



Association of  
Title IX Administrators

# Title IX Decision-Making for K-12 Education

Training and Certification Course

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Any advice or opinion provided during this training, either privately or to the entire group, is never to be construed as legal advice or an assurance of compliance. Always consult with your legal counsel to ensure you are receiving advice that considers existing case law in your jurisdiction, any applicable state or local laws, and evolving federal guidance.

# Content Advisory

The content and discussion in this training will necessarily engage with sex- and gender-based harassment, discrimination, and violence and associated sensitive topics that can evoke strong emotional responses.

ATIXA faculty members may offer examples that emulate the language and vocabulary that Title IX practitioners may encounter in their roles including slang, profanity, and other graphic or offensive language.

# Course Introduction



The primary focus of this course is necessary skill-building to successfully serve in a decision-making role in the Title IX Formal Grievance Process.



Decision-makers must understand their role, apply policy with analytical precision, make determinations based on relevant and reliable evidence, and prevent and recognize bias and conflicts of interest.



Our goal is to help Title IX Decision-makers execute their role with confidence in the K-12 educational setting.

# Title IX Overview

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# 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 educational program or activity receiving federal financial assistance.”

*20 U.S.C. § 1681 & 34 C.F.R. Part 106 (1972)*



# Title IX and Equity

- Title IX is a gender equity law
- Equity refers to the understanding that not all individuals have access to the same resources and opportunities
  - Equity focuses on providing support and resources to reduce disparities in access to the education program
  - Title IX seeks to remedy the inequities sexual harassment and sex discrimination create



# Essential Compliance Elements

The requirement to **Stop, Prevent,** and **Remedy** guides school/district response in its equity and compliance work

**1**

**STOP** discriminatory conduct

**2**

**PREVENT** recurrence, on both individual and institutional levels

**3**

**REMEDY** the effects of discrimination, for both individual and community

# Title IX Scope and Definitions

# Title IX Sexual Harassment

- Quid Pro Quo
- Hostile Environment
- Sexual Assault
- Domestic Violence
- Dating Violence
- Stalking



# Sex Discrimination

## Sex Discrimination

- Sex/Gender
- Sexual orientation
- Gender identity

## Program Equity

- Example: athletics

## Retaliation



# ATIXA

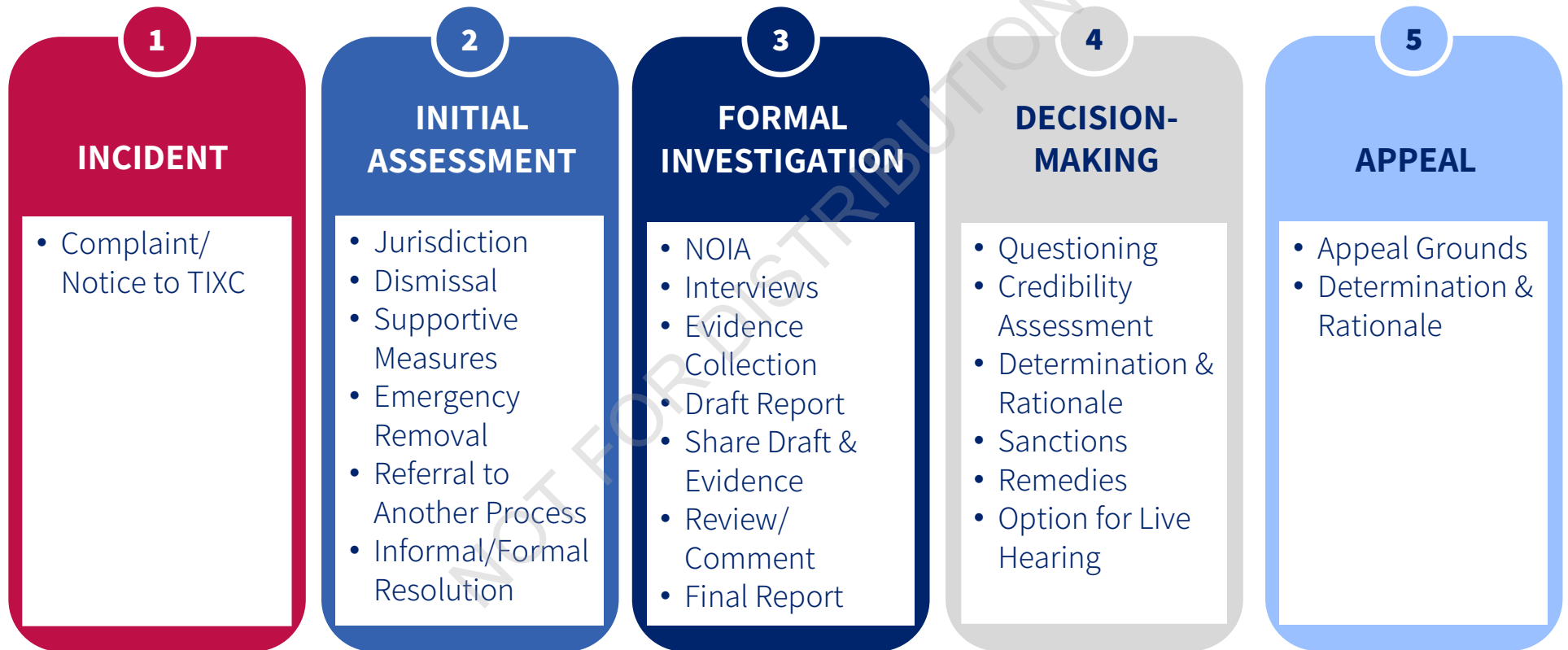
## Model Definitions

- Consent
- Common additional offenses:
  - Sexual Exploitation
  - Harm/Endangerment
  - Discrimination
  - Intimidation
  - Hazing
  - Bullying



# Formal Grievance Process Overview

# Title IX Grievance Process Overview



# Decision-Making Under Title IX

- Under Title IX, schools/districts have two options:
  - Administrative review by a Decision-maker (DM)
  - Live hearing
- DM determines whether a Respondent has violated policy
  - May be a single person or a panel
  - May be internal or external individuals
- Required separation of roles
  - Title IX Coordinator (TIXC) may not serve as DM
  - Investigator(s) may not serve as DM
- Appellate DM is a separate role
  - May also be a single person or panel; previously uninvolved



# Title IX Grievance Process Overview

## Prompt Resolution

- Complete without undue delay
- Title IX regulations do not define “prompt”
  - Ideally 30 business days in K-12
  - 60 business days as an outer limit; could be extended for live hearing/appeal
- Grievance process may take longer than expected
  - Anticipate, mitigate, and document delays
  - Communicate with parties regarding delays

# Title IX Grievance Process Overview

## Equitable Resolution

- Treat all parties equitably
- Ensure that all parties have opportunity to fully participate in the grievance process
- Make certain that all Title IX team members operate without bias and/or conflict of interest



# Investigation Steps

## 10 Steps of Investigations:

1. Receive Notice/Complaint
2. Initial Assessment & Jurisdiction Determination
3. Determine Basis for Investigation
4. Notice of Investigation and Allegations (NOIA)
5. Establish Investigation Strategy
6. Formal Comprehensive Investigation
7. Draft Investigation Report
8. TIXC Reviews Draft Report & Evidence
9. Parties Review Draft Report & Evidence
10. Final Investigation Report

INCIDENT INVESTIGATION  
SUMMARY

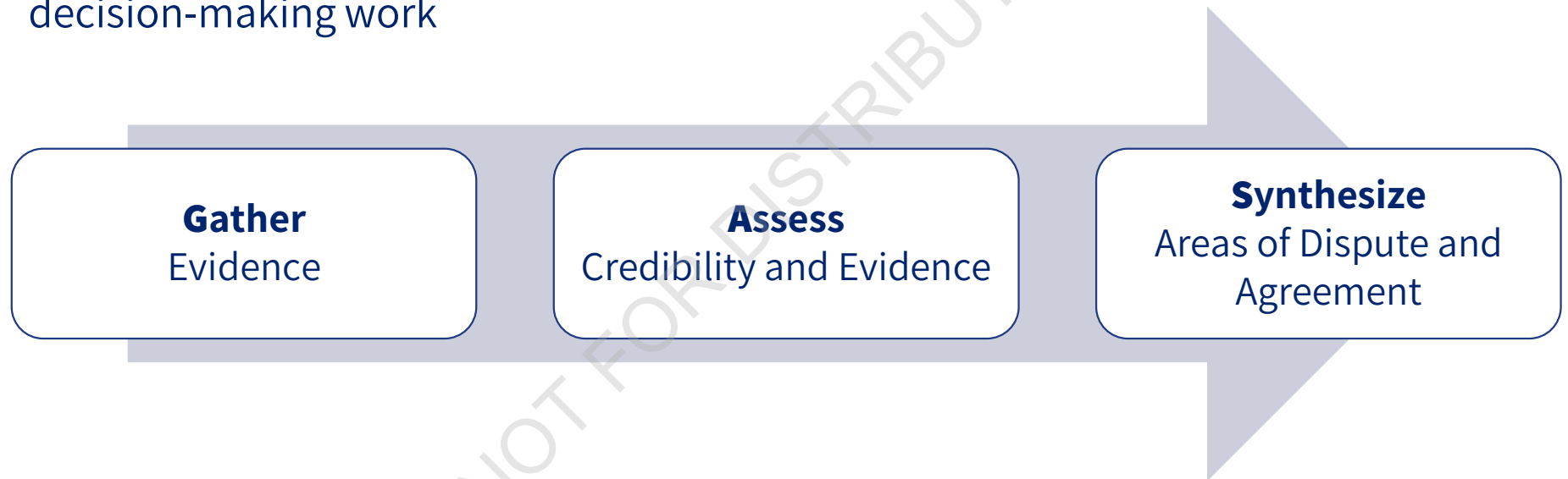
Incident Date:  
Review Date:

by:  
Summary:

Root Causes:

# Formal Investigation

The **G.A.S. Framework** describes the work of the Investigator to prepare for decision-making work



**The burden to gather evidence** is on the school/district, not the parties

# Parties' and Advisors' Review of Report and Evidence File

- Draft report and directly related evidence must:
  - Be sent to each party and Advisor in an electronic format or hard copy
  - Include exculpatory and inculpatory evidence
- Investigator must:
  - Allow 10 days for written response
  - Consider parties' feedback and incorporate where appropriate
- Final investigation report is sent to the parties and Advisors for review at least 10 days prior to the decision-making phase
  - Two 10-day periods can be combined for K-12
  - Parties may exchange relevant written questions and responses facilitated by the DM

# Decision-Maker Role and Responsibilities

# Decision-Making Oversight

## Title IX Coordinator (TIXC) responsibilities:

- Appoint Decision-makers (DMs)
- Train DMs or ensure they are trained
- Serve as a process and procedures resource
- Ensure timeline compliance
- Review DM work to ensure thoroughness
- Oversee recordkeeping
- Serve as primary point of contact for parties



# Activity: Ranking Priorities

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# Decision-Maker Role and Responsibilities

Rank your top three responsibilities as a DM

Find the truth	Provide a just result	Provide an educational process	Make a safe community
Uphold the school/district's policy	Ensure a fair process	Protect the school/district from liability	Punish wrongdoing

# The Goal

An **equitable result** from  
an **equitable process**



# Decision-Maker's Responsibilities

- Receive the investigation report and complaint file
- Facilitate exchange of written questions/responses among parties and witnesses
- Run live hearing (if applicable)
- Determine whether policy has been violated based upon the applicable standard of evidence
  - Decisions must be based upon:
    - The specific policy alleged to have been violated
    - Independent assessment of the evidence
    - Credibility assessment of the parties and witnesses
- Determine appropriate sanctions/discipline (if applicable)
- Draft a written determination that outlines the rationale for the finding(s)

# Conflicts of Interest and Bias

# Conflicts of Interest and Bias

- DM must **not have a conflict of interest or bias** for or against the following:
  - Complainants, generally
  - Respondents, generally
  - Parties involved with a complaint
  - Subject matter or details of the complaint itself
- Consider a perception of a conflict or bias, even if none exists in fact
  - Not required, but TIXC may choose to substitute a DM based on perception
- DMs have **no side**, other than the **integrity of the process**

# What's the Difference?

## Conflict of Interest

Refers to situations in which:

- An **actual** (or perceived) clash
- Between the DM's role and
  - A current or previous relationship/situation with one of the parties
- That prevents neutrality or objectivity

## Bias

Refers to prejudice for or against **a person or group**, or an unwillingness/inability to be influenced by factual evidence

- A preference or tendency to like or dislike
- Implicit or explicit
- Can be intentional, but generally unintentional or at least unconscious

# Conflicts of Interest

- Evaluated on a case-by-case basis
- Simply knowing a student or employee is **not** enough to generate a conflict of interest, as long as objectivity is not compromised
  - Previously disciplining a student is **not** enough
- DM must bring potential conflicts to the TIXC's attention
  - Parties may alert TIXC

# Bias

- Bias can be a significant problem for DMs
  - Explicit or implicit
  - The often implicit and unconscious nature can lead to unexpected outcomes
- Formed from stereotypes, societal norms, cultural experiences, expectations of others
- Can affect our perceptions of Complainants and Respondents
- Common pre-conceptions about Complainants and Respondents
- DM must be able to recognize it and mitigate its effects



# Recusal

- DM may determine that they need to recuse themselves or a party might seek a DM's recusal
- School/District policy should define the process and circumstances by which a party may seek to recuse a DM
- If a DM cannot hear a complaint impartially, they must inform the TIXC immediately
- TIXC determines whether to recusal is necessary
  - Have alternate DMs available

# Due Process

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# Due Process for K-12



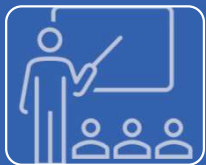
## Title IX Regulatory Requirements

- Prescriptive procedures for formal and informal grievance process
- Applies to both students and employees



## Fundamental Fairness for Students in Disciplinary Procedures

- Flows from *Goss v. Lopez*
- Specific requirements for students with disabilities



## Procedural Protections for Employees

- State law requirements for some or all positions
- Procedural protections from collective bargaining agreements

# Due Process in Procedure

- Consistent, thorough, and procedurally sound review of all allegations
- Substantial compliance with written policies and procedures
- Policies and procedures afford sufficient rights and protections to satisfy mandates of all applicable laws
  - Clear, written notice of the allegations
  - Opportunity to present witnesses, evidence, and be heard by DM

# Due Process in Decision-Making

## A decision must:

- Be appropriately impartial and fair; both in finding and sanction(s)
- Be neither arbitrary nor capricious
- Be based on a fundamentally fair rule or policy
- Be made in good faith
- Have a rational relationship to the evidence

# Due Process in the Grievance Process

## Rights of the parties during the Title IX grievance process:

- Present witnesses, including expert witnesses
- Present all inculpatory and exculpatory evidence
- Discuss the allegations under investigation without restriction
- Gather and present relevant evidence without restriction, including expert sources
- Be accompanied by, and confer with, Advisor of choice
- Written notice of the date, time, location, participants, and purpose of investigation interviews or other meetings, with sufficient time to prepare
- Inspect and review directly related evidence and investigation report

# Due Process in the Grievance Process

## Rights of the parties during the Title IX grievance process, continued:

- Exchange written questions for the other party and/or witnesses
  - Facilitated through the DM
- Explanation of any ruling that a question is not relevant
- See/hear all evidence the DM may rely upon in their decision
  - Right to review and comment on that evidence to the DM
- Access to recording, if an optional live hearing is conducted
- Receive a written rationale explaining the basis for the DM's decision
- Appeal

# Notice of Investigation and Allegations

**The Notice of Investigation and Allegations (NOIA) is critical to fundamental fairness and due process**

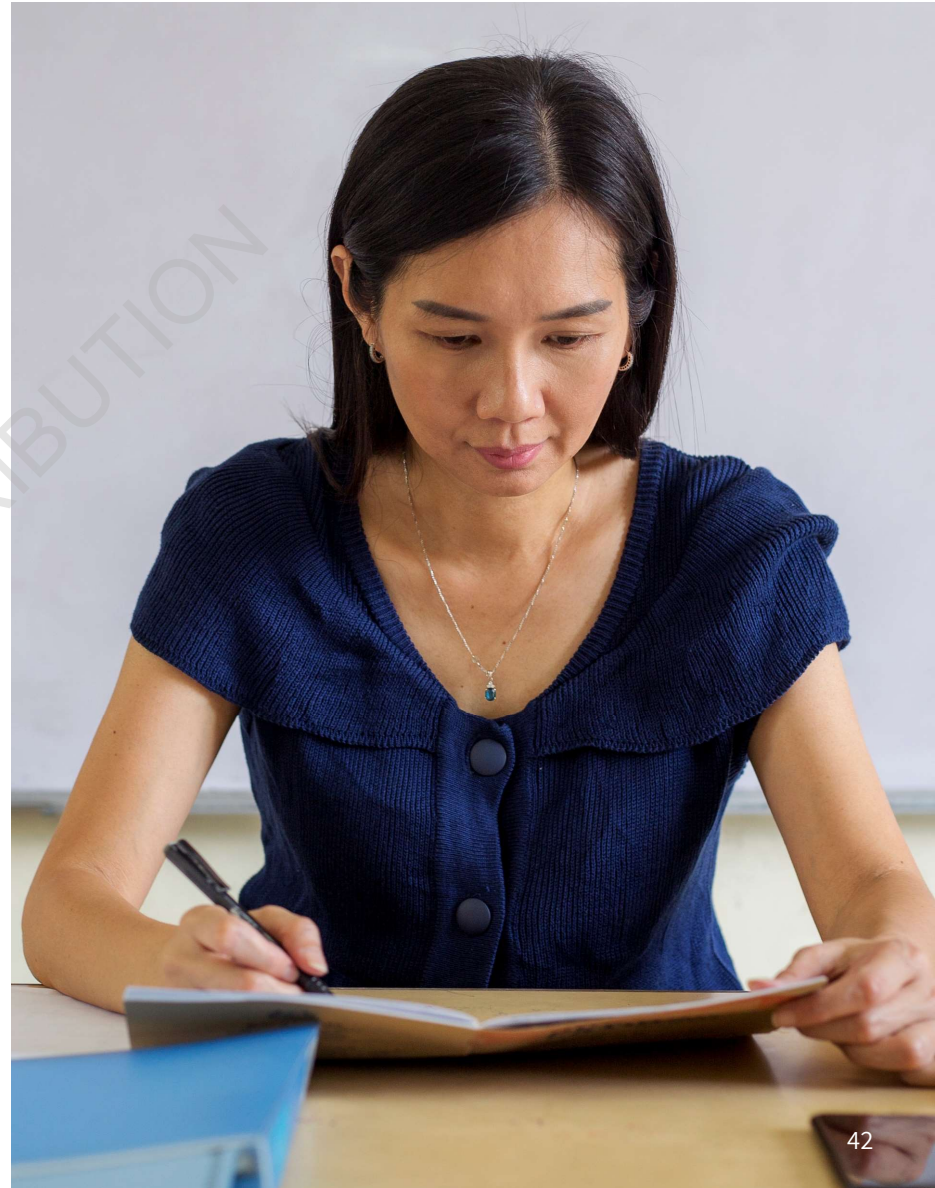
- NOIA lists the rights of the parties in the grievance process, in addition to:
  - Known details of allegations, such as identities of the parties
  - A description of the alleged conduct and relevant policy provisions
  - The date and location of the alleged conduct
  - Information about grievance procedures
  - Any Informal Resolution options
  - Presumption of non-responsibility
  - Prohibition on retaliation and false statements



# Decision-Making Phase: Skills and Practical Application

# Initial Materials Review

- Thoroughly review the complaint file, including:
  - Complaint
  - Written NOIA
  - Applicable policies
  - Investigation report and appendices
- Consider conducting multiple reads



# Applicable Policy and Procedures Review

## Policy

- Alleged policy violations (individual provisions)
- Elements of each policy provision
  - DM will weigh and apply relevant evidence to determine whether a policy violation occurred

## Procedures

- Review decision-making procedures to refresh initial training
- Note any procedural questions to ask the TIXC/legal counsel

# Activity: Parsing the Policy

# Parsing the Policy

## **Identify the elements for the policy provision:**

Unwelcome conduct, determined by a reasonable person to be so severe, pervasive, and objectively offensive that it effectively denies a person equal access to the school/district's education program or activity

# Parsing the Policy: Answers

Identify the elements of the policy provision:

- **Unwelcome conduct**
- Determined by a **reasonable person** to be so:
  - **severe**, and
  - **pervasive**,
  - and **objectively offensive**
  - that it **effectively denies a person equal access** to the school/district's education program or activity

# Second and Third Materials Review

- **Second review: note all areas of information consistency**
  - No additional verification or questioning is needed on these issues
  - Begin to identify pieces of evidence that address the various policy elements
    - This should be well-outlined in the investigation report, but the DM must conduct an independent assessment and include this in their written determination
- **Third review: identify information inconsistencies**
  - DM compiles all remaining questions
  - DM identifies the pieces of evidence that address the various policy elements

# Working with Parents/Guardians

## Parents/Guardians are permitted to:

- **File** a complaint on behalf of their student
- **Accompany** their student to all interviews/meetings/hearings
- **Make decisions** throughout the grievance process on behalf of their student
- **Access** their student's education records, including the Title IX complaint file

**ATIXA recommends** open communication with parents/guardians and providing them with written notifications whenever possible





# Working with Advisors

- Parties have the right to be accompanied by an **Advisor of their choice**
- School/District not required to provide an Advisor
- **For students**, parent/guardian may serve as an Advisor or may attend in addition to an Advisor
- **For unionized employees**, union may be entitled to have a designee/representative participate; that person may serve as an Advisor, or the party may elect to have a separate Advisor
- DM should establish and communicate reasonable expectations for Advisor participation



# Managing the Exchange of Questions

# Managing Question Exchange

- DM is responsible for managing the exchange of questions
  - Important due process component
  - Typically, occurs during the second 10-day review period
- Parties must have the opportunity to ask questions in writing
  - Questioning occurs indirectly through the DM
    - Can be communicated by TIXC, Investigator, or DM
- DM may ask Investigator, parties, or witnesses questions

# Mechanics of Exchanging Questions

- Parties/Advisors may submit questions in writing to DM
- DM determines whether questions seek relevant evidence
  - May ask a party to explain why the question is relevant
  - When excluding or rewording a question, DM should provide a written rationale
  - Questions challenging credibility are typically relevant
- Provide each party with the answers and allow for limited follow-up
- 10-day review period may expire with no questions from either party
- May grant extensions, but must be provided equitably

# DM Questioning Goals

- DM may ask questions to **ensure a comprehensive understanding** of information and evidence contained in the investigation report, this includes:
  - Relevant evidence about what happened during the incident(s)
  - Credibility questions
  - Corroborating information
- **DM should use questions to:**
  - Elicit details and eliminate vagueness
  - Fill in missing information gaps
  - Resolve conflicting information as it relates to the policy elements

# Skills: Understanding Evidence

# Understanding Evidence

## DM must evaluate all relevant evidence

- **Evidence** is any information presented to help determine what occurred
- **Relevant evidence** is evidence that tends to prove or disprove the underlying allegations
- **Directly related evidence** is connected to the complaint, but is neither inculpatory nor exculpatory



# Types of Evidence

Documentary Evidence	Supportive writings or documents
Electronic Evidence	Photos, text messages, and videos
Real Evidence	Physical objects
Direct or Testimonial Evidence	Personal observations or experiences
Circumstantial Evidence	Factual inferences
Hearsay Evidence	Statement from outside the interview presented as truthful
Character Evidence	Evidence of a person's character or character traits



# Primary Questions for Decision-Makers

**1**

Is this information  
**relevant?**

**2**

Is this information  
**reliable?**

**3**

Will the information  
**be relied upon** as  
evidence supporting  
a rationale?

# Relevance

1. Is this information relevant?

# Relevance

- Evidence is generally considered **relevant** when it helps determine:
  - Whether the Respondent violated policy, and/or
  - The credibility of any evidence, including a party or witness statement
- The Investigator initially evaluates relevance, but the DM ultimately decides
- All relevant evidence must be objectively evaluated and considered
  - **Inculpatory:** supports a finding of responsible
  - **Exculpatory:** supports a finding of not responsible
- In the decision-making phase, parties may dispute the Investigator's initial relevance determinations

# Specific Evidence Issues: Privilege and Medical Information

**A party must provide permission to obtain and/or include:**

- Evidence protected under a legally recognized privilege
- Records made or maintained by:
  - Physician
  - Psychiatrist
  - Psychologist

# Specific Evidence Issues: Rape Shield Provision

- Evidence of the **Complainant's sexual predisposition** is never relevant
- Evidence of the **Complainant's prior sexual behavior** is not relevant except:
  - If offered to prove that someone other than the Respondent committed the alleged conduct; or
  - Specific incidents of the Complainant's prior sexual behavior with respect to the Respondent offered to prove consent
- Even if admitted/introduced by the Complainant
- Does not apply to Respondent's prior sexual behavior or predisposition, which are admissible if relevant

# Other Evidence Considerations

- No restriction on parties discussing complaint or gathering evidence, but school/district can restrict parties from sharing materials it has gathered
- Expert witnesses
- Parties seeking to introduce new evidence in the DM phase or at the hearing
  - Consult with the TIXC

# Credibility Assessment

2. Is this information reliable?

# Credibility Considerations

- Assessing and determining credibility is an important DM role
- Credibility does not necessarily equate to honesty or truthfulness
  - Believability  $\neq$  truthfulness
  - Suspending character judgments
- Credibility impacts the reliability of evidence and its weight



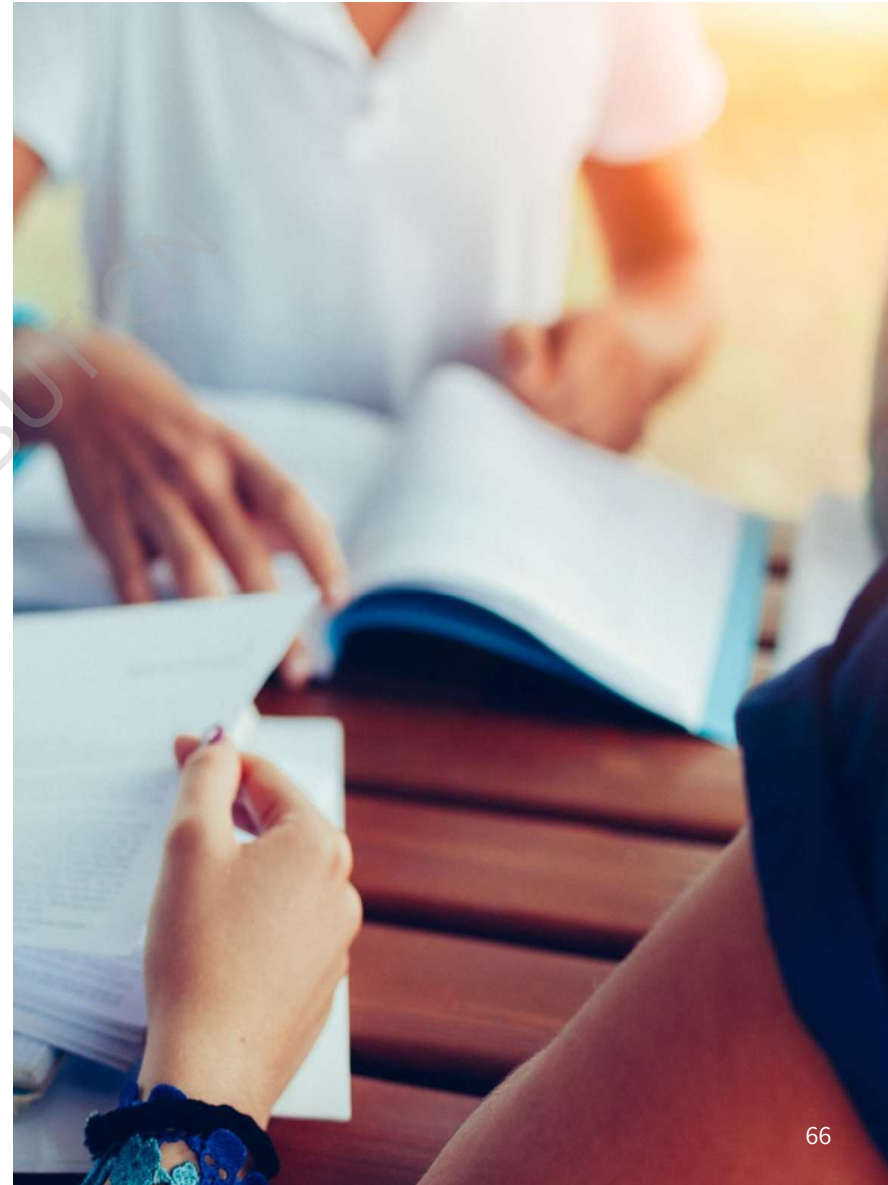
# Evidence Authentication

**Evidence authentication attempts to ensure that the evidence is genuine and credible**

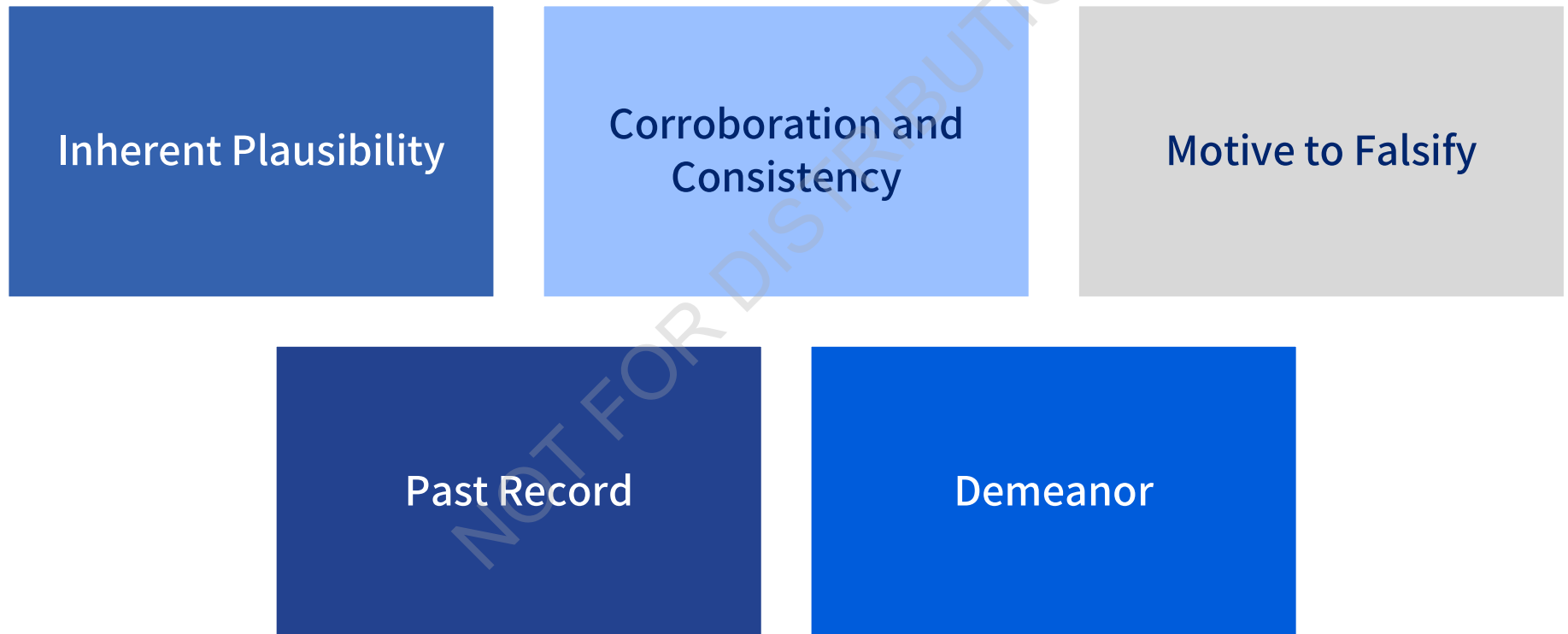
- Investigator should authenticate evidence, but sometimes the DM will
- Examples of authentication:
  - Verifying text messages by collecting texts from all involved parties
  - Collecting photographic evidence after it is referenced in an interview
  - Establishing chain of custody for a piece of physical evidence

# Party and Witness Credibility

- **Credibility may speak to likeliness**
  - Would a reasonable person do the same?
  - Are there more likely alternatives?
- **Credibility Assessment** involves evaluating whether evidence is believable and reliable
  - Refrain from focusing on irrelevant inaccuracies and inconsistencies
- **Note:** Memory errors alone do not necessarily diminish witness credibility, nor does some evasion



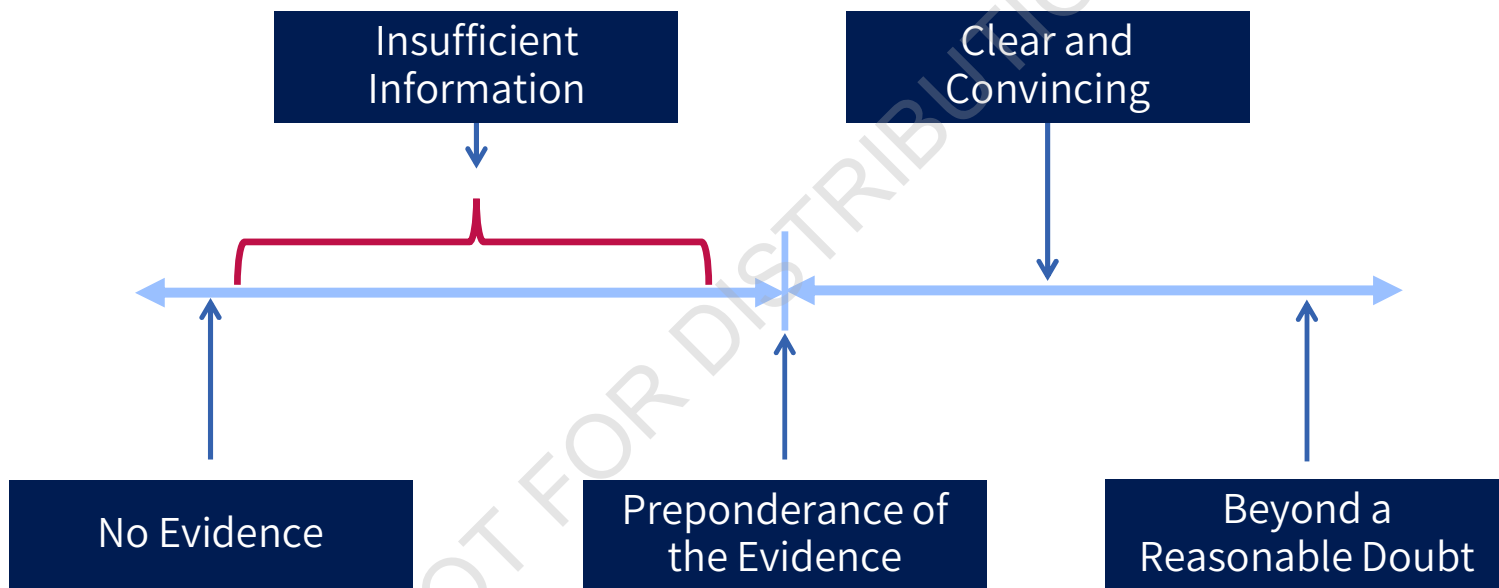
# Credibility Assessment



# Weighing and Analyzing Evidence

3. What evidence is relied upon in making a determination?

# Standard of Evidence



- **Preponderance of the Evidence** is the most common industry standard
- Standard of Evidence must be consistent for all formal complaints of sexual harassment

# Applying Facts to Policy

- DM must **presume the Respondent is not in violation** unless and until the standard of evidence is met
- The DM **analyzes facts against each policy element** to determine whether the Respondent violated policy
  - Written rationale will have to cite to specific evidence supporting conclusion
- Assess credibility of evidence and evidentiary weight
  - Assess statements as factual, opinion-based, or circumstantial
- Apply the standard of evidence to determine if policy has been violated

# Making Findings, the Final Determination, and Sanctioning

# Finding vs. Determination

## Finding

Whether the conduct occurred, by the standard of evidence

## Final Determination

Whether the conduct that is proven to have occurred violates policy

## Written Determination Standards

- Cogent explanation of facts
- Evidence relied upon/not relied upon and why
- Evidence that was unavailable and why
- Whether presumption of innocence was overcome
- Credibility assessment and explanation
- Rationale explains how DM got from the allegation to the final determination, and also offers rationale for any sanctions implemented



# Process Overview

- Anticipate having to concretely articulate the rationale for and evidence supporting all conclusions
- Parse the policy again; review the elements that comprise each allegation
- Determine credibility of evidence and assess statements as factual, opinion-based, or circumstantial
- Determine whether it is more likely than not that policy has been violated
  - Or use school/district standard of evidence
- Ensure an impartial decision that is free of substantive bias

**Withhold judgment until all the evidence has been considered**

# Making a Finding and Final Determination

- Finding(s) must be based upon information gathered during the investigation and decision-making phases only; no outside information should influence decision-making
- **Separate the “Determination” from the “Sanction”**
  - Do not use impact-based rationales for policy violation findings and determinations
  - Use impact-based rationales for sanctions only; impact is not relevant to the policy question
  - Same with prior misconduct, unless a pattern is alleged/proven

# Making a Finding and Final Determination

- Complainant and Respondent should share impact/mitigation statement(s) only if and after the Respondent is determined to have violated school/district policy
- A determination of whether the Respondent violated the policy should be distinct from factors that aggravate or mitigate the severity of the violation
- Do not “heighten” the evidentiary standard when anticipating a severe sanction

# Determining Sanctions

- DM may consider:
  - Impact/mitigation statements from the parties
  - Precedent, prior misconduct, proven pattern (if alleged), attitude, collateral violations, or multiple violations
  - Aggravating or mitigating circumstances
- Primary purpose should not be developmental or educational, but focused on ensuring equity and providing remedies
- Each sanction must have a rationale

# Common Student Sanctions

- Warning
- Detention
- Loss of privileges
- Counseling
- No contact order
- Limited access to school activities
- Service hours
- Online education
- Discretionary sanctions
- Alcohol and drug assessment, and counseling
- Alternative Placement
- In-School-Suspension
- Out-of-School Suspension
- Expulsion

# Common Employee Sanctions

- Warning (preferably written)
- Probation
- Performance improvement/management process
- Training
- Counseling
- Loss of privileges
- Reduction in pay
- Loss of annual raise
- Discretionary sanctions
- Loss of supervisory or oversight responsibilities
- Paid or unpaid leave
- Suspension
- Termination

# Common Sanctioning Pitfalls

- Failure to stop, prevent, and remedy
- Conflating the finding, the determination, and the sanction(s)
- Unwillingness to expel, suspend, or terminate
- Inconsistent or disparate sanctions for similar behaviors
- Failure to consider aggravating or mitigating circumstances
- Lockstep or prescribed sanctioning; failing to address incident-specific circumstances

# Written Determinations

## Written Determination

- Authored by DM
- TIXC/Legal counsel typically reviews
- TIXC communicates to the parties simultaneously in writing

## Finality

- On the date the school/district provides a written appeal determination
  - OR the date when an appeal would no longer be timely

## Written Determination Elements

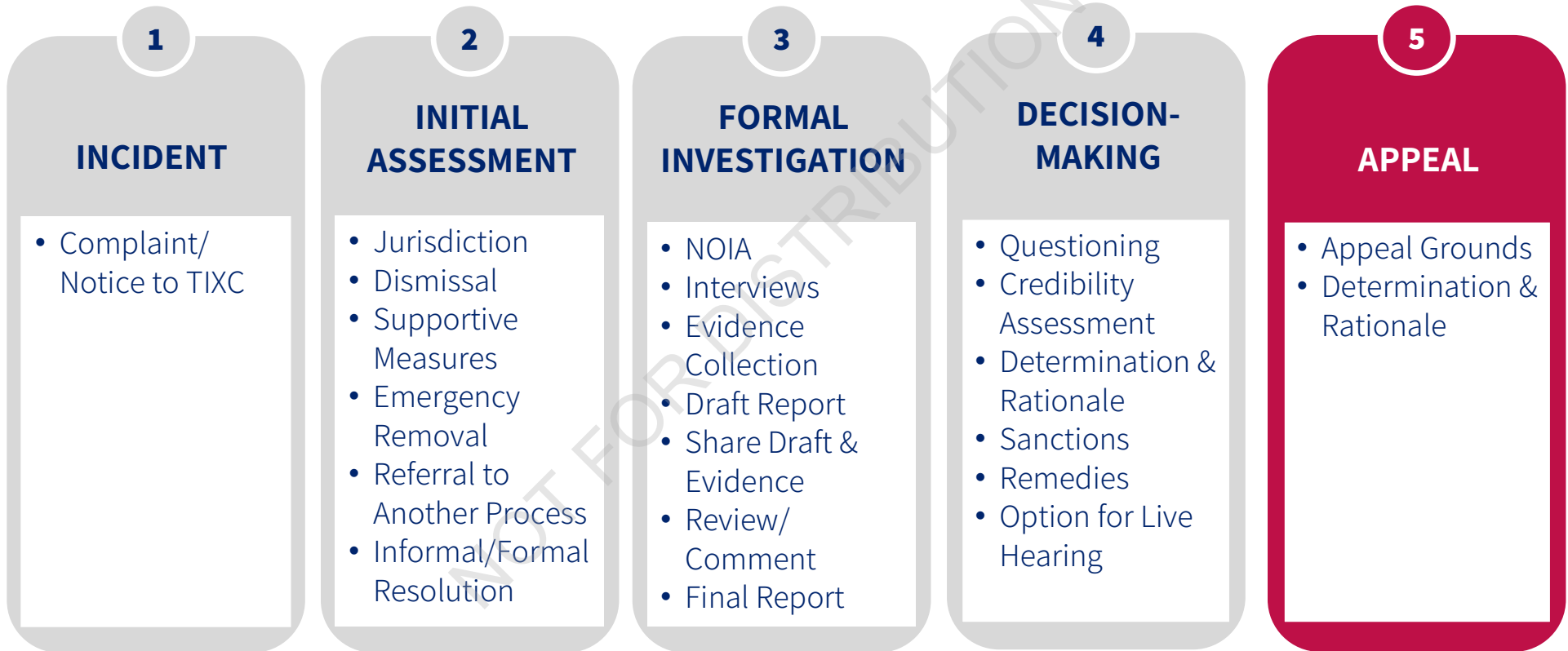
- Applicable policy
- Procedural steps from complaint through determination
- Statement of, and rationale for, the result of each specific allegation
- Finding and Final Determination
- Sanctions imposed (if any) and rationale for chosen sanctions or deviation from precedent
- Whether remedies will be provided to Complainant
- Procedures and bases for appeal



# Appeals

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# Appeals



# Appeals

## **School/District must offer an equitable appeal process**

- School/District policy must include grounds and process for appeal
- School/District must provide information about the appeal process in writing to parties and Advisors
- One level of appeal is best practice
- Typically, document-based review for error only; not a new consideration
- Deference is given to the original DM

# Appeals

**Must offer appeals on the following grounds:**

- 1** Procedural irregularity that affected the outcome of the matter
- 2** New evidence that was not reasonably available at the time of the determination that could affect the outcome of the matter
- 3** Conflict of interest or bias by the TIXC, Investigator, Decision-Maker that affected the outcome of the matter

**Schools/Districts have the discretion to add additional appeal grounds**

# Role of the Appeal Decision-maker

- Cannot be TIXC or serve another role in the same complaint resolution
- Makes determination on a party's request for an appeal
- Reviews written submissions from parties
- May review investigation report or evidence gathered during investigation/decision-making phase
- May speak with Investigator, DM, parties, and/or witnesses
  - More likely when this will serve as the *Goss* hearing; when suspension/expulsion may be recommended
- **Review of complaint should be limited to the grounds noted in the appeal request**
  - Not a *de novo* review; exception may be when this will serve as the *Goss* hearing
- Draft a written determination that outlines the rationale for the outcome

# Appeal Determinations

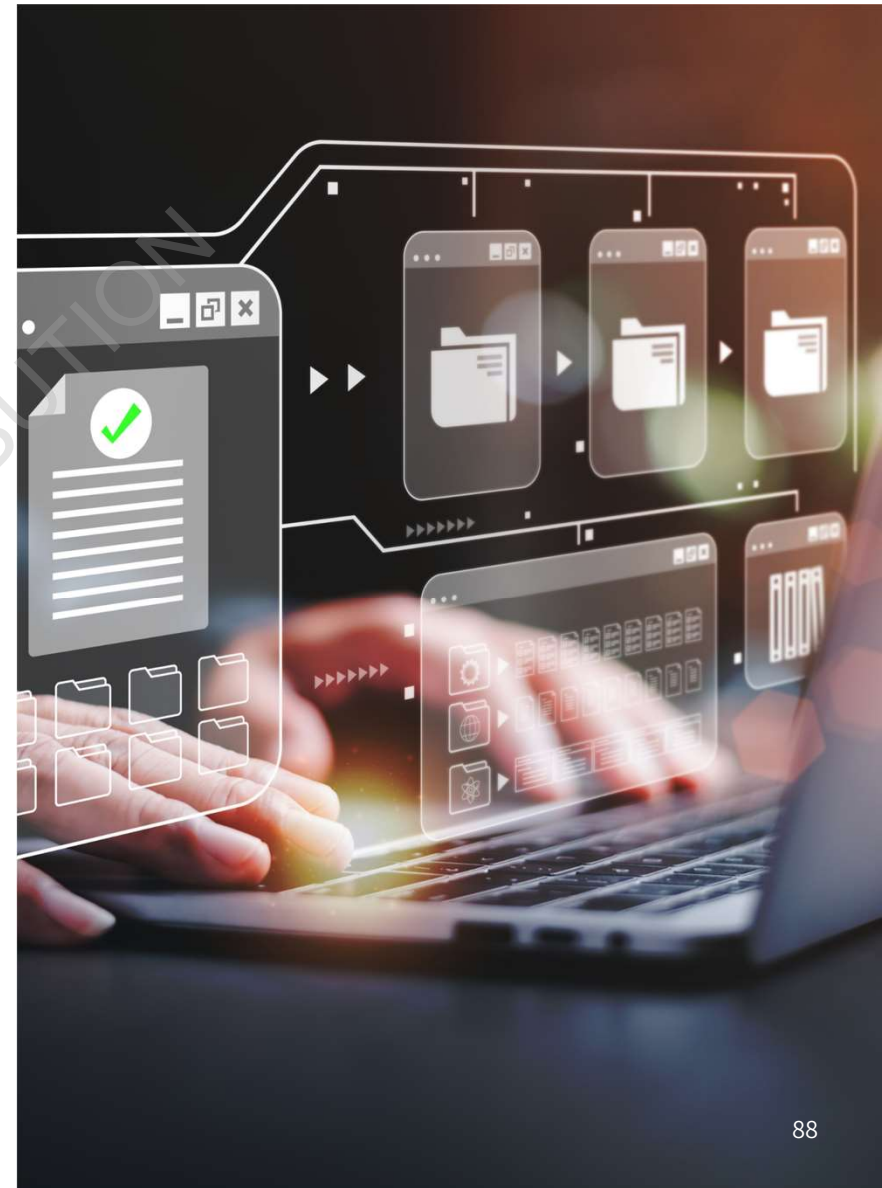
## Appeal Decision-maker must complete a written determination with rationale

- Determinations may include:
  - **Upholding** the original determination and sanctions (if any)
  - **Remanding** the complaint back to the DM for reconsideration or to the Investigator for further investigation
  - **Modifying** the original determination and/or sanctions (if any)
  - **Overturing** the determination (not recommended)

# Recordkeeping and Documentation

# Recordkeeping

- DM compiles all documentation related to the decision-making process, including:
  - **Timeline** of decision-making process
  - **Interactions** and meetings with parties, other DMs, TIXC, etc.
  - **Determination** with any associated sanctions and/or remedies
  - **Rationales** for all determinations
  - **All work product** from the DM process
- TIXC is responsible for maintaining complaint files for a minimum of **seven years**





# Decision-Maker Notes and Drafts

- TIXC should provide guidance and clear expectations about saving work product, including personal notes
- Anticipate that the parties could see the work product
  - Students have FERPA review rights
  - Employees may have rights to personnel records
  - Litigation
- Be judicious with notetaking, annotating, draft writing, and communication



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**Questions?**

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