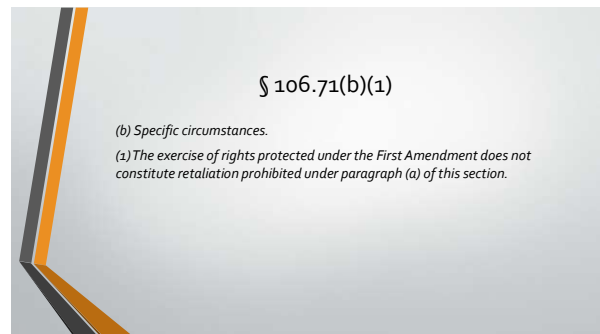
**§ 106.71(a)**

*(a) Retaliation prohibited. No recipient or other person may intimidate, threaten, coerce, or discriminate against any individual for the purpose of interfering with any right or privilege secured by title IX or this part, or because the individual has made a report or complaint, testified, assisted, or participated or refused to participate in any manner in an investigation, proceeding, or hearing under this part. Intimidation, threats, coercion, or discrimination, including charges against an individual for code of conduct violations that do not involve sex discrimination or sexual harassment, but arise out of the same facts or circumstances as a report or complaint of sex discrimination, or a report or formal complaint of sexual harassment, for the purpose of interfering with any right or privilege secured by title IX or this part, constitutes retaliation.*



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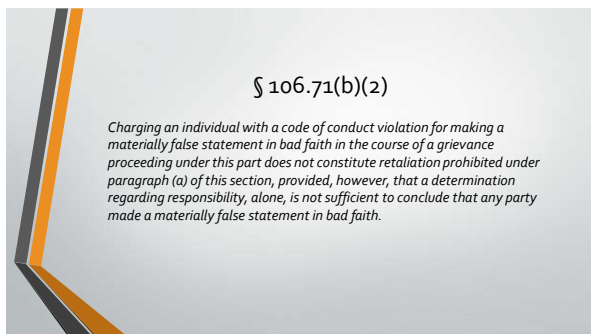


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**§ 106.71(b)(1)**

*(b) Specific circumstances.*

*(1) The exercise of rights protected under the First Amendment does not constitute retaliation prohibited under paragraph (a) of this section.*



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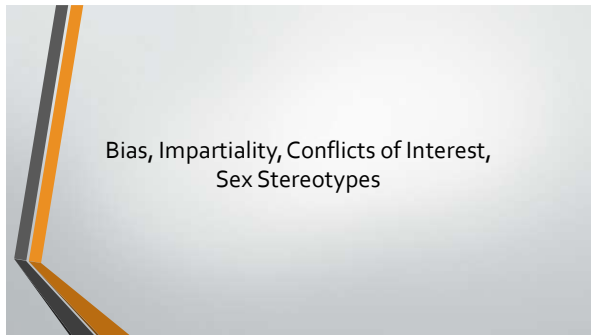
**§ 106.71(b)(2)**

*Charging an individual with a code of conduct violation for making a materially false statement in bad faith in the course of a grievance proceeding under this part does not constitute retaliation prohibited under paragraph (a) of this section, provided, however, that a determination regarding responsibility, alone, is not sufficient to conclude that any party made a materially false statement in bad faith.*



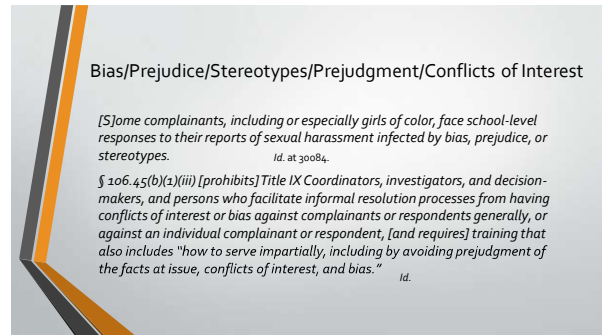
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- Retaliation**
- Against complainant, respondent, witnesses, advisors
  - Against employees
  - Vigilantism—Digital or otherwise



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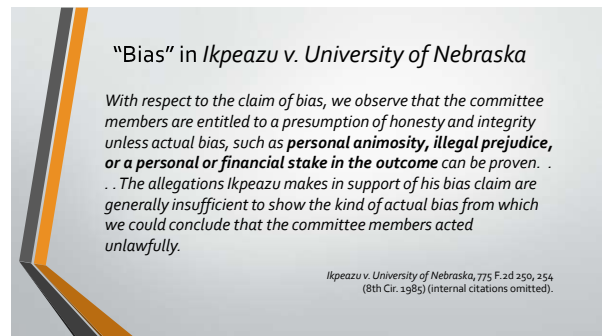


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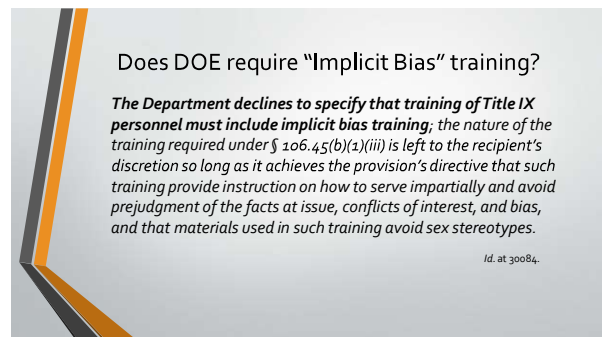
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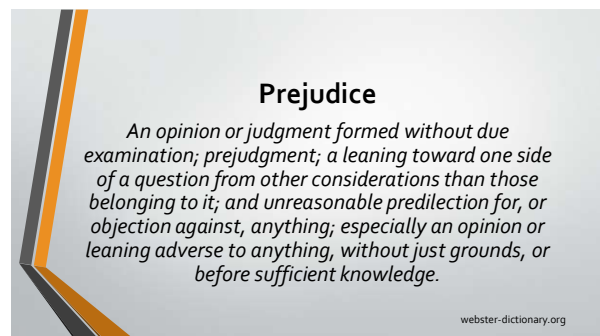


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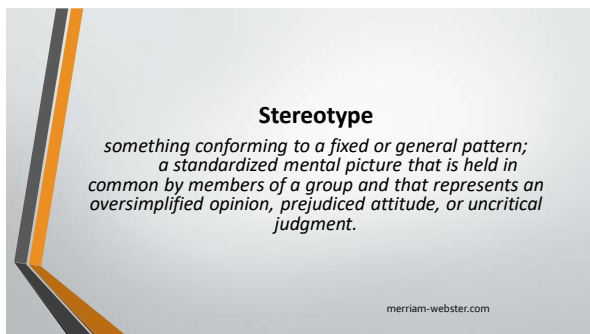


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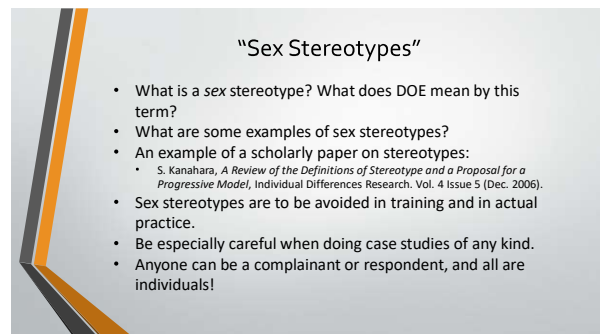
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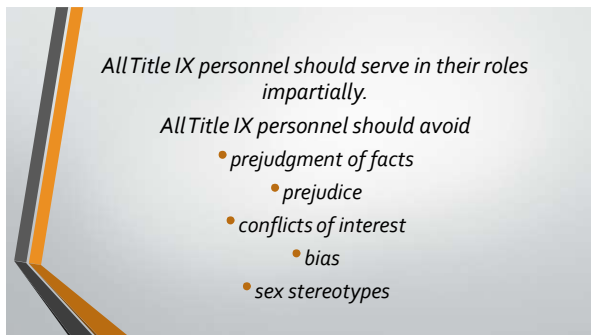
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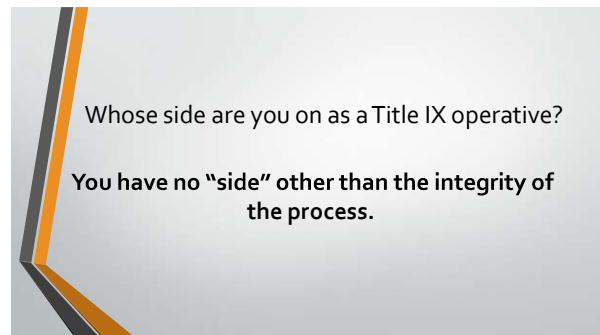


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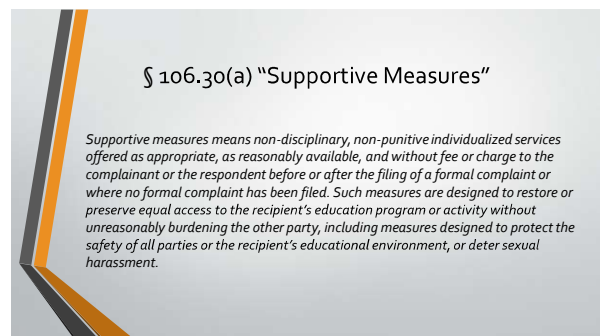


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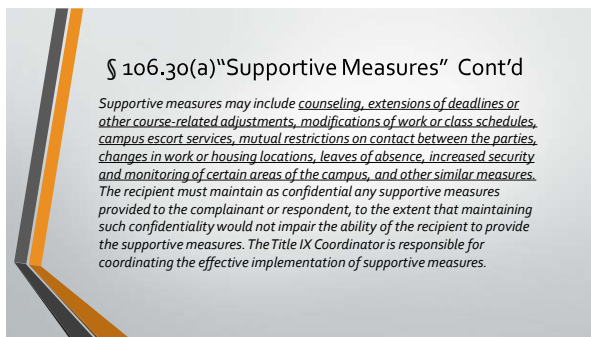


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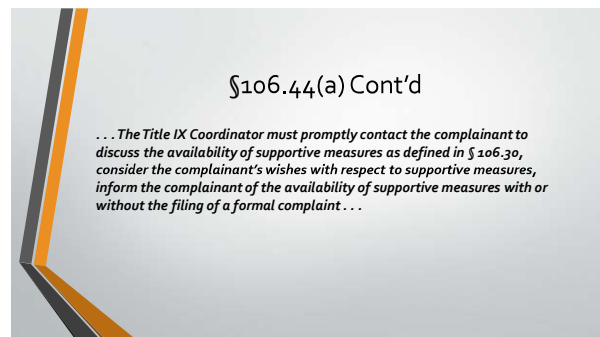
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### More on Supportive Measures...

*[A] recipient must offer supportive measures to a complainant, regardless of whether the complainant decides to file, or the Title IX Coordinator decides to sign, a formal complaint.*  
Id. at 30046 (emphasis added).

*[S]upportive measures must be offered not only in an "interim" period during an investigation, but regardless of whether an investigation is pending or ever occurs.*  
Id. (emphasis added).

*Complainants must be offered supportive measures, and respondents may receive supportive measures, whether or not a formal complaint has been filed or a determination regarding responsibility has been made.*  
Id. at 30064 (emphasis added).

*[A] recipient must offer supportive measures to any person alleged to be the victim, even if the complainant is not the person who made the report of sexual harassment.*  
Id. at 30069-70 (emphasis added).

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### Supportive Measures and Respondents

*The Department does not equate the trauma experienced by a sexual harassment victim with the experience of a perpetrator of sexual harassment or the experience of a person accused of sexual harassment. Nonetheless, the Department acknowledges that a grievance process may be difficult and stressful for both parties. Further, supportive measures may be offered to complainants and respondents (see § 106.30 defining "supportive measures"), and §106.45(b)(5)(iv) requires recipients to provide both parties the same opportunity to select an advisor of the party's choice. These provisions recognize that the stress of participating in a grievance process affects both complainants and respondents and may necessitate support and assistance for both parties.* Id. at 30103 n.477.

*Under § 106.30, a supportive measure must not be punitive or disciplinary, but may burden a respondent as long as the burden is not unreasonable.* Id. at 30135.

*The Department does not intend, and the final regulations do not require, to impose a requirement of equality or parity with respect to supportive measures provided to complainants and respondents.* Id. at 30277.

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### Thoughts on Supportive Measures

- Moving classes?
- Housing changes?
- Two students in the same student organization, club, or team?
- Burden on one party but not the other?
- No-contact orders
  - *[T]hese final regulations allow for mutual restrictions on contact between the parties as stated in § 106.30, and § 106.30 does not expressly prohibit other types of no-contact orders such as a one-way no-contact order.*  
Id. at 30521.

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### One-Way No-Contact Orders

*A fact-specific inquiry is required into whether a carefully crafted no-contact order restricting the actions of only one party would meet the § 106.30 definition of supportive measures. For example, if a recipient issues a one-way no-contact order to help enforce a restraining order, preliminary injunction, or other order of protection issued by a court, or if a one-way no-contact order does not unreasonably burden the other party, then a one-way no-contact order may be appropriate.* Id. at 30184.

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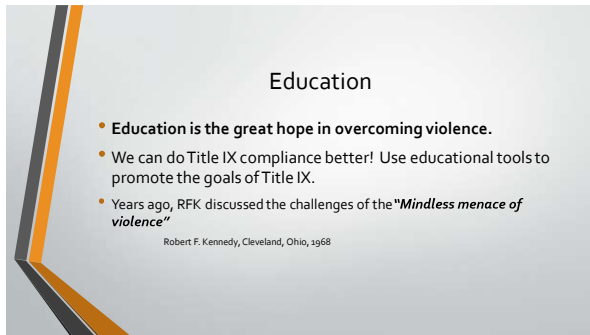
### Title IX Coordinator

- Must offer and implement supportive measures.
- Implementation may require coordination with others on campus.

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### Campus Culture and Climate

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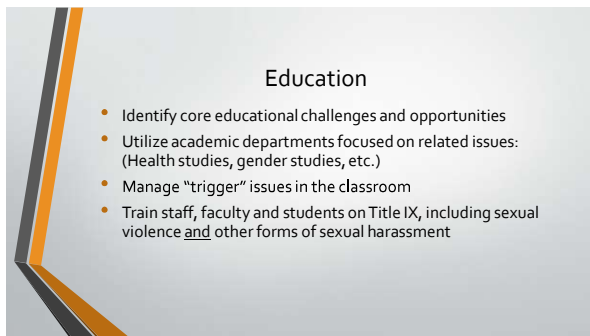


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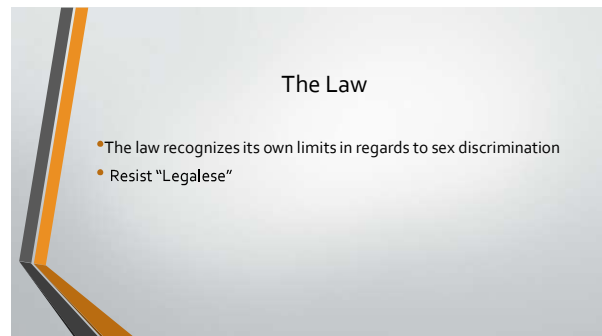


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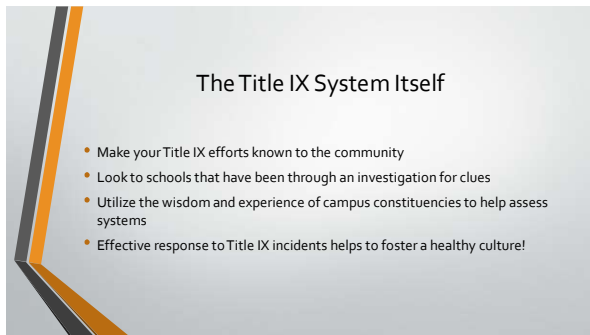


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### Sensitivity

- Sonar
- Multicultural Initiatives
- LGBTQIA
- Choose your words

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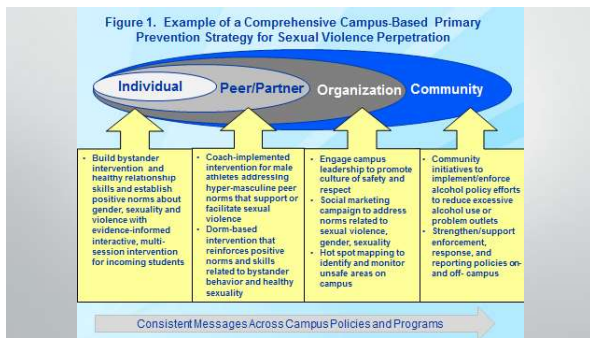
### Prevention

- Sexual assault prevention and awareness programs are **required** under the Clery Act
- Use **evidence-based strategies** (still developing) – Centers for Disease Control and Prevention, Division of Violence Prevention, *Preventing Sexual Violence on College Campuses: Lessons from Research and Practice* (April 2014)
- Use a **comprehensive strategy**

Consider the following model from the CDC, *Preventing Sexual Violence on College Campuses: Lessons from Research and Practice* (April 2014)

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### Prevention

- Alcohol and drug prevention
- Social norming on violence
- Enlist everyone in prevention efforts → Men Can Stop Rape, No More Campaign
- Community efficacy work (Chicago Project, Dr. Felton Earls)
- Bystander intervention training:
  - NotAlone.gov – Bystander intervention factsheet: *Bystander-Focused Prevention of Sexual Violence*

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### Prevention and Intervention

- The University of New Hampshire, *Bringing in the Bystander*, <http://www.unh.edu/preventioninnovations/index.cfm?ID=BCD02554-0F88-5F7E-706E28CD98893C6D>
- Virginia Tech, *Be an Active Bystander*, <http://www.stopabuse.vt.edu/bystander.php>
- The University of Arizona, *Step Up Program*, <http://www.stepupprogram.org/>
- The Green Dot Program, <http://www.livethegreendot.com/>
- The Red Flag Campaign, <http://www.theredflagcampaign.org/>

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Primary prevention is legally required:  
VAWA Regs 34 CFR 668.46 (j)

"Programs to prevent dating violence, domestic violence, sexual assault, and stalking. As required by paragraph (b)(11) of this section, an institution must include in its annual security report a statement of policy that addresses the institution's programs to prevent dating violence, domestic violence, sexual assault, and stalking."

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**VAWA Regs 34 CFR 668.46 (j)**

- Description of primary prevention and awareness programs for all incoming students and employees
  - A statement that the institution prohibits the crimes of dating violence, domestic violence, sexual assault, and stalking
  - The definitions of the terms above
  - The definition of consent
  - Description of safe bystander intervention options
  - Information on risk reduction
- Description of the institution's ongoing prevention and awareness campaigns for students and employees

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## Highlights: The 2022 Proposed Title IX Regulations

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**June 10, 2021 Letter to Dept. of Education,  
Spearheaded by the American Council on Education  
(ACE)**

- Signed by:
  - American Association of Collegiate Registrars and Admissions Officers
  - American Association of Colleges for Teacher Education
  - American Association of Community Colleges
  - American Association of State Colleges and Universities
  - American College Personnel Association
  - American Council on Education
  - American Dental Education Association
  - American Indian Higher Education Consortium
  - APPA, "Leadership in Educational Facilities"
  - Association of American Colleges and Universities

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**June 10, 2021 Letter to Dept. of Education  
Quotes**

- *...the Regulations are antithetical to the fundamental educational nature and objectives of campus student disciplinary processes.*
- *...colleges and universities are not courts, nor should they be. They do not convict people of crimes, impose criminal sanctions, or award damages.*
- *... the Regulations force campuses to turn their disciplinary proceedings into legal tribunals with highly prescriptive, court-like processes.*
- *The Regulations mandate that every campus must provide a "live hearing" with direct cross-examination by the party's advisor of choice or an advisor supplied by the institution. A "live hearing" with direct cross-examination is not necessary in order to provide a thorough and fair process for determining the facts of a matter and a means for the parties to test the credibility of the other party and other witnesses.*
- *The Regulations inappropriately extend these court-like and prescriptive processes to sexual harassment allegations involving employees.*

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**June 10, 2021 Letter to Dept. of Education  
Quotes Cont'd**

- *The Regulations fail to recognize the myriad other federal, state and local laws, judicial precedent, institutional commitments and values regarding the handling of sexual harassment with which campuses must also comply.*
- *The Regulations also provide insufficient flexibility to allow campuses to choose between using a "preponderance of evidence" or "clear and convincing" evidentiary standard.*
- *We appreciate that the Regulations allow campuses to use informal resolution processes when both parties are fully informed of this option and voluntarily consent.*
- *... the Regulations require colleges and universities to adopt a new Title IX-specific definition of "sexual harassment" that is inconsistent with Title VII's definition, and also with definitions contained in campus sexual misconduct policies. The Regulations also raise questions about precisely what conduct will be considered to have occurred within a "program or activity."*
- *The Regulations have driven up the costs and burden of compliance . . .*
- *When considering revising the Regulations, we urge OCR to keep the "long game" in mind, and look for solutions that are broadly supported by stakeholders.*

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**Some Key Features of Proposed Title IX Regulations:**

*Sex stereotypes, Pregnancy, Sexual orientation, Gender identity are covered under Title IX*

*The Department's proposed regulations clarify that Title IX's prohibition of discrimination based on sex includes protections against discrimination based on sex stereotypes and pregnancy. The Department is also clarifying that Title IX's protections against discrimination based on sex apply to sexual orientation and gender identity. This clarification is necessary to fulfill Title IX's nondiscrimination mandate.*

[FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations](#)

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**Proposed Title IX Regulations:**

*Hostile Environment Sexual Harassment*

The proposed regulations will restore vital protections for students against all forms of sex-based harassment. Under the previous Administration's regulations, some forms of sex-based harassment were not considered to be a violation of Title IX, denying equal educational opportunity. The proposed regulations would cover all forms of sex-based harassment, including unwelcome sex-based conduct that creates a hostile environment by denying or limiting a person's ability to participate in or benefit from a school's education program or activity.

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to Its Title IX Regulations

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**Obama-Era Definition of Hostile Environment**

In determining whether this denial or limitation (to access to educational benefits) has occurred, the United States examines all the relevant circumstances from an objective and subjective perspective, including:

1. the type of harassment (e.g., whether it was verbal or physical);
2. the frequency and severity of the conduct;
3. the age, sex, and relationship of the individuals involved (e.g., teacher-student or student-student);
4. the setting and context in which the harassment occurred;
5. whether other incidents have occurred at the college or university;
6. and other relevant factors

U.S. Equal Education Opportunity Rights and U.S. Dept. of Labor Equal Rights, University of Massachusetts Lowell, 2016, 2018, 2019

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**Trump-Era Definition**

**"Sexual Harassment" [Three-Prong Test]**

Sexual harassment means conduct on the basis of sex that satisfies one or more of the following:

- (1) An employee of the recipient conditioning the provision of an aid, benefit, or service of the recipient on an individual's participation in unwelcome sexual conduct;
- (2) Unwelcome conduct determined by a reasonable person to be so severe, pervasive, and objectively offensive that it effectively denies a person equal access to the recipient's education program or activity; or
- (3) "Sexual assault" as defined in 20 U.S.C. 1092(f)(6)(A)(v), "dating violence" as defined in 34 U.S.C. 12291(a)(10), "domestic violence" as defined in 34 U.S.C. 12291(a)(8), or "stalking" as defined in 34 U.S.C. 12291(a)(30).

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**Biden-Era Definition of Sex-Based Harassment**

Sex-based harassment prohibited by this part means sexual harassment, harassment on the bases described in § 106.10, and other conduct on the basis of sex that is:

- (1) *Quid pro quo harassment.* An employee, agent, or other person authorized by the recipient to provide an aid, benefit, or service under the recipient's education program or activity explicitly or implicitly conditioning the provision of such an aid, benefit, or service on a person's participation in unwelcome sexual conduct;
- (2) *Hostile environment harassment.* Unwelcome sex-based conduct that is sufficiently severe or pervasive, that, based on the totality of the circumstances and evaluated subjectively and objectively, denies or limits a person's ability to participate in or benefit from the recipient's education program or activity (i.e., creates a hostile environment). Whether a hostile environment has been created is a fact-specific inquiry that includes consideration of the following:
  - (i) The degree to which the conduct affected the complainant's ability to access the recipient's education program or activity;
  - (ii) The type, frequency, and duration of the conduct;
  - (iii) The parties' ages, roles within the recipient's education program or activity, previous interactions, and other factors about each party that may be relevant to evaluating the effects of the alleged unwelcome conduct;
  - (iv) The location of the conduct, the context in which the conduct occurred, and the control the recipient has over the respondent; and
  - (v) Other sex-based harassment in the recipient's education program or activity.

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**A Note on "Unwelcome Conduct"**

The Department proposes retaining the requirement that the conduct in categories one and two of the definition of "sex-based harassment" must be unwelcome. Although the Department does not propose revising this requirement, the Department understands it is important to provide recipients with additional clarity on how to analyze whether conduct is unwelcome under the proposed regulations. Conduct would be unwelcome if a person did not request or invite it and regarded the conduct as undesirable or offensive. Acquiescence to the conduct or the failure to complain, resist, or object when the conduct was taking place would not mean that the conduct was welcome, and the fact that a person may have accepted the conduct does not mean that they welcomed it. For example, a student may decide not to resist the sexual advances of another student out of fear, or a student may not object to a pattern of sexually harassing comments directed at the student by a group of fellow students out of concern that objections might cause the harassers to make more comments. On the other hand, if a student actively participates in sexual banter and discussions and gives no indication that they object, then that would generally support a conclusion that the conduct was not unwelcome, depending on the facts and circumstances. In addition, simply because a person willingly participated in the conduct on one occasion does not prevent that same conduct from being unwelcome on a subsequent occasion. Specific issues related to welcomeness may also arise if the person who engages in harassment is in a position of authority. For example, because a teacher has authority over the operation of their classroom, a student may decide not to object to a teacher's sexually harassing comments during class; however, this does not mean that the conduct was welcome because, for example, the student may believe that any objections would be ineffective in stopping the harassment or may fear that by making objections they will be singled out for harassing comments or retaliation. (NPRM at 82-83.)

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**Proposed Title IX Regulations:**

*Emphasis on Pregnancy and Parenting Students*

The proposed regulations would update existing protections for students, applicants, and employees against discrimination because of pregnancy or related conditions. The proposed regulations would strengthen requirements that schools provide reasonable accommodations for pregnant students, reasonable break time for pregnant employees, and lactation space.

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**NOTABLE**

**U.S. Department of Education's Office for Civil Rights Announces Resolution of Pregnancy Discrimination Investigation of Salt Lake Community College**

*OCR determined that the college violated both Title IX of the Education Amendments of 1972 (Title IX) and Section 504 of the Rehabilitation Act of 1973 (Section 504) after investigating allegations that Salt Lake Community College encouraged a pregnant student to drop a course because she was pregnant, did not engage in an interactive process to provide her with academic adjustments or necessary services during her pregnancy, and did not excuse her pregnancy-related absences or allow her later to submit work following those absences.*

*OCR found that the college violated Title IX and its implementing regulations by failing: (1) to respond promptly and equitably to the student's complaint of pregnancy discrimination, (2) to engage in an interactive process with the student to determine the appropriate special services and/or academic adjustments to provide in light of her pregnancy, and (3) to excuse her absences related to pregnancy, provide her the opportunity to make up work missed due to these pregnancy-related absences, or provide her with alternatives to making up missed work at a later date.*

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**Proposed Title IX Regulations:**

*Broadens Mandated Reporters on Campus*

*The proposed regulations would promote accountability and fulfill Title IX's nondiscrimination mandate by requiring schools to act promptly and effectively in response to information and complaints about sex discrimination in their education programs or activities. And they would require that schools train employees to notify the Title IX coordinator and respond to allegations of sex-based harassment in their education programs or activities.*

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**Note:**

**"Employee with responsibility for administrative leadership, teaching, or advising"**

It is the Department's current understanding that employees with responsibility for administrative leadership would include deans, coaches, public safety supervisors, and other employees with a similar level of responsibility, such as those who hold positions as assistant or associate deans and directors of programs or activities. The Department anticipates that employees with teaching responsibilities would include any employee with ultimate responsibility for a course, which could include full-time, part-time, and adjunct faculty members as well as graduate students who have full responsibility for teaching and grading students in a course. It is the Department's current understanding that employees with responsibility for advising would include academic advisors, as well as employees who serve as advisors for clubs, fraternities and sororities, and other programs or activities offered or supported for students by the recipient. When a person is both a student and an employee, the Department expects that the person would be required to notify the Title IX Coordinator only of information that may constitute sex discrimination under Title IX that was shared with the person while they were fulfilling their employment responsibilities (e.g., receiving information about sex discrimination from a student during class or office hours). Similar to employees who have the authority to institute corrective measures on behalf of the recipient, the Department now believes that whether an employee has responsibility for administrative leadership, teaching, or advising is a fact-specific determination to be made by the recipient taking into account the types of factors just discussed and any others that may be relevant in the recipient's educational environment.

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**A Note on Barriers to Reporting and Prevention**

"It is the Department's current view that a recipient must identify and address barriers to reporting information that may constitute sex discrimination under Title IX in order to fulfill this obligation."

The Department has long emphasized the importance of a recipient's efforts to prevent sex discrimination. For example, in the preamble to its 2020 amendments to the Title IX regulations, the Department repeatedly acknowledged the importance of efforts to prevent sex discrimination. . . . The Department also added requirements related to training for certain employees in the 2020 amendments to the Title IX regulations . . . that serve a prevention function and thus are crucial to the fulfillment of Title IX."

"The Department notes that under this proposed requirement, a recipient may use various strategies to identify barriers, such as conducting regular campus climate surveys, seeking targeted feedback from students and employees who have reported or made complaints about sex discrimination, participating in public awareness events for purposes of receiving feedback from student and employee attendees, or regularly publicizing and monitoring an email address designated for receiving anonymous feedback about barriers to reporting sex discrimination."

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**Proposed Title IX Regulations:**

*Outlines Key Grievance Procedure Requirements*

- All schools must treat complainants and respondents equitably.
- Schools have the option to offer informal resolution for resolving sex discrimination complaints.
- Title IX Coordinators, investigators, decisionmakers, and facilitators of an informal resolution process must not have a conflict of interest or bias for or against complainants or respondents generally or an individual complainant or respondent.
- A school's grievance procedures must give the parties an equal opportunity to present relevant evidence and respond to the relevant evidence of other parties.
- The school's decisionmakers must objectively evaluate each party's evidence.

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**A Note on "Bias" and "Impartiality" ...**

ALI states:

§ 4.1. Inquiries to Be Impartial, Fair, and Context-Sensitive  
Colleges and universities should strive in all inquiries and investigations to be impartial, fair, and sensitive to context.

§ 6.3. Impartiality  
Colleges and universities should adopt procedures and criteria for selecting impartial decisionmakers.

§ 6.3c. Challenges for Bias  
Colleges and universities should provide a simple procedure for complainants or respondents to challenge the participation of an investigator or adjudicator in their case.

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**ALI on "Bias" and "Impartiality":**

- "One sense of impartiality is structural, the idea that the judge of a case should not be chosen for the case because of his or her likely views on the outcome."
- "Another aspect of impartiality is the avoidance of financial or other forms of self-interest in the adjudication: an impartial adjudicator is one who does not have a financial interest in the outcome."
- "A third sense of impartiality means that the person has not prejudged the facts and is not likely to have difficulty maintaining an open mind and deciding based on the evidence presented."
- "Prior involvement in or knowledge of the facts at issue may create the appearance or reality of bias."
- "Still another sense of impartiality is decisionmakers' freedom to decide without fearing repercussions from the influence of 'mob' passions."
- "One source of potential bias may arise when a decisionmaker has a preexisting relationship with one or more parties."

See ALI, *Student Sexual Misconduct: Procedural Frameworks for Colleges and Universities* (American Law Institute (ali).org), at 179-193.

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**"Bias"**

*Ikpeazu v. University of Nebraska*, 775 F.2d 250, 254 (8th Cir. 1985):

"With respect to the claim of bias, we observe that the committee members are entitled to a presumption of honesty and integrity unless actual bias, such as **personal animosity, illegal prejudice, or a personal or financial stake in the outcome** can be proven.

NPRM at 281:

"To ensure that the grievance procedures are equitable, a recipient must ensure that the procedures are administered impartially. The Department therefore proposes retaining—in proposed § 106.45(b)(2)—the requirement that any person designated as a Title IX Coordinator, investigator, or decisionmaker **must not have a conflict of interest or bias regarding complainants or respondents generally or regarding a particular complainant or respondent.**"

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**Proposed Title IX Regulations:**

*Outlines Key Grievance Procedure Requirements*

- *The proposed regulations would not require a live hearing for evaluating evidence, meaning that if a school determines that its fair and reliable process will be best accomplished with a single-investigator model, it can use that model.*
- *A school must have a process for a decisionmaker to assess the credibility of parties and witnesses through live questions by the decisionmaker. The proposed regulations would not require cross-examination by the parties for this purpose but would permit a postsecondary institution to use cross-examination if it so chooses or is required to by law.*

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**Proposed Title IX Regulations:**

*Outlines Key Grievance Procedure Requirements*

- *In evaluating the parties' evidence, a school must use the **preponderance-of-the-evidence standard of proof** unless the school uses the clear-and-convincing-evidence standard in all other comparable proceedings, including other discrimination complaints, in which case the school may use that standard in determining whether sex discrimination occurred.*
- *A school must not impose disciplinary sanctions under Title IX on any person unless it determines that sex discrimination has occurred.*

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**NOTE: Standard of Proof Alignment with ALI**

"The Department notes that the American Law Institute (ALI) membership, at its May 2022 Annual Meeting, approved the following principle as part of its project on procedural frameworks for resolving campus sexual misconduct cases in postsecondary institutions:

§ 6.8. Standard of Proof

Colleges and universities should adopt the same standard of proof for resolving disciplinary claims of sexual misconduct by students as they use in resolving other comparably serious disciplinary complaints against students. Standards that require proof either by a "preponderance of the evidence" or by "clear and convincing evidence" can satisfy the requirements of procedural due process and fair treatment. Whatever standard of proof is adopted, decisions that the standard of proof is met should always rest on a sound evidentiary basis.

The Department's proposed regulations would align with the ALI position, providing that for sex discrimination complaints a recipient can use either the preponderance of evidence or the clear and convincing evidence standard of proof but must not use a higher standard of proof for evaluating evidence of sex discrimination than for other forms of discrimination or other comparable proceedings." NPRM at 353 (54 internal citations omitted).

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**NOTE: Discipline v. Punishment**

*While punishment focuses on making a child suffer for breaking the rules, discipline is about teaching him how to make a better choice next time.*

The Difference Between Discipline and Punishment: LearnHowThings.com

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**Proposed Title IX Regulations:**

*Supportive Measures for Any Sex Discrimination*

Require schools to provide supportive measures to students and employees affected by conduct that may constitute sex discrimination, including students who have brought complaints or been accused of sex-based harassment.

Under the proposed regulations, schools would be required to offer supportive measures, as appropriate, to restore or preserve a party's access to the school's education program or activity. The current regulations require this support only when sexual harassment, rather than any form of sex discrimination, might have occurred.

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**Proposed Title IX Regulations:**

*Retaliation*

The proposed regulations would make clear that schools must not intimidate, threaten, coerce, or discriminate against someone because they provided information about or made a complaint of sex discrimination or because they participated in the school's Title IX process – and that schools must protect students from retaliation by other students.

FACT SHEET: U.S. Department of Education's 2022 Proposed Amendments to its Title IX Regulations

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**What's next for the proposed regulations?**

- 60-day notice and comment period has long ended.
  - Last notice and comment period garnered nearly 125,000 comments.
  - This go around the proposed regs garnered over 235,000. <https://web.psu.edu/TitleIX/comments/>
- New regulations have not yet been sent to the Office of Management and Budget, where it will undergo further review (up to 90 days) before final release.
- After two delays, it is possible the new regulations will be released in spring 2024, and will go into effect later in 2024, perhaps August?
- There will be a separate process for student athletes/transgender issues. (Proposed rule released in April 2023: [FACT SHEET: U.S. Department of Education's Proposed Changes to its Title IX Regulations on Students' Eligibility for Athletic Teams](#) | U.S. Department of Education) Expect more on informal resolutions, Clery and FERPA interpretation to come?

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**Where is Title IX headed?**

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**What does the future hold for Title IX? Take-aways....**

- LGBTQI+ protections: transgender athletes' rights issues
  - Several states have laws that prevent transgender individuals from playing on female sports teams
- March 2021, class action lawsuit filed against the Dept. of Education in Oregon federal court by 33 LGBTQI+ plaintiffs from 30 institutions. In January, a judge dismissed the lawsuit. Plaintiffs considering an appeal. (*Hunter v. U.S. Department of Education*, U.S. District Court, District of Oregon, No. 21-cv-00474.)
  - Is the religious exemption in Title IX constitutional?
- Speech First, Inc. vs. Fenves; Speech First, Inc. vs. Cartwright*
  - Speech First, Inc. v. Timothy Sands*, No. 21-2061 (4th Cir. 2023)
  - Bias Response Team Policy at Virginia Tech
- State law pushbacks
- Rewrite Codes...again? And when? Notice and comment likely to change proposed rules
- Apply Title IX practices to other conduct codes?
- Time for preventative audits: lessons from LSU, USC.
- Nuclear weapons??? and Reproductive Rights—Title IX makes significant pivot...
  - SCOTUS overturns *Roe v. Wade* in *Dobbs*

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**What does the future hold for Title IX? Take-aways....**

- Political landscape 2024 :: SCOTUS
- End game for Title IX and detailed grievance regulation...what is ultimately sustainable? Will what we know of Title IX today devolve to state variances, subject to federal court oversight?
- Reporting and reporters...do we want this much flexibility?
- Training means assessment, especially on reporting and definitions.
- Culture intervention—rise, or return, of "remedies"
- New Clery manual?—prevention and reporting on it.
- Let's get Constitutional...What about *Citizens United*? Even *Gebser/Davis? Mathews v Eldridge? Textualism, Originalism, and the Title IV trojan horse*. All and "mission sensitivity."
- SCOTUS → limits of federal regulatory power
- Lawyers and legalisms...Student conduct dominated by law, lawyers and legalisms? Law as competitor?

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**What does the future hold for Title IX? Take-aways....**

- Does education culture have better solutions? Can we be, must we be, impartial in relation to our own mission? What are the limits of rooting out bias? Are the legal rules themselves a Title IX problem? *Fenves :: NPRM on bias/// "Defamation by Litigation":::FERPA restrictions*
- Budgets and industry challenges. DOE cost estimates are perhaps "aspirational."
- College court becomes more like family court—supportive services and review.
- Protections for Title IX operatives....2015 guidance.
- The Transparency Dilemma:: a)revise FERPA or b)create more detailed hearing and notice procedures....(DOE goes with b.)
- "Edu-pocalypse" and business issues
- OCR case management?
  - OCR recieved the most complaints in history in FY22
  - [The Ed. Dept. Received the Most Civil Rights Complaints in History Last Year \(edweek.org\)](https://www.edweek.org)

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**What does the future hold for Title IX? Take-aways....**

- Title IX and the "new tenure"... mid-twentieth century deference over? ALI project signals a bleed over effect...? The pursuit of happiness as a protected interest?
- Trifurcation?
- Congressional action in light of SCOTUS rulings.....Title IX implications
- Vectoring...where are we headed?
- Culture impact...how do we explain the proposed regulations to our stake holders and "shapeholders"::Active monitoring required...
- Courts are inventing many new ways to hold colleges accountable for decisions on sexual misconduct? Compliance in the process of attempting compliance--- meta-compliance issues dominate.
- The single investigator model as lightning rod.
- Arbitration and no cause dismissal?
- Flexibility==Title IX looks different across the country
- Updated training will be required after the final regulations are published.

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**Final thoughts...**

**THANK YOU!**

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