Sexual Assault at the University of British Columbia: Prevention, Response, and Accountability

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Recommendations for President Martha Piper, President and Vice-Chancellor of the University of British Columbia

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Territorial Recognition and Acknowledgements

As a panel of UBC faculty and alumni, we wish to recognize that our work, and the University at which we work and study, is located on the traditional, ancestral and unceded territories of the Musqueam and Okanagan peoples. As visitors to these territories, we thank the Musqueam and Okanagan for hosting us here in their homelands. We recognize that colonialism and sexual violence are intimately connected, and that any efforts to address sexual assault in the context of settler colonialism must be conducted with this in mind.

We want to acknowledge that our work builds on a long history of front-line experience, activism, advocacy and research over many years by those in the broader community. We have benefitted enormously from your leadership. We especially honour the courage and strength of survivors of sexual assault, and all those who work in solidarity with survivors to create a community free of sexual violence.

We also wish to thank each person who contributed to our consultation process either through an email, in-person meeting or through bringing your voice to a consultation session. We have heard you and we hope that many of you will see your concerns echoed in the report that follows.
Background & Terms of Reference

Our panel was appointed by President Martha Piper in February 2016 and began to meet in March with the mandate to "undertake a review of sexual assault and make recommendations for University policy and practice in a report to the President." A second panel was appointed by the President to undertake the creation of a stand-alone sexual assault policy. Our timeline was short; we were asked to produce a report that could inform the creation of the policy, which was to be released before the end of June 2016. This meant that given the time constraints, the processes of the two committees were parallel; our panel’s involvement with this second committee was limited to meeting with one of the co-chairs of the policy committee, and providing written feedback on an early draft of the policy. Rather than writing policy or investigating specific allegations of sexual assault, our panel’s primary goal was to provide, as a result of both our expert knowledge as well as our consultation with community members, broad advice on the direction of UBC policy and practice. The Terms of Reference given by the President were as follows:

Specific Terms of Reference

1. To advise on the key components of a vision and mission statement relating to sexual assault.

2. To review literature, research, and best practice from the higher education sector and beyond in relation to point 3 immediately below including consultation with Community Organizations and Experts.

3. To provide advice and recommendations on items such as:
   a. Policy and practice at UBC around receiving, investigating, and resolving complaints of sexual assault, including survivor rights.
   b. Education and information programmes and activities aimed at generating cultural change in the area of sexual assault
   c. Support for those who have experienced sexual assault and those against whom allegations have been made
   d. Jurisdictional issues related to justice, health, collective agreements, human rights, and the like
   e. Issues related to accountability and monitoring of progress toward the goal of effectively responding to sexual assault on campus
History & Context of our Panel’s Work

This is a timely project. The current climate at UBC certainly calls for urgency on policies and procedures relating to sexual violence. There have been a series of high-profile sexual assaults involving both unidentified assailants and those known to their victims on the Point Grey campus. It is very likely that there are more assaults taking place which are undisclosed and unreported. More generally, across North America there has been intense discussion of the high rates of sexual assault on university campuses, accompanied by public outcry about limited and often problematic institutional responses.

UBC exists within a larger societal reality where only a minority of sexual assaults are reported to police or authorities¹. According to data from the 2009 Canadian General Social Survey (CGSS), 3.4% of women age 15 and above disclosed being the victim of sexual assault (the survey includes in this category “forced sexual activity, an attempt at forced sexual activity, or unwanted sexual touching, grabbing, kissing, or fondling”) in the previous 12 months, a rate more than twice that for men. Among people age 15-24 (a category including both men and women), 6.9% disclosed being sexually assaulted in the previous 12 months, with women suffering more than 2/3 of those assaults.² The CGSS does not gather statistics for transgender people, but other research indicates that transgender people experience higher rates of sexual violence than other Canadians³.

These statistics are troubling by themselves, but we also know that some groups—members of ethnic, racialized and sexual minority communities, as well as people with disabilities—are more likely to be assaulted than dominant, majority groups, and that people that are the age of typical university students are especially vulnerable to sexual assault. Since UBC students and other community members are not distinct from larger Canadian society, there is good reason to suppose that they too are sexually assaulted at rates similar to the broader population.

However, these rates stand in stark contrast to the statistics that UBC publicizes regarding the incidence of sexual assault reports at UBC. Moreover, the number of sexual assaults committed by students that end up in a disciplinary process at UBC is negligible; in the 10 academic years from 2004-05 through 2013-14, it appears to us that only one allegation of sexual assault was

¹ As noted in *UBC Vancouver Sexual Assault Response and Support Protocol*, February 2016, "only a small percentage of survivors of sexual assault report their assault to authorities such as law enforcement” (p.10). See this document for a list of identified barriers to disclosure and reporting.

² From Samuel Perreault and Shannon Brennan, *Criminal Victimization in Canada, 2009*, published by Statistics Canada, found at [http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11340-eng.htm](http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11340-eng.htm). See in particular Table 4, “Self-reported violent victimization and theft of personal property by selected demographic characteristics, 2009,” linked from the page above. The GSS notes that 81% of incidents in the category “sexual assaults” are what they describe as “least serious,” such as unwanted grabbing, kissing or fondling. However, if 19% of such assaults are “serious,” at the above rates, a short calculation indicates that 26% of women can be expected to suffer a “serious” sexual assault between the ages of 15-24 (ignoring the possibility that some women will suffer “serious” assaults in multiple years).

brought before either campus’ Non-Academic Misconduct committee (and it did not result in a finding of responsibility).4

The BC Government’s recent provincial legislation (Bill 23 – Sexual Violence and Misconduct Policy Act5) will require post-secondary institutions to develop standalone policies within one year of achieving Royal Assent, in May 2017. This is, of course, significant legislation, but it applies only to sexual assault of students; sexual assaults are also committed on staff, faculty, and those in postdoctoral positions.

While UBC must meet the legislative deadline, we remain convinced that the UBC community would be best served by a process that is not only transparent and accountable, but is also comprehensive. We have, to the best of our ability within such a narrow space of time, attempted to create recommendations that reflect these values. Yet, we wish to express our ongoing concerns not only about the limits on meaningful change that may be catalyzed by such a rapid process, but also about the potential this has for compromising the trust and confidence of those with whom we have consulted. Our work must be part of an ongoing and larger commitment to these questions that reflects the call for change in Canadian society more generally.

Of course, we are not the first group at the University which has considered these issues. While some of our terms of reference have not been directly addressed elsewhere, our task—to provide recommendations for an action plan that addresses the presence of sexual and gendered violence at UBC—echoes the work of past committees, including the Task Force on Intersectional Gender-Based Violence and Aboriginal Stereotypes which was struck in October of 2013 in response to a series of sexist and racist chants that occurred during frosh week events. As is the case with our panel, the Task Force was mandated to “develop a set of actionable recommendations that will result in transformative and robust changes.”6 That Task Force’s recommendations were published in March 2014, and more than two years later, the UBC community finds itself in a position where, despite some progress, there is a continued sense of urgency regarding many of the issues raised in that report.

Over the past few months, we have seen demonstrations of enthusiastic and deep commitment to this issue by many members of the UBC community. At the same time, we have heard over and over again that there is general mistrust of the approach UBC’s administration is taking to address sexual assault. We have also heard from community members that they do not want to see just another set of recommendations from our Panel; rather they want to see the University take action guided by a set of principles that reflect a long-term commitment to this issue.

In addition to providing the UBC community with a series of principles and actionable items, we see our panel’s work as only one step in a process of ongoing accountability and engagement by the University with members of both campuses and the broader community as it continues to

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4 Based on a review of the findings published by the UBC Counsel’s office, “Annual Summaries of Student Discipline Cases,” http://universitycounsel.ubc.ca/discipline/annual-summaries/.
develop and implement policies, procedures, and services for those impacted by sexual violence. Those tasked with crafting an action plan need to work with expert voices from within and outside the campus communities.

**Panel Membership**

Our Panel was composed of 5 faculty members and 1 recent PhD graduate, all of whose scholarship and/or practice includes sexual violence and related issues (see Appendix B for panelist biographies). The Panel was also fortunate to have the assistance of two student researchers, Declan Harrison (BSW program, Social Work) and Hayden McGuire (PhD program, Law), who gathered many of the documents and policies that informed our work. Our Panel was formed with the intention that our work be conducted, insofar as it is possible, at arm’s length from the University. This critical distance has been imperative to this process, particularly over the course of our consultations with members of both the UBC community and external organizations.

**Methodology**

The methodology for this panel’s work was threefold. In addition to drawing on individual panel members’ expertise regarding various aspects of sexualized and gendered violence, we also engaged in a research process into other institutional policies and approaches, as well as a series of community consultations. While we reviewed many studies, documents and reports, the literature in the field is vast, and we chose to focus our limited time on trying to consult with those directly engaged with and affected by sexual assault at UBC. As a starting point for our work, we developed a series of short fictional case studies designed to ground our questions in the numerous lived experiences and power dynamics that may occur under the larger umbrella of sexual assault on the UBC campuses (see Appendix C).

**Community Consultations**

We invited a variety of on- and off-campus stakeholders to share with us any materials or research that they thought would be important for us to consider in our panel’s work, as well as to participate in one of several roundtable consultations that were held at both the Vancouver and Okanagan campuses. Four consultations were held at UBC-V, two of which were specifically held with students. Two general consultations were held at UBC-O. Others attended individual meetings with one or more representatives of the panel. Participation in the consultations was confidential, and the names and affiliations of participants were only shared among members of the panel. Participants’ comments inform our work, but within this report we do not attribute any statements to specific individuals.

We posed two primary questions to participants at the consultations:

- What are the features of an ideal response by UBC to the problem of sexual assaults involving members of the University Community?

- What is required for members of the UBC Community to have confidence in UBC’s institutional accountability on the issue of sexual assault?
Following our in-person community consultations with approximately 50 individuals at both campuses, a broadcast email was delivered to all UBC stakeholders, in an effort to promote the work of our panel and to solicit additional input into the consultative process. We received approximately 40 emails from various community members. We also reviewed key documents, which are listed in Appendix D.
Some Key Definitions

UBC/the University

**UBC/the University** is both a series of physical spaces (the Point Grey and Kelowna campuses - situated on the traditional territories of the Musqueam and Okanagan peoples - as well as other satellite locations) and a group of people with an institutional connection to the University (such as Faculty, Staff and Students, Postdoctoral fellows, Visiting scholars). In addition, the Point Grey campus has been deliberately constructed as a small city which now includes many residents of the University Neighbourhoods Association who may have no connection to UBC apart from their place of residence, but who identify strongly with the idea that UBC is their home community. In addition, students, faculty and staff may be undertaking their respective work or studies in off campus locations such as cooperative placements, practicums, conferences and other forms of engagement that directly relate to their work responsibilities or program requirements. We believe that all of these groups and locations are relevant to UBC’s sexual assault action plan, although the scope of what the University can and should do varies with the person and the location, and we have tried to keep all of them in mind when drafting this report.

Sexual Assault

For the purposes of our report, we define *sexual assault* as any physical contact, or attempt at physical contact with another person that occurs without the consent of the person touched. Consistent with Canadian law, consent is understood affirmatively: the person must in their own mind want the sexual activity to take place and must by their words or conduct communicate their voluntary agreement to the activity. Consent can be revoked at any time and cannot be given in advance: the person must possess the capacity to consent at the time the sexual activity takes place. Consent that is obtained through the abuse of a position of trust or authority is not a valid consent. It is important to emphasize that sexual assault is a serious act of violence and not an “interpersonal conflict” or a “relationship gone wrong”.

Sexual Harassment

Sexual assault and sexual harassment are not the same, but they do overlap. *Sexual harassment* is generally defined as unwelcome comments or conduct of a sexual nature that have the effect of limiting a person’s educational or employment opportunities, or where submission to such conduct or comments becomes a condition of employment or the educational environment. Sexually harassing behaviour that involves physical contact or the threat of imminent physical contact would also amount to a sexual assault. Sexual assaults that arise in the context of relationships of power in terms of employment or learning, especially where the University is or ought to be aware that they are taking place, are also forms of sexual harassment, and the applicable policies and processes must account for this overlap.
Sexual assault is part of the continuum of sexualized violence. Other acts such as stalking behaviour, indecent exposure, voyeurism and online sexual bullying may not amount to sexual assault but operate in similar ways with many of the same effects on survivors. Left unaddressed, they may shift to acts of physical aggression. A sexual assault action plan needs to address these behaviours.

Rape Culture

In the growing movement against sexual violence that is taking place around the globe, the term rape culture has been deployed. The term refers to a culture in which sexualized violence is normalized and taken for granted, and in which cultures of consent are neglected or undervalued. It refers to cultural norms in which dominant groups and individuals are assumed to have the right to engage in sexualized conquest, resulting in violence which is unequally targeted at women as well as racial, sexual and gender minorities. Rape culture denotes social norms in which sexual violence is ignored or tolerated and not recognized as a serious assault of an individual's physical, emotional, intellectual and spiritual health with dire consequences. We use this term here to signal that by addressing the underling norms of rape culture, sexual assault can be prevented; it is not inevitable nor biologically determined, but a product of entrenched social norms.

Report & Disclosure

This document uses the terms report and disclosure in distinct ways. We use the term “disclosure” to mean a situation in which a survivor of sexual assault tells someone that they have been sexually assaulted. We use the term “report” to mean a situation in which a survivor chooses to make a complaint seeking that actions are taken against the person who committed the assault. As discussed below, we think that both disclosures and reports can lead to institutional or systemic responses by UBC.

Survivor

This document uses the term survivor to mean someone who has been sexually assaulted. While not everyone chooses this term to apply to their experience, this term is broadly used within anti-violence movements today to recognize the strength and resilience of those who live everyday with the impact of having been sexually assaulted.
Principles to Guide UBC’s Response to Sexual Assault

In order for institutional change to be undertaken in a meaningful way at UBC, sexual assault must be approached in alignment with a set of common principles that span individual action items. During the consultations and research for this report, three foundational principles emerged across the diversity of perspectives we heard. These principles are intended to guide UBC initiatives to address sexual assault, as they provide a foundation for answering the questions that we raised during our consultations:

1) What are the features of an ideal response by UBC to the problem of sexual assaults involving members of the University Community?

2) What is required for members of the UBC Community to have confidence in UBC’s institutional accountability on the issue of sexual assault?

While we call on UBC leadership to use these principles in taking up the recommendations that follow, we also recognize that diverse individuals within the UBC community, including students, staff and faculty, can and are already realizing these principles. Thus, we encourage community members to undertake meaningful collective and individual self-reflection and ongoing self-education to consider how these principles can inform their own work toward ending sexual violence. We do not see this set of principles as exhaustive, but instead hope that they will be expanded, adapted and clarified over time and within specific contexts.

Principle 1: Foster a Climate that Takes Sexual Assault Seriously

The University must foster a climate that takes sexual assault seriously, providing a working and learning environment that demonstrates a commitment to ending sexual assault at UBC.

- Acknowledge the scale and severity of sexual assault at UBC
- Avoid defensiveness and attachment to the status quo
- Take responsibility for the ways that power operates and becomes entrenched and reproduced within universities
- Commit to a proactive approach rather than crisis management
- Design swift, transparent and open systems of communication to share information on sexual assault in a way that reflects the severity of the issue
- Be transparent in sharing information about how decisions are made
- Actively mobilize and engage all segments of the campus community to do their share in opposing sexual assault, supporting survivors, and improving the climate of equality on campus and in society
**Principle 2: Implement Survivor-Centered Actions, Policies, and Processes**

In a society in which sexual violence is often normalized, minimized or trivialized, constant work is required to position survivors front and center in efforts to end sexual assault. Being *survivor-centered* means that, above all else, the realities, needs, and decisions of those who have been assaulted are prioritized, such that support is not compromised by investigatory processes.

- Believe survivors, first and foremost
- Respond to disclosures and reports in a timely way with respect and confidentiality
- Coordinate policies and processes to ensure they work effectively together
- Provide information to survivors to allow for informed decision-making
- Create adaptable individualized responses that address the intersectionality of survivor needs
- Use accessible language that is welcoming, open and low barrier

**Principle 3: Understand the Broader Social and Systemic Context of Sexual Assault**

Sexual assault is not simply a set of isolated incidents, but is a societal problem that must be addressed within the broader social and systemic contexts in which the University and its members are situated.

- Acknowledge that sexual violence is a mechanism of power that emerges within contexts of settler colonialism, patriarchy, heteronormativity and other systems of oppression
- Expose and resist the creation and reproduction of rape culture on campus
- Recognize that teaching about sexual assault through feminist, intersectional, anti-colonial and other critical lenses is an important part of UBC’s educational mandate
- Understand how the impact of sexual assault (including cumulative and intergenerational effects) impedes and affects learning
- Support research that advances our understanding of sexual assault and effective responses to it
An Agenda for Action: The Organization of Our Recommendations

In order to meaningfully address sexual assault at UBC over the long-term, we call on University leadership to undertake the agenda for action outlined in the remainder of this document. We call for institutional transformations, institutional accountability, education and prevention measures, and survivor-centred response to disclosures and reports. Together, these measures have the potential to shift the campus climate, recognizing also the way that climate is shaped by systemic inequalities in the broader society and within academic institutions. In our consultations, we repeatedly heard that it will take more than quick fixes or any individual action items to properly address sexual assault, but will take wholesale shifts in the campus climate in which violence occurs. Further, while it is important to make small changes and alterations in policies and services addressing sexual assault, they will fail to truly change the underlying causes of sexual violence if broader systems of power are not recognized. Thus, we envision our agenda for action in the following way:

Below, we outline key elements of an action-oriented agenda on sexual assault at UBC, organized around four key areas: 1) institutional transformation, 2) institutional accountability, 3) education and prevention, and 4) response to sexual assault. We recognize that these categories overlap and that collectively they create and are influenced by the campus climate, which is in turn influenced by larger social systems of privilege and inequality. In each section, we introduce an arena of action then list specific action items that were identified in the consultations and in our research, and provide discussion of some of the complex and ongoing issues that are in need of further examination. We structure our findings in this way to signal both the urgent need for change and the recognition that in the short time frame of our work as a panel, we had limited information about how some areas operate and thus could not make specific recommendations.
We have identified the following five measures that are required for UBC to begin to take broad-based transformative institutional change in how sexual assault is addressed at UBC. We believe that transformation in these five areas would demonstrate adherence to the three principles identified earlier.

**Develop a Centralized Body to Oversee & Coordinate Sexual Assault Response**

In order to ensure survivors of sexual assault have access to clear information on the policies, services and processes related to sexual assault within the UBC community, a central body should be established to provide support and advocacy in navigating these processes after an assault occurs. The purpose of the body is to coordinate services, to connect survivors (faculty, staff, postdoctoral fellows, students, and administration), as well as people who have received a disclosure (faculty, staff, postdoctoral fellows, students, and administration), to appropriate channels depending on the kind of response they are seeking (disclosure, supports and/or formal report and institutional response). This coordinated approach would avoid survivors having to tell their story over and over again as they navigate “the maze” of sexual assault services, as it has been described (see Appendix A for a list of entities that may currently be involved in a sexual assault disclosure or report).

Given the complex power relationships that are involved and the high level of trust that is needed, it is important that this centralized body is independent of other administrative units on campus. The person or people in this unit should have longstanding expertise in responding to sexual assault, be well versed on the multiple options available to survivors, and be able to act as a support without being filtered through the role of fact finding, investigation, and taking disciplinary action. The primary goal of this body is to provide holistic safety (connecting the survivor to services that support physical, emotional, cultural, and mental safety on and off campus), and believing the survivor regardless of whether or not they wish to formally report the assault. If survivors do not want to directly access this unit, they could appoint someone else they trust, such as a faculty member, residence life staff, or a community advocate, to speak on their behalf to this body. Those who receive disclosures of assaults from survivors could also turn to this unit for guidance and support. Further, this body would coordinate the accommodations that are available for students, liaise with the faculty association and/or RCMP if needed, assist with accessing counseling, housing, and whatever other short-term emergency support is needed, as well as provide long-term advocacy.

We believe that the range of available services must be: a) adequate in scope and not overburdened; b) not put too much of the responsibility on survivors to alter their routines or behavior; and c) be coordinated so that survivors do not have to repeat their story over and over. We believe that UBC should implement a one-stop, but not one-size-fits-all, model.

We are not in a position to make a recommendation on where this centralized body should be housed. Existing service providers both on and off campus, including the AMS Sexual Assault Support Centre at UBC-Vancouver, UBC Counseling Services and other internal leaders should play a key role in deciding where the unit is housed and how it will work with and build upon existing resources. Importantly, this body must be able to provide support for the range of people...
who experience sexual assault on both the Vancouver and Okanagan campuses at UBC, including faculty, staff, and students.

**Standardize Timelines and Communications in Response to Reports of Sexual Assault**

The University must create a clear timeframe for each stage of its response to reports of sexual assault. These timelines must be published widely, as well as be provided directly to survivors during the reporting process. A lack of adherence to these timelines must be explained and justified. At the outset, survivors must be made aware how long each stage of the process will take, how frequently they can expect updates, and who they can expect to hear from. If the survivor wishes to appoint someone as their contact person during the formal response process, they should be able to do so at any point to ensure communication is ongoing and responsive to their needs. We are concerned that few reports will ever be made if the survivor is given no further information after they make their report, and we do not think that privacy legislation demands this approach. The health and safety of survivors requires that they be kept informed about the progress of the investigation, what is happening to the person who sexually assaulted them and whether they are going to see that person again in their classroom, residence or workplace.

**Create Disciplinary Processes that are Sexual Assault Specific**

At present, the University deals with complaints of sexual assault against students through the Non-Academic Misconduct process and complaints against faculty and staff through a combination of the Equity and Inclusion Office, Faculty and Staff Relations and the actions of Administrative heads of units. It does not appear that these general procedures were developed with the specific example of sexual assault in mind. UBC needs to consider what a fair, transparent and non-intimidating process for sexual assault complainants should look like and to spell out that process in its sexual assault policy, after full consultation with staff unions, the UBCFA and student leadership. This is an essential component of a “stand-alone” sexual assault policy.

**Create a Mechanism for Ongoing Evaluation and Implementation of Evidence-Based Practice**

Ongoing evaluation of existing policies and practices should be undertaken in a coordinated fashion, with evaluation mechanisms included in the design of all programs and offices with responsibility for any aspect of the University’s response to sexual assault. Mechanisms should be put in place to revise programs, reporting mechanisms and policies based on evidence from these evaluations, which would ensure UBC’s approach is grounded in up-to-date evidence of their effectiveness.

**Implement an Accountability Framework**

In order to demonstrate appropriate accountability for sexual assaults within the UBC community, UBC should undertake a reporting format similar to that mandated by the BC
Ministry of Advanced Education Accountability Framework. This framework requires UBC, along with all BC post-secondary institutions, to prepare an annual accountability document, including a three-year plan and report. A parallel mechanism for UBC’s accountability in addressing sexual assault should be created and made publicly available, using the information gathered from the ongoing evaluation described above. In addition, UBC should report the number of sexual assault disclosures and reports it receives, as well as gathering data on the incidence of sexual assaults against members of the UBC community that are not disclosed to UBC. The University is not, and should not, be limited to the narrow reporting requirements of the new legislation.

While we recognize that no institution can take responsibility for ending sexual violence entirely, UBC and other post-secondary institutions should demonstrate accountability for the extent and nature of sexual assault that is inflicted by their members. Universities are institutions in which power manifests in particular ways that make it particularly challenging to name and address patterns of sexual violence. UBC must be accountable for the ways that its members use their power, which are entrenched in university hierarchies and often exacerbated by other intersecting social inequities along lines of race and gender, to ensure that abuses of power do not go unchallenged or unaddressed. This requires starting from the assumption that sexual assault is happening on UBC campuses, that sexual assault is perpetrated by and against diverse members of the UBC community, and that it is indeed a widespread, serious form of violence.

Moreover, as a public post-secondary institution, with a mandate to “value and respect all members of its communities” and “provide a fulfilling environment in which to work, learn and live”8, UBC’s own mandate can and should be used as an accountability mechanism for creating a safe, supportive learning and working environment. In its aim to promote equality and social justice, as well as to educate its students and allow its faculty and staff to do their jobs safely, UBC has a responsibility and opportunity to help improve the climate of safety, security, and respect for all of its community members, especially those who are from groups most commonly subjected to sexual assault. While individual survivors of sexual assault are most immediately impacted by the violence they have experienced, the overall climate created by inadequate response9 to violent incidents alsoshapes the lives of young people, women, LGBTQ2S people, racialized people and members of other marginalized groups as they study and work at UBC.

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8 “Vision and Values,” UBC. https://www.ubc.ca/about/vision-values.html
9 Freyd & Smith (2014) observe that inadequate responses to sexualized and gendered violence in institutions such as the military or post-secondary institutions often results in what they call “institutional betrayal.” This form of betrayal “occurs when an institution causes harm to an individual who trusts or depends upon that institution” (578) and can occur in several ways: “institutional betrayal may be left to occur via omission of protective, preventative, or responsive institutional actions—typically actions promised by or available solely through the institution” (579). Freyd & Smith offer an analysis of the various institutional characteristics that have observable effects on institutional betrayal (i.e. prestige, institutional denial, barriers to change) and also indicate that the effects of this betrayal on individuals can have significant and deleterious effects on individuals’ psychological well-being. http://dynamic.uoregon.edu/jjf/articles/sf2014.pdf
Sexual assault is not just a legal problem, but a societal one, requiring that UBC take responsibility for the climate it fosters and for the widespread communication of measures being taken to address sexual assault. We recognize that this is a very broad issue which requires much more in-depth dialogue than was possible within the scope of our consultation and research. We offer some preliminary discussion on institutional accountability here in order to contribute to ongoing calls for change. Ultimately institutional accountability requires a demonstrated commitment to creating structural change in order to embed meaningful, transparent, proactive accountability mechanisms within the University.

**Institutional Accountability Action Items**

1. Involve a diverse group of stakeholders and community members in the development and oversight of an action plan to address sexual assault. This approach extends accountability to diverse members of the UBC community and beyond to the broader community, rather than concentrating responsibility among program managers and university administrators.

2. Develop a diverse committee from across the university to oversee a system to facilitate ongoing monitoring of rates of disclosure and reporting (as discussed above in Section A). Again, this will ensure that a realistic picture of rates of assault, and any progress in lessening these rates, are monitored by a diverse group of stakeholders rather than being managed within the university administration.

3. Provide adequate funding and institutional support for programs and research related to sexual assault, as both a societal and an institutional issue, demonstrating leadership in contributing to meaningful change in this area.

4. Mobilize faculty and students to play leading roles in the long-term progress against sexual assault. This includes promoting the responsibility that faculty have to address this issue and recognizing the leadership of faculty currently working on this issue.

5. Transform the content and tone of UBC communications related to sexual violence, aligning the language of UBC communications with the principles in this report.

**Discussion**

This report is being written in a time in which universities are being called upon to demonstrate accountability for the range of forms of violence and misuse of power that happens between members of the university community. These calls for accountability are currently not being fully met at UBC, as was reflected broadly in feedback we heard during our consultations. Rather than seeing demonstrated accountability, many people said they did not have trust in institutional processes and procedures. They felt that the seriousness of sexual assault was not reflected in institutional processes and relationships, including the way assaults are communicated to the community and media, the way individual reports are handled, the way disclosures are responded to, and the general climate and attitude of individuals within university leadership.

Without proactive measures in place to demonstrate institutional accountability for sexual assault, public and community distrust will continue to be fostered. We heard widespread concern about the fact that students – to whom we should be most accountable given their vulnerable status relative to other members of UBC – have had to go to the media to seek
accountability for the violence they have endured. We also heard that many more cases of sexual assault continue to be silenced, as survivors are ashamed of the stigma they will face if they speak out or are afraid of the consequences of reporting. Further, we heard concerns about the ways that a continuum of related actions, including sexual harassment, lateral violence, bullying and intimidation, go unchecked. Long-term, meaningful work is needed in order to change the widely held perception that UBC has, until now, downplayed the severity of these issues, avoided responsibility, and simplified the complexity of sexual assault as it relates to institutional power. We heard that stakeholders want UBC leadership to step up, to be accountable and to show survivors and advocates that they have been listened to.

Further, we observed a gap between these critiques of the University’s approach to sexual assault and the perceived effectiveness of these approaches from within the University. Moving forward, it is vitally important that mechanisms are put in place to ensure complaints about the institutional response to sexual assault can be heard, considered and adequately responded to. These open and ongoing accountability mechanisms would help to prevent students, faculty and staff from feeling like they have no choice but to turn to the media or other advocacy strategies to be heard.

As is apparent throughout this report, power manifests in particular ways within University hierarchies, which makes it challenging to name and address patterns of sexual violence. In particular, tenured faculty and members of the University administration, who usually have a long-term presence within the University, have immense power over junior and sessional faculty, postdoctoral fellows, staff and graduate and undergraduate students. Further imbalances of power exist among graduate and undergraduate students, and among senior and first year students. Universities are unique in that people in senior positions often have an immense impact on the future educational opportunities and careers of others even after they leave UBC.

These factors create institutional conditions in which there are increased barriers to disclosing sexual assault, and to making formal reports, for fear of retribution or career sabotage, not only from the assailant but also from their colleagues with whom they may have decades-long relationships. Beyond the individual mechanisms to address formal complaints or respond to disclosures, the University must consider how they are accounting for these specific power dynamics within its sexual assault strategy. This will require the University to reconsider policies such as those which currently give authority over instances of sexual assault by faculty to heads of department. Further work must be done to foster dialogue on these complex power relationships as UBC deepens its accountability on this issue.

More broadly, we heard frustration about the significant gap between UBC’s internal expertise on sexual violence as a social, political, and legal issue, and the institutional approach being taken. While students are learning diverse theoretical, practical, and personal approaches to understanding violence within intersections of colonialism, patriarchy, racism, ableism and classism from faculty who are leaders in diverse fields of anti-violence research, this expertise is not fully reflected in UBC’s climate, policies and procedures. In order to foster greater accountability, UBC can look to the innovation being led by its own students, faculty and staff, and consider how it can support this work. Without aligning institutional approaches with the innovation of its own members, UBC will remain a site of critique and opposition, including from within. We say this while recognizing that there are diverse approaches to sexual assault among
UBC faculty and students, which we see as a strength of the internally fostered expertise, reflected even amongst the approaches taken by members of our own panel.

The success of an action plan for combatting sexual assault at UBC depends in particular on the ongoing engagement and commitment of its faculty. Faculty and students at UBC have been some of those most actively promoting progress in this area by organizing, speaking out, and creating venues for discussion and critique of the status quo. Further, students have set up mechanisms of support for themselves and others, such as the highly utilized AMS Sexual Assault Support Center on the Vancouver campus. Staff have also been active in supporting survivors and fostering a better climate on UBC's campuses. We certainly recognize and commend the contributions of staff and students, but are wary of placing the burdens of leadership and large-scale planning on people whose institutional authority and/or job security is often more tenuous than that of faculty. It is vital to demand that faculty continue and increase their involvement in promoting progress on these issues. Because faculty are the part of the community that has the greatest continuity as well as the potential to exert enormous influence on the direction that UBC takes, their commitment to change is essential to bringing about improvement in the overall safety and climate of the campus. Faculty, staff, and student efforts in these areas should be noted, supported, and encouraged as valued service to the University.

Relatedly, UBC must demonstrate the seriousness of the problem of sexual assault by making it a funding priority. The University should work to recognize and support existing leadership on sexual violence, which is diffused across the university, rather than seeking to concentrate responsibility for the issue within University leadership. As a leading international research institution, UBC should support innovation in anti-violence work on university campuses by prioritizing research in this area. Further, UBC should provide incentives to programs and groups on campus to do anti-violence education, to foster dialogue and create a more open and supportive environment for discussing these challenging issues.

We recognize that UBC aims to communicate swiftly when violent incidents happen on its campuses. Yet we heard broad dissatisfaction with the way UBC communicates to its members and the general public about incidents of sexual assault, and the issue of violence on its campuses more broadly. Currently, UBC communications frequently advise community members to 'be vigilant' in the wake of sexual assaults. These messages individualize responsibility for safety rather than taking systemic responsibility for creating a safer physical (lighting, security, and safety corridors) and social environment. They locate responsibility for preventing future assaults in potential victims rather than perpetrators of such assaults. We heard that these messages to 'be vigilant' can invoke fear in women students, staff and faculty, who are already living with heightened awareness of their risk of gendered violence in everyday life.

On the other hand, we heard dissatisfaction with communications that downplay the problem by promoting UBC as a 'safe space' rather than admitting that sexual assault does happen and that all members of the community should be informed and proactively involved in violence prevention.

Communications about sexual assault incidents and related behaviour (indecent exposures, attempts to break in to residences, etc.) should:

- name the behaviour in clear direct terms without euphemisms
• provide the information that is available about the location, suspect and investigation
• avoid telling people, and women in particular, how to behave in response to the report
• avoid language that is a public relations exercise (e.g. telling people how to feel about UBC’s response to the assaults, or that UBC takes the incident seriously)

We also heard that UBC should broaden communication to include, where appropriate, the Musqueam and Okanagan First Nations, on whose lands UBC is situated, and the University Neighborhoods Association, which represents the community of people living nearby UBC’s Point Grey campus. These and other concerns should be taken into consideration in UBC’s communication strategies related to sexual violence, and we encourage the administration to invite dialogue and feedback on how to better design their communication efforts. In addition to current UBC broadcast alerts, the University should develop opt-in information services tailored to varying levels and kinds of interest in such information to alert concerned community members, visitors, and UBC’s neighbors about reports of sexual assaults.

WeBC is many things to many people: for most members of its community, it is an educational institution where they spend years in study. For a growing number, it is also home, as they reside in dwellings provided by UBC or in the case of UBC-V, those built on endowment lands. For many others, UBC is their employer and work-site, where they spend large portions of their lives on campus. Others visit the campus for events, or in relation to their work capacities, at various times and in various circumstances. All those who spend time at UBC deserve to have their physical environment and its security measures structured so as to provide easy access to classes, residences, work, and events without fear of predation. It must be part of UBC’s mission as an educational and research institution, as well as employer and housing provider, to provide education, training, leadership, and security for its community members with the goal of preventing sexual assault to the greatest possible extent and opposing those beliefs and activities that enable sexual assault on UBC’s campuses. It is also important to recognize that UBC students and staff are undertaking responsibilities for study and work in off campus sites (e.g. off campus meetings and practicum and field placements of various kinds), thus plans for and implementation of education and training must include this reality.

Education and Prevention Action Items

1. In the continued development of the sexual assault education plan we call for UBC to: a) Expand education on sexual assault to include faculty and staff; b) Consider how best to reach international students, students who identify as LGBTQ2S, Indigenous students, students of color, students with disabilities, and graduate students; c) Deliver education that is consistent with intersectional, feminist analyses of sexual assault and the operation of power; d) Identify sexual assault education and prevention as a priority theme in the Teaching and Learning Enhancement Fund (TLEF); e) Integrate sexual assault education into orientation of students, faculty and staff, but do not limit education to orientation; and, f) Create supports for individuals who may receive disclosures.
2. The consequences for those members of the UBC community who commit sexual assault need to be appropriate and communicated widely and clearly. Communicating these consequences has a pedagogical role and is itself an important aspect of sexual assault prevention and changing rape culture on campus.

3. Safety on UBC’s campuses needs to be improved for those living and working here, especially after dark. Specific improvements include: a) Developing well-lit and routinely patrolled walking/biking corridors between transit hubs, parking lots, and the places where community members reside, work, study, shop, exercise, and socialize at night; b) Increasing support for Safewalk services to reduce wait-times and increase usefulness; publishing current wait-times for Safewalk; c) Improving transportation on campus; and, d) Including considerations of sexual assault prevention as part of the planning for social events sponsored by UBC or held on UBC campuses, especially those where alcohol is expected to be served or consumed.

4. Further develop UBC’s relationship with the campus detachment of the RCMP in Point Grey and with the Kelowna RCMP and advocate for sensitive, survivor-focused responses by the RCMP as they investigate sexual assaults reported on or near campuses. Ensure police are educated on the specific needs of transgender, Indigenous, racialized, and international students, among other marginalized groups. Use UBC’s institutional authority to call for positive changes in the way the police in general handle sexual assault complaints and create a mechanism for responding to complaints about treatment by RCMP.

5. Improve safety for students who participate in work placements, practicums and other experiential learning opportunities as part of their education program.

Discussion

It was not within the mandate of this Panel to develop detailed recommendations as to the kinds of programs and initiatives that will make progress on preventing sexual assault on campus. Nonetheless, there are some particular areas of action that UBC should pursue to make life on UBC’s campuses safer, more conducive to learning and research, and to make UBC a model for institutions throughout higher education.

Because the membership of the UBC community is always changing, and expectations for respectful and safe conduct are not universally understood, UBC has a responsibility to ensure that all members, especially those new to the community, have full, useful, and reliable information about what is expected of its members in relation to respectful and consensual conduct. We note that efforts to develop a three-year prevention and education plan focused on students are currently being carried out. Those responsible for this plan are considering evidence with regard to the most effective educational campaigns and initiatives in relation to different groups of students. We expect UBC to properly fund and support these programs and to evaluate their effectiveness on an ongoing basis. Special attention should be given to providing useful information to students and others who arrive at UBC from outside Canada, to ensure that they are familiar with Canadian laws and rights regarding sexual assault, as well as social norms.
regarding dating, relationships, and sexual consent that are consistent with values of equality and mutual respect.

We also heard concerns about the lack of attention given to sexual assaults by and against faculty and staff. Education and prevention programs must address these groups as well. Faculty and staff also need to learn about affirmative consent, the dangers of the sexualization of relationships of unequal power, and what supports and processes are available if they are sexually assaulted. UBC also needs to investigate ways to reach newly arrived graduate students, post-doctoral fellows, faculty, staff, and academic visitors, who often do not receive thorough, systematic orientation training about UBC’s policies and practices.

In our consultations, we heard concerns about the assaults on campus by strangers in public spaces and in residences. We understand that the UBC Point Grey Campus Safety Working Group\textsuperscript{10} has already considered ways to strengthen safety on campus in terms of physical spaces, and clearly more needs to be done. Yet safety can be increased without compromising the green spaces and social spaces which make UBC feel welcoming – the campus does not need to be clear cut and flood lit. We encourage campus security to continue to consult on how to make main walking corridors and other campus locations safer. We expect members of the campus community to quickly and with minimum fuss secure a Safewalk escort. Part of the accountability required of UBC includes publicizing and monitoring Safewalk wait times and to consider what technological innovations might also be used to improve safety. We believe that there would be broad support for piloting a system of campus shuttles that circulate through main areas of the campus, something in use at other large campuses and of particular value to students with disabilities.

Campus entities that create events and spaces for social interaction should give explicit consideration to the potential for sexual assault to occur, especially on occasions where alcohol consumption is predicted. It is incumbent upon all event organizers to take steps to ensure the safety of all participants, and to discourage unsafe or disrespectful conduct by participants. Just as UBC would refuse to sponsor events that encourage drinking and driving, UBC should discourage events that encourage or allow aggressive conduct, significant inebriation, or circumstances where those who are inebriated might be assaulted.

UBC should engage directly with the local RCMP detachment to ensure that the University’s concerns regarding sexual assault are well understood by the RCMP, and that the handling of sexual assault complaints is a priority for the University. UBC should attempt to identify sympathetic and effective members of the detachment who can be counted upon to handle complaints of sexual assault appropriately. UBC should also advocate on behalf of those who complain of assault in cases where the RCMP does not handle the cases with appropriate sensitivity and concern, or where complaints are brought against the RCMP themselves.

Many UBC students are in programs whose completion requirements involve working/studying off campus. Students are doing practicums, internships, and co-op placements in a wide variety of agencies and organizations including schools, businesses, and non-profit agencies. Ensuring student safety in these contexts is part of UBC’s responsibility. There needs to be information

provided to those hosting students about UBC’s sexual assault policy. Faculty and staff overseeing these off campus activities need to know the applicable policy and procedures and communicate this information to their students. They should receive disclosure training. If the perpetrator is not affiliated in any way with UBC, we need to have clarity on the processes of inquiry and investigation that will apply, and the extent to which this may involve the police.

We note that although many people are currently required to submit to criminal background checks for activities like chaperoning a school event, or volunteering with refugee populations, it appears that UBC does not currently routinely screen most potential employees for past offences of sexual assault, either through a criminal record check or through reference checks. This can result in someone having been fired or disciplined at another institution for committing a sexual assault or other sexual offences, and then being hired at, or admitted to, UBC without knowledge of this violent past. The University should consider how it might better deal with this question of known risk in its hiring and admitting processes.

The terms of reference of our Panel did not include considering the question of sexual relationships between faculty and students. We note, however, that given the typical power differentials between faculty and students and between more senior graduate students and other graduate students, these relationships are often problematic. The same is true of relationships between graduate teaching assistants and the students for whom they are responsible. We believe that there would be support for reviewing UBC’s rules in this regard.

Research has shown that how a disclosure is handled has a significant impact on the long-term wellness of survivors. As such, we believe that responses to both disclosures and reports of sexual violence at UBC require three areas of attention: 1) specificity around who is tasked with responding to sexual violence, and what each individual’s role is in the larger UBC network of support services; 2) individuals who receive both disclosures and reports are educated in providing trauma-informed, survivor-centered responses within an intersectional framework; and, 3) responses are timely, clear, respect confidentiality and do not cause further harm to a survivor.

We need to ensure that the sexual assault survivor’s coping and support needs are understood and met within an intersectional framework that considers the context of colonization, racism, ongoing poverty, systemic oppression, and discrimination experienced by some survivors on a daily basis.

When a member of the UBC community commits a sexual assault, the University also must respond to that fact, with a clear and efficient process that respects the needs of the survivor, as well as protects the larger community from further harm. The role of UBC is distinct from that of the police or criminal justice system, but UBC has powers and responsibilities regarding its community members that are equally important for promoting their safety and wellbeing.
Response Action Items

1. Create and distribute a handout and online resource with clear instructions for anyone who receives a disclosure.
2. Continue and expand training on how to receive disclosures within an intersectional framework that attends to issues of power, confidentiality and role.
3. Expand the continuum of sexual assault related services including offering sexual assault-related health services on both campuses.
4. Resource and inform outside anti-violence organizations about UBC’s services and policies.
5. Clarify the role of administrative heads of units (Deans, department heads). Clarify disciplinary processes to ensure that they are sexual assault specific and consistent with principles of survivor-centredness, accountability and attention to context.

Discussion

Create a distributable handout as well as online resource with clear information

We heard a variety of responses as to where people would first turn to access supports and information after a sexual assault: the Ombudsperson, the Equity Office, Counselling Services, the AMS Sexual Assault Support Centre, or a Residence Advisor, to give some examples. Others said they would never use any of these resources because of a lack of confidence or trust in their efficacy. Some students told us that they had no idea where to go, and were concerned that the only support they were given was a “rape whistle.”

We note that UBC has recently taken steps to improve communication about available resources by crafting a sexual assault insert to the folder\(^\text{11}\) that helps faculty and staff who are concerned about a student’s mental health (known as the “Green Folder” at UBC-V and “Blue Folder” at UBC-O). In general, those faculty and staff who have access to this folder find it very useful for mental health concerns. Yet we think sexual assault is deserving of its own resource that goes beyond the existing insert, which mostly lists services rather than providing a detailed pathway with prompting questions (and advice on what not to say) in a true parallel to the “green/blue folder.” We are also leery about including sexual assault as an insert to a mental health/wellness folder, as if sexual assault is primarily an issue about mental health rather than violence and abuses of power. It would be ideal to have some version of this resource specifically for students that is given to them with their registration materials or during orientation. Special attention needs to be given to graduate students, as they often do not have any particular orientation or arrival moment in which such information can obviously be communicated. We think this approach is preferable to some kind of online orientation that may not give students appropriate support and may not prompt real engagement and learning. We are also concerned that the "Orange Folder"\(^\text{12}\) for assisting faculty and staff in distress does not a) have an insert regarding sexual violence; or b) unlike like the "Green/Blue Folder," even list sexual assault or harassment as a potential concern that faculty and staff might face.

\(^{11}\) "Assisting Students in Distress." https://facultystaff.students.ubc.ca/assisting-students-distress
\(^{12}\) "Assisting Faculty and Staff in Distress." http://www.hr.ubc.ca/benefits-fyi/2016/02/17/assisting-faculty-and-staff-in-distress-new-resource/
Provide intersectional violence informed training on how to receive disclosures

While the proposed new resource should contain information that assists first responders in receiving disclosures\textsuperscript{13}, UBC community members (including staff, faculty, teaching assistants, and student leaders) should receive in-person training that allows them to practice active listening skills. We recognize that UBC has taken steps to provide this training and encourage the ongoing development of this training to reflect an intersectional and violence informed framework that reflects how different identities and power structures impact not only the survivor’s reaction to an assault, and the need for support and service that follow, but also attends to those receiving the disclosures with attention to power and role. We heard that while anti-violence training has been brought into some departments and administrative units, the training is often only framed as something that faculty, staff, and teaching assistants will need to use if an undergraduate student chooses to disclose a sexual assault, rather than if peers, colleagues, or graduate students choose to disclose. It is important that survivors who disclose feel in control of their information and the situation, including confidentiality and who will be involved in the process. This is imperative given the very real experience of violence and loss of control caused by the sexual assault. While all of the recommendations and action items we identify in this report should be applied to both the Point Grey and Okanagan campuses of UBC, we recognize that our Panel did not include any members from UBC-O. Although we did consult with members of the UBC-Okanagan community, we recommend further dialogue at UBC-O about ways to better meet the specific resource and support needs on that campus, given the differences in campus size and location.

We suggest that disclosure training incorporates these four principles:

1. **Believe survivors.** It is important to honour their courage in naming and telling about the abuse. Let them know you believe them and will support them in connecting to the supports necessary.

2. **Consent, Choice & Control.** As sexual assault is about power and the absence of choice/consent, ensure that the survivor is aware of their choices at each stage of the support and/or reporting process, and that choices made earlier in the process can be changed and need not constrain later aspects of the process. Make sure that the survivor is assured of confidentiality at the disclosure stage and that measures are in place to ensure that information is kept confidential.

3. **Safety.** When responding to a disclosure, it is important to address immediate holistic and intersectional safety needs of the survivor. This task takes precedence over all others for no other work can safely proceed if immediate safety is not secured. A holistic approach includes physical, emotional, mental, spiritual and cultural safety, which may involve addressing housing needs, financial support, academic accommodation, access to crisis counselling, and spiritual or other supports, including Elders for Indigenous survivors.

4. **Referral and support.** The survivor will often disclose to someone they feel safe with, which could include peers, family, staff and faculty. This person is an important link to the

\textsuperscript{13} “Responding to a Sexual Assault: Practice Tips for Universities & Colleges,” Ending Violence Association of BC. http://endingviolence.org/publications/responding-sexual-assault-practice-tips-7/
next step in accessing supports and advocacy. At the same time, it is also important for this person to consider any limitations to their role, as well as their own training and experience. A referral made by this trusted support person, to whom the survivor chose to disclose, can assist the survivor in making linkages to appropriate on and off campus supports.

**Expand the continuum of sexual assault related services, both on and off campus**

There is a need to expand the range and type of services and supports available to sexual assault survivors that recognizes the continuum of support needs from disclosure through to long-term sexual abuse counseling (which the University coordinating body can assist survivors in navigating and accessing, as discussed in Section A). These recommendations include offering sexual assault-related health services on both campuses, setting up a SASC-like centre for UBC-O, providing a 24-hour sexual assault crisis resource with trained staff, and the promotion, funding and training of specialized counselling for survivors of sexual assault.

**Offer sexual assault-related health services on campus**

UBC Vancouver and UBC Okanagan each have a different set of factors which shape the provision of health services in the wake of sexual assault. UBC Point Grey is now a city of 50,000 people, which is a critical mass sufficient to justify a sexual assault nurse examiner on campus. While student health services at UBC-O do currently address student sexual health needs and provide health services to survivors of sexual assaults, the provision of health services appears to be quite limited, even accounting for the smaller population. While a forensic exam is useful for only a minority of sexual assault victims, it needs to be accessible, meaning that if it is not provided on campus, safe, reliable, 24-hr transportation and support needs to be made available for students on both campuses. Students also need to feel comfortable requesting emergency contraceptives and HIV-prophylaxis where appropriate, and to be informed about these options. We note from an April 28th, 2016 press release from Vancouver Coastal Health[^14] that forensic services will be available on the UBC Vancouver campus as of September 2016, and that the BC Women’s Hospital & Health Centre will support these services. This is a positive step and we encourage that consideration be given to how to provide substantively equivalent service for UBC-O, and to ensure UBC-O health services can be adapted over time as the campus grows.

**Offer a 24-hour resource with trained staff**

Sexual assaults may occur at any time of day or night, although not all resources are available at any given time of day. Not only should the operating hours of key services be well-publicized, but there should also be a 24-hour crisis line with trained staff that can provide immediate referral and support, as well as be available to inform students of support services and reporting options that are unique to UBC campuses. If UBC is unable to provide a 24-hour resource, then services to which survivors are referred after-hours must be equipped to support survivors who are members of the UBC community, and UBC should provide them with some financial support in recognition that this service has been outsourced to these organizations.

**Promote, fund, and train specialized counselling on campus**

While specialized counselling is available through numerous community organizations off-campus, UBC should take responsibility for funding, promoting and training specialized sexual

assault counselors on campus. This could include working with the BC government to develop an on-campus victim services worker, partnering with a local organization to jointly employ one or more staff members through a community partnership, or better promoting existing sexual assault counseling, both individual and group, within UBC Counselling Services on both campuses. The existing strengths of the Sexual Assault Support Centre, which is funded by undergraduate students, as well as community organizations, should be drawn upon in creating, coordinating and promoting this service on campus, ensuring the specialized counseling services are available to all members of the UBC community (undergraduate and graduate students, postdoctoral fellows, faculty, staff, and administration).

Specialized sexual assault counselling should include crisis support and advocacy and therapists who are trained in trauma-informed practices. There should be a particular emphasis on ensuring that sexual assault counsellors reflect or are trained to respond to survivors of diverse identities and experiences. We heard repeatedly that students receive only a limited number of counselling sessions, and then are referred off-campus to services that may have lengthy waitlists for individual care. Should survivors be referred to off-campus to support services, UBC should ensure a continuity of care.

Resource and inform outside anti-violence organizations about UBC’s services and policies

UBC’s guidance to those who have been assaulted refers survivors to external community resources. If community resources are part of its official response, UBC needs to ensure these organizations are connected to the coordinating body (discussed in Section A), informed about how students access academic accommodations, and are treated as welcomed representatives of survivors when they act as a liaison with UBC offices (with the survivor’s consent and consideration for privacy concerns). To maximize survivor choice and meet the intersectional needs of survivors, we believe that the new UBC coordinating body and handout and online resource should list a wide range of community resources that are dedicated to sexual assault advocacy and support, as they offer different services and address the needs of different groups (ie. supporting male survivors, LGBTQ2S communities, providing services in languages other than English, and so on).

Clarify role of administrative heads of units (Deans, department heads)

We have concerns about any policies which dictate that deans, department heads, and other administrative heads of units are directly tasked with investigating complaints of sexual assault. First, the head of unit may be the person who receives the disclosure, making it difficult for them to believe and support the survivor while also being expected to investigate the allegation. This dual role creates the risk that they will immediately shift into an investigation mode in their first encounter with the survivor, which is out of line with principles of a survivor-centered approach. Moreover, they may also find themselves in a conflict of interest if they have a longstanding collegial relationship with the person identified as committing the assault. At a minimum, heads should be referring the investigation to someone at arm’s length from the department or unit, and should be given training on how to receive disclosures. Any changes to these procedures need to involve full consultation with the Faculty Association and the staff unions, as well as other relevant stakeholders.

Clarify disciplinary processes

In our consultations we encountered a diversity of views questioning UBC’s responsibilities with respect to investigation of sexual assaults. Some believed that UBC had no business investigating
sexual assaults on campus and should not be conducting its own process; crimes should be left to
the police. Others noted that the University could not be fair to survivors because it was in a
conflict of interest and had an incentive to make things go away, or sweep them under the rug.
The University's institutional competence or authority was also questioned with respect to
levying penalties on those who commit sexual assault. A third view was that UBC's response
should only be triggered once a criminal conviction was secured.

We believe the University cannot avoid taking action on complaints of sexual assault involving
members of the University community. The police and the courts cannot expel someone from
school or terminate their employment. Even where a criminal process is instituted, resolution
can take many months or years and the University, with a highly transient population, cannot
simply wait for the outcome of that process.

Furthermore, we note that the criminal process and any University administrative or
employment process are fundamentally different. The criminal process requires evidence that a
crime has been committed, which will prompt a police investigation. While UBC can refer to the
police situations in which it has independent evidence of a sexual assault, these will be rare, and
in most cases a complaint from the individual who has been assaulted is required. Employing a
survivor-centred approach means that the decision to report to police should be left to the
survivor, who should be given information about what to expect and the possible outcomes. If a
survivor decides to not proceed with criminal investigation, this does not preclude them from
doing so at a later time.

In our consultations, we heard that UBC's process must be both survivor-centred and
administratively fair to everyone involved. As a starting point, it is important to avoid
automatically adopting models that mimic the criminal justice system. That is a different process
with different consequences (including the potential loss of physical liberty and a criminal
record). Concepts like the right to confront one's accuser through cross-examination and the
presumption of innocence until proven guilty beyond a reasonable doubt are only
constitutionally guaranteed for the criminal process and are not required or helpful here.
UBC’s actions and the process followed to decide on those actions, is an administrative one that
must comply with the Human Rights Code, the administrative law duty of procedural fairness, and
applicable labour legislation and collective agreements. No conclusion of wrongdoing is
presumed and allegations of misconduct must be substantiated. Equally, however, it should not
be presumed that the person making the allegation is lying, or that they must be questioned with
an air of skepticism.

The process should include an independent investigation that is separate from, and not allowed
to influence, the support functions that follow disclosure. Especially where dismissal or other
discipline leads to a grievance by a unionized employee, the process should be designed as far as
possible to insulate the survivor from having to tell their story over and over to multiple people
or to have to personally appear at multiple proceedings.

Where the person identified as having committed the assault is a student, many people we
consulted made clear to us that the Student Non-Academic Misconduct process, whatever its
virtues for the other kinds of cases covered by that Policy, was not appropriate for sexual assault
cases and that they would not use it. They wanted an expert investigator/adjudicator, not fellow
undergraduate students to hear these complaints. Some people recommended having a roster of
trained students, one of whom could sit on a panel if both the survivor and the respondent agreed. However, whatever disciplinary processes are created in future, ongoing evaluation and monitoring of their success (as discussed in Section A), particularly from the perspective of survivors, is essential.

Consider Implementing Third-Party Reporting
One of the most difficult situations we considered are the cases in which a victim or a bystander notifies someone they perceive to be a person in authority (usually a senior staff member, faculty member or administrative head) about a sexual assault and wants something to be done to stop the assailter, but does not want to make a formal statement or proceed with a complaint in their own name. Some of us have first-hand experiences with such situations. In these cases, the University is caught between protecting the privacy and autonomy of the victim and the duty to act in the face of a potential danger to others. The University may be liable for doing nothing to protect community members once it becomes aware of a risk of serious harm.

One useful mechanism for assisting with this problem may be a third-party reporting system, in which information can be collected and used to identify patterns of behaviour or repeat allegations. This recommendation is supported by the Ending Violence Association of BC’s recent guidelines for the development of a comprehensive response to sexual violence on university and college campuses. As a proposed new option for post-secondary institutions, EVA BC suggests the possibility of a reporting mechanism wherein “anonymous report made through a victim/survivor support worker; reports would be sent to campus security by an intermediary agency and provide detailed information about the incident and the perpetrator, but would not include the name or contact information of the victim/survivor” (p.7)\(^\text{15}\). There are also other universities who have similar mechanisms in place.\(^\text{16}\) These systems merit further study and consideration for how they might apply to the unique contexts of the UBC Vancouver and Okanagan campuses.

Third-party or anonymous reporting may allow the University to go back to the original discloser and tell them that there is now another disclosure involving the same assailant. It may also provide information about patterns of behaviour that can be used to develop systemic interventions that attempt to educate and prevent such conduct in the future. More generally, we think that UBC has to be creative in finding ways to protect community members and to effect systemic changes to the operation of a unit, program or residence, even where it may not be able to proceed with a disciplinary process against an individual.

\(^\text{16}\)For example, the University of North Carolina - Chapel Hill has a system whereby survivors are able to report anonymously incidents of “Discrimination and/or Harassment, including Relationship Violence, Domestic Violence, Stalking, and Sexual Misconduct.” https://deanofstudents.unc.edu/sites/deanofstudents.unc.edu/files/documents/eoc_general_anonymous_report_for m_08_27_2014.pdf
Closing Remarks

Sexual assault of students, postdoctoral fellows, staff, and faculty is an urgent and serious issue that is enabled by a rape culture that ignores or dismisses the problem. The consequences of sexual assault are significant; the trauma impacts individual survivors as well as many others who live, study and work here. Leaving sexual assault unaddressed further compounds these consequences, not only for survivors, but also for the university community at large. However, rape cultures are socially constructed and thus can be transformed. UBC must commit to and engage in institutional transformation and work to create safe and supportive structures and practices for learning and working at UBC. It is time for UBC to step up and assume a leadership role, creating a carefully considered response that reflects an understanding of the complexity of the issue and an appreciation of the inherent power relations that exist in hierarchically organized institutions of higher education. UBC’s institutional transformation must also be based on a survivor-centred approach. Drafting policy, education and safety measures must be informed by evidence-based knowledge and practice; such knowledge and practices already exist within and beyond our campus community, however, we need a coordinated and unified approach. We need clear, unvarnished communication and ongoing engagement with the issue. While the senior leadership of UBC has an important role to play, the commitment to addressing and preventing sexual assault is a shared one; faculty also need to take up the challenge of combatting sexual assault at UBC.

In this report we offered an overview of our approach and our consultations, which were oriented to answering two key questions:

- What are the features of an ideal response by UBC to the problem of sexual assaults involving members of the University Community?
- What is required for members of the UBC Community to have confidence in UBC’s institutional accountability on the issue of sexual assault?

In the spirit of clarity we have provided definitions of key terms including, the University/UBC, sexual assault, rape culture, sexualized violence, sexual harassment, reporting and disclosure, and the term survivor. Our research and consultations have led us to outline three key principles that should direct UBC’s approach to sexual assault: foster a climate that takes sexual assault seriously; implement survivor-centered actions, policies and processes; and, understand the broader social and systemic context of sexual assault. We then outlined an agenda for action and call upon UBC to engage in both broad transformative actions as well as changes that will strengthen Institutional Accountability; Education and Prevention; and the Response to Sexual Assault Disclosures and Reports.

We thank all who have given us their time and shared their experience and expertise. As members of the UBC community with a shared, long-term dedication to ending violence, we appreciate the opportunity to contribute in some way to shaping UBC’s commitment and engagement with the issue of sexual assault. We look forward to the development of plans, policies and procedures that align with the principles we have outlined and others that are likely to emerge as the work continues.
Appendix A: List of Existing Offices and Resources Related to Sexual Assault

One measure of how thoroughly imbricated sexual assault is in the organization of the university is how many different parts of UBC have explicit responsibility for handling aspects of sexual assaults, as well as others that may situationally be called upon to act in cases of sexual assault. Coordinating the response of these myriad parts of UBC presents a significant challenge. Survivors who must navigate what has been often referred to as this “maze” of services and offices often find this to be a difficult process.

Some of the institutional components of UBC that interact with cases of sexual assault, or policy/procedures around sexual assault include the following:

- VP Equity and Inclusion
  http://equity.ubc.ca/
- Director of Conflict Management
  http://equity.ubc.ca/conflict-management/
- Student Counseling Services
  Vancouver: http://students.ubc.ca/livewell/services/counselling-services
  Okanagan: http://students.ok.ubc.ca/health-wellness/counselling.html
- UBC Hospital—Student Health Service
  http://students.ubc.ca/livewell/services/student-health-service
- Campus Security
  Vancouver: http://security.ubc.ca/
  Okanagan: http://security.ok.ubc.ca/welcome.html
- University Ombudsperson
  Vancouver & Okanagan http://ombudsoffice.ubc.ca/
  (At the time of this report, June 2016, the Okanagan Ombuds office is temporarily closed.)
- President’s Non-Academic Misconduct Committee (Vancouver & Okanagan)
  http://universitycounsel.ubc.ca/discipline/non-academic-misconduct/
- Student Conduct Manager
- Human Resources Department
  http://www.hr.ubc.ca/
- Faculty Relations
  http://www.hr.ubc.ca/faculty-relations/
- Administrative Heads of Units (in cases where UBC employees are accused of assault).
  (This includes not only managers in staff and administrative positions, but also all academic department heads and Deans.)
- Alma Mater Society (AMS)
  http://www.ams.ubc.ca/
- UBC Okanagan Students’ Union
  https://www.ubcsuo.ca/
The following offices/components of UBC may be called upon to engage in various ways in the wake of a sexual assault:

- Academic advisors
- Faculty members teaching a student who has been assaulted
- UBC Public Relations
  http://news.ubc.ca/media-contacts/
- UBC Emergency Student Housing
  Vancouver: http://students.ubc.ca/campus/safety/emergency-housing
- UBC Enrollment Services (for emergency funding needs)
  Vancouver: http://students.ubc.ca/about/enrolment-services
  Okanagan: http://students.ok.ubc.ca/enrolment-services.html
In addition to entities and offices mentioned above, the following bodies are involved in managing matters of policy, procedure, sexual assault prevention education, and physical environment:

- **UBC Board of Governors**  
  [http://bog.ubc.ca/](http://bog.ubc.ca/)

- **Student Services**  
  Vancouver: [http://students.ubc.ca/](http://students.ubc.ca/)
  Okanagan: [http://students.ok.ubc.ca/welcome.html](http://students.ok.ubc.ca/welcome.html)

- **Orientation**  
  Okanagan: [http://you.ubc.ca/ubc-life/support/orientations/ok/](http://you.ubc.ca/ubc-life/support/orientations/ok/)

- **UBC Wellness**  
  Vancouver: [http://students.ubc.ca/livewell/services/wellness-centre](http://students.ubc.ca/livewell/services/wellness-centre)
  Okanagan: [http://students.ok.ubc.ca/health-wellness/welcome.html](http://students.ok.ubc.ca/health-wellness/welcome.html)

- **UBC Building Operations (Vancouver)**  
  [http://www.buildingoperations.ubc.ca/](http://www.buildingoperations.ubc.ca/)

- **UBC Facilities Management (Okanagan)**  
  [http://facilities.ok.ubc.ca/welcome.html](http://facilities.ok.ubc.ca/welcome.html)

A different view on the complexity of the problem of sexual assault arises when one studies the variety of UBC policies that relate to its handling of sexual assault. UBC has recently released a draft policy, tentatively numbered 131, which will be the chief statement of UBC’s approach to incidents of sexual assault on campus and its environs. However, this policy dovetails with several other policies and statements: Policy #3 – Discrimination and Harassment\(^{17}\); Policy #14 - Response to At-Risk Behaviour\(^{18}\); the UBC Code of Student Conduct\(^{19}\); the UBC Statement on Respectful Environment for Students, Faculty and Staff\(^{20}\); collective bargaining agreements with the various unions and the Faculty Association; and housing contracts with students living in on-campus housing. In addition, is governed by the *Human Rights Code*\(^{21}\), as well as new legislation, the *Sexual Violence and Misconduct Policy Act* of 2016.

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\(^{19}\) [http://students.ubc.ca/campus/student-code-conduct](http://students.ubc.ca/campus/student-code-conduct)


\(^{21}\) [http://www.bclaws.ca/Recon/document/ID/freeside/00_96210_01](http://www.bclaws.ca/Recon/document/ID/freeside/00_96210_01)
Appendix B: Expert Panel Biographies

The members of the Expert Panel who authored this report are as follows:

**Janine Benedet** (Panel Chair) is a Professor of Law at the Allard School of Law, UBC, and currently serving as Associate Dean, Academic Affairs. She is also the co-director of the Centre for Feminist Legal Studies. Her research focuses on the legal treatment of sexual violence against women, with a particular focus on the criminal justice system's treatment of sexual assault cases. Her recent work (with Isabel Grant) focuses on the sexual assault of older women.

**Scott Anderson** is Assistant Professor in the Department of Philosophy, working in the areas of ethics, social and political philosophy, and sex/gender/feminism, focusing on the topic of coercion and social power more generally. He has published on coercion, prostitution, gender-based power, sexual obligations, and has a forthcoming paper on the definition of rape.

**Shauna Butterwick** is a Professor in the Department of Educational Studies whose research and teaching is in the area of adult learning and education with particular attention given to understanding how formal, non-formal and informal learning can contribute to social justice.

**Natalie Clark** is an Assistant Professor in the School of Social Work. Her work is informed and mobilized through her interconnected identities including her Métis ancestry; as a solo-parent of three Secwepemc children and part of the Secwepemc community; an academic and sexual abuse counsellor. Natalie’s practice, teaching and research have focused on sexualized violence and the coping responses to trauma and violence for over 20 years.

**Sarah Hunt**, a Kwagiulth (Kwakwaka'wakw) scholar, is Assistant Professor in the First Nations and Indigenous Studies Program and Department of Geography. In addition to her scholarly work on geographies of law and violence, she has worked for over 15 years as a community-based researcher and educator on issues of violence, justice, gender, sexuality, colonialism and Indigenous resurgence.

**Lucia Lorenzi** is a recent alumna of the PhD program in UBC's Department of English. Her research focuses on representations of sexual violence in literature and media, with a specific emphasis on the role of silence. In addition to her scholarly research on sexual violence, Lucia is a survivor of campus sexual assault with many years of experience as an anti-violence activist, organizer, and consultant.
Appendix C: Case Studies Used in Consultations

1. Two 19 year old undergraduate students, one male and one female, are at a party in UBC residence, where they’re drinking with their friends. They start dancing at the party and then decide to go into a separate room to make out. The next morning, the female student realizes that someone has had intercourse with her and she is sure that she didn’t consent to it.

   Are there additional considerations
   - if the assaulted student was Indigenous?
   - if the male student is not 19, but is a 30-something graduate student?
   - if the students are both international students from China?

2. A male Masters student is invited to attend a meeting about a research project at the office of a male doctoral student. They’ve worked together a few times, but always with other students this time, the doctoral student says that only the two of them need to meet. As they leave for the night, the doctoral student kisses the masters student, pushes against him, and touches his groin. The surprised Masters student struggles free and runs out of the room.

   Are there additional considerations or would the response differ if
   - this was not two graduate students, but two faculty members?
   - the Masters student was a new faculty member or a sessional lecturer and the doctoral student was a tenured full professor?
   - if the Masters student was transgender?
   - How might the situation differ if the Masters student was in his 50s—a mature student?

3. A member of the janitorial staff is walking to her car late at night. Before she can enter her car she is pushed to the ground from behind. She feels a hand groping her breast, another hand holding her head to the pavement, and someone rubbing up against her backside. She doesn’t see the face of the person behind her. She screams, kicks her legs and the attacker runs off.

   Are there any additional considerations
   - if the attack took place in the building where the person works?
   - if the staff member did not work on janitorial staff, but was a senior faculty member and a Dean?
   - if the attacker turned out to be the staff member’s ex-spouse?

4. A Masters student, as part of her degree program, is doing a practicum at a community organization and has developed a friendship with her supervisor at that organization. She plans on asking him for a reference. They meet after hours and enjoy a few beers together and the next week, get together again after work. As they’re leaving, the supervisor kisses her. Surprised she says “I don’t think we should”… He tells her to be quiet and turns off the light, pushing himself on her, pulling her skirt up and penetrates her. He says he knows she’s been watching him. Before they leave, he tells her that he is a nice guy and that this is just between them.

   Are there any additional considerations if:
   - the student is lesbian?
   - the student is physically disabled, and uses a cane to walk?
   - these events instead took place as part of an extra-curricular activity
   - between a coach assaulting a student athlete?
Appendix D: Key Documents Consulted

As noted previously in this report, while our Panel consulted numerous documents throughout the course of our work, our aim was not merely to repeat the extensive literature reviews and bodies of research that have already been conducted by various working groups and organizations (both internal and external to UBC). Moreover, significant portions of our recommendations were derived directly from the numerous consultations we arranged with community members. Nevertheless, we include here a series of documents that were key to our Panel’s development of our recommendations and action items.

Bauer, G.R., and A.I. Scheim, for the Trans PULSE Project Team (June 2015). Transgender People in Ontario, Canada: Statistics to Inform Human Rights Policy. London, ON. [Link to PDF]


Dalhousie University Task Force on Misogyny, Sexism, and Homophobia in the Faculty of Dentistry (2015). Report of the Task Force on Misogyny, Sexism, and Homophobia in Dalhousie University Faculty of Dentistry. Halifax, NS: Dalhousie University. [Link to PDF]


### Appendix E: Table of Sexual Assault Policies at Canadian Post-Secondary Institutions

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<th>School</th>
<th>Sexual Assault (SA) Policy &amp; Procedures or Sexual Violence (SV) Policy</th>
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<td>**ONTARIO *</td>
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<td><strong>Provincial legislation and action plan requiring post-secondary institutions to develop stand-alone SA policy</strong></td>
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22 Prepared by Nythalah Baker, Equity & Diversity Office, University of Toronto, Mississauga and Rachael Sullivan, Equity and Inclusion Office, University of British Columbia
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| Canada Mennonite University Winnipeg | ----------- | ----------- | [http://www.cmu.ca/students.php?s=resources&p=harassment_faq](http://www.cmu.ca/students.php?s=resources&p=harassment_faq) |

**QUEBEC**

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<td>Mount Allison University Sackville</td>
<td><a href="http://www.mta.ca/Community/Governance_and_admin/Policies_and_procedures/Section_1000/Policy_1003/Policy_1003/">http://www.mta.ca/Community/Governance_and_admin/Policies_and_procedures/Section_1000/Policy_1003/Policy_1003/</a> (covers both assault and harassment)</td>
<td><a href="http://www.mta.ca/Community/Governance_and_admin/Policies_and_procedures/Section_1000/Policy_1003/Policy_1003/">http://www.mta.ca/Community/Governance_and_admin/Policies_and_procedures/Section_1000/Policy_1003/Policy_1003/</a> (covers both assault and harassment)</td>
<td><a href="https://www.mta.ca/shares/">https://www.mta.ca/shares/</a></td>
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<td>NOVA SCOTIA</td>
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<td><a href="http://hr.acadiau.ca/tl_files/sites/hr/Policies%20and%20Procedures/Harassment%20&amp;%20Discrimination.pdf">http://hr.acadiau.ca/tl_files/sites/hr/Policies%20and%20Procedures/Harassment%20&amp;%20Discrimination.pdf</a> (harassment policy that includes sexual assault see C.15)</td>
<td><a href="http://hr.acadiau.ca/tl_files/sites/hr/Policies%20and%20Procedures/Harassment%20&amp;%20Discrimination.pdf">http://hr.acadiau.ca/tl_files/sites/hr/Policies%20and%20Procedures/Harassment%20&amp;%20Discrimination.pdf</a></td>
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<td>Dalhousie University Halifax</td>
<td><a href="http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/SexualHarassmentPolicy.pdf">http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/SexualHarassmentPolicy.pdf</a> (includes sexual assault under definition of harassment)</td>
<td><a href="http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/SexualHarassmentPolicy.pdf">http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/SexualHarassmentPolicy.pdf</a></td>
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Sexual Assault at the University of British Columbia: Prevention, Response, Accountability – June 2016
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<td>University of King's College</td>
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<td>Information on discrimination and harassment: <a href="http://www.ukings.ca/files/u42/Yellow_Book_August_2014.pdf">http://www.ukings.ca/files/u42/Yellow_Book_August_2014.pdf</a></td>
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**PRINCE EDWARD ISLAND**

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**NUNAVUT**

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**YUKON**

**NORTHWEST TERRITORIES**