# Civil Rights Advisor Training for the Texas A&M University System

Rick Olshak, System Ethics and Compliance Office August 2020



## **NOTICE:**

This training material is provided for public review in accordance with federal law. The material may be utilized only for non-commercial educational and training purposes with the user assuming all risk for utilization of any content herein. Commercial utilization of this material is prohibited.

## **NOTICE:**

This is a training program designed for those who will serve as member-appointed advisors to parties in cases involving sexbased allegations. A pre-requisite for this program is completion of the System Training on Title IX and System Regulation 08.01.01 which was offered on August 5, 2020 through Webex as well as through TrainTraq.



#### For this training...

- 1. Aubrey Craft of SECO will keep members muted throughout today's training; questions may be asked in the "Chat" box; Aubrey will keep track of comments and ensure they are asked during the program.
- 2. If you have questions after the completion of this program, please direct those questions to <u>your</u> Title IX Coordinator (TIXC) by the end of the day tomorrow (Friday). We ask that the TIXCs collect and submit questions to Rick Olshak by the end of next Monday so that SECO can issue any necessary guidance to all System members.
- 3. <u>TrainTraq</u>: We will follow up with members on completing the post-test via TrainTraq once this material is posted; this will include the opportunity for people to complete the program who are unable to attend today.



#### For this training...

- 4. Presentation is text heavy and intended to serve as a reference document after the training
- 5. The presenter is not providing legal advice; the presenter is a compliance officer and is offering compliance guidance
- 6. Please note that the material being addressed in this program may involve explicit descriptions or details that some may find offensive, while others may find these materials triggering. Nothing is being done today simply for "shock value" but will be consistent with the real-world language and details that we are confronted with in this work. If you find yourself triggered, please step away to the degree that you need to, and please seek appropriate assistance if necessary.

## **POLL:**

Did you attend our four-part training program for civil rights adjudicators? Yes or No (please vote now)

Vote "yes" if you attended any/all of the training.



## POLL:

Have you ever served as an official (single hearing officer or member of a hearing panel) in any live disciplinary hearing involving student or employee conduct? Yes or No (please vote now)

Vote "no" if you have only served as a Designated Administrator in paper reviews.



# **Agenda**

- 1. Pre-Test
- The Advisor
  - a) Due Process in Higher Education
  - b) The Civil Rights Adjudication Process (overview)
  - c) The Role of the Advisor
    - i. Process Advisors
    - ii. Hearing-only Advisors
  - d) Effective Questioning
  - e) Records and Privacy
- 3. Revisit Pre-Test
- 4. Final Questions



#### Pre-Test

Here are 8 questions that we will address today through the material. These questions will also serve as your post-test.

- 1. True or False The role of the adjudicatory process is to prove that the respondent violated our standards and to punish them for their offenses.
- 2. Choose One Which standard of evidence has been used by approximately 90% of colleges and universities as the standard for all student conduct cases for the last fifty-plus (50+) years?
  - a) Beyond a Reasonable Doubt
  - b) Clear and Convincing
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  - d) Substantial Evidence
- 3. Choose One Which court decision is understood to be the landmark case for student conduct that effectively ended *in loco parentis*?
  - a) Brown v. Board of Education (1954, U.S. Supreme Court)
  - b) Dixon v. Alabama (1961, 5<sup>th</sup> Circuit)
  - c) Goss v. Lopez (1975, U.S. Supreme Court)
  - d) Davis v. Monroe County Board of Education (1999, U.S. Supreme Court)



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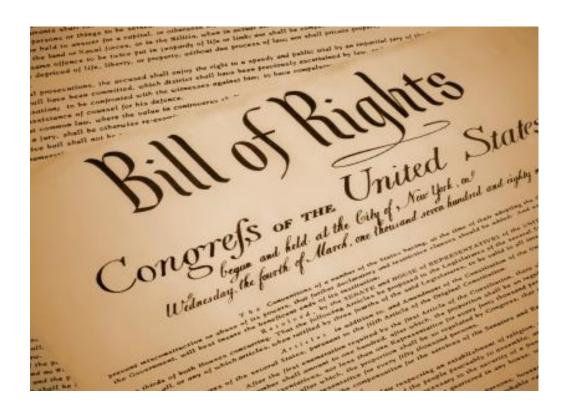
- 4. True or False In sex-based cases, the role of the advisor is to advocate on behalf of their advisee and represent them at the live hearing.
- 5. Choose One In the event that a party fails to appear at a scheduled live hearing, what previously submitted statements may be included in the decision-making of the hearing officer or hearing panel?
  - a) Only their previous statements to police
  - b) Only their previous statements to civil rights investigators
  - c) Only their previous statements to the Title IX Coordinator
  - d) None of the above
- 6. Yes or No John is a party and has answered twenty-three questions from the opposing advisor. However John refuses to answer the twenty-fourth question. The panel chair warns John that if he refuses to answer, all of his previous statements – including those made at the hearing – will be deemed inadmissible. John still refuses to answer and the chair declares John's statements to be no longer relevant to the case. Did the chair make the correct decision?

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Here are 8 questions that we will address today through the material. These questions will also serve as your post-test.

- 7. Yes or No Kimberly is a witness who appears at the hearing and refuses to answer any questions from the panel, but answers questions from both party advisors. The chair tells the panel that Kimberly's statements may be considered in deliberations. Did the chair make the correct decision?
- 8. Choose One You are an advisor to a party. It is time for the opposing advisor to ask questions of your advisee. The Chair rules a question admissible and directs your advisee to answer it. You do not like the question and believe the answer may undermine your advisee's case. What do you do?
  - 1. Do nothing and allow the advisee to answer the question
  - 2. Object to the Chair of the Hearing Panel
  - 3. Whisper to the advisee that they should say, "Upon advice of my Advisor, I refuse to answer this question"
  - 4. Demand an immediate recess so that you and your advisee can strategize





# **Due Process**

Who has authority over you... how many jurisdictions do you live in? (POLL)

- International Law
  - Federal Law
    - State Law
- County/Municipalities
  - Professional
    - Personal

# **Due Process**

Do all of these jurisdictions provide the same due process elements if there is a conflict? (POLL)

NO --- they do not, but why not?

# **Due Process**

Due process is the <u>process</u> that is <u>due</u> to us based on:

- > The nature of the relationship
- > The rights or privileges at stake

The greater the potential loss of <u>rights</u>, the <u>higher</u> amount of <u>process</u> that is due.

- President James Madison (Dem-Rep., 4th President)
  - Authored the 5<sup>th</sup> Amendment to the U.S. Constitution; ratified in 1791
  - 5<sup>th</sup> Amendment requires due process of law in order for the government to deprive an individual of life, liberty, or property
  - 5<sup>th</sup> Am. prohibits self-incrimination and double jeopardy in criminal proceedings
  - 5<sup>th</sup> Amendment protections date back to the Magna Carta (1215)
- Senator Jacob Howard (Rep., Michigan)
  - Worked closely with President Lincoln on passage of 13<sup>th</sup> Amendment to abolish slavery
  - Served on Joint Committee on Reconstruction
  - Drafted the 14<sup>th</sup> Amendment, which requires equal protection under the law for all persons born or naturalized in the United States; ratified in 1868
  - Reversed (USSC) Dred Scott decision that black persons were not citizens
  - Due process clause guarantees <u>substantive</u> and <u>procedural</u> process in <u>state</u> legal proceedings (14<sup>th</sup> Amendment is primary source of due process in higher education)
  - Privileges or Immunities Clause protects individual state citizenship from interference by other states



# Dixon v. Alabama (1961, 5<sup>th</sup> Circuit)

- School expelled six students for unspecified reasons without a hearing after those students participated in a civil rights demonstration
- Circuit Court held that minimal due process (notice and hearing) was required or the expulsion of a student
- Ended legal relationship of in loco parentis (THE landmark case)

# Esteban v. Central Missouri State College (1969, 8th Circuit)

- School suspended two students for participation in civil rights demonstrations
- Both students in attendance, but claimed to be spectators
- Esteban refused order to return to his room
- Students sued in 8th Circuit
- Court required a second hearing with adequate procedural due process, including: written notice of charges; students permitted to review all materials to be used at the hearing in advance; allowed advisement; students allowed to present own stories, exhibits, and witnesses; decision to be based only on facts in evidence; and recording of the hearing could be made by either side
- After second hearing resulted in suspensions, court refused to intervene since procedural due process had been provided

# Goss v. Lopez (1975, USSC)

- Nine students suspended from a public high school for ten days for destruction of property
- Ohio law allowed this sanction without a hearing
- USSC determined that a suspension without a hearing violated 14<sup>th</sup> Amendment Due Process Clause



1968 General Order on Judicial Standards of Procedure and Substance in Review of Student Discipline in Tax Supported Institutions of Higher Education

- ➤ Issued by a local group of judges in the Western District of Missouri and included Harry Blackmun, who served as an Associate Justice on the USSC from 1970 to 1994
- Group of judges issued strong statements about distinctions in due process between criminal justice system and higher education; their observations have stood the test of time

1968 General Order – key quotes:

"[S]chool regulations are not to be measured by the standards which prevail for criminal law and for criminal procedure."

#### General Order – key quotes:

"The discipline of students in the educational community is, in all but the case of irrevocable expulsion, a part of the teaching process. In the case of irrevocable expulsion for misconduct, the process is not punitive or deterrent in the criminal law sense, but the process is rather the determination that the student is unqualified to continue as a member of the educational community. Even then, the disciplinary processes not equivalent to the criminal law processes of federal and state criminal law. For, while the expelled student may suffer damaging effects, sometimes irreparable, to his educational, social, and economic future, he or she may not be imprisoned, fined, disenfranchised, or subjected to probationary supervision. The attempted analogy of student discipline to criminal proceedings against adults and juveniles is not sound."

## 1968 General Order – key quotes:

"In the lesser disciplinary procedures, including but not limited to guidance counseling, reprimand, suspension of social or academic privileges, probation, restriction to campus and dismissal with leave to apply for readmission, the lawful aim of discipline maybe teaching in performance of a lawful mission of the institution. The nature and procedures of the disciplinary process in such cases should not be required to conform to federal processes of criminal law, which are far from perfect, and designed for circumstances and ends unrelated to the academic community. By judicial mandate to impose upon the academic community in student discipline the intricate, time consuming, sophisticated procedures, rules and safeguards of criminal law would frustrate the teaching process and render the institutional control impotent."

Can we impose the death penalty on our community members? NO Can we imprison our community members? NO Can we deprive our community members of substantial property???

Is there a right to a higher education? (Implicit – Yes, Explicit – No)

Separate rights from privileges...

Once we extend a privilege, revoking it <u>may</u> require due process, most especially when we are altering the relationship between the individual and the institution

#### In general, minimum due process includes:

- Notice of Allegations/Charges
- Right to a hearing prior to suspension/expulsion
- Opportunity to see and respond (challenge) to information/evidence
- Attendance of an Advisor (VAWA, Title IX)
- Students allowed to make their own statements, as well as submit evidence and witnesses

#### Due process does not include:

- Representation by advisor; advisor limited to role established by the institution (except to ask questions in Title IX live hearings)
- Use of "beyond a reasonable doubt" standard; about 90% of colleges and universities have been using a preponderance test for all student cases dating back to the 1960s
- Deferral to criminal process where there is a concurrent criminal investigation or where concurrent criminal charges are pending
- "Presumption of Innocence" (Title IX only responsibility)
- Right of Appeal (Title IX only)



## <u>Takeaways</u>

- There is no explicit right to a higher education, but once accepted, a student is owed due process to have the privilege of attendance taken away
- Due process (in our administrative legal setting) does not and should not reflect the due process expectations of the criminal process; our process runs independent of the criminal or civil court systems
- Behaviors may be both criminal in nature <u>and</u> violations of institutional regulations; educational institutions are no more qualified to say a crime has occurred than a court is qualified to say that a school's regulation have been violated
- In general, court challenges to institutions has been in the areas of substantive and procedural due process, and not an interpretation of an institution's regulations (1st Amendment being the exception)

## <u>Due Process in Higher Education – Questions?</u>



#### System Regulation 08.01.01 and the Adjudicatory Process

#### 08.01.01 Civil Rights Compliance

Revised July 7, 2020 (Effective August 14, 2020) Next Scheduled Review: July 7, 2025 Click to view Revision History.



#### **Regulation Summary**

The Texas A&M University System (system) will provide equal opportunity to all employees, students, applicants for employment and admission, and the public. This regulation provides guidance to each member in complying with local, state and federal civil rights laws and regulations (laws) and related system policy.

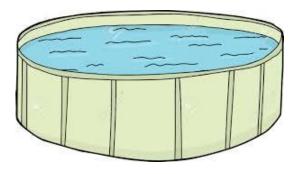
## System Regulation 08.01.01

Section 4.2.9 – Types ("Pools") of Cases

Title IX (4.2.10)

Sex-based Misconduct (4.2.11)

Other Civil Rights (4.2.12)



#### System Regulation 08.01.01 - Major Changes by Section - Section 4

Section 4.2.9 – Types ("Pools") of Cases

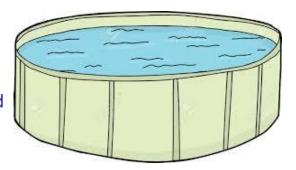
Is it a Title IX complaint?

#### **Mandatory Dismissals**:

- Case would need meet definition of sexual harassment if proved
- Did not occur in member's education program or activity
- Did not occur in the United States

#### **Discretionary Dismissals:**

- Complainant wishes to withdraw complaint (noted in writing)
- Respondent no longer enrolled/employed with member
- Member is unable to collect sufficient evidence
- Complainant's identity is not known
- When same allegations have already been investigated and adjudicated





#### System Regulation 08.01.01 - Major Changes by Section - Section 4

#### Title IX - Sexual Harassment

Unwelcome conduct on the basis of sex (of a sexual nature or otherwise): (1) by an employee of the member who conditions the provision of an aid, benefit, or service of the member on an individual's participation in that unwelcome sexual conduct; (2) determined by a reasonable person to be so **severe and pervasive and objectively offensive** that it effectively denies a person equal access to the member's education program or activity; or (3) sexual assault or dating violence, domestic violence, or stalking based on sex.

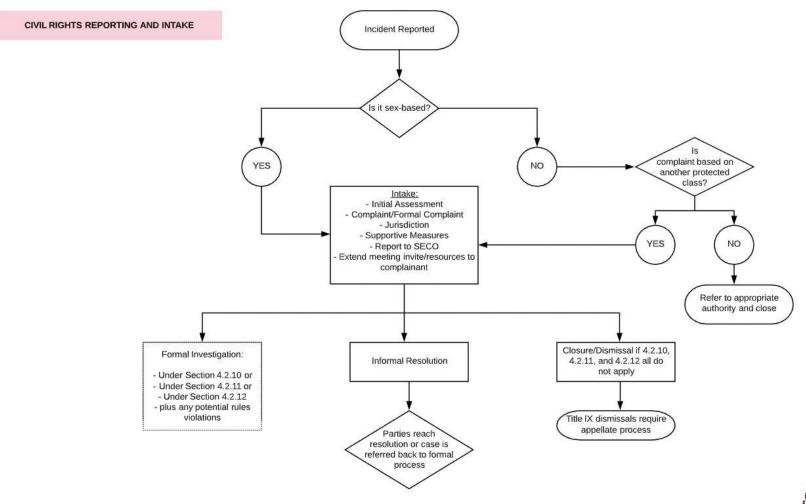
#### Sex-Based Misconduct – Hostile Environment

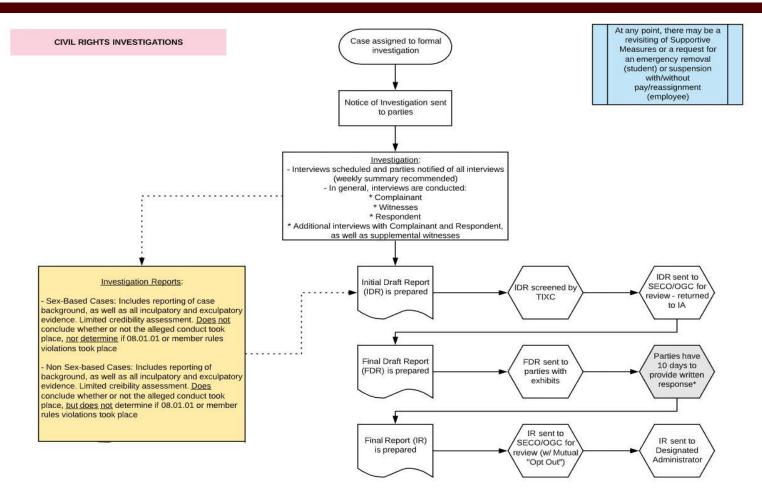
unwelcome conduct on the basis of sex that is **severe**, **persistent**, **or pervasive** enough to create a work, educational, or campus living environment that a reasonable person would consider **intimidating**, **abusive**, **or offensive**. Sex-based misconduct is explicitly prohibited under this regulation. Aiding another in the commission of sex-based misconduct is also prohibited under this regulation. Sex-based includes, but is not limited to, sexual assault, sexual exploitation, dating violence, domestic violence, and stalking based on sex.

#### Student/Employee Conduct

Did it **happen**? If it happened, did it **violate** published student rules or professional expectations (by the letter of the expectation)?

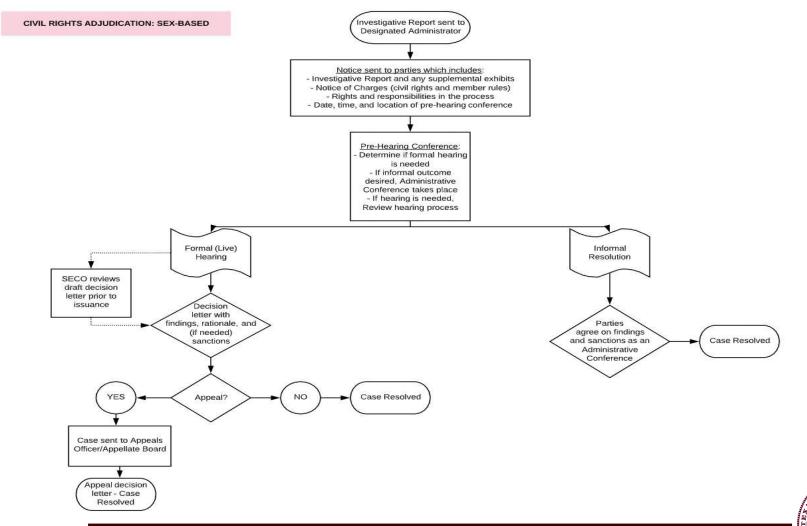
	TITLE IX (4.2.10)	SEX-BASED MISCONDUCT (4.2.11)	OTHER CIVIL RIGHTS (4.2.12)	STUDENT CONDUCT / EMPLOYEE PROFESSIONALISM
Supportive Measures	Yes	Yes	Yes	Yes
Requires	Formal Complaint	Report/Complaint	Report/Complaint	Awareness and Evidence
Standard of Evidence	Preponderance	Preponderance	Preponderance	Preponderance
Informal Resolution Allowed?	Yes – with SECO approval	Yes – with SECO approval	Yes – with SECO approval	Yes
Role of Investigative Authority	Collect and report inculpatory and exculpatory evidence	Collect and report inculpatory and exculpatory evidence	Collect and report inculpatory and exculpatory evidence; conclude if allegations are substantiated but not if 08.01.01 or member rules were violated	Refer to Member Rules and appropriate System Regulation
Adjudication	Formal (Live) Hearing	Formal (Live) Hearing	Written Review	Refer to Member Rules and appropriate System Regulation
Adjudicator	Hearing Officer or Hearing Panel (in role of DA)	Hearing Officer or Hearing Panel (in role of DA)	Designated Administrator	Refer to Member Rules and appropriate System Regulation
Allowed an Advisor?	Yes – provided by Member for formal hearing if no advisor is present	Yes – provided by member for formal hearing if no advisor is present	Yes	Yes
Role of Advisor	Cross-examination and Support	Cross-examination and Support	Support	Support
For a Finding	Severe <u>and</u> Pervasive <u>and</u> Objectively Offensive (SPOO) <b>OR</b> Quid Pro Quo (employee respondents only)	Severe <u>or</u> Persistent <u>or</u> Pervasive <u>and</u> Objectively Offensive (hostile environment) <b>OR</b> Quid Pro Quo	Severe or Persistent or Pervasive and Objectively Offensive	Did it take place? Does it violate the published rule/expectation?
Appeal?	Yes	Yes	No	Refer to Member Rules and appropriate System Regulation

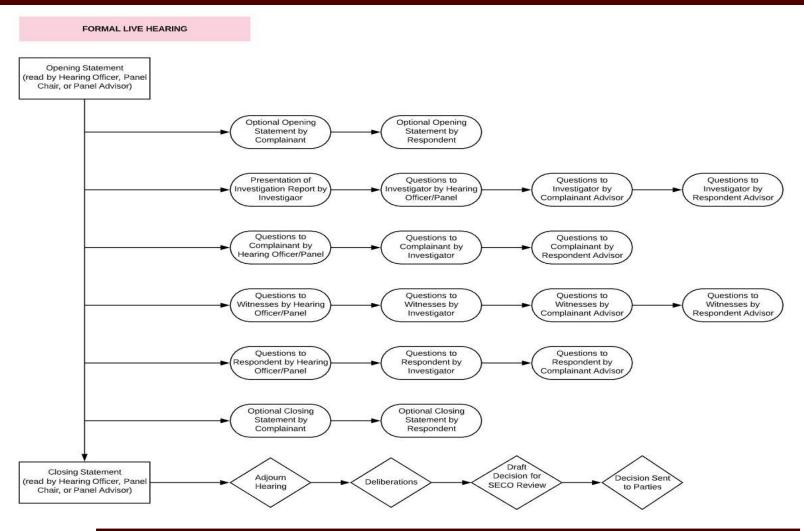




<sup>\*</sup> For sex-based cases, written responses are taken from parties; in non sex-based cases, questions for parties and/or witnesses are taken from the parties







## <u>System Regulation 08.01.01 and the Adjudicatory Process – Questions?</u>





#### A. Process Advisors

- Help the party prepare for each meeting and advise ethically, with integrity, and in good faith
- ii. Assist party with review/preparation of any prepared statements
- iii. Attend the pre-hearing conference
- iv. Preparing for formal live hearing
- v. Attend live hearing and conduct questioning of parties and witnesses
- vi. Assist the party in the development of any appeal

### B. Hearing-only Advisors

- Help the party prepare for the live hearing and advise ethically, with integrity, and in good faith
- ii. Preparing for formal live hearing
- iii. Attend live hearing and conduct questioning of parties and witnesses



- A. Preparing for a formal live hearing
  - i. Discuss the investigative report with the party
    - a) What do they see as their strengths in the report?
    - b) What areas of vulnerability do they see in the report?
    - c) What questions to they want to have you ask of the opposing party and of specific witnesses (including the investigator)?
    - d) What questions do you believe your party would benefit from having asked?
    - e) Discuss and outline questions prior to attending hearing

### A. Preparing for a formal live hearing

- ii. Limitations of serving as advisor
  - a) Remember the role of the advisor as outlined in the Advisor Acknowledgement form
  - b) Tell the party you are advising that they cannot disclose to you any civil rights violations that they may have possibly committed; as a university/agency official you do not maintain privilege and you can be called as a witness during the process by the adjudicatory body
  - c) Your only active involvement in the process is to ask questions of the opposing party and witnesses; you may not otherwise make statements or answer questions on behalf of the party
  - d) You must respect all supportive measures in place, and may not interfere in the investigatory or adjudicatory process
  - e) The party you are advising may seek your removal as advisor at any time in the process

## B. At the formal live hearing

- i. Abide by the instructions and rulings of the Hearing Officer/Hearing Panel Chair at all times
- ii. Provide advisement without disrupting the proceedings (pass notes or whisper quietly)
- iii. Ask questions of the opposing party and witnesses by directing those questions to the Hearing Officer/Panel Chair and pausing to allow a ruling on admissibility; questions directed to the opposing party and witnesses must be relevant to the complaint and may not be repetitive
- iv. If a question or set of questions is ruled admissible, you may ask the Hearing Officer/Panel Chair for an opportunity to explain why you believe the information should be admissible, with the opposing party being given an opportunity to make an argument against admissibility

## B. At the formal live hearing

- v. Questions and evidence about the complainant's sexual predisposition or prior sexual behavior are not relevant, unless such questions and evidence about the complainant's prior sexual behavior are offered to prove that someone other than the respondent committed the alleged conduct, or if the questions and evidence concern specific incidents of the complainant's prior sexual behavior with respect to the respondent and are offered to prove consent.
- vi. If a complainant, respondent, or witness is not in attendance at a live hearing, the hearing officer or hearing panel cannot rely on the previously submitted statements of the absent party in reaching a determination, but may utilize all other evidence, including witnesses who interacted with the absent party, but not hearsay testimony of what the absent party told that individual. A complainant, respondent, or witness statement can also not be utilized in a determination if that person refuses to submit to cross examination at a live hearing.

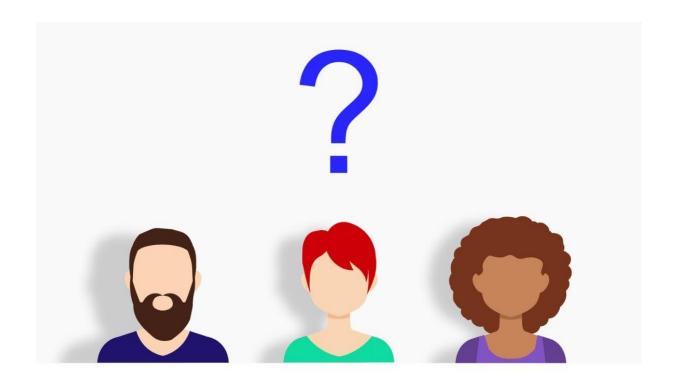
## B. At the formal live hearing

- vii. Hearing officers/hearing panels cannot draw an inference regarding responsibility based solely on a party's or witness's absence from the live hearing or refusal to answer cross-examination or other questions.
- viii. If a complainant, respondent, or witness is not in attendance at a live hearing, the hearing officer or hearing panel cannot rely on the previously submitted statements of the absent party in reaching a determination, but may utilize all other evidence, including witnesses who interacted with the absent party, but not hearsay testimony of what the absent party told that individual. A complainant, respondent, or witness statement can also not be utilized in a determination if that person refuses to submit to cross examination at a live hearing.

## <u>System Regulation 08.01.01 and the Adjudicatory Process – Questions?</u>



# **Effective Questioning**



## **Effective Questioning**

In the criminal justice system the questioning of opposing parties and witnesses (i.e., cross-examination) is been dedicated to getting the opposition to provide answers that do not support the opposing case. This is often accomplished by asking "yes" or "no" questions that limit the development of context for answers or providing questions framed in such a way that neither choice of answer is beneficial to the person answering the question. Leading questions are also employed both to imply an answer and to influence the person answering to provide feedback that aligns with the question asked. However, hearings in the higher education setting allow the person responding to a question to provide a full answer to an inquiry and to provide context for the answer. As a result, traditional cross-examination techniques have limited application.

## **Effective Questioning**

Rather than to create an adversarial relationship with the opposing party and witnesses, advisors are encouraged to focus on the details oif the complaint and of the investigative report. As a result, more effective questioning centers on the following lines of inquiry:

- Portions of the person's statements that lack specificity
- Portions of the person's statements that might appear substantively inconsistent or contradictory
- Determining if the potential bias of parties may have influenced their statements
- Testing whether or not parties or witnesses are generalizing or making assumptions based on incomplete information



## **Questions about Effective Questioning?**



# **Records and Privacy**



**REPORT** will contain: ALL evidence relevant to the complaint (inculpatory and

exculpatory)

**EXHIBITS** will contain: ALL EVIDENCE relevant to the complaint <u>and</u> ALL

EVIDENCE directly related to the complaint that the

investigator(s) determines is not relevant

**NOTES** will contain: ALL information collected, including evidence that is

neither relevant nor directly related to the complaint – information deemed by investigators to be not related

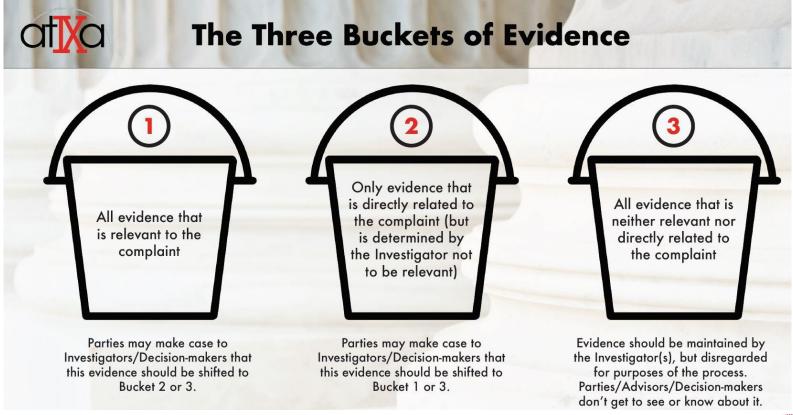
and not relevant will <u>not</u> be included on the Interview

Summary form completed for each interview; notes are

not shared with the parties



### When Parties Provide Feedback on Final Draft Report:



Adapted from ATIXA

# It's time for everyone's favorite game show...



# Which Bucket Does the Evidence Go In?

### WHICH BUCKET?

A respondent in a sexual assault case provides photos taken on his phone to seek to establish that at the time of the alleged incident he was actually several blocks away drinking with some friends.

Which "bucket" does it go in?

**BUCKET #1**: The investigators determine that the evidence is relevant to the allegations in the complaint and if corroborated would tend to be exculpatory. The material is attached to the Interview Summary and included in the investigation report.

### WHICH BUCKET?

A complainant in a dating violence submits emails written by the respondent months before the alleged incidents that speak to the respondent's family history, including information about a controlling and manipulative parent. In the email the respondent indicates a concern about becoming "like" that parent and tells the complainant that they are going to get counseling.

Which "bucket" does it go in?

**BUCKET #2**: In this case, the investigators decide that although the emails might relate to the allegations, as they spoke to behaviors similar to what the complainant alleges, the material is not directly related to the allegations as they do not make the allegations any more or less likely to be true. They are included with the Interview Summary form (which is an exhibit) but not referred to in the investigation report.

### WHICH BUCKET?

A witness in a stalking complaint details an interaction that they had with the respondent, in which the respondent acted in a manner that they describe as "creepy." There is no direct connection to the incidents under investigation, nor are the behaviors described related to the behaviors described in the complaint.

Which "bucket" does it go in?

**BUCKET #3**: In this case, the investigators decide that the behavior is completely unrelated to the complaint and that its inclusion would only serve as unfairly prejudicial against the respondent. The information is recorded in the investigator's notes, but not included in the Interview Summary (exhibit).

### **Privacy Considerations**

- Advisors are required to sign a statement at the time of their appointment indicating that they will not redisclose information shared with them by the System Member
- Advisors appointed to parties or selected by parties who are employed by a System Member are not providing legal counsel, and have no expectation of privilege; if called on to testify in the adjudicatory process they are expected to do so willingly and truthfully (this is unlikely unless cause has been provided)
- Advisors will cooperate fully and comply with directives from the System Member, the System Ethics and Compliance Office, and the Office of General Counsel

## Records and Privacy – Questions?



### Civil Rights Advisor Training

### Pre-Test

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- True or False The role of the adjudicatory process is to prove that the respondent violated our standards and to punish them for their offenses.
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  - 1. Do nothing and allow the advisee to answer the question
  - 2. Object to the Chair of the Hearing Panel
  - 3. Whisper to the advisee that they should say, "Upon advice of my Advisor, I refuse to answer this question"
  - 4. Demand an immediate recess so that you and your advisee can strategize



### **Additional Notes**

- 1. We will send out a note (via Aubrey) when this course (and other subsequent trainings are available on TrainTraq, along with completion deadlines
- 2. I will be delivering the Title IX resources to Coordinators early next week; I apologize the day, but the amount of material is voluminous
- 3. If you have any remaining questions following this program, please submit them to your Title IX Coordinator by the end of today so that your Coordinator can send them to me on Monday we will send out System-wide responses for each batch of questions submitted
- 4. Finally, I am including supplemental material for you to review this includes updated information on Consent and Predation, Alcohol and other Drugs, and Trauma. Please review this information prior to conducting any further investigations.

## **Final Questions?**





... for your participation in today's training program. We hope that the information provided today better equips you to fulfill your role as a civil rights investigator.

Special thanks to Aubrey Craft for setting up this meeting, providing technical support, and facilitating our conversation.