



FEJA Solar Pipeline Training Program 2026 Program Manual

Chapter 2: Equity and Program Culture

Chapter Overview

By the end of this chapter, you will be able to:

- Articulate why equity is at the center of Future Energy Jobs Act (FEJA).
- List and describe the core values that serve as the program's foundation.
- Center diversity, inclusion, accessibility, and equity into; your program's culture, each of the program's elements, and each phase of the Program.
- Avoid potential legal consequences by implementing a comprehensive anti-discrimination, harassment, and bullying policy and develop a reporting and routing process.

The Future Energy Jobs Act (FEJA) workforce programs have clear core values. This chapter will explore how the FEJA workforce programs can foster a culture that empowers participants to engage fully, develop professionally, and reach their fullest potential.

Building an Equitable Clean Energy Workforce

The FEJA Solar Pipeline Program, as part of the **Future Energy Jobs Act (FEJA)** legislation, was designed with the following unique goals:

- **Renewable Energy -**
Mandates that ComEd and Ameren increase investment in solar and wind, aiming for 4,300+ megawatts of new capacity by 2030.
- **Energy Efficiency -**
Requires utility companies to expand efficiency programs to reduce waste and lower customer bills.
- **Workforce Development -**
Funds training programs like the Solar Training Pipeline, targeting environmental justice communities, former foster care youth, and returning citizens.

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- **Community Solar -**
Enables residents who cannot install solar panels to subscribe to solar projects and receive credits.

By adhering to the core values and progressing toward these goals, the FEJA Solar Pipeline Program will contribute to a more **equitable clean energy industry** in Illinois.

Historically, inequities have existed across affiliated industries (see the tables below). Data shows that the clean energy and construction industries and trades are not as accessible to diverse groups. For instance, as shown in the tables below, women and people of color are underrepresented in several of the higher-paying jobs in construction and the building trades.

Table 2.1: Demographics and the Illinois Construction Workforce

State Population	Illinois Construction and Trades	Illinois Population	U.S Population
Women	11%	49.0%	50.5%
African American	6.3%	14.7%	13.6%
Hispanic/Latino	21.2%	18.0%	18.9%
American Indian/Native Alaskan	<1%	0.6%	1.3%
Asians	2.1%	6.1%	6.1%
Veterans	7%	4.3%	5.4%

(U.S. Bureau of Labor Statistics, 2021; U.S. Department of Veteran Affairs, 2021; U.S. Census Bureau Population Estimates, July 2021)

Table 2.2: Percent of Women in Illinois Construction and Building Trades

Construction Trade	Number of Jobs	Median Hourly Earnings	Percent Female
Construction Laborers	42,456	\$22.66	3.8%
Carpenters	35,784	\$28.16	2.0%
Electricians	25,725	\$39.38	2.5%
Plumbers, Pipefitters, and Steamfitters	18,608	\$43.17	1.5%
First-Line Supervisors of Construction Trades	14,208	\$37.97	3.9%
Painters, Construction, & Maintenance	12,614	\$22.02	7.4%
Operating Engineers & Other Construction Equipment Operators	11,214	\$38.22	2.8%

(Source: Lightcast™, 2021)

Note: For more information regarding *Property Control and Personal Identifiable Information*, please access the [CEJA Policy page](#) in the Partner Guide.

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Factors that impact this disparity include, but are not limited to:

- Race and ethnicity biases
- Gender biases (such as negative perceptions regarding women working in construction and the building trades)
- Lack of knowledge regarding opportunities within the clean energy industry, construction, and building trades
- Lack of access to opportunities for training
- Lack of access to social capital and industry-specific networks necessary to get a job
- Hostile or unwelcoming workplace environments or cultures

The FEJA Solar Pipeline Program seeks to build a more equitable workforce in the clean energy construction and building trades industry, by creating a pipeline of diverse candidates to help respond to the demand for clean energy services, and by removing barriers to completion and success through robust barrier reduction services.

***Note:** For more information about available services, see **Chapter 6: Barrier Reduction Services**. For additional information regarding barrier reduction, please access the [CEJA Policy page](#) in the Partner Guide.*

Program Culture

Culture is a pattern of basic, shared assumptions learned by a group (Schein, 2010). A program’s culture, or program environment, is the pattern of beliefs, values, rituals, relationships, and practices shared by DCEO FEJA administrators, grantees, and participants. Program culture is critical to effective service delivery and participant outcomes.

FEJA Solar Pipeline Program is designed to have an **equity-impact**. The term **equity** is often used in conjunction with other terms like equality. **Equity** recognizes that each person has different circumstances and allocates resources as needed, to ensure there is fair access to opportunities. This is different from **equality**, which means each individual or group of people is given the same resources regardless of their individual needs or differences.

Here are a few ways equality and equity differ:

Equality	Equity
All participants have access to the same resources	Participants are provided with the resources they need to succeed
Assumes what is required to be successful	Does not make assumptions
Tells!	Asks!

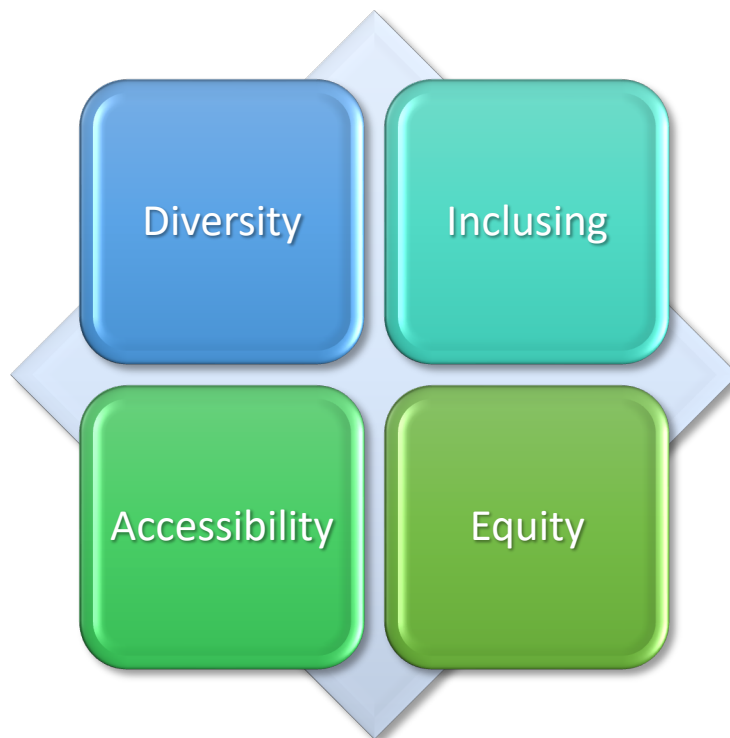
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Equity recognizes uneven playing fields and seeks to respond to individual needs, instead of providing blanket services to everyone irrespective of their current position, resources, or needs. Equity challenges us to **reduce barriers** (*i.e., barrier reduction services*) while supporting participants on their journey to self-sufficiency. Centering equity means eliminating barriers and leveling the playing field.

Defining Core Equity Values

The FEJA program culture includes; diversity, inclusion, accessibility, and equity.

Program **core values**¹ are the core ethics or standards the program is expected to abide by. They serve as a guiding light for program design, actions, and decision-making. They invite grantees to provide an environment that counters previous negative experiences for certain groups in the clean energy industry. Below we define each of these values.



Diversity means honoring the humanity of all people and valuing the unique contributions that different people bring to the table. Diversity includes all of the characteristics that make individuals and groups different. It recognizes everyone and every group as part of the diversity that must be valued. A broad definition includes not only race, ethnicity, and gender—the groups that most often come to mind when the term "diversity" is used—but also age, national origin, religion, disability, sexual orientation, socioeconomic status, education, marital status, language, veteran status, and physical appearance. It also involves different ideas, perspectives, and values.

¹ <https://www.racialequitytools.org/glossary>

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Inclusion requires authentically bringing underserved individuals and/or groups into processes, activities, and decision-making in a way that shares power and influence. To be inclusive means more than having individuals or groups in the room; it means listening and allowing their input to impact decisions. Inclusive environments ensure that people are respected and can fully participate and contribute. Organizations that are inclusive, proactively leverage diverse perspectives within the group to impact policies, practices, and norms. Inclusive environments benefit everyone and pave the way for empathy, successful communication, and understanding.

Accessibility is the degree to which an environment, service, or product is understandable, meaningful, and useable by as many people as possible. The Illinois Department of Human Resources defines accessibility as the degree to which all people, including people with disabilities and people with limited English proficiency, can fully use or participate in services, facilities, workplaces, products, and communications with ease.

Equity means the state, quality or ideal of being just, impartial and fair, and recognizes that each person has different circumstances and allocates the resources and opportunities needed to ensure an equal opportunity.

Professional Development Regarding Equity

Grantees are expected to integrate the core equity values into their program to help participants feel safe, participate fully, develop professionally, and reach their fullest potential. **All members of your team must receive training in these core values.**

While DCEO will provide basic training on the FEJA core values, it is the grantees' responsibility to ensure their staff is appropriately trained. This may mean reaching out to an expert for additional professional development.

If additional staff training is required, below are a few available resources:

- [An Introduction to Diversity, Equity, and Inclusion for All State Employees](#), developed by the Illinois Department of Human Rights: [State Employee Participant Guide](#)
- Illinois State Board of Education: [Equity Information and Resources](#)
- Illinois Board of Higher Education: [Illinois Educational Attainment and Equity Dashboards](#).
- Equity in the Center: [Racial Equity Tools](#)
- Chicago Jobs Council resources library: [Resource Library](#)

How to Foster an Equitable Workforce Program Culture

Commitment to the core equity values means upholding them in all elements of your program. It means pursuing policies and practices to support all participants and team members.

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The questions below should be considered as you develop and deliver your program:

- How will an equity focus inform your program goals?
- How will you analyze the impacts of your program on all participants, including underserved groups, such as persons with barriers due to their lack of education, job training, reliable housing and transportation, legal system involvement, or disability?
- How will you infuse diversity, inclusion, accessibility, and equity into your program’s culture?
- How will you avoid potential legal consequences by implementing a comprehensive anti-discrimination, harassment, and bullying policy and developing a reporting and routing process?
- How will you establish partnerships with culturally competent organizations and employers to deliver the program and promote participants’ success?

Empower for Resilience and Self-sufficiency

Program design and implementation must focus not just on program completion, but on helping participants develop the long-term skills that will allow them to build resilience, become self-sufficient, and secure a long-term career. The FEJA Solar Pipeline program utilizes a human-centered program design with individualized service delivery that leads to upward mobility and quality jobs.

Consider the following questions when designing your training program:

- How will the skills taught in each module prepare participants for long-term success in their careers?
- What skills or tools can the program provide to help ensure success in years 1-3+ after job placement?
- What certifications are offered to make graduates marketable candidates for jobs in the clean energy industry?
- What life skills will participants develop to build resilience and self-sufficiency?
- How will your program provide individualized services, coaching support, and training to empower participants to succeed?
- How will you prioritize participants’ future financial stability and economic security through skills training?

Embrace Difference by Cultivating Cultural Competence

The core values of diversity, inclusion, accessibility, and equity, mean more than meeting specific metrics. Staying true to the core values means ensuring that each participant feels that their humanity is honored. It means ensuring that participants feel that they belong in the program and the classroom, their voice is heard, and their differences and unique contributions are valued.

Embracing difference means developing **cultural competence** to effectively deliver program services for different groups of people. Cultural competence is key to embracing difference among racial and ethnic groups, gender identities, rural and urban communities, and cultures.

Cultural competence includes the following elements:

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- **Cultural knowledge:** Having a basic understanding that there is diversity in cultures across populations.
- **Cultural awareness:** Being open to the idea of changing cultural attitudes.
- **Cultural humility:** Becoming self-aware of personal and cultural biases.
- **Cultural sensitivity:** Being sensitive to the significant cultural issues faced by others. Knowing that differences exist between cultures but not assigning values to those differences.

Grantees should provide professional development to help staff members develop not just cultural knowledge and awareness, but also cultural humility and cultural sensitivity when engaging with different groups of people.

Consider the following questions:

- How will the program build cultural competence among staff members? How will you develop a culture of humility and sensitivity, encouraging self-reflection and a willingness to learn from others who are different?
- What steps is your program taking to ensure members of the target populations are present, and that their contributions and voices are heard?
- How is your program developing partnerships with culturally competent organizations?
- How is your program creating a sense of inclusion for people with differences?
- How is the program helping participants build self-confidence and self-efficacy in their differences, which will be valuable as they transition to full employment?

Overcome Barriers

The foundation of the FEJA workforce programs is ensuring **equitable access and opportunities**. FEJA Solar Pipeline focus on building an environment that eliminates or reduces the impact of structural, individual, and situational barriers facing participants. There are many different kinds of barriers that participants may face—some more challenging to address than others. Barriers can be multi-faceted and include **trauma, situational poverty, and multigenerational poverty**.

- **Trauma**, according to the Centers for Disease Control, is “a physical, cognitive, and emotional response caused by a traumatic event, series of events, or set of circumstances that is experienced as harmful or life-threatening. Trauma can have lasting effects, particularly if untreated.” Trauma-informed care acknowledges that organizations need to have a full understanding of a participant’s life situation—past and present—to provide effective services. Trauma-informed service delivery recognizes trauma symptoms and responds with understanding and respect.
- **Situational poverty** is a period of being poor caused by situational factors, in contrast with generational poverty. Approaches to addressing situational poverty may include short-term solutions, such as providing money for transportation and childcare to address the unique situation.

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- **Multigenerational poverty** is a form of entrenched poverty that can encompass multiple generations of a family. Black Americans are 41% more likely than whites to be in third-generation poverty. Approaches to multigenerational poverty are often very different than approaches to situational poverty. These approaches may be more long-term and multi-faceted and typically focus on promoting access to education, skill development, and economic empowerment.

FEJA Solar Pipeline grantees should acknowledge how trauma, situational poverty, and multi-generational poverty may impact participant's experience in the program and consider how their approaches to barrier delivery will address the multi-faceted challenges people may experience.

Here are a few questions to consider:

- How is this program reducing barriers for participants in a way that addresses both short and long-term needs of people experiencing situational or multigenerational poverty?
- How does barrier reduction service delivery honor the humanity of each participant and consider their unique needs?
- What staff training is needed to deliver trauma-informed, culturally sensitive barrier reduction services?

Note: For more information about available services, *see Chapter 6: Barrier Reduction Services*. For additional information regarding barrier reduction, please access the [CEJA Policy page](#) in the Partner Guide.

Build a Community of Collaboration

Successful learning is rooted in a safe, inclusive, and collaborative environment. Grantees must develop an environment that promotes respect for all participants and staff, practices open listening and attends to the lived experiences of all participants.

Here are a few questions to consider:

- How are staff and participants taught to listen and collaborate empathetically?
- Are standards for communication defined and taught to participants and staff?
- Are staff and participants offered continued education and professional development on critical topics like trauma or gender-informed services?
- What mechanisms are in place that ensure participants and staff contributions are valued?

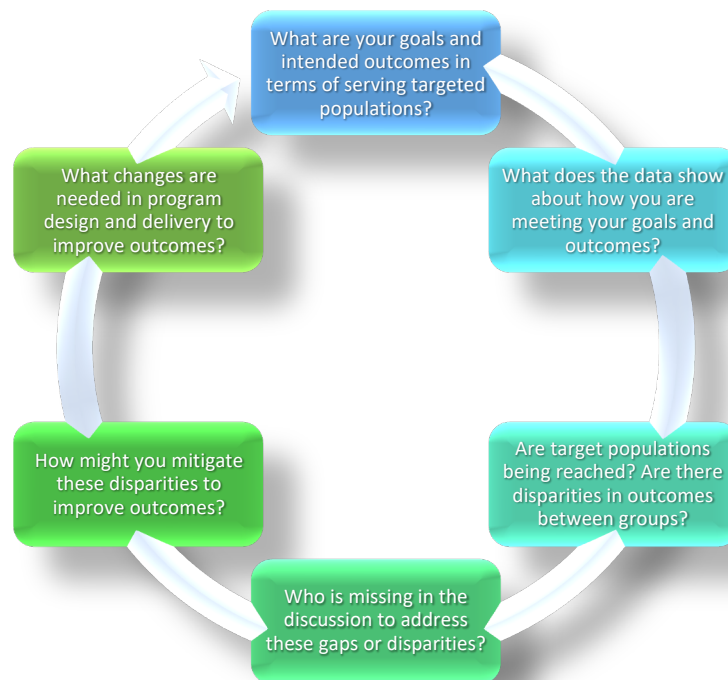
Track and Measure Success

People and programs grow when goals are set, outcomes are measured to see how goals are being met, and programs are adjusted to promote further success or strengthen weak points. The FEJA core values should inform all aspects of this process. It is important to remember that goals and outcomes are intended to measure a program's impact and the difference it makes in participants' lives. Tracking and measuring outcomes will help grantees evaluate the extent to which the program is meeting its equity goals and values.

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What do equitable goals and outcomes look like? FEJA Solar Pipeline Program is specifically focused on increasing opportunities in the clean energy sector for people and communities that have been left out in the past or who have faced historical barriers to participation. Equitable goals and outcomes will consider past gender and racial disparities and seek to address those disparities. Setting equitable goals and outcomes means considering the unique demographics of your region and the environmental justice, former foster care, and returning citizens.

Tracking and measuring outcomes will help grantees evaluate the extent to which the program is meeting its equity goals and values. Measuring outcomes can be used to evaluate what is and is not working and identify any disparities in outcomes among different groups. Strategies can be adjusted to address these disparities. The diagram below shows how grantees can set goals and outcomes, track how outcomes are met, and adjust program design and delivery to ensure equitable outcomes.



The grantee's assigned FEJA Grant Manager and Regional Administrators will review grantee goals and outcomes, monitor progress in meeting these goals and outcomes, analyze the data to identify any concerns or disparities in outcomes, and help the grantee develop strategies to address disparities and gaps.

How will equitable outcomes be tracked and measured? DCEO requires a number of assessments, plans, and reports to help you track and measure success. Equity is embedded in all of these processes. Here are a few examples of how equitable outcomes will be measured and evaluated in the program.

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Equity question	Tracked and measured by . . .
Is the program reaching target populations?	Target populations will be tracked in the Reporting System. Grantees will enter participation, completion, and apprenticeship placement metrics into the Reporting System.
Is the program inclusive of people of different races, ethnicities, genders, abilities, and cultures?	Grantees will enter demographic information for all participants in the Reporting System.
Do participants feel included in the program?	Participants will be asked to complete participation surveys and exit interviews.
Is the program providing services to remove barriers to completion and success?	The Reporting System will track service needs and service delivery. Data will be analyzed to see how these barrier reduction services are associated with participant outcomes.
Are participants provided the skills they need to succeed in a clean energy job and build a career?	The Reporting System will track long-term outcomes. Grantees will collect information about retention in jobs and gather feedback from employers and participants.
Are program materials, curriculum, and services accessible?	Curriculum will be reviewed by the Grant Manager to ensure that curriculum and services are accessible. Custom outreach materials developed by the grantee will be reviewed by the Grant Manager and Regional Administrator.

Equity Values in Action

The recommendations below apply to the above questions and should provide program administrators with specific guidance about how to center the core values in their processes. Many of these recommendations apply across one or more categories. Remember, the principles must be applied to both staff and participants.

Organizational Policies, Procedures, and Processes

1. Develop a set of written policies, procedures, and processes for your organization that address the core values.
2. Ensure all policies, procedures, and processes are in writing and aligned with the core values. These must be used as a reference to ensure that you follow your intentions and can also be used for accountability.
3. In each program discussion, ask what core value considerations need to be addressed. Consider appointing someone to advocate for the core values in discussions until this becomes a habit and equity is embedded in your program.
4. Develop a conflict resolution policy. These topics can sometimes get complicated. Expect that people may get offended, and you may offend, even if unintentional. Have ways to recover from such events in a constructive, team-centered way.
5. Consider forming a core values team with representation from staff and participants to assess performance, respond to concerns, and make recommendations for improvement.

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6. Listen fully to participant feedback regarding their experiences, even if you have observed the situation differently.
7. Identify concrete metrics for measuring and continuously improving diversity, inclusion, accessibility, and equity.

Note: *The development of organizational policies, procedures, and processes requires specific subject matter expertise. If this expertise does not exist within your organization, consider contracting with a qualified consultant to provide support.*

Staffing

1. Ensure ALL program staff are trained in diversity, inclusion, accessibility, and equity. Explain why this is important. Work to gain buy-in from all staff.
2. Recruit staff, especially mentors and coaches, from the equity investment eligible communities and other target populations (such as foster care alumni or returning residents) who have shared or similar experiences with potential participants.
3. Ensure ALL program staff model behaviors align with the core values and practices.

Recruitment

1. Make sure that external-facing materials (online and in print) show people who are diverse and representative of the people you are trying to serve.
2. Ensure program rules, guidelines, and policies do not inadvertently marginalize a group (for instance, “you must be able to lift 100 pounds to apply for the program”).
3. Make all program requirements easily accessible.
4. Actively outreach to and recruit diverse groups. Refrain from expecting them to come and show up if they have historically been underrepresented. Leverage trusted partners, including staff from similar backgrounds and community leaders.
5. Nurture the program’s existing diversity. Word of mouth is a very powerful tool.

Intake

1. Ensure access to barrier reduction services are equitable by going through the needs assessment and intake questionnaire thoroughly. Invite them to identify what additional supports they need to be successful.
2. Take the time to learn who the participants are and how they self-identify.
3. Identify and leverage strengths in diverse participants and build on those strengths. Consciously acknowledge all sexes, genders, and ethnicities. Positively affirm contributions and inquire about relevant personal experience.
4. Use supportive communication that frames participants as future members of a professional community (the clean energy industry), not just a participant in a program. This is especially important for participants who belong to groups that have historically been underrepresented in the clean energy workforce.

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5. Validate participants' self-worth, inherent ability, and creativity to help counter "imposter syndrome" and respond positively and affirmatively to their internal questions, "Am I supposed to be here?" "Do I fit in here?" "Can I be successful here?" "Do I belong here?"

Training

1. Encourage participants to incorporate their current knowledge and utilize their lived experiences and expertise to achieve personal success.
2. Recognize, include, and elevate participant contributions in the classroom, worksite, and program environment.
3. Develop genuine and quality relationships between and among all levels of staff and program participants. Encourage mutual trust.
4. Show participants how their cultural values, current knowledge, and experiences are transferable and reflected in the clean energy industry.
5. Intentionally communicate positive cultural and social messages regarding their career choice in the clean energy industry and emphasize the value of participants' contributions to the industry.
6. Be willing to discuss and address difficult/taboo topics to find equitable solutions. Acknowledge in the curriculum, among staff, and on worksites the environmental and historical factors that impact underrepresented groups.
7. Minimize/eliminate exclusionary practices within the learning environment and on worksites (for example, inequities, negatively singled out participants, overlooking or ignoring certain participants, verbally insulting or marginalizing membership in certain groups, or otherwise discounting the value of specific characteristics).
8. Provide additional instruction, coaching, and mentoring as needed to help participants be successful.
9. Explicitly express a commitment to the core values in training sessions, instructional materials, curricula, physical spaces, online and print materials (for example, posters and website), and most critically, in practice! This commitment must include the representation of diverse cultures through language, heritage, historical contributions, and current thought leaders.
10. Equitably provide opportunities for learning and growth to help participants develop skills, confidence, and leadership. Certain groups must not be inadvertently singled out (for example, choosing a male to serve as a team leader for all group projects).
11. Tell relatable stories during training. People respond when they feel that their instruction relates to their lives and what they are experiencing.
12. Ensure participants receive both positive and constructive (not negative) feedback. Move beyond mere compliments (i.e., "well done"); share what the participant did well or should have done differently to improve their performance.
13. Provide participants with multiple ways to demonstrate knowledge and skills. Not all forms of learning and means of assessment have been a significant part of everyone's educational background.

Employer Relationships and Transition Services

1. Assist applicants in applying for jobs, helping them frame their unique and sometimes unconventional experiences (for example, volunteer work, creative endeavors, compensated and uncompensated services like lawn care and babysitting) as assets in the job market.
2. Develop relationships with minority and women-owned businesses, equity eligible contractor businesses, or other businesses that reflect the diversity of the participants you are serving.
3. Identify mentors in the clean energy industry who are from equity investment eligible communities and other target populations (such as foster care alumni or returning residents) who have shared or similar experiences with potential participants.
4. Provide participants with multiple ways to demonstrate knowledge and skills. Not all forms of learning and means of assessment have been a significant part of everyone's educational background.
5. Proactively work with employers to advocate for fair hiring practices and supportive work environments. If there are policies or practices that are standing in the way of returning residents getting hired, for instance, encourage employers to change. Help them see the value in hiring returning residents and other populations with barriers to employment.
6. Maintain clear lines of communication with employers to facilitate follow-up and encourage retention after hire. Be clear about your expectations for a supportive work environment and discuss how you can continue to support the participant after they have been hired.

Legal Implications

The FEJA Solar Pipeline Program strives to create and maintain working and training environments where everyone is treated with dignity, decency, and respect. Effective program cultures are free of discrimination, harassment, bullying, or other emotional or physical harm. Discrimination is bias or prejudice resulting in denial of opportunity or unfair treatment when hiring, creating, or applying policies, training, promoting, firing, or laying off employees, or in any other terms and conditions of employment or program participation. Harassment can be a wide range of unwelcome and offensive behaviors. They usually are repetitive but do not have to be. Bullying is a persistent pattern of mistreatment from others in the workplace/training environment that causes either physical or emotional harm. It can include such tactics as verbal, nonverbal, psychological, or physical abuse and humiliation.

Exposure to any of these is not only immoral but may also be illegal. Harassment and discrimination are illegal, and **individuals' rights** are protected by local, state, and federal legislation.

- **The Equal Pay Act of 1963.** This Act is a United States labor law amending the Fair Labor Standards Act. This Act abolishes wage disparity based on sex. [Read more.](#) (U.S. Equal Employment Opportunity Commission, n.d.)

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- **Title VII of the Civil Rights Act of 1964.** This Act prohibits discrimination in employment based on race, color, sex, religion, or national origin. [Read more.](#) (U.S. Equal Employment Opportunity Commission, n.d.)
- **Title IX of the Education Amendments Act of 1972.** No person in the United States, based on sex, should be excluded from participating in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance. [Read more.](#)
- **Illinois Human Rights Act.** State law that prohibits discrimination concerning age (40+), ancestry, arrest record, citizenship status, color, conviction record, disability (physical and mental), familial status, gender identity, marital status, military status, national origin, orders of protection, pregnancy, race, religion, retaliation, sex, sexual harassment, sexual orientation, unfavorable military discharge. [Read more.](#)
- **Americans with Disabilities Act (1990).** This Act prohibits discrimination against physically or mentally challenged people who can perform the job's essential functions. It also requires employers to offer reasonable accommodations to enable those workers to do their jobs. [Read more.](#) (Americans with Disabilities Act, 1990).

All grantees must have an anti-harassment policy utilizing the Discrimination, Harassment, and Bullying Policy Template found in the FEJA Solar Pipeline Partner Guide.

- Checklist for Addressing Discrimination, Harassment, Bullying Complaints
- Discrimination, Harassment, and Bullying Complaint Form

Additional Resources

Please see the FEJA Solar Pipeline Partner Guide for the following resources:

- Discrimination, Harassment, and Bullying Policy Template
- Checklist for Addressing Discrimination, Harassment, Bullying Complaints
- Discrimination, Harassment, and Bullying Complaint Form