ONE SIZE DOES NOT FIT ALL: COMPLIANCE TOOLS FOR
NONRESIDENTIAL COMMUNITY COLLEGES

by

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This dissertation is submitted in partial fulfillment of the
requirements for the degree of

Doctor of Education

Ferris State University

April 2017

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ABSTRACT

Community colleges are challenged by at least three high-priority issues: the pressure to improve completion and graduation rates, budget challenges, and declining enrollments. Yet all institutions of higher education must comply with federal mandates regarding Title IX, the Violence Against Women Act, and the Clery Act. This product dissertation provides two surveys and a training session designed to assist with compliance, enhance safety and security, and improve the campus climate. One survey is aimed at gathering baseline data from faculty and staff regarding their level of understanding of compliance requirements and their preferred training modalities. A campus climate survey for students provides actionable data that community college leaders can use to spark meaningful improvement in the institution's environment. A brief training program in creating a culture of reporting encourages faculty, staff, and students to take a proactive approach to improving safety and security on campus.

DEDICATION

I dedicate this to my granddaughters. Even though you are so very young, you are an inspiration to me. My hope is that by the time you go to college, the basic foundational expectation of *all* learning environments will be equity, inclusion, an appreciation for diversity, and respect for all people.

And to my mom—who had a passion for education that inspired me when she was with us, and will be an inspiration forever.

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CHAPTER 1: INTRODUCTION

ROLES, EXPECTATIONS, CHALLENGES, AND THE IMPACT OF COMPLIANCE ON COMMUNITY COLLEGES

Community colleges are uniquely American institutions "at the cutting edge of the American dream of personal renewal and social mobility" (Carnevale, 2015, p. ix). One of the success stories of 20th century public education, community colleges are viewed by the nation's working families, minorities, and low-income populations as the gateway to a better life. They are also the best and most economical pathway to a baccalaureate for savvy, cost-conscious students who earn all their general education credits, then transfer to four-year universities across the nation. The phenomenal growth of community colleges in the past 100 years has redefined higher education: "Tens of thousands of students take advantage of low tuition and supportive services. . . thousands of businesses are served by customized training, and communities thrive when workforce development grants. . . create new sources of economic activity" (Mellow & Heelan, 2015, p. 55). Yet when someone says the word "college," most people inevitably picture the cliché of the pastoral campus with ivy-covered walls; a student body full of fresh-faced, beer drinking fraternity brothers and sorority sisters; selective, elite admissions processes; and research-immersed faculty. In reality, the average American college student (including both two-year and four-year institutions)

- is 27 years old and commutes to college (Eddy, 2010),

- is working full- or part-time more than 20 hours per week (Fang, 2013, para. 1),

- attends at least two colleges before graduating with a bachelor's degree (Gonzalez, 2012, Feb. 28, para. 1),

- often attends colleges in two different states (Gonzalez, 2012, Feb. 28, para. 4).

In other words, the "average" college student could more accurately be described as a "middle-aged African American woman who squeezes college into two evenings a week while she maintains a full-time job and cares for her family" (Mellow & Heelan, 2015, p. 7). Community college students are in various life stages and often must balance multiple responsibilities including jobs, school, and both immediate and extended family responsibilities (Eddy, 2010). To meet the needs of this population, community colleges must provide flexible scheduling, alternative delivery options such as online and self-directed learning, accelerated programs, and financial support systems beyond federal financial aid (Eddy, 2010).

This chapter discusses the realities for today's community colleges and the significant challenges they face in terms of criticism and questions about low completion rates, increasingly strained budgets, and enrollment declines. Community colleges' influence on the American economy and workforce has grown ever stronger, especially in the last decade, but expectations for community colleges to produce more—such as higher completion rates, cutting-edge programs in STEM fields, more job-ready graduates—continue to grow as well. Under fire for low completion rates, struggling with declining enrollment (down 2.4% nationwide from Fall 2014-15; American Association of Community Colleges [AACC], 2016), underfunded and "under-appreciated" (Mellow & Heelan, 2015, p. 1), community colleges are experiencing unprecedented pressure from both public and private sectors, and facing additional scrutiny from the general public:

> The increasing expectations on community colleges to produce more with limited funding will be an immense challenge that has the potential to elevate the public perception of the role of community colleges in our economic welfare, but also has the potential to result in public scrutiny of community colleges without a true understanding of the challenges they face. (Mellow & Heelan, 2015, p. 2)

Far from the "ivory tower" of academia and the elitist bastion of pompous professors and beer-swilling students, community colleges are firmly based in reality—navigating multiple demands from "college and community constituents, uncertain funding streams, challenging and changing student demographics, and increased demands for accountability" (Eddy, 2010, p. 5). Although frequently cited by politicians as the solution to a better-educated work force, and located just a short commute away from 90% of the U.S. population (AACC, 2013) community colleges may be among the least understood of the higher education sectors.

Within the context of three major and immediate challenges for community colleges, this chapter examines the immense added difficulty of complying with federal and state legislation regarding sexual misconduct. In the past five years, an explosion of new expectations for compliance has come into play; the federal government has made it abundantly clear that these apply to all institutions of higher education. But for nonresidential community colleges in particular, these requirements can be superfluous and heavy-handed, and are poorly aligned with the reality of commuter colleges and their populations.

CHALLENGE #1: COMPLETION

One of the founding principles of community colleges in the early 20th century was the desire for "social equality and greater access to higher education" (Cohen, Brawer, & Kisker, 2014, p. 1). References to open doors and access are frequently highlighted in community

college mission statements, because one fact has remained constant: At the community college, there is *opportunity.* There is opportunity to learn a new skill, earn a certificate or degree that leads to a job, or complete a series of classes and transfer to a prestigious four-year university that may have previously been out of reach: "This goal—to provide an opportunity for any high school graduate or 18-year-old (or older) to enroll in college—permeates every niche of the community college enterprise" (O'Banion, 2010, para. 2). The doors of the community college are open to all, and these institutions actively seek to remove barriers so that any student can attend—from the dual-enrolled high school student looking to get a head start on college credits to the convicted felon with no job and few other options to build or rebuild a life.

For many years, access seemed to be working, as more and more students took advantage of the opportunity to attend college. In the past 25 years, according to Tinto (2012), "access has more than doubled from nearly 9 million students in 1980 to almost 20 million in 2011" (p. 2). According to the American Association of Community Colleges (AACC), community colleges serve almost half of the undergraduate students in the United States, which included more than 12.3 million students during the Fall 2014 academic year (AACC, 2016). Community colleges were lauded by the public, by politicians, and by the government for the access and opportunity they provided.

Then the rules changed. In the past few years, community colleges have "attracted unprecedented levels of public attention" (Lau, 2014, para. 1), particularly with the unveiling of a proposal to provide free tuition for community college students meeting specific criteria (Ma & Baum, 2016). Citing community colleges as the vehicle to keeping America competitive,

President Obama highlighted the role of community colleges and positioned them to play a primary role in economic recovery and expansion (Cohen, 2010). Furthermore, the former President set two goals for academic attainment in his first State of the Union address: "By 2020, America will once again have the highest proportion of college graduates in the world, and community colleges will produce an additional 5 million graduates" (Baldwin, 2014, p.1). Unfortunately, "at the very time that global competitiveness depends on a well-educated citizenry, we find ourselves losing ground in relative educational attainment" (AACC, 2012, pp. 5-6). In recent years, then, the access agenda morphed into the student success agenda and then morphed again into the "completion agenda, as the. . . goal that has become an imperative for the nation" (O'Banion, 2010, para. 2). Today, access is no longer the focal point. Completion is.

For community colleges, this change in expectations is fraught with pitfalls. To use a manufacturing analogy, the raw materials entering the community college are required to meet zero or very few standards to be admitted, but the outcome measures are expected to be comparable to selective four-year institutions. As the Community College Resource Center (n.d.) notes, "Student persistence and completion rates at community colleges are low, particularly among low-income students, students of color, and first-generation students" (para. 1). In addition, nationwide, 44% of first-time community college students enroll in at least one developmental course (Cohen et al., 2014, pp. 245-246). In virtually every discussion about completion in higher education, a somber recitation of the bleak community college graduation and completion numbers will be mentioned. Pusser and Levin (2009) acknowledge that "perhaps no statistic has brought more negative publicity to community colleges over the

years than the percentage of students who transfer to four-year colleges and complete baccalaureate degrees" (p. 8). *Reclaiming the American Dream: Community Colleges and the Nation's Future* (AACC, 2012) is a report in which community college leaders themselves call for a total transformation of the sector, including a dire need for improved completion rates. "Usually praised for their open admissions policy and commitment to serving minorities and low-income populations," says Jennifer Gonzalez (2012, April 21), "community colleges are shown in a harsher light in this report" (para. 11). The report cites dismal statistics: Only 46% of students who enter community colleges with the goal of earning a degree or certificate have attained that goal, have transferred to a baccalaureate institution, or are still enrolled after six years (AACC, 2012). Unfortunately, the national IPEDS (Integrated Postsecondary Educational Data System) data that are frequently cited regarding community college completion rates come from a federal report that was specifically designed to measure the graduation rates of four-year college and university students; the report does not accurately reflect the differing needs, abilities, and levels of preparation of the community college student. This is because many students use the community college on an as-needed basis, and "the traditional definition of success (associate's degree within three years) would classify these students as dropouts—a failure on the part of the institution—when in fact the community college served exactly their needs at a specific point in time" (Bontrager & Rhodes, 2009, p. 19).

CHALLENGE #2: TIGHT BUDGETS/SCARCE RESOURCES

According to Mellow & Heelan (2014), "The economic and societal role of community colleges has never been more evident" (p. 1). From 1996 to 2012, community colleges were

mentioned in every U.S. President's State of the Union address, with only one exception (Katsinas, D'Amico, & Friedel, 2012). In his 2010 speech at the University of Texas, President Obama stated that community colleges are "under-appreciated assets that we have to value and we have to support" (Mellow & Heelan, 2015, p. 1). Considering these lofty expectations for the important role that community colleges will play in economic recovery, it would stand to reason that the amount of federal financial support for community colleges should be increasing significantly. Yet, just the opposite is occurring. No additional federal funding was promised in order to produce an extra five million community college graduates (Kahlenberg, 2015), and state funding has been declining as well (Newman, 2014).

Many are unaware that community colleges receive less funding than any other sector of education (Mellow & Heelan, 2015, p. 35), from K-12 to public and private four-year universities. According to Carnevale (2015), "Community colleges get only 27% of total aid for postsecondary education, while serving almost half of all postsecondary students and the vast majority of those most in need" (p. ix). When compared with every other education sector in the United States, community colleges receive fewer dollars.

Consider Tables 1 and 2 below. Public K-12 education opens its doors to all students, just as the community colleges do. The public consistently hears about struggling local K-12 education, and the difficulty in educating students from a variety of socio-economic backgrounds and levels. The funding reality, however, is that community colleges have $3,491 *less* per capita per full-time equivalent (FTE) student than the average elementary and secondary school (Table 1).

Table 1: *Comparison of K-12 Versus Community College Funding*

EDUCATION SECTOR	MEDIAN STATE AND LOCAL EXPENDITURE PER FTE ACROSS ALL STATES – 2009-10
Elementary and secondary	$10,615
Community college	$7,124

In the higher education sector, four-year colleges spend three times as much as community colleges per student (National Center for Educational Statistics, 2012) (Table 2).

Table 2: *Comparison of Community College Versus Four-Year University Funding*

EDUCATION SECTOR	PER STUDENT EXPENDITURES – 2009-10
Community college	$11,900
Public college or university	$35,700

The underfunding is particularly startling when one considers that community colleges are serving high-need, disadvantaged students who may not have been successful in high school, or who may have been out of the educational system for many years. The return on investment for students who go right to work after their community college graduation or successfully transfer to a four-year college or university is truly stunning— not just for the students, but for their families and communities. Yet community colleges remain universally undercapitalized.

It is a well-known fact that paying for a college education can demand a significant portion of a family's budget, and often leaves the student with a staggering amount of debt. In the past, because of financial support from the local tax base and state subsidies, community

colleges were able to keep tuition costs low. This resulted in the community college being the one sector of higher education that was affordable for all. However, the decline in funding from these sources has created a budget crisis at community colleges, necessitating unparalleled increases in tuition and fees, which subsequently places more of the financial burden on students and their families (Mellow & Heelan, 2015, p. 41; Seeburger, 2016).

Keeping in mind the challenges of completion discussed above, another challenge related to both completion and budget is performance-based funding. State and federal legislators are increasingly focused on requiring higher education institutions to demonstrate a solid return on investment for students. Performance-based funding is a growing concern for community colleges, as legislators move to shift emphasis from enrollment-based funding to allocations based on the number of students who complete a program and earn a credential. As of late 2013, 30 states were either considering or had already enacted formulas designed to give increasing weight to performance indicators (Bailey, Jaggars, & Jenkins, 2015, p. 185). While intended to make college outcome measures more "transparent, comparable, and readily available to the public," (Bailey et al., 2015, p. 185) most models are flawed and fail to take into account differences in demographics, student characteristics, and successful transfer before graduation (Bailey et al., 2015, p. 187). Smith (2015) states, "A key challenge community colleges face is many of the performance based funding metrics are focused on outcomes for four-year universities and are not designed for effective evaluation of community colleges" (p. 1).

Performance Funding 1.0 models (referred to as PF 1.0), which include a "bonus" over base funding for colleges that perform well across a variety of performance measures, have

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proven to be somewhat disappointing (Bailey et al., 2015, p. 185) in terms of actually increasing

completion rates, perhaps because there may not be an effective mix of rewards and/or

because measures of performance were inadequate (Bailey et al., 2015, p. 185). Performance

Funding 2.0 models use performance indicators to determine colleges' base budget funding.

While some state appropriations tie only a small percentage of allocations to performance

funding, the current trend is to increase to a larger share; for example, "Indiana, Louisiana,

Ohio, and Tennessee each tie at least 20% of their appropriations to measurable outcomes such

as degrees completed, credit milestones reached, remedial success, and others" (Bailey et al.,

2015, p. 186). A recent study of the impact of performance-based funding on community

colleges found that

- Performance funding 2.0 produced more desirable outcomes for community colleges because the metrics used considered institutional structure and mission.

- The effectiveness of performance funding depends on several factors and has the potential to create more undesirable outcomes for institutions, such as community colleges, that provide open access.

- Desirable outcomes were maximized, and undesirable outcomes were minimized when institutional leadership worked with stakeholders to develop and implement metrics that reflect their mission and population (C. P. Smith, 2015, p. 3).

CHALLENGE #3: DECLINING ENROLLMENTS

Enrollment at the nation's 1,132 community colleges hit its peak in 2010, when a total

of 7,683,597 students were attending two-year colleges (National Center for Education

Statistics [NCES], 2015). Despite all of the recent focus on community colleges and their

important role in workforce development, enrollment in two-year institutions has been steadily

declining, dropping 16% from 2010 to 2015, according to EAB (2015), a research and technology

group. Some of the key reasons for the enrollment decline include an improving economy, demographic trends among high school graduates, and competition from four-year institutions. Projections from NCES (2015) indicate that community colleges will not experience enrollments close to their 2010 levels until 2021.

In December 2015, the National Student Clearinghouse released its enrollment data analysis for the fall of 2015. The report indicated that overall post-secondary enrollment decreased by 1.7%, with the greatest declines among four-year for-profit schools and community colleges (EAB, 2015). "We judge the improving job market to be the biggest factor, with the unemployment rate dropping to 5 percent this fall," said Jason Dewitt, research manager at the National Student Clearinghouse (Lederman, 2015, para. 7). During the recession of 2008-09, the unemployment rate hit a record high of 10% and remained high nationwide for a few years. As of December 2015, unemployment had declined to 5%, indicating that more working adults were able to find unemployment. Much of the decline in enrollment at higher education institutions was in students over 24 years of age, which significantly impacts community colleges. Adds Dewitt, "[these are] the students most likely to be leaving college for an employment opportunity" (Lederman, 2015, para. 7).

Also hurting colleges across the board is a shift in demographics in terms of the number of graduates coming out of high school. According to the U.S. Census Bureau, in 2000, 25.7% of the population was under 18. That declined to 24% in 2010. By 2020, it is expected to decline further to 23.9%. That means there will be fewer students graduating high school and thus attending college (U.S. Census, 2010).

But Carla Hickman, managing director of research and technology group EAB, interviewed by the *Chronicle of Higher Education's* Katherine Mangan, claims it is also competition from four-year colleges that is luring students away:

> From 1980 to 2002, community colleges had 40% to 44% of the higher-education enrollment in the United States. Since then, their share has dropped to an all-time low of 37.9% as four-year colleges have stepped up their marketing and recruiting efforts (Mangan, April 26, 2016, para. 3).

Four-year colleges have become far more sophisticated in their use of marketing and competitive pricing, offering students substantial scholarships to offset the cost of enrollment. "Because discount rates are increasing, the price gap between two- and four-year colleges is narrowing. Private colleges have extraordinarily robust career services, experiential and co-curricular learning, internship placements, and smaller class sizes," comments Hickman. "If you're a parent or student looking for the opportunity to be job-ready on Day 1, that's an extremely valuable opportunity" (Mangan, April 26, 2016, para. 9).

AN OVER-ARCHING EXPECTATION FOR ALL OF HIGHER EDUCATION: COMPLIANCE

The three challenges outlined above create a significant sense of urgency for the nation's community colleges, and despite numerous initiatives (Guided Pathways, ASAP, Early College, etc.), there are no simple solutions. Yet looming over all of these issues is another factor demanding attention: federal requirements for preventing and responding to sexual misconduct on campus. Because of the misperceptions that exist, and the across-the-board mandates integrated into bills and laws aimed at campus safety and sexual assault for *all* institutions of higher education, community colleges are faced with expending an increasing amount of their limited resources to meet requirements that only peripherally apply to them.

The simultaneous decline in state support and property tax revenues and the increase in cost

for compliance-related mandates have put additional financial pressure on community colleges.

Even private four-year institutions are feeling the strain: Vanderbilt University, in a report

issued in October 15, 2015, released the results of a study aimed at quantifying the funding

required to comply with federal requirements (Stratford, 2015). "Compliance with all federal

requirements accounted for between 3 and 11% of the institutions' operating expenditures,"

stated the report (Stratford, 2015, para. 8), an estimate based on extrapolating data from 13

colleges of varying sizes and missions.

Although community colleges, through their open admissions policies, are dedicated to

the principles of equality, access and non-discrimination, Title IX compliance in particular

creates significant challenges for community college administrators. Many community colleges

do not have the resources for extensive training of faculty, staff, and students; struggle to meet

government deadlines for implementation of new policies; and cannot fathom the logistics of

prevention programs and climate surveys with a constantly shifting population (Baime, 2015):

> Although recently proposed legislation (such as the Campus Accountability and Safety
> Act) calls for campuses to ensure victims/survivors of sexual assault have access to
> support services, many two-year institutions either do not have any or have very limited
> offerings for on-campus mental health resources, health services, and victims' services
> programs. (Bennett, Vasquez-Barrios, Perkins, & Baligad, 2015)

David Baime (2015), Senior Vice President of Government Relations and Policy Analysis at the

American Association of Community Colleges (AACC), stated as part of a panel discussion at an

April 2015 American Association of Community College conference that "these. . . requirements

are difficult enough for universities with a stable student population. They are nearly impossible

for community colleges, with a transient student population and hundreds of adjunct faculty"

(AACC annual conference, 2015). Bennett et al. (2015) state that:

> Community colleges are also less likely to have full-time legal counsel, health educators,
> or robust student affairs divisions, which are often critical to effective sexual misconduct
> prevention and response. . . . All of these factors result in community colleges trying to
> keep up with the expectations designed for institutions that are much better resourced.
> (p. 4)

Most have heard the frequently-cited statistic that "1 in 5 female students experience

sexual assault in college" (Jaschik, 2015, para. 1), and according to a May 2014 article in the

Chronicle of Higher Education, "Only 12% of victims [of sexual assault] come forward" to report

these incidents (Harvey, 2014, para. 4). "Absent from this national dialogue [on sexual

misconduct] is what. . . prevention and response look like at institutions that do not have

residence halls, NCAA athletic teams, or fraternities and sororities," Bennett et al. (2015, para.

1) observed plaintively. The statistics regarding sexual assault on college campuses do not take

into account the differences between categories of higher education institutions—public, four-

year institutions versus private institutions, residential versus commuter campuses,

predominantly online versus on-ground campuses, etc. Because the vast majority of community

colleges (75%) are nonresidential campuses and because the average age of a community

college student is well beyond the 18-22 year old range, it is more difficult for college

administrators to justify dedicating time, energy, and resources to a problem that is not a high-

priority issue for them. Despite the fact that nonresidential community colleges are required to

act on cases of sexual assault that take place both on- and off-campus, "we still have only a

handful of Title IX cases each year," observed Beverly Baligad (private communication, June

2015), former Director of Compliance at Lansing Community College. One statistic that

underlines this observation is that, according to a January 2016 report by the *Chronicle of Higher Education*, there were 243 colleges and universities under investigation by the Office of Civil Rights for potential Title IX violations; only 9 of these cases took place at community colleges (Mangan, January 10, 2016).

At a time when community colleges desperately need to be dedicating resources to becoming more nimble, innovative, creative, and efficient, a large chunk of resources must now be shifted to respond to a burgeoning list of federal compliance requirements. The problem, then, is that community colleges as a group are hugely impacted by federal compliance mandates surrounding Title IX, but their needs and concerns go unexamined by the policymakers and pundits, who are eager to jump on the sexual paranoia bandwagon and establish even more stringent rules and regulations. As stated in an April 12, 2015 article in the *Chronicle of Higher Education*, "the amount of money and effort colleges are devoting to try to meet the mandates for adjudicating sexual misconduct . . . is unsustainable" (Wilson, 2015, para. 1).

Compliance requirements impact community colleges in two ways: Overwhelmed with the responsibilities of administering complex federal and state regulations, many administrators have been forced to streamline or cut services and curtail programming, while shifting their shrinking dollars to fund risk management positions and programs (Carlisle, 2014; Kirk, 2014). Secondly, the heightened awareness of risk management and compliance with government requirements has brought a significant increase in accountability for student safety and welfare. With an open admissions policy and no background checks on incoming students, can community colleges claim that their campuses are safe? At some point, the "last chance"

open door to education for those who have police records may have to be unceremoniously shut.

Considering the importance of students feeling welcome and making early connections with faculty and staff in college, work with individual students is critical to retention. However, "when our services and programs shrink in the cause of compliance, our capacity for one-on-one work with students slowly diminishes," explains Carlisle (2014, para. 6). According to the *Chronicle of Higher Education,* "new administrative positions—particularly in student services—drove a 28% expansion of the higher ed work force from 2000-2012" (Carlson, 2014, para. 2). Unfortunately, much of the rising costs of administration were due to compliance requirements, not roles that contributed to a student's positive experience on campus (Kirk, 2014). While there may be a desperate need for more advisors, admissions recruiters, or full-time faculty, funding is scarce. Instead, new positions are being added in areas such as risk management, internal audit, legal compliance, financial-aid regulatory compliance, faculty and staff training, campus security, and student conduct and discipline (Kirk, 2014). While federal reporting has always been burdensome, new expectations related to sexual harassment and sexual violence *alone* include training, staffing, policy review and change, college-wide communication, reporting, and additional services offered to students, including access to mental health counseling and legal advice (Carlisle, 2014). In the *Chronicle of Higher Education*, Brian Carlisle (2014) states:

> Student affairs divisions are overwhelmed with the responsibilities of managing and administering complex federal and state regulations—the Clery Act, Title IX, the Higher Education Opportunity Act, the Campus SaVE Act, the Americans with Disabilities Act, Title IV, constitutional due-process requirements, and much more (para. 2).

When finite resources are shifted in response to issues that are not related to teaching and learning, student engagement or success, there is an opportunity cost that is significant. "The growing list of federal regulations," argues Jones (2010, para. 7), ". . . may ultimately be the greatest barrier to innovation, efficiency, and quality in higher education." One of the federal requirements includes hiring a Title IX coordinator dedicated solely to this work (Mangan, February 8, 2016). "It isn't practical or possible for most community colleges to follow this," states Marty Heator, Dean of Students at Schoolcraft College (personal communication, October 18, 2016); "That person simply would not have enough to do, because we do not receive enough cases." On the other hand, managing Clery compliance and the ever-changing expectations for Clery reporting may justify dedicating resources to a full-time staff person. "The new changes in reports surrounding student travel, which involves athletic teams, student field trips, leadership retreats, etc., is incredibly burdensome and time consuming," notes Steve Kaufman, Chief of Police and Clery Compliance Coordinator at Schoolcraft College (personal communication, February 7, 2017).

From 2013-16, the focus on campus sexual assault and the so-called higher education "rape culture" showed no signs of abating; in fact, the federal government continued to churn out more stringent expectations and new regulations with alarming frequency. Institutions not in compliance with these rules faced heavy fines and ultimately the threat of being denied the opportunity to award Title IV federal financial aid, which would effectively put most colleges (especially community colleges) out of business. Fortunately, "the Office of Civil Rights (OCR) must work with a school to achieve voluntary compliance before taking steps to terminate a school's funding" (Cantalupo, 2010, p. 56).

Thus *all* colleges must comply with the federal government mandates and get on board with preventing sexual assault on their campuses. In order to encourage faculty, staff, and students to report incidents, a basic level of understanding of Title IX and compliance requirements is necessary. In addition, colleges need to move to a culture of transparency, where faculty, staff, and students are aware of how and to whom to report Title IX incidents. Essentially and inevitably, at the heart of college-wide compliance with Title IX is a culture shift. The discussion of community colleges as a unique sector of higher education, serving a distinctly different population and making a critical and cost-effective contribution to the economy, culminates in a key question: How can community colleges comply with federal mandates despite significant challenges in terms of completion and student success, enrollment, and existing limitations on budgets and resources?

CONCLUSION

This document will attempt to provide a partial solution to this dilemma. Chapter 2 explores the history of federal government efforts to attack the problem of campus safety and sexual misconduct (including Title IX, the Violence Against Women Act, and the Clery Act), and features the opinions of experts regarding the lack of alignment between the reality of nonresidential community colleges and federal mandates. Chapter 3 provides an overview of the three products developed in response to the needs of nonresidential community colleges. Chapter 4 includes methodology and context for a benchmark survey to assess current levels of understanding of compliance requirements. Chapter 5 presents a campus climate survey aimed at students at nonresidential community colleges, and discusses the background and

development of campus climate surveys as a tool for improving the campus environment.

Chapter 6 introduces a training program intended to create an environment that encourages

reporting as a proactive approach to improving safety and security on campus. Chapter 7

includes thoughts on how the current administration's approach to and relationship with higher

education—"off to a very rough start" based on a March 3, 2017 article in *The Chronicle of*

Higher Education (Stripling, 2017)—may impact the legacy of the Obama administration. The

chapter also recommends topics for future research.

CHAPTER 2: REVIEW OF LITERATURE

INTRODUCTION

It may be difficult for today's students to believe, but many of the female

administrators, faculty, and staff that students see every day in their classrooms and

administration buildings encountered widespread gender discrimination in the early days of

their careers. Discrimination was commonly accepted practice in terms of access to education,

access to athletic programs and scholarships, and institutional response to sexual harassment

or assault (Pearsall, 2012). Although the Civil Rights Act of 1964 banned gender-based

discrimination in employment, it did not apply to educational institutions (K. Smith, 2015).

Quotas for female students in graduate programs were common in the 1960s-70s, and women

were literally denied access to graduate programs in certain fields such as science and

engineering (Wenniger & Conroy, 2002). Female students who managed to obtain graduate

degrees faced major challenges in their attempts to be hired in the academic world: "Women

applying for faculty jobs routinely heard, 'Your qualifications are excellent but we already have

a woman in this department'" (Women in Higher Education, n.d., para. 8.) There were very few

women's athletic teams, and the notion of offering athletic scholarships to women had not yet

occurred to college and university athletic directors. For example, although she won two gold

medals at the 1964 Olympics, swimmer Donna De Varona could not find an athletic scholarship

to help her pay for her college education because such scholarships did not exist (U.S. Department of Education [USDOE], 1997). Turning to another form of gender discrimination, female students whose professors accosted them with offers of better grades in exchange for sex could complain to the administration, but there was literally nothing that could be done— no grievance procedure, no consequences for the professor, and no law against this kind of "quid pro quo" form of sexual harassment (Brodsky & Deutsch, 2014). Students who were raped on campus either dealt with it alone, or simply dropped out of college. Those who reported these incidents had little recourse; for example, a group of students who sued Yale University for failing to deal with faculty sexual harassment or student-on-student rape were told that nothing could be done because "the university had no response plan and did not see a legal obligation to provide one" (Brodsky & Deutsch, 2014, para. 7).

Title IX changed all of the above, ultimately opening doors for women in terms of access to educational and athletic programs and providing recourse for women impacted by sex discrimination in colleges and universities: "Title IX was highly controversial, and although some supported the law, others thought it would be too dangerous—'forcing' schools to accept women would ruin American education, some felt" (Chan, 2012, para. 2). Passage of Title IX, of course, was only the beginning; change did not happen overnight. This chapter provides a brief history of the federal government's attempts to end gender discrimination on college campuses, tracing the impact of Title IX of the Educational Amendments of 1972 (Title IX), the Jeanne Clery Disclosure of Campus Security Policy and Campus Crimes Statistics Act of 1991 (Clery Act), and the Campus Sexual Violence Elimination Act of 2013 (SaVE Act), which is embedded within the 2013 reauthorization of 1994's Violence Against Women Act (VAWA)

(Engle, 2015). In an attempt to outline how colleges and universities have responded to these laws, the chapter outlines the federal government's burgeoning compliance expectations from 2011-2016, demonstrating how this signature issue of the Obama administration galvanized both federal and state legislators. Finally, the chapter will explore the lack of alignment between compliance expectations and the reality of the nonresidential community college population and environment.

A BRIEF HISTORY OF TITLE IX

The language of Title IX is brief, simple, and direct: "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance" (USDOE, Office of Civil Rights, 2015 , para. 2). Signed into law by President Richard Nixon in 1972, the law was primarily aimed at ensuring that female students had the same access to scholarships and educational opportunities as male students, and that female scholars had equal access to employment. Four years later, feminist lawyer Catharine MacKinnon argued that Title IX should apply to sexual harassment as well, because it was also a form of discrimination. In 1980, a federal appellate court upheld this view, stating that schools were legally required to respond to sexual harassment and violence because they constituted forms of gender-based discrimination prohibited by federal law. The ruling applied to harassment as a quid pro quo (e.g., faculty and student), stating that, "It is perfectly reasonable to maintain that academic advancement conditioned upon submission to sexual demands constitutes sex discrimination in education" (ACLU, n.d., b, para. 10). In addition, "What this lawsuit helped to

establish is that campus rape is not just a crime but also an impediment to a continued education—and to subsequent success in the workplace and public life" (Brodsky & Deutsch, 2014, para. 13).

While the law did have an impact on gender equity in all areas of education, the primary impact was felt in terms of athletic programs. Up until just a few years ago, most articles and editorials on Title IX discussed its application to athletics. From the 1980s to 2010, a plethora of scholarly articles on Title IX can be found in the literature; the majority of them focus on the law's applicability to athletics, for example: "Since its enactment, perhaps no other federal statute has had a greater impact on the operation of athletics, especially at the collegiate and high school levels" (Anderson & Osborne, 2008, p. 127). A 1997 article titled "The Title Bout: A Critical Review of the Regulation and Enforcement of Title IX in Intercollegiate Athletics" (Leahy, 1998) states that "while most agree that gender equity in athletics—the mandate of the statute—is an admirable goal, [it] has ignited an explosion of judicial and legislative activity concerning the regulation and enforcement of Title IX" (p. 489). Other examples include Anderson and Ehrenberg's (2006) "Gender Equity in Intercollegiate Athletics: Determinants of Title IX Compliance" in the *Journal of Higher Education*, Abney and Richey's (1992) "Opportunities for Minority Women in Sport—The Impact of Title IX" in the *Journal of Physical Education, Recreation, and Dance*, and a 1991 pamphlet issued by the U.S. Department of Education titled "Equal Opportunity in Intercollegiate Athletics."

Compliance with Title IX involved reporting on the number of male and female athletic teams, scholarships, expenditures, etc., in order to ensure equity (USDOE, Office of Postsecondary Education, n.d.). There were challenges, to be sure, in that it was not always

easy or cost-effective to have an equal number of sports teams and athletic expenditures. In an

unpublished doctoral dissertation from 2010, Scott Causby explored the "perceived barriers

and strategies" of Title IX compliance at community colleges in terms of athletic teams.

Interestingly, Causby's study noted that "the inability to attract female student–athletes along

with unclear compliance guidelines and a lack of centralized training and support" were key

issues with meeting Title IX requirements at community colleges (abstract, para. 1). An article in

the July 16, 2011 edition of the *New York Times* noted that "community colleges are routinely

failing to provide enough athletic opportunities to women. . . . Many community colleges offer

an array of options for men but just a single team for women" (Thomas, 2011, para. 7).

In 1997, the U.S. Department of Education released a report titled "Title IX: 25 Years of

Progress." The report summarized progress in each of the areas intended to be impacted by

Title IX:

> Substantial progress has been made, for example, in overcoming the education gap that
> existed between men and women in completing four years of college. . . . Women now
> make up the majority of students in America's colleges and universities in addition to
> making up the majority of those receiving master's degrees (USDOE, 1997, p. 3).

Under the section of the report titled "The Next 25 Years," the following quote is worthy of

note:

> Even today, as we acknowledge the many advances women have made in academics,
> employment and athletics, we still need to recognize some dismaying facts in our efforts
> to achieve equity. While sex discrimination is no longer routinely accepted in education
> and has been prohibited since Title IX became law, the incidences of sexual harassment
> and assault that are continually reported show that freedom from threats to learning
> still has not been achieved (USDOE, 1997, p. 6).

Despite this observation and the federal government's release of additional Title IX guidelines

in 2001, not much progress would be made until President Obama's election in 2008. A recent

article in the *Chronicle of Higher Education* (Wilson, 2017) traced the origins of the Obama

administration's interest in and concern regarding campus sexual assault. One poignant

observation was that Vice President Joe Biden, who was a driving force behind the Violence

Against Women Act in 1994 and had heard stories from victims of sexual assault during that

time, was "upset, disappointed, and disturbed" to review 2007 reports that showed "the

situation didn't seem to have changed" during that thirteen-year period (Wilson, 2017, para.

19). There were reports from advocates indicating that not all colleges and universities were

handling the issue in the same way, and policies and practices were wildly inconsistent. For

example, although the Office of Civil Rights had outlined and clarified its expectations to

Georgetown University as part of its resolution of a complaint, Harvard officials, when told that

they too should adopt these procedures, haughtily stated that, "Perhaps you haven't noticed,

but this is not Georgetown" (Wilson, 2017, para. 20). Thus, the White House, the Office of Civil

Rights, lawyers, victims' advocates, and the National Center for Higher Education Risk

Management (NCHERM) collaborated to encourage the creation of the April 2011 *Dear

Colleague Letter* (USDOE, Office of Civil Rights, 2011). "We had been engaged in enforcement

work, school by school, over the years, but what we didn't see was enough national attention

to the issue," (Wilson, 2017, para. 7) says Catherine E. Lhamon, who became Assistant

Secretary of the Civil Rights Office in 2011 and was instrumental in the Education Department's

vigorous enforcement of its guidelines. "The Supreme Court had spoken on this issue, saying

that students need to be made safe and that Title IX did cover sexual assault. But the message

hadn't sufficiently taken hold" (Wilson, 2017, para. 7).

A BRIEF HISTORY OF THE CLERY ACT

The tragic rape and murder of Jeanne Clery in 1987 sparked a movement with far-reaching implications. Connie and Howard Clery, parents of the 19-year old who had been brutally assaulted in her Lehigh University dorm room, founded an organization dedicated to providing campus safety information to students and families so they could make more informed decisions when selecting a college to attend. Grief-stricken over the loss of their daughter, and alarmed by the rapid increase of violence on campus, the Clerys noted that even though crimes were reported to campus authorities, they were rarely communicated to others, so that students had no warning and could not protect themselves (Clery Center for Security on Campus, n.d.). In 1990, three years after the organization was founded, Congress approved the Crime Awareness and Campus Security Act, later renamed in honor of Jeanne Clery. Its intent was to provide information for consumers about the crime rate on university campuses and surrounding communities, "allowing applicants and their parents to access complete information about the prevalence of crime in the area before they choose a college" (Engle, 2015, p. 404). The new law took effect in 1991, requiring all colleges and universities to "disseminate a public annual security report (ASR) to employees and students every October 1st" (Clery Center for Security on Campus, n.d., Annual Security Reporting, para. 1). Because the Clery Act requires the reporting of crime statistics, it inherently involves a "backwards-looking inquiry, as opposed to a proactive victim-centric or time-sensitive inquiry" (Engle, 2015, p. 406). In order to make the report as comprehensive as possible, it also necessitated informing relevant campus personnel on the need to report campus incidents.

Since 1991, the Clery Act has been modified and strengthened five times. Each revision

includes a long list of changes to the required Annual Security Report, new training

requirements, and new policy statements (Clery Center, n.d.). The most recent revision of *The*

Handbook for Campus Safety and Security Reporting was published in June 2016: "This

handbook replaces the 2011 version and includes information on how institutions can comply

with the changes the Violence Against Women Reauthorization Act of 2013 made to the Clery

Act" including that institutions "disclose statistics, policies and programs related to dating

violence, domestic violence, sexual assault and stalking" (USDOE, 2016, p. 1-1). With this

revision, Clery addressed the gap mentioned above, expanding educational programming

requirements and specifying training for "all incoming employees and students, and focused on

'primary prevention and awareness'" (USDOE, 2016, p. 1-1).

A BRIEF HISTORY OF THE VIOLENCE AGAINST WOMEN ACT

Congress first passed the Violence Against Women Act (VAWA) in 1994 as part of the

Violence Crime Control and Law Enforcement Act of 1994. The original bill, sponsored by U.S.

Senator Joseph Biden, was the culmination of a three-year investigation into the causes and

effects of violence against women. In the introduction to a report prepared by the Senate

Judiciary Committee, "The Response to Rape: Detours on the Road to Equal Justice," Senator

Biden stated that,

> Through this process, I have become convinced that violence against women reflects as
> much a failure of our nation's collective moral imagination as it does the failure of our
> nation's laws and regulations. We are helpless to change the course of this violence
> unless, and until, we achieve a national consensus that it deserves our profound public
> outrage (Violence Against Women – The Response to Rape, 1993, p. 1).

The 1994 bill marked the first comprehensive federal legislation to end violence against women

and was a victory for women's groups who lobbied Congress that because states were failing to

address this issue, the federal government needed to step in to legislate federal protections.

The law included provisions that

- required a coordinated community response to domestic violence, sexual assault, and stalking crimes;

- strengthened federal penalties for repeat sex offenders and included a federal "rape shield law";

- created full faith and credit provisions to require states to enforce protection orders issued by other states;

- created legal relief for battered immigrants;

- allowed victims to seek civil rights remedies for gender-related crimes. (Office of Violence Against Women, n.d., pp. 2-3)

The Violence Against Women Act was reauthorized in 2006 under President George W.

Bush, and in 2009, the White House, Department of Justice, and Office of Violence Against

Women commemorated the fifteenth anniversary of the passage of VAWA. On March 7, 2013,

despite the fact that the 113th Congress moved very little legislation forward and narrowly

avoided the title of the "least productive in history" (Morse, Dec. 2015, presentation at NASPA

Legal Affairs Conference), the reauthorized bill was passed and President Obama signed the

Violence Against Women Reauthorization Act of 2013 with bipartisan support. Built upon the

original goals of the 1994 law, the most recent iteration continued to provide and improve

advocacy, services, and support for all victims of domestic violence, sexual assault, dating

violence and stalking (National Network to End Domestic Violence, 2013). Of historical

significance was language that recognized the rights of "lesbian, gay, bisexual and transgender

people to access VAWA protections and services without discrimination" (National Network to End Domestic Violence, 2013, para. 2).

FEDERAL AND LEGISLATIVE ATTEMPTS TO ELIMINATE GENDER DISCRIMINATION ON COLLEGE CAMPUSES

As a society, the United States has frequently looked to public education to solve social problems, such as racial integration, unemployment and drug abuse. In fact, "Whatever the social or personal problem, schools were supposed to solve it" (Cohen et al., 2014, p. 2). When highway deaths were climbing in the 1960s, speed limits and seat belt use were not yet required, but many states enacted laws requiring driver education courses to be delivered in high schools. Many remember the "Just Say No" campaign and DARE (Drug Abuse Resistance Education) school programs in the 1980s and 1990s, which attempted to curb a burgeoning drug and alcohol problem among America's young people (Lillienfield & Arkowitz, 2014). In 2008, during his campaign for the presidency, President Obama telegraphed his focus on resolving sexual assault as a "profound national outrage," focusing on the nation's colleges and universities as a place to begin attacking the problem of sexual assault (Hatch, p. 56). The Center for Public Integrity released a 2010 report stating that victims of sexual assault "face a frustrating search for justice" (p. 12). Specifically, the report asserted that students found responsible for sexual assaults on campus "often face little or no punishment from school judicial systems, while their victims' lives are frequently turned upside down" (Center for Public Integrity, 2010, p. 14). One year later, the Department of Education (USDOE, Office of Civil Rights, 2011) issued the *Dear Colleague Letter* of April 2011 (Lipka, 2015).

The *Dear Colleague Letter* was intended to bring clarity to the specific steps and

response mechanisms that colleges were required to follow when reports of sexual misconduct

were received. The letter also explained how colleges that receive federal funds were required

to address allegations of sexual violence, stating that "a college's sexual-conduct policies,

including the investigatory and disciplinary processes, are mandatory and dictated by OCR's

interpretations of Title IX" (Gersen & Gersen, 2017, para. 8). A Title IX Coordinator (a required

position at all higher education institutions) would preside over a carefully-constructed

checklist of tasks, beginning with a thorough investigation and including actions designed to

stop the aberrant behavior, prevent its recurrence, and restore the alleged victim to his/her

previous state before the event occurred (USDOE, Office of Civil Rights, 2011). Colleges were

not only responsible for responding to behaviors that occurred on campus, but those that

happened off campus as well (USDOE, Office of Civil Rights, 2011).

Just as colleges began to hire and train staff and adjust their processes to follow these

very specific directions, a new expectation emerged in March 2013, when Congress passed the

Campus Sexual Violence Elimination Act (Campus SaVE) as part of the reauthorization of the

Violence Against Women Act (VAWA). As of October 2014, college administrators were not only

required to *react* appropriately to charges of sexual harassment, but take measures to *prevent*

it from happening in the first place. The Campus SaVE Act required institutions to implement

specific policies, procedures, and training related to sexual and intimate partner violence—

including rape, acquaintance rape, domestic violence, dating violence, sexual assault, and

stalking. It required campus-wide collaboration and communication in order to ensure that

students, faculty, and staff were aware of and thoroughly familiar with all of its requirements.

Student-related training programs fall into several categories, each required to be delivered to *all* incoming and continuing students: primary prevention programs, awareness programs, ongoing prevention and awareness campaigns, and risk reduction (American Council on Education, 2013). While training full-time faculty and staff may be time-consuming and cumbersome, the challenge of providing and tracking required training for thousands of commuter students and hundreds of adjunct faculty at the community college is both daunting and costly. Additional new government requirements in this area stemmed from the April 2014 release of the President's Task Force report, *Not Alone.* Among the tasks added to an already-lengthy list of requirements were mandatory bystander intervention training for all students, and campus climate surveys regarding sexual misconduct on campus (*Not Alone,* 2014).

The most recent changes appear in the 2016 Clery Handbook. Due to the increasingly complex requirements of Clery reporting, many colleges and universities hired full-time staff to coordinate these efforts, counting their crimes according to Clery's rules and producing increasingly lengthy annual security reports (Gardner, 2015). Guidance for compliance with the law, spelled out in the 265-page handbook, can be perceived as vague and illogical. For example, under Clery, college police forces categorize campus crimes according to specific definitions that don't match up with national standards. The guidelines tell the police not to count crimes that happen off college property, even if just by a few feet. At the same time, college officials must try to track down crime statistics from foreign countries or other states where students in college programs or athletic teams may have spent even one night (USDOE, Office of Postsecondary Education, 2016). This means that college police must locate and contact local police across the nation and throughout the world, inquiring about crimes that

may have been committed while their students were visiting the area. Perhaps most concerning, according to a 2015 article in *The Chronicle of Higher Education*, there is some question about whether or not Clery reports have a genuine impact on campus safety: "Colleges spend hundreds of thousands of dollars and hundreds of thousands of hours to . . . produce annual security reports that apparently few students read" (Gardner, 2015, para. 6).

It is apparent from reviewing the timeline in Table 3 that through court cases, legislation, and the guidance of "Dear Colleague" letters, the federal government has attempted to get the message across to public education that sexual misconduct and gender discrimination must be taken seriously. It is also apparent that since 2011, this movement picked up a great deal of momentum, both through new federal laws and student activism. The Obama administration is credited with a radical transformation of the way postsecondary institutions respond to allegations of sexual misconduct (Eilperin, 2016). Scott Lewis, one of the founders of the National Center for Higher Education Risk Management (NCHERM), observed that "perhaps part of the reason that the feds are cracking down now is because we've had 45 years to comply and we still haven't done it" (personal communication, October 2013).

Table 3: *A Timeline: Campus Sexual Assault from 1972 to Today*

DATE	EVENT
June 23, 1972	President Nixon signs into law Title IX of Education Amendments of 1972, making discrimination on the basis of sex illegal in educational programs that receive federal money.
September 22, 1980	Female students argue that sexual harassment is discrimination under Title IX. A federal appellate court, in Alexander v. Yale U., upholds their argument.

Date	Event
October 1985	Ms. Magazine publishes "Date Rape: The Story of an Epidemic and Those Who Deny It." Psychologist Mary P. Koss provides research on female students at 32 colleges.
1991	Jeanne Clery Act goes into effect.
February 26, 1992	The U.S. Supreme Court, in *Franklin v. Gwinnett County Public Schools*, establishes sexual assault as a form of sexual harassment.
1994	Violence Against Women Act (VAWA) goes into effect.
March 13, 1997	U.S. Education Department's Office for Civil Rights issues guidance to K-12 schools as well as colleges on how to respond to, investigate, and resolve students' allegations of sexual harassment.
May 24, 1999	The Supreme Court, in *Davis v. Monroe County Board of Education*, clarifies that schools are liable for student-on-student sexual harassment if officials know about it and fail to stop it.
January 19, 2001	U.S. Department of Education's civil-rights office updates guidelines (first released in 1997) on how schools and colleges can and should effectively respond to harassment of students.
March 26, 2003	In *Kelly v. Yale U.,* a federal court says a university is responsible for responding to allegations of student-on-student sexual assault.
2006	VAWA reauthorized.
2009 and 2010	The Center for Public Integrity describes a "frustrating search for justice" among victims of sexual assault on campus.
April 4, 2011	*Dear Colleague Letter* released. The Education Department's civil-rights office offers more stringent guidelines on how colleges should investigate and resolve students' reports of sexual violence promptly and effectively. Also discusses how to protect alleged victims and describes "preponderance of evidence" standard.
January 2013	Students, an alumna, and a former administrator file a federal complaint against U. of North Carolina at Chapel Hill under Title IX, saying it failed to respond appropriately to reports of sexual assault. Two complainants mobilize students elsewhere, and many more federal complaints follow.
May 9, 2013	The Education and Justice Departments settle investigation into reports of sexual assault at University of Montana at Missoula, denouncing the response of administrators and specifying specific changes that a federal official describes as a "blueprint for colleges."
July 15, 2013	Students rally outside Education Department to demand tighter enforcement of Title IX.

Date	Event
September 2013	Mothers of young men who say they were unjustly accused or found responsible for sexual assault form an advocacy group, Families Advocating for Campus Equality (FACE).
April 28, 2014	The White House issues strict new guidelines for colleges to combat sexual assault and unveils a website, NotAlone.gov; Education Department's civil-rights office publishes Q&A on colleges' legal obligations and announces investigations of 55 institutions.
Summer 2014	Lawmakers propose bills in Senate and House that are later consolidated as Campus Safety and Accountability Act.
September 19, 2014	President Obama and Vice President Biden announce public-service campaign, "It's on Us," that urges everyone to step in to prevent sexual violence. Numerous celebrities get on board and participate in public service announcements.
September 28, 2014	Gov. Jerry Brown of California signs legislation requiring colleges to define consent in students' sexual encounters in terms of "yes means yes" — or "affirmative consent" — rather than "no means no." Several states consider similar measures.
October 15, 2014	Harvard Law School professors write open letter expressing concerns that new policies jeopardize due process for students accused of sexual assault.
October 20, 2014	The Department of Education releases new regulations under reauthorized Violence Against Women Act requiring colleges to train students and employees in preventing sexual violence.
November 19, 2014	*Rolling Stone* publishes an account of a gang rape at University of Virginia, provoking outrage until the story falls apart, prompting investigations.
January 2015	The documentary film *The Hunting Ground* debuts at Sundance Film Festival, depicting "shocking epidemic of violence and institutional cover-ups sweeping college campuses across America."
January 2015	*The Chronicle of Higher Education* publishes "A Reader's Guide to Campus Sexual Assault."
April 2015	Department of Education issues new guidance reminding colleges that they must designate Title IX coordinators. The number of colleges under federal investigation for possible sexual-assault violations of Title IX stands at 105.
October 2015	Association of Title IX Administrators (ATIXA) issues position statement on Title IX, Gender Identity, and Gender expression.
January, 2016	*The Chronicle of Higher Ed* introduces "Title IX Tracker" to provide information on all investigations by the Office of Civil Rights.

Date	Event
January 2016	Richards and Kafonek article cites 70 proposed legislative initiatives by states across the country during 2014-15 designed to strengthen college and university policies regarding sexual assault.
June 2016	192 colleges are under investigation by the Office of Civil Rights.
June 2016	Stanford Rape case sparks outrage as Brock Turner, convicted of sexually assaulting an intoxicated, unconscious woman in January 2015, receives six months jail sentence.
June 2016	Revised Clery Handbook released. Number of OCR complaints reaches 254.
September 2, 2016	Although convicted of sexual assault and sentenced to six months in jail, Brock Turner released after serving three months.
November 2016	Donald Trump is elected, which calls into question the future of Title IX enforcement, the Office of Civil Rights, and the Department of Education.
February 2017	300+ colleges are under investigation by the OCR. Average length of an investigation is 1000 days (Lowery, 2017).

(Adapted from "Campus Sexual Assault from 1972 to Today," *The Chronicle of Higher Education,* April 13, 2015)

COMPLIANCE AND COMMUNITY COLLEGES — A LACK OF ALIGNMENT?

In the volumes of articles, editorials, and training materials written about every aspect

of compliance, very little can be found that speaks directly to nonresidential community

colleges. The National Center for Higher Education Risk Management (NCHERM) developed a

37-point checklist of compliance expectations; a *Chronicle* article in February 2016 summarized

the top seven "must have" elements (Mangan, February 8, 2016) that apply to all institutions of

higher education without regard for the category, size, region, student population, or status.

Among these are requirements that are standard for all postsecondary institutions that receive

federal aid: establishing a "preponderance of evidence" standard for determining responsibility

(as opposed to the more stringent legal standard of "beyond a reasonable doubt"), offering

training to new and continuing students as well as all staff, using consistent definitions for

sexual misconduct, completing investigations in a timely manner (usually 60 days), ensuring

that responsible employees report incidents, and conducting a campus climate survey (Mangan,

February 8, 2016). While some of these "top 7" can be accomplished through policy

modifications and shifts in staffing, others, such as the requirement that institutions hire a full-

time person dedicated solely to coordinating all Title IX complaints and cases, are unrealistic for

community colleges. In addition, "Compliance fosters a quasi-criminal justice approach not

suited to all sexual misconduct and inconsistent with developing practice in student conduct

management" (Koss, Wilgus, & Williamsen, 2014, p. 242). An additional challenge is that "What

it means to discriminate 'on the basis of sex' has evolved through a process of judicial and

agency interpretation," especially since 2011, where "Under President Obama, the Department

of Education's interpretations of those laws have greatly expanded the control exercised by the

federal government over sexual conduct" (Gersen & Gersen, 2017, para. 3).

Some community colleges were not even aware of Title IX and were only peripherally

aware of Clery requirements as late as 2015, but there is now a growing realization among

community colleges that compliance is not going away, and attention must be paid (Michigan

Community College Student Services Association student services leaders, personal

communication, 2015). A session on the unique compliance challenges faced by community

colleges at the April 2016 American Association of Community Colleges (AACC) conference had

a very healthy number of attendees. The panel discussion included the perspective of a student

conduct officer, community college general counsel, and community college president, and the

consensus among the three was that federal rules should be regarded "not as guidance, but as

gospel" (Mangan, April 12, 2016). Although these speakers emphasized the importance of

following federal guidelines on compliance, they also acknowledged the special challenges. For example, the expectation of creating a memorandum of understanding with area police departments becomes more complicated when considering community colleges' multiple satellite and storefront campuses (Mangan, April 12, 2016). Educating the student population about these issues is also challenging for community college administrators, yet presidents must "hold firm" in enforcing Title IX while facing the fact that they may not be able to afford to comply. Beverly Walker-Grieffea, president of Mott Community College in Michigan, stated, "People want to know that we, as CEOs, know what's going on" (Mangan, April 12, 2016).

The Association for Student Conduct Administrators (ASCA), in a 2015 whitepaper, acknowledged the proliferation of guidelines surrounding compliance, but also addressed the hardship that these expectations cause for community colleges. "This has left community college practitioners (who often have less resources and information than their counterparts at four-year institutions) struggling to comply with legislation and mandates that are designed for traditional four-year colleges and universities" (ASCA, 2015, p. 1). Some specific challenges cited by ASCA include:

- Open access and open enrollment. To remain consistent with their mission of access, community colleges are hesitant to create barriers for students by asking about incidents of misconduct at previous institutions.

- Diversity of student body. Beyond just a diversity of age and ethnicity, the community college population serves many low-income, first generation, and non-native English speaking students who may be less likely to report incidents.

- Nature of incidents. Because 75% of community colleges are nonresidential (American Association of Community Colleges, 2015), the type of sexual misconduct incidents differ greatly from those reported at four-year institutions.

- Lack of primary access to all students. The challenge of offering training to a transient population that ranges from high school dual enrolled students to continuing education students to totally online students is daunting.

- Part-time faculty. Community colleges use adjunct faculty to teach more than half of the courses they offer (Center for Community College Student Engagement, 2014). Again, training is challenging with this population, who may be teaching at several other institutions, or be employed full-time.

- Mobility and non-continuous enrollment. Community colleges may take one or two courses each semester, attend only during the spring and summer as guest students, or be transferring credits from the community college back to a four-year institution. During the admission process, there is no mechanism to check for any student conduct violations or incidents at previous institutions.

- Limited resources. Community colleges are less likely to have on-campus mental health resources; in fact, according to the American College Counseling Association, only 8% offer on-site psychiatric services, compared to 58% of four-year institutions.

- Unrecognized need or prioritization. While Title IX compliance has drawn national attention and sparked conversations across the nation, two year institutions are often several years behind their four-year counterparts regarding these mandates. "When allocating the limited funds available at community colleges, student services and preventative education are likely to be less of an institutional priority than academic programs" (ASCA, 2015).

"There's not much out there for community colleges," notes Holly Rider-Milkovich (personal communication, 2015), Director of the Sexual Assault Prevention and Awareness Center (SAPAC) at the University of Michigan and participant in Senator Claire McKaskill's senate roundtable discussions in 2014. "Universities have the resources to develop specific programming and establish centers like ours. I don't think community colleges are set up for this." Pointing out that resources are perhaps the greatest challenge, Ms. Rider-Milkovich noted that "community colleges need more resources at both the state and national levels. Even though there are grants available, most innovation grants typically go to schools that already have the most resources." The result is that community colleges do what they can to meet the

standards set by the federal government, but few are 100% in compliance. Asked for an opinion

on why the federal government did not seem aware of the disconnect for community colleges,

Ms. Rider-Milkovich theorized, "Most men and women in congress attended traditional four-

year universities. Most of their sons and daughters attend four-year universities. I don't think

community colleges are on their radar" (personal communication, June 2015).

CONCLUSION

With a new administration in Washington D.C. as of January 2017, questions about the

future of compliance for institutions of higher education run rampant: "Will they stay the

course? Will they abandon the current trajectory, lessening the role of the federal government

in establishing norms of sexual conduct?" (Gersen & Gersen, 2017, para. 5). Based on the initial

forty days of the administration, "In the swift-moving Trump presidency, upheaval seems the

only constant" (Stripling, 2017, para. 15). Prevailing wisdom, however, is that campus sexual

misconduct has become a bipartisan issue: "Almost the entire domain of sexual interaction is

now regulated under the guise of sexual-violence prevention, on which right and left can agree"

(Gersen & Gersen, 2017, para. 38). In addition, many states have also pursued legislative

agendas regarding the issue (Richards & Kafonek, 2016), so it is likely that concern with sexual

misconduct on campus will not diminish. This means that nonresidential community colleges

will still be required to comply, but they may be able to do so in a way that is less complex, less

onerous, and based on ethical rather than legal concerns—the fact that protecting the rights of

all students is simply the right thing to do.

In order to address the central question guiding this project, **How can community colleges comply with federal mandates despite significant challenges in terms of completion and student success, enrollment, and existing limitations on budgets and resources**, the following chapters discuss the methodology used to develop tools geared specifically toward nonresidential community colleges that assess a campus's readiness and openness to compliance issues, provide actionable data on the campus climate from the student point of view, and offer a training module for faculty and staff that enhances the institution's ability to become aware of any and all incidents on campus that could potentially be threatening to the safety and wellbeing of the college community.

CHAPTER 3: OVERVIEW OF THREE COMPLIANCE TOOLS
FOR NONRESIDENTIAL COMMUNITY COLLEGES

INTRODUCTION

Although community colleges, through their open admissions policies, are dedicated to

the principles of equality, access and non-discrimination, compliance with federal mandates

creates significant challenges. The result is that few community colleges are in compliance with

all regulations. For example, Daniel Kast, director for civil rights and investigations for the

Colorado Community College System, says that "none of the 13 schools in their system have a

dedicated Title IX coordinator" as required by Title IX. Kast believes this is "most likely the case

for the majority of community colleges around the country as well" (Block, 2016, para. 4). As

noted in Chapter 1, the sense of urgency created by the whirlwind of laws and expectations is

only matched by the sense of urgency community colleges feel about pressures such as the

completion agenda, performance-based funding, and shrinking budgets. Along with a lack of

resources, community colleges are also challenged by "the diversity of their student body and

staff, and their dedication to ease of access" (Block, 2016, para. 5), which can make prevention

efforts difficult. While some accused the Obama administration of overreach in terms of the

proliferation of regulations surrounding sexual misconduct on college campuses (Will, 2016),

and some claimed that the Department of Education's enforcement of Title IX can "trample

faculty members' rights to academic freedom, due process, and shared governance," (Schmidt,

2016, para. 1) the fact remains that higher education must have a greater awareness along with a profound sense of duty and responsibility in this regard.

The unprecedented attention to campus sexual misconduct presents "an opportunity for cultural norms on college campuses to transform" (Engle, 2015, p. 419). One of the major challenges for community colleges is ensuring that there is awareness across campus of the issues of sexual violence response and prevention, an understanding of how and to whom to report any incidents of sexual misconduct, and a culture of transparency and candor. But from 2011-2016, as the list of mandates from the federal government continued to grow, it distracted from the real essence of college-wide compliance, which is a shift to a culture of reporting, and a culture of transparency (Smith & Gomez, 2013). The March 12, 2015 issue of the journal *Violence and Gender* featured a panel discussion on "Sexual Assault on College and University Campuses." The panelists agreed that there was increased awareness of the issue, "largely attributed to student activism as well as activism from whistleblowers on campuses and within the media" (O'Toole, 2015, para. 2). But they also agreed that sexual assault on campus was "not a new problem," simply a problem that now has greater visibility. All members of the panel focused on solutions, noting that teaching and engaging in prevention programming help educate and reduce risks (O'Toole, 2015). There was also agreement that "it is a really great practice to do a climate survey and understand your climate," (O'Toole, 2015, para. 24) in order to more effectively engage in prevention.

Until the release of the *Dear Colleague Letter* in April 2011, the Office of Civil Rights (OCR), which governs the enforcement of Title IX, "had taken inconsistent positions on what was required of colleges" (Gersen & Gersen, 2017, para. 8). However, during the past five years,

hundreds of investigations have been launched by the OCR, and colleges and universities have struggled to align their policies, procedures, and practices with the wishes of the OCR (Gersen & Gersen, 2017). In order to assist bewildered and beleaguered administrators and Title IX coordinators, a cottage industry of training programs, assessments, and consultants has sprung up, with products ranging from webinars to on-site multiple-day workshops that result in a certificate of completion to a "comprehensive compliance assessment" that requires "4-15 days of consultant time" (National Center for Higher Education Risk Management [NCHERM Group, LLC], n.d.). A Google search on February 25, 2017 for "Title IX training programs" took .06 seconds to respond with 5,120,000 results.

Considering the fact that a "one size fits all" approach for compliance with sexual assault on college campuses does not align with the realities of the nonresidential community college, the products offered in the following chapters are unique in that they provide three tools geared specifically to the nonresidential community college population. Used together or separately, they provide the beginning of a solution to compliance for nonresidential community colleges, because the training does not overwhelm faculty, staff, and students with needless information and the surveys provide concrete data to aid in designing effective ways to share information (*Survey of Compliance Readiness*) or surface issues that might interfere with student success (*Campus Climate Survey*). Two of the three components are targeted at faculty and staff at nonresidential community colleges, and the campus climate survey for students is aimed specifically at gathering the kind of data that administrators can use to better understand the current campus environment.

All three components contained in the following chapters would be a beneficial first step to laying the groundwork for change. First is an attitude survey of campus faculty and staff that will provide insight into the basic challenge of culture change, and benchmark future work that needs to be done to bring community colleges into compliance. A campus climate survey designed specifically for students at nonresidential community colleges is the next component. Rather than focus on specific, graphic, and cringe-worthy details about sexual encounters, it asks questions that will provide data that community college leaders can actually use to drive change in positive ways. Finally, a training program that can be delivered in 1-1.5 hours on *Creating a Culture of Reporting* lays a foundation for a new level of transparency, and seeks to engage and motivate participants to be proactive about reporting what they see or hear and to share their concerns about students. As all campus police, student services conduct officers, and administrators should know, reporting aberrant behavior is one step toward creating a safer and more inclusive campus.

SURVEY OF COMPLIANCE READINESS (SOCR)

Due to extensive media coverage of Title IX and sexual violence on campus, the general population should have some knowledge of the topic. Some of the coverage surrounds high-profile cases that have captured the attention of the general public, such as former Stanford swimmer Brock Turner's sexual assault of an unconscious woman outside a fraternity party (Zamudio-Suarez, 2016), charges of sexual assault filed against Florida State University for an alleged 2012 rape by Jameis Winston (settled for $950,000 by Florida State University in 2016) (Wagner, 2016), and the case of Emily Sulkowicz, who charged Columbia classmate Paul

Nungesser with rape, then carried a twin-size mattress around campus for more than 8 months to protest his continuing presence on campus (Kutner, 2015). There has also been general media outrage over the prevalence of sexual assault on U.S. college campuses, including a *Time* magazine cover story on May 26, 2014 (Gray, 2014); frequent stories in the *New York Times* (e.g., "The Best Way to Address Campus Rape" [Shulevitz, 2015]; "Campuses Struggle with Approaches for Preventing Sexual Assault" [Zimmerman, 2016]; "Is a Higher Standard Needed for Campus Sexual Assault Cases?" [Cantalupo & Villasenor, 2017], *USA Today* ("The Great Campus Rape Hoax," [Reynolds, 2014], "VP Biden makes final push to end campus sexual assault" [Tulp, 2017]; "No One Is Immune to Sexual Assault: I Should Know" [Valent, 2017]), and other mainstream magazines; and a documentary, *The Hunting Ground* (Dick, 2015), released on February 27, 2015. Community college administrators might assume, then, that all faculty and staff are reasonably familiar with Title IX and Clery, but the question is whether or not they understand their responsibilities as college employees. As recently as November 2016, an article in the Community College Alliance discussed "Community Colleges and Title IX: Misconceptions and Reality" (Kane, 2016). Some of the misconceptions noted included "Title IX doesn't apply to us," "Our campuses are just too different—we can't meet these requirements," and "Title IX only deals with sexual assault" (Kane, 2016, para. 2,5).The *Survey of Compliance Readiness* (SOCR) helps to identify what faculty and staff already know. The results may be used to develop appropriate training and/or intervention.

This survey collects benchmark data from faculty and staff regarding their baseline knowledge about sexual misconduct compliance requirements. It also informs them of training requirements and asks about preferred training formats (online, on ground, self-directed, etc.).

Administrators can use these data to design elements of a training program that will meet their

community college's specific needs. The survey is brief (less than 10 minutes) and is appropriate

for full-time or part-time faculty and staff at any level. It serves as a foundation for future

training. The survey itself, along with methodology and context, is found in Chapter 4.

NONRESIDENTIAL COMMUNITY COLLEGE CAMPUS CLIMATE SURVEY (NC4S)

The current purpose of campus climate surveys is to "better understand your campus

community's experience with sexual assault, stalking, and intimate partner violence" (Swinton

& Van Brunt, 2015). Many legal affairs experts in higher education predict that campus climate

surveys will become mandatory at some point in the future (Lowery, 2017; Morse, 2015; Share

& Coffina, 2015), because there is general agreement that gender-based violence on campus is

not only widespread, but vastly underreported (Gross, Winslett, Roberts, & Gohm, 2006).

Although community college administrators acknowledge that gender-based violence is

a societal issue that is of great concern, the data on incidents of sexual violence on

nonresidential campuses show only a handful of cases each year. Due to the diverse student

populations and range of age groups, off-campus living arrangements, and limited time spent

on campus, a campus climate survey that assesses more than sexual misconduct may be a

better fit for this audience. Many community colleges do assess student satisfaction (Student

Satisfaction Inventory from Ruffalo Noel Levitz) and student engagement (Community College

Survey of Student Engagement from the Center for Community College Student Engagement),

but because the incidents of sexual assault on nonresidential community college campuses are

less frequent, it has not been a priority to conduct campus climate surveys with a very limited

focus on a singular issue. If nonresidential community colleges conduct a survey, administrators

want it to provide data that is going to be genuinely useful.

The Nonresidential Community College Campus Climate Survey (NC4S), along with

information on methodology and context, can be found in Chapter 5.

CREATING A CULTURE OF REPORTING – **TRAINING MODULE**

Just as the *Dear Colleague Letter* of April 2011 sparked massive changes in the ways that

colleges responded to reports of sexual misconduct, the Jerry Sandusky child sexual abuse

scandal (McLeod, 2014) at Pennsylvania State University in Fall 2011 sparked public demand for

culture change at colleges and universities, with a move toward greater transparency and

openness (Smith & Gomez, 2013). As the horrific details about this case emerged, "public

discourse about predatory child sexual abuse and institutional failures opened the floodgates of

conversation to chip away at the culture of silence surrounding other forms of sexual

misconduct in the campus setting" (Smith & Gomez, 2013, p. 2). The sense of urgency for

encouraging reporting and developing appropriate institutional response increased in the wake

of high-profile allegations of sexual violence at such institutions as Columbia, Vanderbilt, Yale,

Florida State, and the University of Virginia (Engle, 2015). Instead of the "circle the wagons"

mentality that had prevailed in higher education in the past, colleges were now expected to be

"open books" with a new level of transparency about incidents on campus. Colleges and

universities had to come to terms with the fact that mistakes were made—not just in terms of

failure to report incidents, but in mishandling complaints. Students who summoned the

courage to report an incident of sexual assault were sometimes re-victimized if their complaint

was not handled with sensitivity and empathy. "In recent years, we have been offered compelling and harrowing accounts by complainants across the nation, accounts not about the underlying assault, but about perceived maltreatment by the 'administration'" (Smith & Gomez, 2013, p. 2). For example, Dana Bolger, co-founder of the "Know Your IX" student activist group, shared the story of reporting a rape to her Amherst dean and being told that perhaps she should drop out of college until her assailant graduated, and then return once he had left campus (Bolger, 2014). Poignant stories such as this one, fueled by social media, became widely broadcast, and "served as a catalyst on many campuses to change the conversation from compliance to compassion" (Smith & Gomez, 2013, p. 2). In order for colleges and universities to meet increasing expectations for transparency and accountability, it is critical that faculty and staff on the front lines, with daily student contact, must be enlisted as the "eyes and ears" of the administration, and must know how to respond, how to report, and how to be respectful of the fears and emotions surrounding these issues. Encouraging faculty and staff to report sexual assault may have been the original impetus for this culture change, but it is now apparent that a culture of transparency has broader positive impact and implications.

The training module, *Creating a Culture of Reporting*, plus methodology and additional context, is contained in Chapter 6.

CONCLUSION

Each of the products in the next three chapters is designed to be used independently of the others, or all three could be used together. While designed specifically for two-year nonresidential colleges, the products could also be useful in any college or university without

residence halls. The surveys provide actionable data for administrators, and the training

module can be a first step in creating a culture of reporting, which contributes to retention and

campus safety in significant ways. For faculty and staff, community colleges may choose to use

the *Survey of Compliance Readiness* as the first tool, followed by the *Creating a Culture of*

Reporting training. *The Nonresidential Community College Campus Climate Survey* for students

could be conducted in either the Fall or Winter semester. Piloted at Schoolcraft College, the

timing of the climate survey was fortuitous, in that it was conducted shortly after the 2016

presidential election. Since many colleges and universities were witnessing unrest and concern

among their student population after the surprising election results, students at Schoolcraft

had an opportunity to share these issues and either comment on their own feelings or request

to be contacted by administration following the survey.

The next three chapters contain the three tools designed for the nonresidential

community college, along with context that explains the rationale for the creation of each tool

and methodology used in its development.

CHAPTER 4: SURVEY OF COMPLIANCE READINESS (SOCR)

INTRODUCTION

The focus on mandatory training for Title IX, VAWA, and Clery has resulted in numerous colleges and universities creating their own "homegrown" training programs (University of Maryland, Montana State University, California State University at San Bernadino, Iowa State University, Oakland University, and many more) or turning to programs developed by a rapidly growing cottage industry of entrepreneurs. Title IX training is available from the Association of Title IX Administrators (ATIXA), Peter Lake, Academic Impressions, Campus Answers, Campus Clarity, Margolis Healy, and a long list of other vendors. These programs vary in length, level of detail, and cost, so it may be difficult and time-consuming to select the best fit for a given institution. Clearly, those who are Title IX coordinators and investigators must have intensive training, but what basic information do faculty and staff really require in order to keep their institution compliant?

Compliance with the Clery Act also requires training for all Campus Security Authorities (CSAs), a category of employee defined as "officials who have significant responsibility for student and campus activities" (Sokolow, n.d, p. 1). Campus security authorities are expected to report incidents that occur on the campus geography, the boundaries of which are also specifically and carefully defined. It should be pointed out that Title IX and Clery training

requirements are different, with Title IX specifying that all "responsible employees" must

report, defining these employees as

> any employee who has the authority to take action to redress the harassment,
> who has the duty to report sexual harassment to appropriate school officials,
> or an individual who a student could reasonably believe has this authority or
> responsibility. (Sokolow, n.d., p. 1)

The Violence Against Women Act outlines its own training requirements for both

students and employees, including prevention and awareness campaigns for both groups as

they enter the institution and ongoing awareness campaigns for continuing students as well as

all faculty and staff.

Methods of training delivery range from PowerPoint slides to lectures and presentations

to online formats. For example, Schoolcraft College contracts with "SafeColleges," a company

located in Cincinnati, Ohio, offering a selection of training modules covering topics ranging from

slip and fall injuries to active shooter training. Select modules are mandatory for all faculty and

staff, and each is followed by a brief quiz. Trainees must score at least 80% on the quiz in order

to have successfully completed the module. The training itself consists of PowerPoint slides

read by a disembodied voice, and modules are between 20 and 60 minutes in length. Many

modules cover a level of detail that is very specific. "The training is thorough, but too much

time is spent on irrelevant material, such as the history of Title IX, that faculty don't need,"

comments Schoolcraft Title IX Coordinator Marty Heator (personal communication, March 6,

2017). Faculty and staff alike have confided in this writer that they let the module run its course

in the background while they do other things, then take and retake the quiz until reaching the

required passing percentage. Anonymous comments from faculty include: "Waste of time, too

long, no way to skip it," "This course was a b**** to sit through," and "I learned more about the goals of Title IX. However the content . . . also leads me to ask many critical questions" (comments shared by Brenda Leavens, Director of Business Services & Risk Management, personal communication, March 6, 2017). Because there is no facilitator to respond to questions and/or clarify concepts, and because the training goes into a level of detail that is questionable in terms of its relevance, there appears to be very little information actually absorbed, little to no context for the training offered, and no real sense of how to apply what has been covered. This is training for compliance sake, and has limited effectiveness.

Rather than going straight to offering a mandatory training program in order to simply comply, it makes sense to benchmark current knowledge to identify what level of understanding faculty and staff have now in order to determine how to get them where they need to be. The *Survey of Compliance Readiness* (SOCR) serves several important purposes. First, it indicates that the institution is responding to the mandate to "raise awareness" (U.S. Department of Justice, 2013) about issues of sexual misconduct on campus. By asking simple questions about what faculty and staff know about the topic, the survey helps to determine the level of need that currently exists among faculty and staff.

Another purpose of administering the survey is to give faculty and staff a voice in expressing training preferences and methodology. It is a matter of respecting their time and the many demands already placed on virtually every community college employee, no matter what their role. Asking these questions provides administrators with the information necessary to develop a plan for training that responds to the expressed needs of the population.

The SOCR also helps administrators plan the necessary content for training. For example, after subjecting Campus Security Authorities (CSAs), who are mandated reporters under Clery, to a lengthy and detailed "talking head" training video from D. Stafford and Associates about Clery requirements, Schoolcraft College found that a 15-minute video available on the Clery Center for Campus Safety website, plus a brief question-and-answer session, provided a solid foundation on how CSAs should respond to incidents on campus. Asking busy faculty, staff, coaches, and student club advisors for a half-hour time commitment was much more effective in encouraging attendance. In addition, face-to-face, interactive training was far more effective and efficient, especially considering that the college is required to conduct this training annually.

The SOCR survey takes just 6-10 minutes to complete, and faculty and staff might typically be motivated to participate if told of the ultimate purpose of the survey: To lessen their training burden and develop a more moderate and realistic approach to sharing information that they need.

SURVEY OBJECTIVES

The SOCR is designed to provide information on the current levels of knowledge and opinions about Title IX among faculty and staff who have no direct responsibility or accountability for Title IX compliance. The overall question answered by the survey is: What are faculty and staff attitudes, knowledge, and perceptions about Title IX and sexual misconduct? What do they already know? What delivery models would be most preferred for additional training? Faculty and staff who are surveyed may or may not have participated in training,

might have vastly different levels of awareness about the intricacies of compliance, and might have very little knowledge about a topic that is of significant importance to the well-being of their respective campuses. Data from this survey would provide insights into the effectiveness of current training efforts and inform the action plans of administration for future training.

METHODOLOGY

Developed as part of the Ferris State University Doctorate in Community College Leadership program's Quantitative Research class, the survey was vetted by Dr. Darby Hiller, currently Assistant Provost for Academic Affairs and Institutional Research at Wittenberg University in Springfield, Ohio. The survey was reviewed with Student Services colleagues at community colleges across Michigan, and piloted with a group of Student Services professionals at a conference in October 2015. Results of the pilot revealed that half of the faculty, staff, administrators, and executives felt their current training programs were effective, while the other half either disagreed or were neutral. Most of this group was familiar with sexual assault prevention topics, but nearly all felt there was still work to be done on their respective campuses. Perhaps the strongest area of disagreement was with statements indicating that "Everyone on campus knows that incidents of sexual misconduct must be reported," and to whom those incidents should be reported. In February 2016, the survey content and administration was reviewed by John A. Burns, Ph.D. Dr. Burns has had extensive experience in designing and conducting surveys. He is past President of the Canadian Evaluation Society, is a member of their Board and has taught and presented papers in the field. Dr. Burns (personal communication, February 2016) suggested several improvements in the survey and also

suggested that its simplicity meant that sophisticated statistical analysis might be optional, but not required: "A summary percentage of the response rate could provide you with enough information and direction for future planning."

If additional analysis is desired, the questions are designed to provide data on both directional and non-directional hypotheses such as: Role and status at the institution has an impact on level of knowledge of compliance; Institutions fall short on communicating the status and importance of compliance efforts; and Faculty and staff want brief, applicable training rather than history and context. Data will help define what faculty and staff know, where their knowledge comes from, and what they still need to know. In addition, questions on perceptions of the importance of compliance will give insight into their motivation to participate in training. Finally, since training is mandatory (currently required under the 2013 Violence Against Women Act), the survey responses will provide data to help administrators deliver training according to institutional preferences. Data gathered from all of the above would give administrators clear direction in planning for culture change, ramping up communication efforts, and ensuring greater cooperation with compliance efforts.

Assuming sufficient resources, the best approach to this research would be a stratified random sample of faculty, staff, and administrators at a community college of any size (small, medium, large) or location (urban, suburban, rural). In creating a random sample of potential participants, the challenge is to factor out those administrators with direct responsibility for Title IX and/or compliance, as their participation may skew the results due to their more extensive knowledge. Therefore, if randomly selected, people in these roles could be asked to voluntarily sit out and not participate in the survey. Although there may be many more faculty

than staff on most community college campuses, it would not be necessary to have an

equivalent or proportionate representation for the purpose of this study. Assuming sufficient

responses from each category are received, analysis should provide useful and actionable data.

Survey of Compliance and Readiness

Thank you for participating in this brief survey about an important issue for colleges and universities nationwide. In response to federal laws, higher education institutions are required to raise awareness about the issue of sexual assault prevention and response; train all faculty, staff, and students; and encourage the reporting of any incidents of sexual misconduct on campus. This survey is designed to assess where we are now in order to help us design appropriate and relevant training and programming. Your assistance is very much appreciated! The survey should take about 6-10 minutes.

Attitudes about Compliance with Sexual Assault Prevention and Response

1. Which best describes your role on your community college campus:

    ___ a. Executive   (___full-time ___part-time)

    ___ b. Administrator   (___full-time ___part-time)

    ___ c. Faculty   (___full-time ___part-time)

    ___ d. Staff   (___full-time ___part-time)

    ___ e. Other (please specify)_____

2. How would you rate your level of knowledge about sexual assault prevention compliance topics? (Please select all that apply)

    ___ a. I am extremely well-versed in this topic and comfortable discussing it in all venues.

    ___ b. I understand the basics, and I would be comfortable presenting information to others.

    ___ c. I know enough to get by.

    ___ d. I haven't kept up with the latest changes/requirements.

    ___ e. I know nothing about this topic and/or compliance. (Please skip to question 5)

3. Where have you gained most of your knowledge about sexual assault prevention and response? (Please select all that apply)

    ___ a. Formal training/certification programs at my community college or at an off-site location.

    ___ b. Participation in online training.

    ___ c. Reading articles about Title IX and other compliance topics in the *Chronicle* or other publications, and/or coverage on television, radio, and social media.

    ___ d. Information shared by colleagues.

    ___ e. I don't know much about it.

    ___ f. Other (please specify)_____

4. **To the best of your knowledge, how would you describe your institution's knowledge of sexual assault prevention and response compliance? (Please select one answer)**

___ a. We are fully in compliance and update our policies and procedures, training, etc. as federal requirements change.

___ b. We are mostly in compliance, but some areas need work.

___ c. We are behind other colleges and scrambling to keep up.

___ d. We haven't really thought about it much.

___ e. I don't know.

5. **Federal mandates require training on sexual assault prevention and response for all faculty and staff. What areas would you like to focus on to increase your knowledge about this topic? (Please select all that apply)**

___ a. Finding out more about my college's compliance efforts.

___ b. Understanding when, what, and to whom to report incidents.

___ c. Clarifying my role and responsibilities as an administrator or faculty member.

___ d. Information about history and context of this issue.

___ e. Other (please specify)_____

6. **In general, training on sexual assault prevention and response is designed as a half-day training experience. In your opinion, is this:**

___ a. Too long?

___ b. Too short?

___ c. About right

___ d. Other. Please specify:_____

7. **The ideal format for training on compliance would be (Please select the best answer, in your opinion):**

___ a. Online/synchronous – modules that I would participate in with a group of my colleagues at a specific date and time

___ b. Online/asynchronous – modules that I could complete on my own time and at my own pace

___ c. On campus – mornings

___ d. On campus – afternoons

___ e. On campus -- evenings

___ f. Other (please specify)

8. Please give your opinions of your community college's current compliance efforts:

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't know
a. Our faculty and staff training program is effective						
b. Our policies and procedures are up to date						
c. Students are trained through a variety of outlets—in orientation, student handbooks, in classes, etc.						
d. Compliance with federal mandates regarding sexual violence is critically important to our college.						
e. Everyone on campus knows that incidents of sexual misconduct must be reported.						
f. Everyone on campus knows to whom incidents of sexual misconduct should be reported.						
g. Our college culture is conducive to reporting incidents of sexual misconduct when they occur.						
h. Students know where to find information on sexual misconduct and Title IX.						

9. What barriers do you perceive (e.g., competing priorities, budget issues, time constraints) to compliance at your community college?

CHAPTER 5: NONRESIDENTIAL COMMUNITY COLLEGE
CAMPUS CLIMATE SURVEY (NC4S)

INTRODUCTION

The April 2014 release of the President's Task Force report, *Not Alone,* added to an already-lengthy list of requirements: mandatory bystander intervention training for all students, and campus climate surveys regarding sexual misconduct on campus (*Not Alone*, 2014). Many legal affairs experts in higher education predict that campus climate surveys will become mandatory at some point in the future (Lowery, 2017; Morse, 2015; Share & Coffina, 2015). Colleges are being advised that "it's clear the federal government is going to require colleges to ask students about sexual assault" (Share & Coffina, 2015). During a time when Congress seems unable to agree on just about any issue, pending legislation on gender-based violence has gathered bipartisan support. "There is definitely bipartisan interest on Capitol Hill to do something to protect survivors" (Morse, 2015); there is also general agreement among legislators and higher education administrators that gender-based violence on campus is vastly underreported (Gross et al., 2006). Rather than wait for students to report incidents of sexual assault, campus climate surveys are aimed at proactively attacking this problem. Most have heard the frequently cited statistic that "1 in 5 female students experience sexual assault in college," (Jaschik, 2015), but according to a May 2014 article in *the Chronicle of Higher Education*, "Only 12% of victims [of sexual assault] come forward" to report these incidents

(Harvey, 2014, para. 4). The assumption is that campus climate surveys, which allow students to respond with guaranteed anonymity, would enable colleges and universities to find out how prevalent the incidents of sexual misconduct really are on their respective campuses.

The incidents of gender-based violence at nonresidential community colleges are extremely few in number. Considering the current significant challenges faced by community colleges, a mandate to use already-scarce resources to conduct a survey on a singular issue that does not really resonate for this population seems impractical. While many community colleges regularly survey their students on satisfaction, student engagement, and other factors, there may very well be other questions related to campus climate that could and should be asked of students; for example, questions about perceptions of campus safety, responsiveness of faculty and staff, welcoming environment, and whether or not students know how to get help. A campus climate survey specifically designed to ferret out this information, in addition to asking questions that surface any sexual assault issues that may exist on campus, would prove far more useful and rich. This writer, with assistance from several experts in the field, has created and tested a survey specifically designed for nonresidential community colleges. In the following pages, readers will find background information on campus climate surveys and their development, context for the current government emphasis on gender-based violence, a research plan to develop a workable solution for nonresidential community colleges, and the survey itself.

CAMPUS CLIMATE SURVEYS — BACKGROUND AND CONTEXT

In order to understand the original purpose of conducting campus climate surveys, and how that purpose has shifted, a review of the background and development of these assessment tools is necessary. A student's perception of the campus climate has a significant impact on his/her experience and success; numerous articles discuss the role of campus climate on students' feelings (Chang, 2000; Feagin, Vera, & Imani, 1996; Nora & Cabrera, 1996; Watson, Terrell, Wright & Associates, 2002). Campus climate research can surface student voices that reveal issues of exclusion, administrative inaction (despite institutional rhetoric), and marginality (Harper & Hurtado, 2007). According to Annemarie Vaccaro (2010), "research has shown that negative, hostile, and unwelcoming campus climates have a detrimental impact on the success and retention of students of color" (Vaccaro, 2010, p. 203). Similarly, many women at coeducational institutions experience hostility and invisibility—a "chilly climate"—that is detrimental to their success (Hall & Sandler, 1984; Pascarella et al., 1997; D. G. Smith, 1990). For many years, colleges and universities created and conducted campus climate surveys in an effort to make institutions of higher education more welcoming spaces (Vaccaro, 2010).

Originally arising out of a need to respond to racial incidents that were cropping up at various universities across the nation (some drawing significant media attention), climate surveys were aimed at surfacing the issues so that colleges could then design programs and curricula in order to respond in meaningful ways (Hurtado, Arellano, Griffin, & Cuellar, 2008). Over the years, colleges and universities began to administer these surveys in a proactive rather than reactive way, seeking to bring to light significant issues affecting women, racial/ethnic minorities, students with disabilities, and LGBT students (Michigan Student Study, 2008).

Harper and Hurtado (2007) emphasize that the rationale for conducting and reporting campus

climate research is to serve as a foundation for institutional change, stressing that there must

be a commitment to act on the results. For many years, then, the primary purpose of these

surveys was to assess the campus climate in terms of racial, ethnic, and gender diversity.

Colleges believed that "Assessing the climate for diversity becomes key for institutions that

wish to create comfortable, diverse learning environments" (Hurtado, Carter, &Kardia, 1998, p.

53).

A SHIFT IN EMPHASIS FOR CAMPUS CLIMATE SURVEYS

In April 2014 the term "campus climate survey" took on an entirely new focus and

emphasis. This was due to the release of *Not Alone: The First Report of The White House Task*

Force to Protect Students from Sexual Assault (2014). The report included a 37-page section on

"Climate Surveys: Useful Tools to Help Colleges and Universities in Their Efforts to Reduce and

Prevent Sexual Assault." The report asserted that "Sexual assault is a significant challenge for

colleges and universities nationwide," and that "Conducting regular climate surveys is a best-

practice response to campus sexual assault" (*Not Alone,* 2014, p. 1).

The new purpose of campus climate surveys, then, is no longer geared toward a general

understanding of the climate in terms of inclusiveness and diversity, but a survey to "better

understand your campus community's experience with sexual assault, stalking, and intimate

partner violence" (Swinton & Van Brunt webinar, 2015). Recommendations from the *Not Alone*

report include the caveat that climate surveys should look to assess both the amount of sexual

assault occurring as well as perceptions of campus climate (p. 2). However, those perceptions

are further specified as "attitudes among students, faculty, staff, and/or administrators about the campus atmosphere regarding sexual assault" (p. 2). This reduces the campus climate survey to a far more narrowly focused assessment tool.

Current campus climate surveys reviewed by this writer include the proposed survey questions from the *Not Alone* report, Rutgers University Campus Climate Survey, the Grand Rapids Community College survey conducted by Rankin and Associates (an outside consultant), the Association of Title IX Administrators (ATIXA) survey, and a list of questions from a survey published by EverFi (a vendor). Each of these surveys begins with an explanation of the survey itself, asks basic demographic questions, and covers some general perceptions of the campus (e.g., "The faculty, staff, and administrators at this school treat students fairly" and, "If a crisis happened on campus, my college would handle it well"). Following these questions, each survey goes into explicit detail about nonconsensual or unwanted sexual contact, for example, "This section asks about five kinds of nonconsensual sexual contact: forced touching, oral sex, sexual intercourse, anal sex, sexual penetration with a finger or object" (Krebs, 2014). Amy Zavadil, Associate Dean for Equity and Title IX Coordinator at Barnard College, interviewed for *Title IX Today* journal, poses a question: "Is [the campus climate survey] purely to comply with a reporting requirement, or is there . . . intention to gather information that can shed light on campus experience to inform practices (e.g., policy, prevention, training and response)? I suggest that a best practice is the latter" (Gomez, 2015, p. 6).

Researchers at Rutgers University, where the federal government's "model" campus climate survey was piloted, recently released a report that includes this observation: "Colleges and universities should tailor their assessment approach to meet the needs of their specific

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campus communities" (*Rutgers Campus Climate Survey Pilot Assessment*: *Lessons Learned*, p.

1). Peter Lake agrees, stating in an October 28, 2015 podcast (Magna Publications, 2015, para. 6

of interview transcript) that "each campus has to assess for themselves . . . how we go through

the meta exercise of assessing what a culture is in our terms and what climate looks like for us."

WHAT WORKS AT NONRESIDENTIAL COMMUNITY COLLEGES?

For nonresidential community colleges, which includes 75% of the institutions in the

community college category (AACC, 2015), much of the intense focus on gender-based violence

may be misplaced and inappropriate. "Absent from this national dialogue [on sexual

misconduct] is what . . . prevention and response look like at institutions that do not have

residence halls, NCAA athletic teams, or fraternities and sororities," an ASCA report observed

plaintively (ASCA, 2015, p. 1). One statistic that underlines this observation is that, according to

a 2016 report by the *Chronicle of Higher Education*, of the 243 colleges and universities under

investigation by the Office of Civil Rights for potential Title IX violations, only 9 are community

colleges (Mangan, January 20, 2016). One community college president noted that the

mandated emphasis on communicating with students on gender-based violence through

multiple communication channels might give students the wrong impression. Noting that the

college discusses the topic with students at orientation, in the student success class, in training

programs, and with posters all over campus, he questioned whether or not a survey dedicated

to the topic was a good idea on a campus with only a handful of cases every year. "At what

point are students going to start wondering if we really DO have rapists around every corner at

our college?" (Dr. Conway Jeffress, personal communication, March 2, 2015).

For nonresidential community colleges, a campus climate survey should be used to provide actionable information on a broader range of issues, while still including questions required to meet the mandate of the Violence Against Women Act (VAWA) that requires an assessment of gender-based violence. For example, Grand Rapids Community College in Michigan conducted a campus-wide survey in October 2014 in order to "gather a wide variety of data related to institutional climate, inclusion, and work-life issues" (Rankin & Associates, 2014, p. i). Rather than focus strictly on sexual misconduct and/or gender-based violence (although questions assessing these areas are included), GRCC's intent was to become "better informed about the living and working environments for students, faculty, and staff." Dr. John Cowles, Dean of Student Success at GRCC, comments that

> the results of this survey have continued to shape our inclusion work. Our Transgender Equal Opportunity Policy is a direct result of learning that our transgender students did not feel welcome at our institution. The survey has helped us to improve our campus climate by becoming a more welcoming college. (J. Cowles, personal communication, March 6, 2017)

It is likely that all campus climate surveys would require demographic information, but it is particularly critical at nonresidential community colleges due to the diversity of the student population. Questions designed to elicit each respondent's level of involvement in student activities, time spent on campus, and enrollment status (full-time, part-time) would help sort the data during the analysis phase. In terms of maximizing responses to the survey, commuter colleges might have the most success with online surveys. The survey should be designed to provide insight into whether or not there are any disenfranchised student populations on campus, and give voice to students whose limited time on campus may make them reticent to

speak up. Analysis of the data should surface any "blind spots"—areas where the perceived campus climate is less than satisfactory, or has a negative impact on learning.

Despite the significant challenges outlined in Chapter 1, community colleges' focus on teaching and learning and student success are at the heart of the enterprise. A survey that assesses the climate for learning for all community college students, that provides insights on the inclusiveness and sense of belonging experienced by all community college students, and that integrates opportunities to respond to gender misconduct from a more balanced perspective would provide the most value-added and actionable data for community college administrators.

One cautionary note must be emphasized. "Monitoring the climate of a college or university requires more than administering a survey" (Swinton & Van Brunt, 2015 webinar). The Nonresidential Community College Campus Climate Survey (NC4S) results will provide a starting point for further discussion on campus. As Swinton and Van Brunt (2015) also observed in their July 2015 webinar, "One of the worst things that can happen is to perform a climate survey but do nothing with the results." There should be a plan in place for responding to the data and initiating strategies to address concerns identified in the survey, such as targeted focus groups or interviews with those involved in reporting incidents.

METHODOLOGY

Survey Objectives

General information on the incidence of gender-based violence will be assessed; however, more emphasis will be placed on a general sense of belonging and affiliation due to

the impact of these factors on student success. The survey will be conducted with currently attending students and will gather information in the following five categories:

- Do you feel safe?

- Do you feel welcome?

- Do you feel that faculty and staff are interested in your success?

- Do you feel that faculty and staff are responsive to your questions or problems?

- Do you know where to go to get help?

Approach

Survey questions were designed to provide reliable information on each of the above five categories. Input on survey questions was gathered from senior leaders in Student Services and pilot tested with select groups of students. The survey was designed in February 2016; content and administration were reviewed by Dr. John A. Burns, past president of the Canadian Evaluation Society and survey design and administration expert; the survey was piloted at Schoolcraft College in November 2016.

Administration

All Schoolcraft College students enrolled in November 2016 were contacted via email inviting them to participate in a brief (7-10 minute) online survey. Two follow-up reminder emails were sent to students who had not yet completed the survey. The survey was conducted between November 17-30, 2016. To increase the response rate, all participants were eligible for a drawing for a $20 Amazon gift card.

Results

In total, 1,727 responses were received (14% of population). This was in line with the expected participation rate and industry standard expectations. Representativeness of the sample was tested by comparing sample demographics versus the population as above. Where necessary, the sample was weighted to conform with population distributions. Based on these analyses, the (weighted) sample can be viewed as representative of the population of students attending Schoolcraft in November 2016 for the purposes of this study. For an Executive Summary of results from the survey pilot, please see Appendix A.

Campus Climate Survey

Thank you for participating in this brief confidential survey about the campus climate at Schoolcraft College. We are asking these questions because students who attend colleges that are safe, supportive, and welcoming are more likely to be successful. The questions are divided into 5 categories: Do you feel welcome, do you feel safe, do you feel we are interested in your success, do you feel that we respond to your questions or concerns, and do you know where to go to get help. The results will be summarized and made available on the College website. The survey should take approximately 15 minutes to complete.

NOTE: If you would like someone from the College to contact you to discuss the survey, please provide your student number here:

1. How long have you been attending Schoolcraft College? _____

2. Are you a full time student (12 or more credit hours)?   Y _____   N_____

3. Gender: F_____   M_____   Prefer not to answer_____

4. Approximately how many hours a week do you spend on campus?

5. Are you involved in any campus clubs, organizations, or activities? (for example, Ski Club, Student Activities Board, Athletics, etc.) Y____ N____
   If yes, which one(s)?

DO YOU FEEL WELCOME?
1=strongly disagree 2=disagree 3=neutral 4=agree 5=strongly agree 6=don't know

W1. **(College)** provides a welcoming atmosphere.

    1   2   3   4   5   6

W2. The very first time I came on campus I felt welcome.

    1   2   3   4   5   6

W3. It is important to me to feel welcome on campus.

    1   2   3   4   5   6

W4. Someone on campus (other than my instructor) knows my name.

    1   2   3   4   5   6

W5. I have built meaningful relationships on campus.

    1   2   3   4   5   6

W6. I feel excluded from clubs and/or organizations because of my race, ethnicity, or gender identity.

    1   2   3   4   5   6

W7. Faculty at Schoolcraft are approachable.

    1   2   3   4   5   6

W8. Administrative staff at Schoolcraft are approachable.

    1   2   3   4   5   6

W9. Getting involved on campus helps me feel welcome.

    1   2   3   4   5   6

W10. People on this campus are friendly.

    1   2   3   4   5   6

DO YOU FEEL SAFE?
1=strongly disagree 2=disagree 3=neutral 4=agree 5=strongly agree 6=don't know

S1. I feel safe at Schoolcraft during the day.

    1   2   3   4   5   6

S2. I feel safe at Schoolcraft during the evening.

    1   2   3   4   5   6

S3. I feel comfortable walking alone on campus.

    1   2   3   4   5   6

S4. I feel safe in my classroom(s).

      1   2   3   4   5   6

S5. I feel safe in the parking lots.

      1   2   3   4   5   6

S6. I feel safe interacting with other students.

      1   2   3   4   5   6

S7. This campus does enough to help me feel safe.

      1   2   3   4   5   6

S8. In general, I feel safer on campus than off campus.

      1   2   3   4   5   6

S8. Is there any area on campus where you do NOT feel safe? Please tell us where.

DO YOU FEEL THAT WE ARE INTERESTED IN YOUR SUCCESS?
1=strongly disagree 2=disagree 3=neutral 4=agree 5=strongly agree 6=don't know

I1. I work closely with a counselor/advisor on my academic plan.

      1   2   3   4   5   6

I2. My instructors want me to succeed.

      1   2   3   4   5   6

I3. I receive feedback from my instructor(s) throughout the semester so I know how I'm doing in class.

      1   2   3   4   5   6

I4. This school does whatever it takes to help me meet my educational goals.

      1   2   3   4   5   6

I5. I feel that I'm on my own—whether or not I succeed here is really up to me.

      1   2   3   4   5   6

I6. Faculty and/or staff have offered to help me.

      1   2   3   4   5   6

I7. I was provided with information on support services such as tutoring, the Learning Assistance Center, Career Services, Counseling, etc.

      1   2   3   4   5   6

DO YOU FEEL THAT FACULTY AND STAFF ARE RESPONSIVE TO YOUR QUESTIONS OR PROBLEMS?
1=strongly disagree 2=disagree 3=neutral 4=agree 5=strongly agree 6=don't know

R1. Faculty answer my questions or concerns in a timely manner.

      1   2   3   4   5   6

R2. Staff answer my questions or concerns in a timely manner.

      1   2   3   4   5   6

R3. I have used *SC* Aware to report a concern or problem.

      1   2   3   4   5   6

R4. When I expressed a concern, someone from the College contacted me about my concern/problem.

      1   2   3   4   5   6

R5. I know where to go to get my questions answered.

      1   2   3   4   5   6

R6. It is worth my effort to file a report or concern.

      1   2   3   4   5   6

R7. When I call the college, my questions are answered.

     1   2   3   4   5   6

R8. Schoolcraft will take action if I file a complaint.

     1   2   3   4   5   6

DO YOU KNOW WHERE TO GO TO FIND HELP?
1=strongly disagree 2=disagree 3=neutral 4=agree 5=strongly agree 6=don't know

H1. I know how to contact Campus Police.

     1   2   3   4   5   6

H2. I know where to go to get help if I'm struggling in one of my classes.

     1   2   3   4   5   6

H3. If I feel sad or depressed, I know where to find help on campus.

     1   2   3   4   5   6

H4. Schoolcraft has policies designed to protect students from sexual misconduct, harassment, and bullying.

     1   2   3   4   5   6

H5. If I feel threatened, touched inappropriately, or bullied, I would tell someone.

     1   2   3   4   5   6

H6. In the past year, one or more of my friends has experienced unwanted sexual contact, gender-based violence, or stalking on campus.　　Y　　N (If no, skip to question H9.)

H7. If yes, was this incident reported?　　Y　　N

H8. If yes, to whom was it reported?

    ___SC Aware

    ___Counselor

    ___Campus police

    ___Instructor

    ___Friend

H9. I know who to call on evenings and weekends for information or assistance.

    1   2   3   4   5   6

CHAPTER 6: CREATING A CULTURE OF REPORTING

INTRODUCTION

The unprecedented attention to campus sexual misconduct from 2011-2016 presents

"an opportunity for cultural norms on college campuses to transform" (Engle, 2015, p. 419).

Steve Denning (2011, para. 3) tells us that "changing a culture is one of the most difficult

leadership challenges." One of the reasons may be that "although the tools and techniques may

be present and the change strategy implemented with vigor, many efforts . . . fail because the

fundamental culture of the organization—values, ways of thinking, managerial styles,

paradigms, approaches to problem solving—remains the same" (Cameron & Quinn, 2006,

p. 11). Therefore, a genuine transformational approach is needed to begin creating a culture of

reporting.

Cameron and Quinn (2006) explain, "An organization's culture is reflected by what is

valued, the dominant leadership styles, the language and symbols, the procedures and

routines, and the definitions of success that make an organization unique" (p. 17). At commuter

colleges, students, faculty, and staff all come to the institution for a set period of time, then

leave campus. Yet while students are on campus, most community colleges pride themselves

on being welcoming, helpful, and supportive to students, and providing an environment that

encourages student success. It has become increasingly clear to community college

administrators that student success must include a more holistic focus. A February 25, 2017

article in the *Detroit Free Press* highlighted some of the issues (Jesse, 2017, para. 9): "What

happens in the classroom . . . is only the tip of the iceberg. What's going on outside the

classroom—hunger, money problems, lack of transportation, no child care—all adds up." Sara

Goldrick-Rab (2017), author of *Paying the Price,* notes that 40% of community college students

work full time, 24% routinely skip meals because they can't afford to eat, and 16% are

intermittently homeless (Reed, 2017, paras. 6, 9, 10). Ryan Kane (2016), Title IX coordinator at

Valencia College in Orlando, Florida, observes, "Often off-campus issues have a significant

impact on a student's academic experience" (p. 3). Another challenge is identifying student

victims of sexual assault on community college campuses. "Many of our students do not want

to report anything and don't want us to tell anyone," says Beverly Baligad, former Director of

Student Compliance at Lansing Community College in Michigan at a presentation at the

Michigan Coalition to End Domestic Violence on June 18, 2015. Baligad went on to explain,

"They don't want to have things spin out of their control."

When Title IX and Clery regulations were first released, much of the focus was on

creating policies and procedures to comply. But colleges who were eager to follow the guidance

from the federal government soon discovered that these issues were far more complex than

creating and maintaining checklists of appropriate protocols. There are definitely "policies and

practices that colleges should adopt to comply with federal law while still remaining sensitive to

victim needs" (Engle, 2015, p. 401). The prevention-based approach advocated in VAWA

emphasized awareness among faculty, staff, and students, but also cautioned that a primary

focus should be on "understanding the unique and unpredictable needs of victims" (Engle,

2015, p 412). A training approach, then, that goes beyond the mechanics and protocols of how to respond and where to report and emphasizes care and concern for the victim would resonate with community college faculty and staff. In a brief video ("Want Your Organization to Change? Put Feelings First") created in partnership with *Fast Company* magazine, Dan Heath (2010) discusses why it is important not to just share knowledge and information with members of the organization:

> If we really want people to change, we usually try to teach them something. The problem is that knowledge alone rarely leads to change . . . if you want people to change, you have got to put feeling first. (Dan Heath, 2010)

Because the desire to make a difference in the lives of students is a motivator for most community college faculty and staff, training that gives them an intrinsic realization of the important role they play in responding to incidents reported by students, alerting appropriate staff regarding students about whom they have concerns, being instrumental in connecting students with resources and help, and contributing to the safety and security of the campus would be most compelling. As Oren R. Griffin (2016, p. 1) points out, faculty are "perhaps the most influential members of the campus community . . . to promote campus safety and Title IX compliance."

As a supplement to Title IX training or as an initial approach to raise awareness among faculty and staff about the importance of reporting incidents, this training module provides a perspective on the positive impact of transparency and clarifies the benefits for the entire institution. At Schoolcraft College, presentations on this topic have been conducted with a fair amount of frequency: August 2011, January 2014, January 2016, and August 2016. A centralized reporting system makes the process of reporting more clear-cut, but it was not until 2016 that a

critical mass of faculty and staff had undergone training, and tracking data began to show

significant increases in the number of incidents reported via the centralized reporting system,

as evidenced by the data below (see Figures 1 and 2).
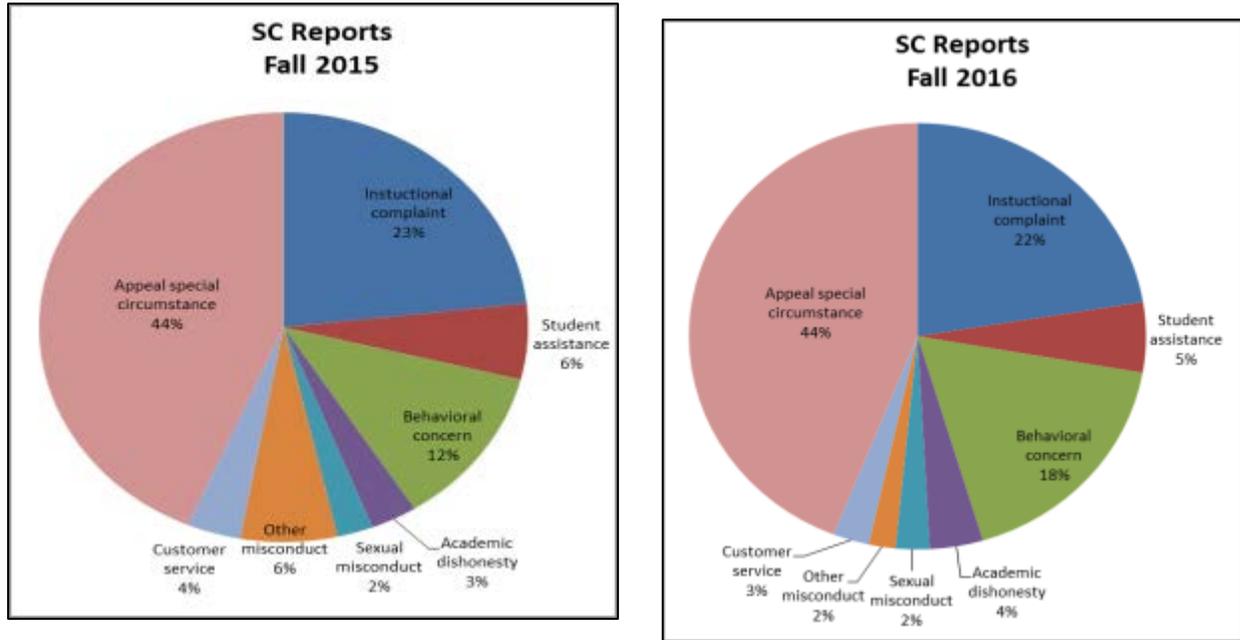
Figure 1. Title IX Reporting at Schoolcraft College: Fall Semesters, 2015-2016
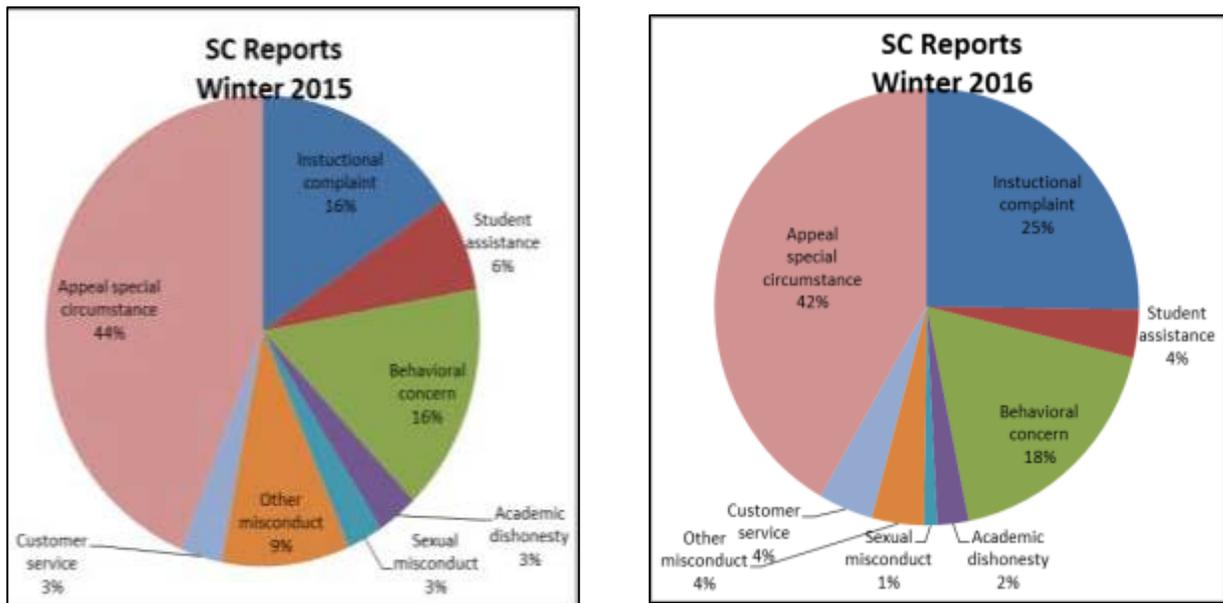

Figure 2. Title IX Reporting at Schoolcraft College: Winter Semesters, 2015-2016

Overall reporting is on the rise, with increases of 38% Fall-to-Fall and 92% Winter-to-Winter between 2015 and 2016. The increase in most categories is viewed as a positive outcome and as an indicator that the efforts to create a culture of reporting are paying off. Reports of sexual misconduct and other misconduct have not seen a significant increase, which suggests that either students are beginning to internalize their training and have a better understanding of behavioral expectations, or that more work needs to be done in this area to encourage students to report.

One final note is based on a 2016 thesis by Jessica Carron, who explored the effectiveness of Title IX training in order to gauge how prepared faculty and staff perceive themselves to be when handling Title IX reported incidents. It was found that "there may be needed improvements in the training of responsible employees" because participants had "a disparity of knowledge about Title IX and reporting procedures" (Carron, 2016, p. viii). The results of the study also suggested that one singular training session was insufficient in getting information across to participants. The *Creating a Culture of Reporting* training should be supplemented by specific training as dictated by current guidelines, including ongoing prevention and awareness campaigns, primary prevention programs for new and continuing students, bystander intervention training, etc.

In terms of reporting incidents, "a threshold problem is simply that the legal reporting requirements concerning campus crime are numerous and in some instances, discordant and ripe for misinterpretation" (Engle, 2015, p. 402). Title IX requires that all "responsible employees" notify the Title IX coordinator about situations or issues that come to their attention, and Clery requires that "Campus Security Authorities," defined as "individuals with

significant responsibility for campus and student activities, such as campus police/security,

resident assistants, coaches, and club advisors, among others" (Clery Center, n.d.) report

incidents to appropriate authorities as well.

Title IX states that if a college "knows or should have known" about an incident, they

have been notified and must take action. This means that faculty and staff who become aware

of any potential sexual misconduct—either on or off campus—must report it to the Title IX

coordinator. According to the ACLU's (n.d.a) "Know Your Rights and Your College's

Responsibilities" publication, citing the 1999 *Davis v. Monroe County Board of Education* case,

> The Supreme Court has ruled that a college or university receiving federal funding may
> have to pay damages to the victim of student-on-student sexual harassment or assault if
> the victim can show that the college acted with "deliberate indifference to known acts
> of harassment in its programs or activities." (ACLU, n.d.a, p. 2)

According to a cautionary article by Georgetown University Law Center administrator Nancy

Cantalupo (2010, p. 49), "Institutions face much greater liability from failing to protect the

rights of campus peer sexual violence survivors than of any other group of students, including

alleged assailantsBecause it is impossible for a college to be aware of every conversation,

disclosure, or incident taking place in its classrooms, buildings, and offices, the idea of creating

a culture of reporting becomes even more necessary and important.

METHODOLOGY

A cursory review of change management models results in a variety of approaches to

culture change, some geared toward organizational change and others more concentrated on

individual stages of change. Because this training module is intended to begin the process of

culture change, it is focused on the early steps or phases of a change model. Both Kotter (1996)

and Belasco (1991) emphasize the importance of creating a sense of urgency in order to prepare learners for future change. Lewin, who advocates for three overall phases—Unfreeze, Change, Refreeze, emphasizes that the organization needs to "create a compelling message as to why change has to occur" (MindTools, 2015, para. 22), and to "emphasize the why." The training in *Creating a Culture of Reporting* is designed to help participants understand the urgent need for change and to motivate them to be a part of the solution.

This training module was developed based on the Fink (2013) model of instructional design because of its sound, practical approach and step-by-step methodology. Fink provides a roadmap for designing instruction that not only engages participants, but also enables more authentic learning. The 12 steps of integrated course design are divided into three phases--initial, intermediate, and final, and each step contains explicit instructions and suggestions for instructors. For example, the first step in the first phase of design involves reviewing situational factors that may affect the learning experience. Fink provides a checklist of questions that help frame this stage of the planning process, including specific context of the teaching and learning situation (number of participants, frequency of class meetings, and delivery modality), expectations of external groups, nature of the subject, characteristics of the learners, characteristics of the teacher, and special pedagogical challenges (pp. 76-77). Along with detail about determining learning goals, Fink provides a cogent and concise plan for feedback and assessment, emphasizing educative assessment versus auditive assessment. Characterizing auditive as "backward-looking assessment" and educative as "forward-looking assessment," Fink states, "The primary purpose of educative assessment is to help students learn better" (p. 93). One of the most "crucial and challenging" (p. 114) steps is to "select effective teaching

and learning activities." Fink devotes nearly twenty pages to lay out strategies for implementing

rich learning experiences both inside and outside the classroom, emphasizing that "the single

biggest improvement most teachers can make is to give students more doing and observing

experiences" (p. 137).

Questions used in developing this learning-centered module are centered on the

foundational question: "What impact do I want this course experience to have on participants?

(p. 75)" Specific questions then help in the development of the learning experience.

- Foundational knowledge: What key information (facts, terms, formulas, concepts, relationships) is important for participants to understand and remember in the future?

- Application: What kinds of thinking (critical, creative, practical) are important for participants?

- Integration: What connections should participants recognize and make?

- Human dimension: What can or should participants learn about interacting with people they encounter in the future?

- Caring: What changes would you like to see in what participants care about?

- Learning how to learn: How to engage in inquiry and construct knowledge with this subject matter (p. 75).

With this framework in mind, the module is designed to respond to basic questions such

as, "Why should incidents be reported?" and to explain and dismantle the barriers (real or

perceived) to reporting. These might include unwillingness to get involved, concern about

violating the Federal Educational Right to Privacy Act (FERPA), apprehension about what

happens once student incidents are reported, and fear of being judged. Participants will also be

challenged to surface the many reasons that students fail to report incidents, will receive

information on the most important reason that students stay silent, and will learn appropriate ways to respond when students confide in them and request confidentiality.

Adult learning theory and brain-based learning have done much to inform instructional design and development. It is recommended that the overall training presented here be conducted in 20-minute "chunks" of content, including interaction and discussion (Tate, 2004). The questions for discussion work best when an audience response software such as "Poll everywhere" is used; participants enjoy using their smart phones to respond anonymously to the questions. The software can also be used to ask for responses to open-ended questions, such as, "What concepts seem most relevant to you in your position?" Or, "What safety concerns keep you awake at night?"

Developed in response to Title IX and Clery expectations, the training module on *Creating a Culture of Reporting* has been delivered to audiences of faculty and staff at Schoolcraft College, to participants at the Association of Title IX Administrators (ATIXA) conference in Napa, California, and to attendees of the Fall 2015 and Spring 2016 conferences of the Michigan Community College Student Services Association. Over time, it has been improved and refined to include up-to-date information and to increase the emphasis on two important by-products of encouraging reports: retention and campus safety. In fact, relevant segments of the training program have been delivered at national conferences: the League for Innovation in the Community College conference in March 2016 and the American Association of Community Colleges (AACC) conference in April 2017. The module has been refined and improved after each delivery based on participant response and feedback.

Each slide has content, any necessary instructions, relevant points to emphasize, and possible discussion questions. The PowerPoint could also be adapted as a Prezi or distributed as a workbook, based on the desires of the instructor.

Creating a Culture of Reporting

Instructor's Notes:

This learner-centered module is divided into 20-25 minute "chunks." It is intended to be very interactive, with participants contributing their thoughts and ideas. It is recommended that the instructor review the entire module carefully and think about where there will be time for additional discussion or to ask participants to share their own stories. This means that the instructor needs to bring some flexibility to the session.

Participants enjoy the use of an audience response system such as "Poll Everywhere" (www.polleverywhere.com) which enables participants to use mobile phones, twitter, and the web to respond to questions in real time. Responses (which are anonymous) are then displayed live on the web or in a PowerPoint presentation. The software also enables the instructor to ask open-ended questions and receive responses in a word cloud or simple list. The cell phone symbol will appear on discussion questions or brainstorming that may be an opportunity to use the audience response software. (The symbol can be deleted if participation software will not be used.)

If you plan to use the software, you will need to enter the questions into the software ahead of time. Then, you will need to take a few moments at the beginning of the class to get everyone set up. The process involves texting a specific number to the facilitator (directions for use are very simple).

The training was developed using a model developed by L. Dee Fink in *Creating Significant Learning Experiences: An Integrated Approach to Designing College Courses* (Jossey-Bass, 2013). The first slide is intended for you to **think about the impact that you want this experience to have on participants**. Specific slides will link the applicable information from the Fink model as appropriate. These notes will be in **boldface type.**

Foundational knowledge: What key information (facts, terms, formula, concepts, relationships) is important for participants to understand and remember in the future?
Application: What kinds of thinking (critical, creative, practical) are important for participants?
Integration: What connections should participants recognize and make?
Human dimension: What can or should participants learn about interacting with people they encounter in the future?
Caring: What changes would you like to see in what participants care about?
Learning how to learn: How to engage in inquiry and construct knowledge with this subject matter.

Instructors should feel free to bring their own personality to this training session! The narrative included here is intended to serve as a guide. Instructors may also wish to include animation on the slides, bring in favorite quotes or sources, etc.

Before the class begins, greet each participant as they enter.

To begin the presentation, briefly welcome participants and introduce yourself. It is not necessary to establish your background or credentials as a presenter—most people just ignore this anyway!

Why Are We Here?

Beginning of Segment #1 – 20-25 minutes
Instructor's Notes:
Let's start off with a story. Maybe it will sound somewhat familiar to you.

Story: "Sarah loves to be in love. She jumps into relationships with passion and loves with all of her heart. Her current "love affair" with Dylan is no exception. Despite Sarah's enthusiasm for dating, she is also prone to worry. This worry can even come across as mild paranoia to her friends. Though she has no evidence of this, she starts to think that Dylan is cheating on her. She just "knows" something is different with him. Sarah talks to Dylan about her concerns. He is evasive and accuses her of "acting crazy and getting all paranoid." This fuels the fire and makes her sure that he is cheating on her and planning to end the relationship. Sarah begins to distance herself from him and retreats into her emotions. She has trouble sleeping and spends her time thinking about how Dylan never really cared about her at all." (Source: Ending Campus Violence, by Brian Van Brunt. Case studies: p. 128.)

Instructor:
Have you seen students like Sarah in your classroom? In your office? How do you think she's doing in her classes?

What about the student who has had a horrific experience off campus? For example, the student who has been the victim of date rape. What are some of the feelings that female students have after this experience? **(Brainstorm—answers might include:** it's my own fault. I

shouldn't have been (wearing that outfit, going to that party, at that bar, etc.) Anger. Confusion. Shame.

Answers: Think about the reality of life for our community college students. Here are some statistics:

40% of community college students work full time.
26% of students are "food insecure," which means they sometimes cannot afford to eat
16% of students are "rent insecure," meaning that they are intermittently homeless.
(source: Paying the Price, by Sara Goldrick-Rab, University of Chicago Press, 2017

Discussion question: What impact do these kinds of issue have?

Or...here are a few other kinds of students you might see. (*Transition to next slide*) If you are comfortable doing so, raise your hand if you've seen any of these.

I've got this student who...

- Creeps me out

- Makes me scared to walk alone to my car

- Makes me dread coming to work

- Keeps me awake at night

- Is really a troublemaker

- Seemed fine the first few weeks of class, but now...

- Seems lost

Okay—obviously many of you have experienced students like these.

Whether these students inspire feelings of fear, or compassion, or pity, or anger, or righteous indignation, today we're here to talk about how each person in this room can have an impact on these students and, in fact, ALL of your students by... (*transition to next slide*)

- Creating a welcoming and inclusive campus
- Retention
- Campus Safety
- Making a difference in the lives of our students
- Making a difference at our college

We're going to talk about reporting, referring, and otherwise behaving as the eyes and ears of this institution. And ...I'm not going to keep you in suspense! I'm going to tell you right now that I am going to try to convince you that there are excellent reasons for culture change. And here they are—in the next few slides! In the next hour or so... (*transition to next slide*)

(read)

(read)

You will have insight into

- Why students don't report

- What to do if they disclose to you

(read)

Once all slides have been read:

Ready? *(last slide of Segment 1)* Check time—you should be approximately 20-25 minutes in.

Let's get started!
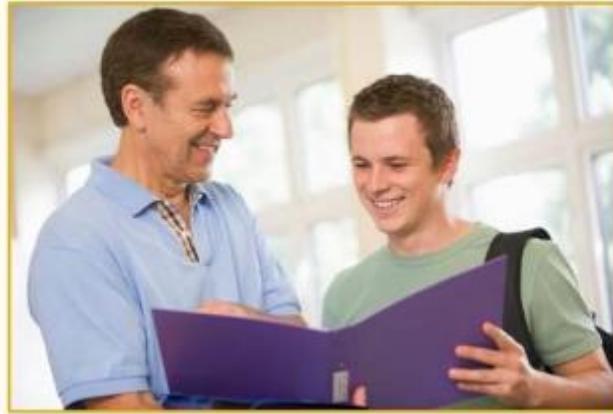
Why should I speak up?

- You're supposed to
- You can help retain a student
- You can help keep the campus safe

This slide begins Segment 2. **(Foundational knowledge)**
If we're talking about creating a culture of reporting, I need to give you the reasons why you should speak up, right?

Here are the reasons, but they are not in order of priority. We're going to talk about each one. And if you think of other reasons, please stop me and we will add them!

Let's start with some of the reasons why you are supposed to speak up.

Reason #1: Title IX

"No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance..."

You've probably heard of Title IX. It's a brief, 34-word law that has been at the center of lots and lots of discussion, especially in the past 6 years.

It might surprise you to know that Title IX has been around since 1972, when it was signed into law by President Richard Nixon. It might also surprise you to know that some of the administrators and faculty members who have been around your campus for many years were probably impacted by Title IX in terms of their access to education and/or employment in higher education. Colleges used to bar women from certain programs—most often science and engineering—and even women who were able to get all the way through a doctoral program and wanted to become professors were likely to be told that, "you have excellent credentials but we already have a woman in that department." So Title IX helped to open the doors for women.

For years though, Title IX was primarily discussed in relation to athletic programs, because that's where the impact was felt. Because of Title IX, colleges and universities had to provide athletic programs that gave equality to men's and women's teams. Equality in terms of money spent. In terms of scholarships. In terms of the number of teams they could join. Many colleges and universities struggled with this, but they had to comply.

In recent years, Title IX has been talked about more often in the context of sexual assault, harassment, and discrimination. Let me explain how this change occurred. One of the primary reasons for this is because former VP Joe Biden was one of the original writers of the Violence

Against Women Act in 1994. As part of his research, he interviewed a number of women who had been the victims of sexual assault. We'll talk more about VAWA in a minute, but for now, let's fast forward from 1994 to 2010. As VP, Joe decided to check back and see how much progress had been made in the 15 years or so since VAWA had passed. He was shocked to discover that on college and university campuses, not much had changed at all! VP Biden was instrumental in convincing President Obama that it was time to take action to really attack this problem and decrease the number of sexual assaults on campuses. In April 2011, the Department of Education issued guidance to colleges and universities that spelled out exactly how they were supposed to enforce Title IX.

- Schools are *legally required* to respond to sexual harassment and violence because they are forms of gender-based discrimination.

- Schools must respond to other behaviors that deny access as well.

Years ago, it was determined that sexual assault and gender-based violence were discriminatory, because they impacted the ability of students to get an education. There were horrendous stories that came to light, about how colleges and universities were handling reports of sexual assault. Some of the things that happened were—and please note that these are true stories:

- College personnel didn't believe students who reported they had been raped
- College personnel suggested that perhaps the victim should just drop out of school and return once the alleged rapist had graduated
- College personnel re-victimized the reporting student by asking questions about where they were, why they were there, what were they wearing, did they say no, did they scream, etc.
- College personnel punished the victim for underage drinking rather than dealing with the alleged rape

What was supposed to happen was that colleges were supposed to:

Investigate

Stop the behavior

Keep it from happening again

And restore the victim to their previous state before the rape occurred.

It took a while for all of this to sink in, and in the meantime, many more mishandled cases came to light.

Also covered by Title IX

- Education for pregnant and parenting students
- Learning environment

Because Title IX is about access to education, it's not just about sexual assault or violence, but about discrimination. Students who are pregnant have challenged colleges that did not allow them appropriate accommodations to continue their education while pregnant. Title IX is also about career education, employment, math and science, and standardized testing.

What does this mean to you?

- If the institution "knows or should have known"

Students talk to you, right? Sometimes they have a relationship with you that means that they also confide in you.

Under the law, if a student tells you about an experience that they had involving sexual assault, (domestic violence, stalking, or date rape—more about that in a minute) , whether it was on campus or somewhere else, the institution now is on "notice."

And if the college "knows or SHOULD HAVE KNOWN," the college is responsible for investigating.

That's because Title IX expects all "responsible employees" to report these kinds of things to the Title IX coordinator. (BTW, **Do you know who your Title IX coordinator is??**)

The thing is, you don't want to be the person who knows and doesn't tell, because you are putting your institution—and maybe even yourself-- at risk.

Reason #2 – The Clery Act

Annual Security Report (aka Clery)

The Clery Act has been around since 1991, and it was originally intended to provide consumer information to potential students and their families. At the time, colleges provided all kinds of information on their programs, faculty, awards, accreditation, etc., but nothing about campus crime. As parents and students were looking at colleges and considering where to attend, the thinking was that they should be able to find out about the prevalence of crime on campus. So the Clery Act is more focused on what happens on campus, so the location of the incident is very important. Title IX, on the other hand, is focused on who committed the act and how to help the victim.

Have you ever been on campus and received a warning notice about an incident that has taken place? That's part of Clery too. Colleges are required to provide timely warning about potentially dangerous situations, and also to send out emergency notifications, sort of like public service announcements, to the college community.

Every college and university in the nation is required to do an Annual Security Report (ASR), which used to be just a catalog of statistics regarding different campus crimes. But now, there's much more that must be reported.

- Violence Against Women Act

The Violence Against Women Act was first introduced in 1994 (remember Joe Biden?), but in 2013 it was reauthorized and added a whole new complement of training, prevention, and disciplinary response to the Clery Act.

This is where there are additional things that must be reported:
Incidents of dating violence, domestic violence, and stalking, in addition to sexual assault.
The act contains definitions, lots more information, etc.

If you're noticing that your college is requiring training in how to prevent sexual assault on campus, being aware of what you have to report, bystander intervention, and things like that, this is the reason why. But the main thing you need to know is that based on Title IX, Clery, and the Violence Against Women Act, you are required to report anything that you see, hear, or know about that might affect your college community or environment.

But wait! What about…

FERPA?

Most colleges are doing a pretty good job of protecting students' rights to privacy.

But the one thing to keep in mind is that safety and security trump FERPA.

That doesn't mean that you call a student's parents when they've disclosed a dating violence incident to you. It DOES mean that you report that incident to your college— either your Title IX coordinator, your supervisor, or your campus police. Those people are trained in how to respond. Your part is to let them know.

Questions?

If using the software, instructors should feel free to ask what concepts are still fuzzy. What surprised participants the most? Do they have a grasp of the basics of Title IX, Clery, and VAWA? Encourage discussion and reactions.

Reason #3: Safety
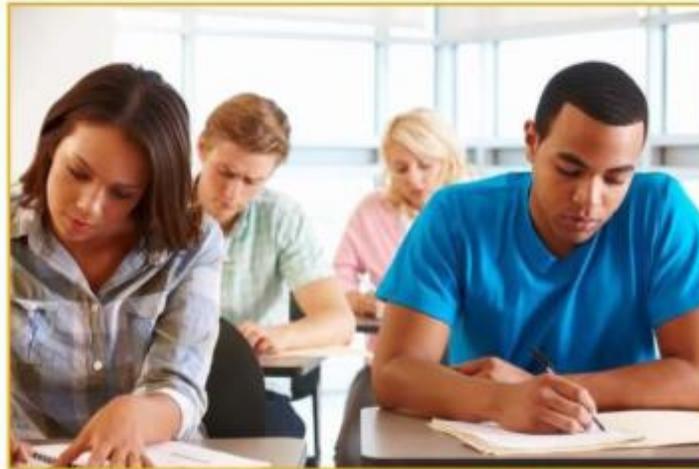
(Application)

Discussion Question: Let's get a show of hands.

How many of you feel totally safe while you are on your college campus? Comment on responses—e.g., most of you—that's great! Okay, some of you. Etc.
How many of you feel that you are reasonably safe? Comment on responses.

Is there anyone who doesn't feel a chill each time there is another incident of school violence? Campus safety is important to everyone, but many do not know the critical role each one of us plays in keeping our campuses as safe as possible.

Data shows that college campuses experience far less violence than other areas in the community. But overall, there HAS been an increase in the number of mass shootings and of course, media coverage. And community colleges are just as much at risk as 4-year colleges and universities. Here's a report from a faculty member who's already been through this training program. ☺

Story: "The first week of school, my student became agitated during a class discussion. He expressed that he had a permit to open carry a weapon (although he said that he was not, at that time, carrying). Two weeks later, he confessed to me that he had been hospitalized for depression and suicidal thoughts, but was now on medication. Last Thursday, he turned in a personal essay that stated how much he hated dealing with people. It was a very grim essay." Discussion: Did this report help keep her campus safer? Do you think it helped the student?

2 Community Colleges

Here are two community colleges, side by side. On the left is Umpqua: Have you heard of this college? What happened here? *(9 students were killed here in 2015.)*

On the right is Hartnell CC : Have you heard of this college? What do you know about it?

Here's the reason you may not be familiar with Hartnell: This is from a January 28, 2016 article (Michael Sulkowski) from *Inside Higher Ed*: "Averting Tragedy Before It Occurs" : "Hartnell College in Salinas, Calif., recently averted a probable tragedy when someone reported to the police that a student was talking about shooting up the institution. In that case, police and mental-health professionals worked together to evaluate the student and found him to be a credible threat to campus safety, with both the means and the desire to cause harm. They subsequently detained him and placed him under psychiatric care."

The reality is that we always hear about the tragedies and hardly ever hear about the campus officer who de-escalates a dangerous situation, the psychologist who prevents a murder or suicide, or the faculty member who becomes concerned about a student's increasingly violent writing. How many people have heard about the averted shooting at Hartnell College compared to the tragedy that occurred at Umpqua Community College, where nine students were killed?

The fact is that since Virginia Tech in April, 2007, colleges have improved their information-sharing procedures and put in place better violence-prevention safeguards. Campus police, mental-health professionals and student affairs officers now work together at many institutions to mitigate threats of violence, and to provide a seamless network of student support. BIT teams are trained to identify potentially violent students, and they employ research-based threat-assessment protocols.

- Somebody knew
- Engage students as part of the solution

In his book, "Ending Campus Violence," Dr. Brian Van Brunt cites the many institutions where disasters were averted because someone spoke up. In fact, FBI research has shown that in a high percentage of cases, someone knew about it beforehand. Often this is another student.

Creating a culture of reporting has to include the biggest part of our population—our students.

Discussion question: What are some ways that we can encourage students to report?

Reason #4: Retention

- Goal: A Culture of Caring

(Caring)

Discussion/Brainstorm: So...how do you let your students know that you care?

Recently, the Dean of Students at a community college in the Midwest sent out a "Tips for Success" email midway through the Winter semester. It reminded students that the college was there to support them in reaching their goals, and provided three tips: Know your grade, Talk to your instructor about your progress in the course, and Use academic resources early. The email concluded by saying, "I hope these quick tips will help you take the initiative to make your success a reality. We are here to help. Don't be afraid to contact us."

This is not that hard to do, but it really had an impact on at least one student, who responded: "Thank you. Your words and encouragement reached me in a deep way at a time when I needed to hear them. So thank you again. It has been a rough start due to some external factors in my personal situation, but I am recommitting myself right now to finishing strong. I cannot afford to blow it now and I will hopefully be able to show you what I am really capable of. Again, thank you for your encouraging and challenging words."

Dr. Kay McClenney, founding director and Senior Associate of the Center for Community College Engagement does research on retention, and she asked a group of students if they ever thought about dropping out. She got rueful laughs and responses like, "only every day!" But when asked why they DIDN'T drop out, the number one reason was that a relationship with

someone at the institution kept them going. Somebody cared about them and they didn't want to let that person down.

Imagine if you and all of your colleagues made it a practice to reach out to students, and to report any students that you were concerned about. This might include students who are struggling academically. Students whose behavior changed mid-semester. Students who are isolated. Argumentative. Depressed.

Not only would your institution be able to reach out to help those students, but you would have a culture of caring, where everyone is watching out for one another, and trying to help those in need.

Discussion: What do you think: Would this help you retain more students?

As part of our culture of caring, let's talk a little bit about mental health on campus. Many community colleges don't have the resources to have counselors on campus. But that doesn't mean that students don't need them. In fact (*transition to next slide*)...

ACCT
ASSOCIATION OF
COMMUNITY COLLEGE TRUSTEES

Half of Community College Students Confront Mental Health Conditions

March 2, 2016--Washington, D.C.--The Association of Community College Trustees (ACCT), in collaboration with the Wisconsin HOPE Lab, the Healthy Minds Study, and Single Stop today announced the release of Too Distressed to Learn?, a new research report that assesses mental health among community college students.

This statistic is from a report that was published in March 2016.

Discussion question: Do you think things have gotten better since then?

Q: What percentage of college counseling center directors report an increase in students with serious psychological problems?

A: 100%

Discussion question: How does your campus handle students with mental health concerns?

Data shows that college-age students are receiving mental health diagnoses at a higher rate than previous generations.

So far....

- Some good reasons why we should report!

- With all these good reasons, then....

So, what do you think? Are these all good reasons to report?
Well, ...(*transition to next slide*)

Why don't we?

This begins the 3rd segment. You should be roughly 20-25 minutes away from the ending time of the session. The first slide is intended to have participants apply **critical thinking**.

With all these great reasons to speak up, Why don't we?

Discuss each of the graphics one by one

Discussion question: Are there other reasons why you might hesitate to report an incident?

Why don't people report?

- "I don't trust the administration"

- "I don't want to be perceived as a "snitch"

- "I'm afraid of retaliation"

- "I don't know what happens after I report"

- "I don't want to get anyone in trouble"

- "They won't do anything anyway"

- "I don't want to be seen as weak or ineffective"

This should involve the participants in generating a list of reasons. Each reason should spark some discussion.
If these are your reasons, let's talk about what kind of culture is being described by each of these...

Elicit: lack of transparency, lack of information, retaliatory, fearful, judgmental, etc.

These are the perceived risks if you DO report. But...

What are the risks if you DON'T?

- Lose the student
- Incident on campus that could have been prevented
- Potential liability
- Other?

Besides these, are there other risks you can think of?

What about students?

A. They don't know who to tell

B. They don't think it has anything to do with us or our campus

C. They don't want to get anyone in trouble

D. They don't think anyone will believe them (find the source of this)

A multiple choice question:

Q: Why don't students report?
A: The #1 reason is #4 – they don't think anyone will believe them

Besides these, are there other reasons?

From Maryland Coalition Against Sexual Assault:
Survivors cite the following reasons for not reporting a sexual assault:
- Fear of reprisal
- Personal matter
- Reported to a different official
- Not important enough to respondent
- Belief that the police would not do anything to help
- Belief that the police could not do anything to help
- Did not want to get offender in trouble with law
- Did not want family to know
- Did not want others to know

- Not enough proof
- Fear of the justice system
- Did not know how
- Feel the crime was not "serious enough"
- Fear of lack of evidence
- Unsure about perpetrator's intent

By some estimates, only 12% of sexual assaults get reported.

So...let's say you have a good relationship with your students. And some of them stay after class to talk to you, or come to your office during office hours. And they want to tell you something, but they ask you to keep it confidential.

What do you do if...?

You are asked to keep it confidential?

"You need to know that there are certain things
that I have to report, because the college wants
to make sure you get the help you need."

This can be very tricky. You just want to be sure that you are clear about your institution's expectations. This is similar to the law in many K-12 schools where teachers have no choice; they are obligated to report any suspected incidents of child abuse.

Be sure to show empathy: "I'm sorry this happened to you." "Thank you for telling me." "Can I do anything for you?"

But also let them know that you are obligated to let someone know, because you want to make sure they get help. Help them to understand that their well-being is the most important thing.

This may spark more discussion! Other solutions or suggestions may surface. Also keep in mind that counselors on campus may have the ability to keep student confidences. Check with your Title IX coordinator to clarify this for your campus.

What do you do if...?

A student discloses a sexual assault, domestic violence, dating violence, or stalking?

(Human dimension – how to handle) (Integration/connection)
The first thing to do is to BELIEVE THEM. Many students are traumatized by being treated as if they are the guilty party—in essence, being re-victimized.

So your first step is to respond in a victim-centered way. You need to connect the student with help. You need to make sure they are safe.

In the end, though, you need to tell someone.

Scenario 1

Tanya and Corey are obviously a couple. They've been seen at the Student Center, walking arm in arm on campus, and in one of their classes, the instructor had to tell them to stop the public displays of affection.

One afternoon, you run into Tanya in the rest room. She is obviously distraught—crying and talking with someone on her cell phone. When she hangs up, you ask if you can help. Tanya tells you that she tried to break up with Corey, but he is following her everywhere, trashing her on Facebook, and threatening her.

What do you do?

(read)

Possible actions:

A. Take her to the Counseling Office

B. Tell her to report Corey to the Campus Police

C. Offer to have a talk with Corey

D. Encourage her to report this

E. Report the incident yourself

F. Do nothing. They'll work it out.

(read)

There's more than one right answer, BUT…

The one that you need to do **for sure** is:

E. Report it yourself

(read)

Scenario 2

Jake started the semester as a motivated student, completing assignments and participating in class. But in the last two weeks, his behavior is erratic. He spends most of the class period writing furiously in a notebook, but when he left the classroom at break time, students noticed that what he is writing is jibberish. The students express concern to their professor.

What should the professor do?

(read)
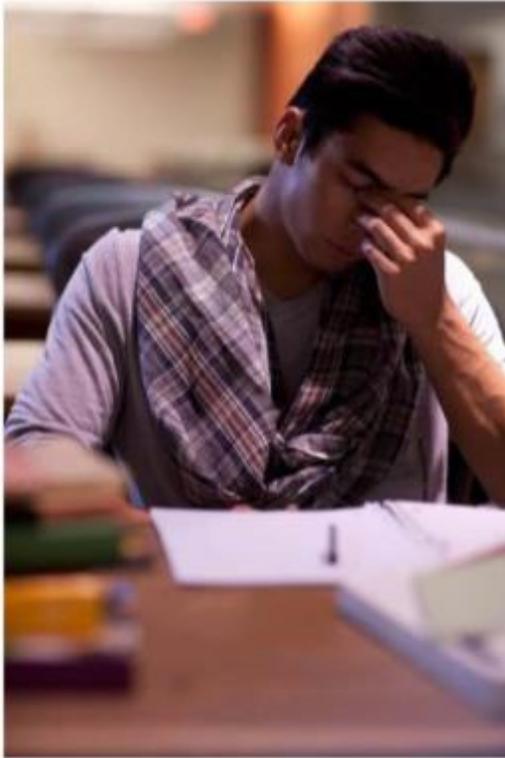
Possible actions:

A. Talk to someone in the Counseling Office

B. Ask for additional presence from Campus Police during class periods when Jake is present

C. Report Jake to the college's Behavior Intervention Team (BIT)

D. Call Jake's parents

(read)

The professor needs to:
E. Report it to the BIT

The best answer is C

Does you campus have a BIT? More and more community college campuses are forming these teams. Find out if your college has one!

Scenario 3

Through routine monitoring of social media, the marketing department has become aware of some disturbing posts by a student who is a self-proclaimed fan of Dylan Klebold, one of the Columbine shooters. How should they handle this?

(read)

Possible actions:

A. Do nothing—the student has a right to express himself.

B. Report the student to the campus police.

C. Ask the student to remove the offensive posts.

D. Report the student to the Dean of Students.

E. Check with the student's professors to see if there has been any change in his classroom behavior or demeanor.

(read)

The best answer is:
D. Report it to the Dean of Students

D is the BEST answer, but B is also correct. Let me explain.

"The only way that we can understand and assess the potential threat is to understand the context of the behavior. This happens through talking with the potentially violent student. This happens when the Dean of students sits face-to-face with the student and tells him, 'I am concerned about you.' The best way to assess the potential for violence is to have an active conversation with the student to better understand the context of the behavior and how to prevent potentially violent behavior from occurring." Van Brunt, p. 7

The Dean can also be helpful in coordinating with law enforcement (either on or off-campus) to determine if further investigation is needed. Law enforcement will help determine if there is a "credible threat" or not.

Why is B NOT the best answer? Because we are making an assumption that the Dean, who is accustomed to handling disciplinary issues, mental health issues, and a variety of student issues, would possibly be more tactful and diplomatic about the approach.

When to Report – Yes or No?

- "I heard about this racial incident...but I didn't witness it myself."

- "The student told me she was sexually assaulted, so I told her to file a report. But she didn't, so maybe it didn't actually happen."

- "I already reported a student I was concerned about. Now things have gotten worse; do I need to file another report?"

- "His last journal entry was disturbing. I'll talk to him after class next week and see if I can help."

(application)

Just a few quick "lightning round" questions.....

After each bullet point, ask, Report this? Yes or no?

The answers to ALL of these should be YES.

Wrap-up

Questions?

Wrap-up:
We have covered a lot of ground today, and I hope you're feeling that:

- you've learned why it's important to share your concerns about students
- you understand how to get past your own hesitation to report
- you have insight into why students don't report and
- You know what to do if they report to you.

Before we wrap things up here today, does anyone have questions or comments?

Why do you work at a Community College?

Discussion question:
As our training comes to an end, I'd like to ask all of you to think about this question:
Why do you work at a community college? *(Wait for just a few responses/discussion)*

You see, I believe that most people want to spend their work lives doing something that matters. I believe that most people have a very specific and tangible reason for working at a community college. Is this it? *(transition to next slide)*
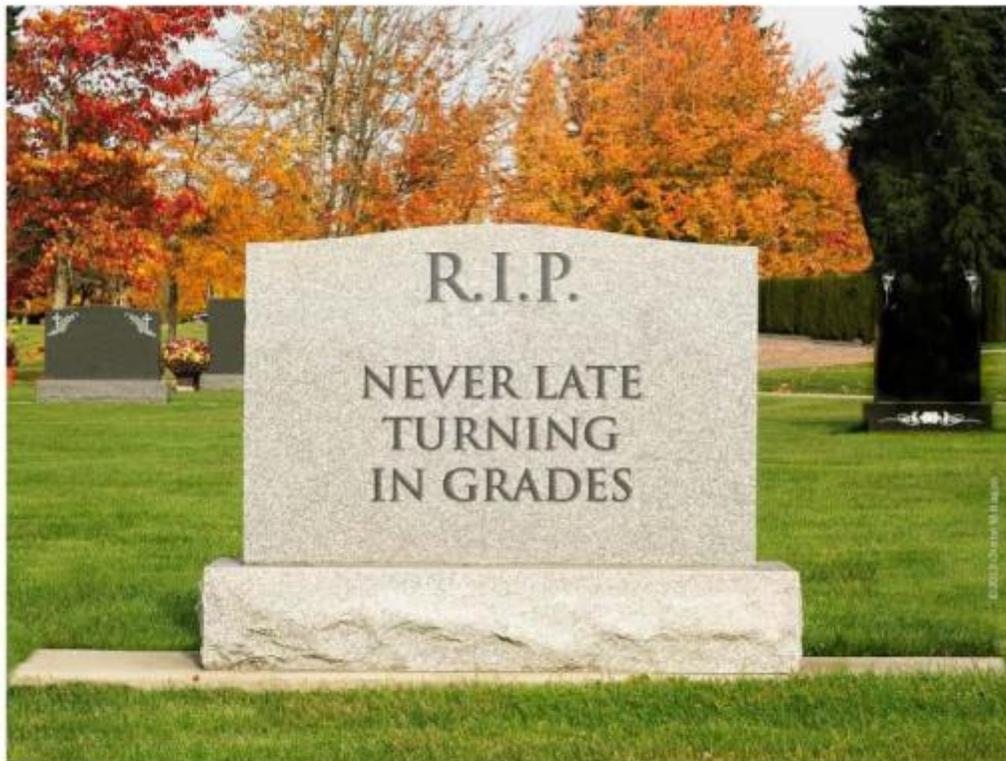
After participants have had a chance to read the slide: No, probably not.

How about this? *(transition to next slide)*
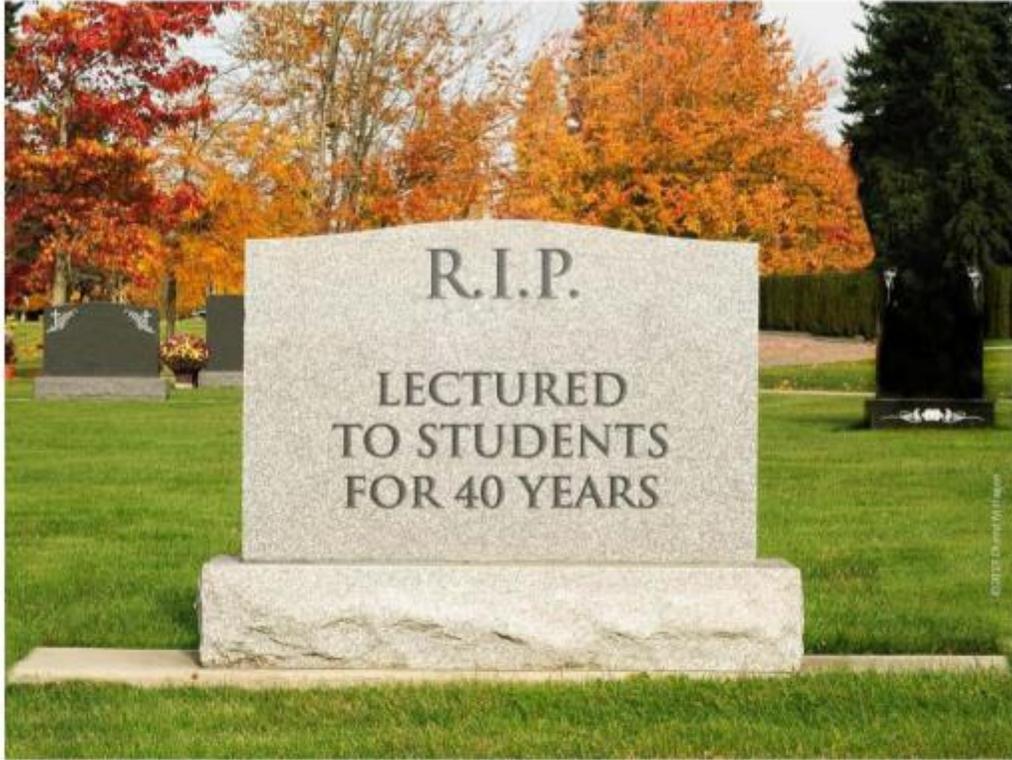
No, probably not this reason either.

Or this? *(next slide)*

Ah—this is nice, but....Maybe this? *(next slide)*
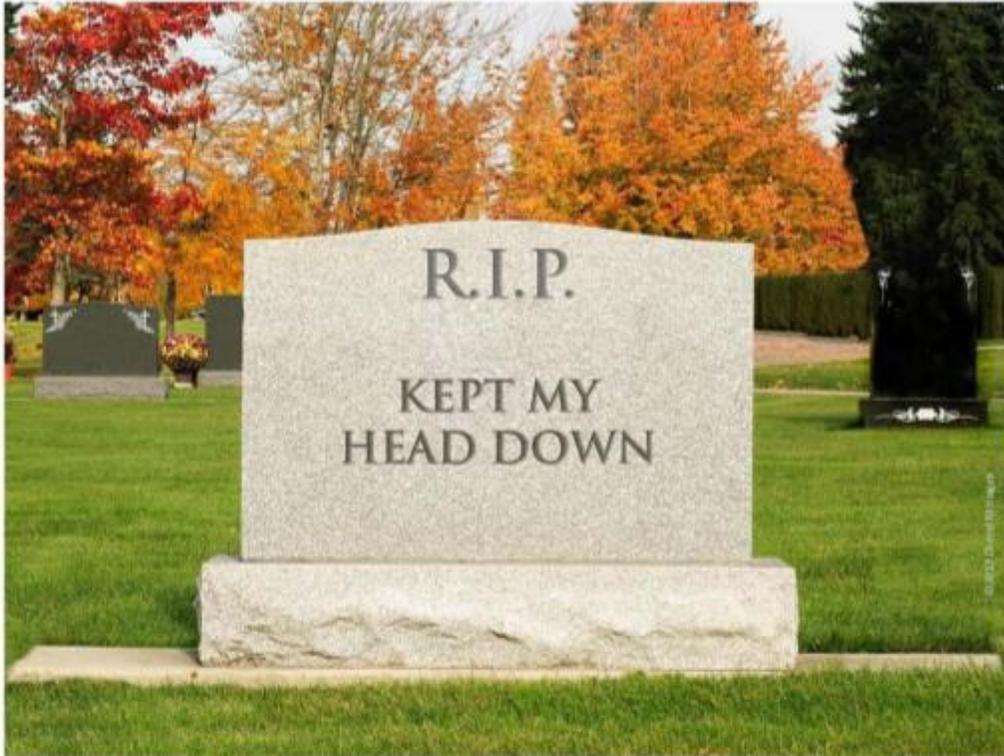
No. None of these are what you want to leave as your legacy.

I believe the real legacy you want to leave is this *(transition to next slide)*.

Creating a Culture of Reporting....a culture of caring....enables each and every one of you to make a difference in the lives of your students. It enables you to make a difference at your community college.

Thank You!

Thank you for your attention and for participating!

CHAPTER 7: DISCUSSION AND RECOMMENDATIONS

INTRODUCTION

Community colleges are uniquely American institutions, with open doors that lead to educational opportunity for all, faculty and support services dedicated to student success, and flexible schedules and delivery models. Students can attend for one semester and take just one class, or they can persist and achieve an associate's degree. Noting the fluid, transient, and constantly shifting population at the community college, law professor Oren Griffin observed, "As students enter and depart our campus communities, what remains is the ongoing responsibility to share the values and obligations that should permeate community college campuses . . . respect for others, nondiscrimination, equality" (Griffin, 2016, p, 1). While all of higher education has struggled to conform with federal compliance requirements, it has been especially challenging for community colleges, who have sacrificed time and resources over the past six years to establish an infrastructure, hire and train staff, and create new policies and procedures in the midst of fulfilling their own multiple missions. Federal regulations have been issued as blanket proclamations that are indeed "one size fits all"; in enforcing these regulations, the OCR sees no difference between nonresidential community colleges, large research universities, and small private liberal arts colleges. Yet over the years, the mood and attitude of community colleges is shifting; it is now less about "we have to" and more about

"we should." As Ryan Kane (2016) points out in a recent publication of the Community College Alliance, "Although most community colleges do not have on-campus housing, we still share a collective responsibility to support and assist victims who may have experienced sexual harassment or sexual violence on or off-campus" (p. 3).

No matter what the future holds in terms of the new administration and its enforcement of Title IX, VAWA, and Clery, the products offered in the previous chapters are intended to assist community college administrators who are interested in finding out about student perceptions of the campus climate, discovering faculty and staff attitudes about ending campus sexual violence, and creating a transparent and open culture where information is surfaced and appropriate responses developed. Federal compliance requirements as they stand today are daunting; these products are intended to be practical, accessible, and useful for community college administrators with limited time and tight budgets. Most importantly, they are intended to encourage dialogue across campus about compliance for the right reasons—not compliance for its own sake, but compliance to demonstrate the importance of civil rights, the value of a transparent and open culture, and the willingness to continuously improve the campus environment to benefit students.

LIMITATIONS AND ASSUMPTIONS

Perhaps the most significant limitation at this writing is uncertainty about the priorities and direction of the Trump administration. As the higher education community waits to see the impact of executive orders, new laws, and the 115th Congress, the future of currently existing laws and regulations is unknown. Indeed, says Beckie Supiano (2017) in the January 17, 2017,

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Chronicle of Higher Education, "Anticipating Mr. Trump on higher education policy may be

especially fruitless" (para. 2). In fact, "there is little that the Trump has touched, including

immigration policy and transgender rights, that has failed to elicit panic in the halls of

academe," observes Jack Stripling in a March 3, 2017, article in *The Chronicle of Higher*

Education (para. 2). Dr. John Lowery, who conducts a legislative update at each annual

conference of the Association for Student Conduct Administrators (ASCA) noted the following in

a presentation at the February 2017 conference:

> Possible federal programs to be unfunded:

- Office of Violence Against Women, U.S. Department of Justice

- Civil Rights Division, U.S. Department of Justice

- Corporation for Public Broadcasting

- National Endowment for the Arts

- National Endowment for the Humanities

> Questions about the future abound:

- Who will head the Office for Civil Rights?

- What will become of the more than 300 open investigations?

- Will OCR withdraw or revise the April 2011 *Dear Colleague Letter* and subsequent guidance?

During her confirmation hearings, the new Secretary of the Department of Education,

Betsy DeVos, was asked if she would commit to upholding the 2011 *Dear Colleague Letter*. Her

response was that, "It would be premature for me to do that today." She was equally

noncommittal about the future of the "preponderance of evidence" civil standard, which

mandates that in adjudicating cases, if it is "more likely than not" that a policy was violated,

students are found responsible and sanctions applied. Ms. DeVos responded,

> I look forward to understanding the past actions and current situation better, and to ensuring that the intent of the law is actually carried out in a way that recognizes both the victim, the rights of the victims, as well as those who are accused. (Lowery, 2017)

No matter what the direction of the federal government, it is apparent that many states

have taken on the task and responsibility of stamping out sexual violence on campus; in his

February 2017 ASCA legal update presentation, Dr. Lowery specifically mentioned Georgia,

Mississippi, and Kentucky. The trend toward giving state governments and school districts more

decision-making power is evident in a number of recent decisions by the new administration.

For example, in February 2017, Trump issued a *Dear Colleague Letter* that revoked federal

protections for transgender school restrooms, stating that he believes policy decisions on

transgender bathrooms are more appropriate at the state, rather than the federal, level

(Hersher & Johnson, 2017).

In discussions about Trump's response to compliance issues addressed in this

document, the general consensus is that ignoring the bureaucracy that has developed around

sexual misconduct on college campuses is not an option. "Federal legal requirements are now

intertwined with college bureaucracies," note Gersen and Gersen (2017, para. 36). It may be

possible for the Trump administration to retract the 2011 *Dear Colleague Letter*, but "unless

OCR adopts new interpretations of federal law that forbid the very practices it has required for

the past five years, it is hard to imagine colleges making costly wholesale changes" (Gersen &

Gersen, 2017, para. 37).

Political realities may also influence Trump's decisions about laws and guidance surrounding sexual misconduct on campus. During the 2016 presidential campaign, a videotape emerged of Trump bragging about assaulting women, followed by a dozen or so accusations from women whom he had allegedly assaulted or harassed. Although Trump was elected in spite of these revelations, his administration may shy away from being viewed as soft on sexual violence, or it may create its own bureaucracy to layer on to the existing requirements. On the other hand, considering that reducing sexual violence on campus was a signature issue of the Obama administration and that Trump has seemingly been determined to dismantle much of President Obama's legacy (Affordable Care Act, immigration policies, etc.), it would not be completely surprising to see the Department of Education and Office of Civil Rights eliminated and Title IX guidance scaled back.

RECOMMENDATIONS FOR FUTURE STUDY/RESEARCH

One puzzling question about Title IX, Clery, and VAWA is why the federal government elected to focus on the college and university population rather than starting with K-12. Clearly, most 18-year-old students entering higher education have already begun dating and have established many of their attitudes and beliefs about gender roles and expectations. Lisa Erwin, Vice Chancellor of Student Life at University of Minnesota, Duluth, presented at a December 2015 NASPA conference on Title IX and Clery. Dr. Erwin had been part of the negotiated rulemaking process on the Violence Against Women Act and had been contacted by Claire McCaskill's office when the Campus Safety and Accountability Act was being drafted. Dr. Erwin observed that "a switch isn't flipped" when students entered college, and posed a poignant

question: Why is no training being mandated for younger students? Bystander intervention

training, which is required at the college level, could help high school students understand

respect and responsibility earlier so that they do not enter college with bad habits and

problematic attitudes already in place. This is an area that could prove to be very fruitful in

terms of further investigation or research.

On a related note, rather than ad hoc training of students in awareness of sexual

misconduct, rights and responsibilities, bystander intervention, and healthy relationships,

perhaps community colleges could embed this training across the curriculum. Most community

colleges have core skills that students are expected to master, and respect for self and others

could be included among those requirements. One of the advantages to this approach is that

mastery could be assessed and measured, which is far more challenging with multiple messages

aimed at students, including free-standing training programs, posters, and brochures.

An article in the February 26, 2017 edition of *The Chronicle of Higher Education Trends*

Report points to another topic that may be worthy of further exploration. As colleges and

universities have stepped up enforcement of Title IX in response to federal requirements,

lawyers and due process advocates note that there are times when "colleges have trampled on

the rights of many students—most of them young men—accused of misconduct" (Brown, 2017,

para. 3). Acknowledging the shabby and inconsistent treatment of some campus rape victims

before 2011, Justin Dillon, partner at a Washington DC law firm that often represents accused

students in campus hearings, observes, "There was a problem, but I think it was wildly

overcorrected" (Brown, 2017, para. 6). An exploration of the website of Families Advocating for

Campus Equality (FACE), an advocacy group that sprung up to protect the due process rights of

accused students, brings readers face to face with the issue of unjust or unsubstantiated accusations and the resulting devastation on the lives of the accused. A growing number of lawsuits have been filed by these students (at least 73 cases as of June 2015) who "tell uncannily similar stories of accusations of sexual misconduct, which frequently involved one-night hook ups or angry former girlfriends; many [of these accusations] were made months or sometimes years after the alleged assault" (Families Advocating for Campus Equality [FACE], n.d.). Under the Trump administration, some are hopeful that the federal government's approach to Title IX "will place more emphasis on the rights of students who face misconduct allegations" (Brown, 2017, para. 8).

An additional area of exploration has to do with measuring the effectiveness of training received by faculty and staff. Following a study on this topic that clearly demonstrated the deficiencies in college and university training programs, Carron (2016, p. viii) suggested that "some kind of emotional training [should be] included so that responsible employees can not only report Title IX issues but help their students feel safe." As the most consistent student-facing employees at the community college, faculty sometimes encounter difficult situations as students disclose horrific experiences and request confidentiality. Some advocates now recommend familiarity with trauma-informed counseling for all who work on sexual assault investigations, emphasizing the importance of honoring the effects of the trauma experienced by victims (Engle, 2015). Carron also recommended that "institutions of higher education share what they learn about their training practices with other institutions, so that more can be learned about the topic" (Carron, 2016, p. viii).

For at least the past two years, concerns have surfaced regarding the costs of accountability in the context of federal compliance regulations. A 2015 study by Vanderbilt University reviewed how colleges and universities of various sizes and missions dealt with federal regulations, concluding that "compliance with federal requirements accounted for between 3 and 11% of the institutions' operating expenditures" (Stratford, 2015, para. 8) The Trump administration has established a Higher Education Regulatory Task Force chaired by Jerry Falwell, Jr., president of Liberty University. An executive order on "Reducing regulation and controlling regulatory costs" has been issued by President Trump, stipulating that "when new regulations are proposed, at least two existing regulations must be identified to be repealed," and "costs associated with new regulations must be offset by the elimination of existing costs associated with the regulations to be repealed" (Lowery, 2017). Studies on the cost of accountability for community colleges may be worth pursuing, although separating compliance regulations surrounding sexual misconduct from regulations related to federal financial aid, gainful employment, accreditation, etc., may be difficult.

Another area that may be worth exploration is the effectiveness of partnering with outside agencies to provide support to students who are victims of sexual assault. As the guided pathways movement gathers steam and the pressure grows for community colleges to hire more advisors, some colleges are phasing out counselors. Resources available in coalitions with agencies dedicated to protecting the rights of women and minorities may prove to be valuable in assisting with the mental health needs of community college students.

CONCLUSION

Reflecting on the progress that community colleges have made and their valiant efforts to comply with federal regulations demonstrates that much has been accomplished in a relatively short period of time. When the *Dear Colleague Letter* was issued in 2011, some community college administrators' interpretation was that the letter was aimed only at baccalaureate and graduate-level institutions with residence halls. When realization dawned, community colleges began the effort to comply by developing checklists and establishing appropriate responses to reports of sexual assault. Next, the federal government began emphasizing that higher education institutions were supposed to not just *react* to incidents on campus, but to stop sexual violence from happening in the first place. Community colleges responded by offering as many of the required training programs as possible, and educating students at orientations, student success classes, and through brochures and posters across campus. When it became clear that the emphasis on complying with laws and guidelines was resulting in a too-impersonal approach that sometimes did not respect the wishes of the victim, new guidelines were developed. Most recently, it appears to be the rights of the accused that are in the spotlight, as the pendulum swings back to a less zealous response to accusations and evidentiary standards. Through it all, community colleges did what they could despite the fact that the incidents on their campuses (especially at nonresidential community college) were few in number.

The three products presented in this document offer a solution to the question of how community colleges can comply with federal mandates in spite of the significant challenges they face in completion, enrollment, and budget limitations. The Survey of Compliance

Readiness brings awareness to faculty and staff regarding the expectations and responsibilities of compliance. It also provides administrators with data that can be used to plan and deliver future training and information sharing. The Nonresidential Community College Campus Climate Survey surfaces any issues that students may have with the current environment on campus, and also gives direction for administrators on where there may be "blind spots" where problems may exist. Although the incidents of sexual assault are few in number on most nonresidential campuses, it is conceivable that the survey could alert administrators to a problem that may have been hidden. Based on survey results, administrators may choose to conduct focus groups or additional surveys to follow up. The *Creating a Culture of Reporting* training program is designed as a step toward a more transparent culture, and a way to help faculty and staff understand and accept the important role they play in campus safety, compliance, and compassion.

One can hope that amidst the turmoil and uncertainty of higher education in 2017, community colleges will have an opportunity to consider the rights and responsibilities of their entire student population and adopt practices that grant fairness and equity to all because it is simply the right thing to do. Teaching our students to embrace the diversity found on our campuses, helping faculty and staff respond with sensitivity to disclosures of sexual assault, using data that reveals "blind spots" in the college's culture to drive improvement toward a more welcoming and inclusive environment—these are foundational principles for thoughtful and forward-looking community college administrators to consider.

Nancy Cantalupo, Adjunct Professor and Researcher at Georgetown Law and former associate vice president for Equity, Inclusion, and Violence Prevention at NASPA, gave a

keynote address and follow-up workshop in October 2014 to "address ways in which colleges

and universities can move beyond technical compliance with Title IX, the Clery Act and VAWA

to addressing the *heart and spirit* of these laws" (italics added). As institutions scrambled for

the past 5-6 years to build an infrastructure and create policies to support the government's

regulations, it is conceivable that many lost sight of the well-intentioned nature of these laws.

When it comes to reducing the incidents of sexual violence on college campuses, focusing on

the "heart and spirit of these laws" is exactly what community colleges and all of higher

education need to be doing.

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APPENDIX A: EXECUTIVE SUMMARY OF CAMPUS CLIMATE SURVEY RESULTS
AT SCHOOLCRAFT COLLEGE

2016 Campus Climate Research

Schoolcraft College

A Survey of Student Perceptions

Introduction

Schoolcraft College

Schoolcraft College wants to better understand student perceptions about various aspects of campus life, including safety.

- Recent campus violence in the US (including – but not limited to – sexual misconduct) has prompted government interest. In fact, the federal government is considering requiring colleges to take action to gauge college students' perceptions of campus safety (and incidents to the contrary) across the country.

- In late 2016, Schoolcraft College proactively conducted a survey among current students regarding their perceptions of various aspects of campus life, safety included.

- All students enrolled at any Schoolcraft campus were invited to participate in a brief (approximately seven minutes long) online survey. The survey was conducted between November 17 – 30, 2016.

- A total of 1727 students participated in this research, including full and part-time students at the three Schoolcraft campuses, as well as those who attend daytime, evening and/or online classes.

- This report primarily details top-2 box scores (on 5-point agreement scales) on a number of campus attributes. Further, in subgroup analysis, those students overlapping categories were eliminated for cleaner comparisons across segments.

Schoolcraft
College

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Executive Summary

Schoolcraft College

Kudos to Schoolcraft College for proactively surveying students on these important topics and for performing favorably in 2016 in key areas of interest.

Snapshot Summary: Average Agreement Scores Across Categories*
(Average % Strongly Agree/Agree – 5-pt. scale)

Welcoming: 75%

Student Personal Success: 75%

Help/Protection: 66%
Incidents: 4%

Safety: 88%

Responsiveness: 72%

Schoolcraft College
2016 Campus Climate

(n=1727)

When directly questioned, seven out of ten students indicate that the topics covered in this survey are personally important.

Importantly, Schoolcraft College is favorably perceived in most survey categories. The following slides present an overview of the College's performance in each area – providing recommendations that may further boost favorable student perceptions.

Schoolcraft is highly regarded in terms of providing student safety. *Still, consider most seriously those recommendations related to perceptions of Schoolcraft as providing student help/protection – a key area of concern on today's college campuses.*

Also consider surveying students in the future to see if/how "the needle" is moving in each of these key areas.

*NOTE: Welcoming: one item used strongly/disagree score; student personal success: one item not included in average; responsiveness: two items not included in average; safety: one item not included in average. (See Appendix Slides 35 – 40 for details.)

Schoolcraft College

2016 Campus Climate Research

Consider efforts to enhance Schoolcraft students' already favorable impressions of the College being welcoming and friendly.

Welcoming: 75%

On an overall basis, Schoolcraft College is strongly perceived as providing a welcoming environment, and students feel comfortable even the first time on campus. This is critical for Schoolcraft since feeling welcome is important to most students.

Faculty and staff are largely approachable, and students find the campus friendly, with people (even beyond instructors) knowing them by name.

Where Schoolcraft suffers a bit is in terms of student involvement and the building of meaningful relationships among students. This is not surprising, however, for a commuter college – especially one with a relatively high percentage of students who work in addition to attending college.

To enhance already favorable impressions that Schoolcraft is welcoming, consider...

- *Organizing and better promoting additional student activities at various times of the day/evening to allow more students the opportunity to come together/get to know one another. Remember other locations in these efforts.*
- *Specific outreach to minorities (Asians, in particular), as these students are more likely to feel connected by being involved.*

Schoolcraft College

2016 Campus Climate Research

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Despite its overall solid reputation for student support, consider taking stronger action in cases where students file complaints.

Schoolcraft has a strong reputation as being a college that supports the educational goals of students. The College offers educational support services and has instructors who are vested in students' personal success.

Similarly, the vast majority of students know where to go for needed information and indicate that the faculty and staff answer their questions in a timely manner.

Despite these positive perceptions, Schoolcraft should consider efforts that reinforce students' feelings that *if they happen to have concerns/issues, the College will take them seriously and deal with the problems appropriately.*

Student Personal Success: 75%

Responsiveness: 72%

To enhance currently favorable impressions that Schoolcraft is interested in student success and is responsive, consider…

- *Responding to concerns in a more direct manner to build confidence that Schoolcraft reacts appropriately to student needs.*

Schoolcraft College

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Students largely feel safe at Schoolcraft; consider more strongly communicating its safety record – especially to women and newer students.

Safety: 88%

Help/ Protection: 66%

Incidents: 4%

Schoolcraft students feel safe anywhere on campus – day or evening. Importantly, students with greater college/Schoolcraft experience (on campus more, earned more credits) are more likely to feel safe. While not widespread, some students may have concerns regarding parking lot safety, especially at night.

Along these lines, most students feel Schoolcraft has policies in place to protect them and would report an incident if it occurred. In fact, only 4% of students indicate awareness of an unwanted student incident (unwanted sexual contact, gender-based violence, stalking) in the past year, but not all of them were reported. While low, Schoolcraft wants to eliminate any and all such incidents to the degree possible.

To increase already solid feelings of student safety and protection, consider...

- *Increased security on campus in general, especially in the evening/at night.*
- *Greater parking lot security – more lights, enforced speed limits, more security patrols, etc.*
- *Developing and communicating a zero tolerance policy and encouraging students to report any incident without fear of reprisal.*
- *Stronger communication regarding how to contact police off hours (evenings/weekends) and about available mental health resources – especially among newer students.*

Schoolcraft College