ASIS SCHOOL SAFETY & SECURITY COUNCIL

ASIS INTERNATIONAL
School Safety and Security Council

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Bullying, Cyber-Bullying, Teasing, Hazing, Harassing

Presented by the ASIS International School Safety & Security Council, the Crime & Loss Prevention Council, and reviewed by the Women in Security Council.

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This project was conceived during the second quarter of 2014, and this paper is the result of a collaborative effort involving three ASIS Councils: The School Safety & Security Council, the Crime Prevention & Loss Prevention Council, and the Women in Security Council.

The purpose of this paper is to identify issues, examine what seems to be working and what isn't, and to recommend guidelines for dealing with issues tailored to local conditions.

The creation of the paper was the idea of the School Safety & Security Council as the first in a series addressing issues in our schools. Bullying and the harassment of others is a serious issue that today affects thousands of children and their parents. During the evening news, we've watched as parents announce on television that because of what has happened to their child and because the school has failed to take any corrective action they have decided to file a law suit against the school district, the principle, and the teachers.

For years a lot has been said and written on the topic of the Active Shooter, as well as the many incidents of shootings, but very little is said about operational issues. Furthermore, this is an international problem and not a specific issue to the United States. Many schools have written policies which work for proactive administrators, but when they do nothing about issues and complaints, the conditions get worse.

Lawrence J. Fennelly
School Safety & Security Council (Past Chair and Current Member)
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If you will not be reading this paper word for word, please read the section on zero tolerance and be aware about the following. The term "zero tolerance" is out, as the U.S. Department of Justice has stated it doesn't work. Zero tolerance has been replaced by "Guidelines for Criminal Behavior." Harassment, bullying, and hazing are governed in almost every state by criminal statue.

Acknowledgments

This project was the brainchild of Larry Fennelly; Marianna Perry, M.S., CPP; Mark Beaudry, Ph.D, CPP; Inge Sebyan Black, CPP; and Linda Watson, M.A., CPP. It was developed after a teleconference when it occurred to us that the specific operational issues pertaining to our schools were not being properly addressed. A funny thing happened after we submitted the proposal to ASIS when we had the paper almost done—it never reached ASIS HQ! So we resubmitted it with a great list of what we were going to discuss. Point is, the new work looks great and contains more information than the original proposal.

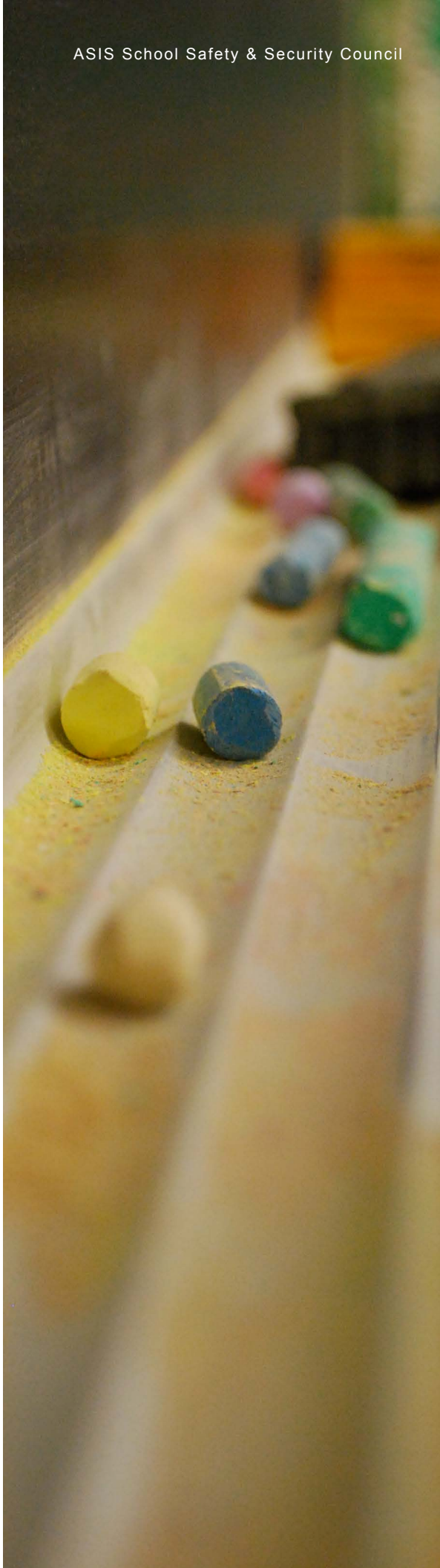
We sincerely thank all of the members of the School Safety & Security Council who made this paper possible. We had many healthy discussions over the paper and its contents. A special thanks to Inge Sebyan Black, CPP who obtained a copy of the new Minnesota law on bullying by a student against another student to outline how this is a significant problem in our schools.

A special thanks to noted child psychologist Sylvia Rimm, Ph.D. who gave us permission to use her published article on bullying. To Peter Hasenfuss, a special thank you for your thoughts on being a school teacher who has addressed this issue many times in his career. A special thanks to everyone on the ASIS Councils who reviewed this work. Especially Linda Watson, M.A.,CPP; George Okaty, CPP; James McLain, CPP; Sean Spellecy; and Rick Shaw for their contribution and hard work.

A special thanks to the members of the Women in Security Council who reviewed the first draft and to Sandi Davies of IFPO for her thoughtful comments and suggestions.

Both Marianna and I hope this paper is of help and assistance to school administrators, as well as SROs and security practitioners.

Lawrence J. Fennelly
Marianna Perry, M.S., CPP



Barbara Coloroso in her book, *The Bully, the Bullied and the Bystander* (2003), defines bullying as, "a conscious, willful, and deliberate hostile activity intended to harm, induce fear through the threat of further aggression, and create terror." (p. 13.) Coloroso contends that four elements characterize all bullies, no matter what sex, age, or job title:

1) an imbalance of power, in which the bully is bigger, stronger, or more favorably situated than the victim;
2) the bully has an intent to harm, knowing he or she will inflict emotional or physical pain, and revels in the fact;
3) a threat of further aggression exists, in which the bully and victim both know that this act of aggression will not be the last; and
4) terror persists—the extreme, continuing agitation of the victim.

The essence of bullying, according to Coloroso, is not anger but contempt. The bully sees the bullied as not worth respect or empathy. The bully is "consummately arrogant."[1]

Introduction

This topic might be an upsetting one to talk about since it touches on cruelty and harassment that takes place in our schools. We feel deeply for victims of bullying and want to put a stop to the injustices they are subjected to. For so many of these kids, they're only beginning their amazing life journeys. Their mistreatment in many cases did not stop until it was too late. There are plenty of news and magazine articles, good books and websites written on the topic of bullying. You can find academic programs and educational workshops that you can attend to learn more. But regardless of the available content that is out there, we will also attempt to address this issue in our own way in these short pages.

It is quite simple to say that zero tolerance programs should include a policy requirement on bullying. Zero tolerance programs are, however, problematic, too. For parents aware that a problem is occurring and trying to stop the bullying of their child, this is a

[1] *The Bully,* Barbara Colloso. Harper Collins Publishers. 2003 & 2008.

very difficult situation to deal with. Parents must be proactive in the lives of their children, but it is time to stop the bullying and for schools to take control of this growing problem.

Who is doing the bullying? That would be teenage boys and girls, teachers, bus drivers, coaches and staff. It is not confined to one group. Rather, each situation may have its own unique set of offenders who are certainly not the "traditional" bully we all envision when we hear the word, bully.

The effects of bullying on a victim may include thoughts of suicide that become realized, bedwetting, crying, depression, weight loss, stress, abuse of drugs, abuse of alcohol, headaches, stomachaches, nervousness and stuttering, frequent absence from school, and many other possible afflictions.

A high school in California came up with a solution by monitoring all social media accounts, for specific "keywords that may signal a bullying issue."

Our advice to parents of bullying victims is to document everything. Be a good listener and be alert for changes in your child's behavior or personality. When you send letters to the school superintendent, principal or teachers, send a copy to the local press and your attorney. Make personal contact, confront if necessary, everyone who is involved. Copy everyone up and down the ladder so everyone is aware of the bullying problem that your child is experiencing. Check to ensure that teachers are trained in recognizing and dealing with this problem. Consider enrolling your child in martial arts, not just for confidence and building self-esteem, but also for self-defense. Make sure your school has a bullying zero-tolerance policy and that it is enforced. Talk to your children about the problem of bullying. Be aware that bullying may escalate into physical violence against your child if it hasn't already. Call other parents at your child's school and organize them so the group can approach the school officials in a united front. Obtain legal advice and file a civil suit against the school, the bully, the bully's parents and anyone who knew the bullying was taking place and failed to take action. Consider contacting the local media for help, but ensure that it won't make the situation worse for your child. Ask your attorney to attend PTA meetings for better results from the school. Above all, know your rights! Don't you, as a parent, also become the bullying victim of the school or the bully's parents? Bullying must never be tolerated and the action taken must be swift and consistent in every case.

Call the police immediately if you feel a crime has been committed. Security professionals are "solutions individuals," so do what you can to solve the problem as quickly as possible. This response is stated in numerous publications on bullying. Your child's safety is at stake! Contact the police and school officials for an immediate response. We need to be protecting our children in a far more effective way than we are currently doing.

In August of 2013, a lawsuit for several million dollars had been filed against a school district because a parent stated that her daughter had been bullied for over two years and school officials did nothing about it. Both the parents and the school officials will be tied up in litigation for years, and it will generate negative publicity for the school and school district. There will eventually be a settlement, but what is the overall cost? Schools must be proactive: Get in front of the issues, document every incident, and document the exact action(s) taken by the school.[2]

Definition of Bullying

The following appeared in the local *The Cape Cod Times* on 3/15/2014. Permission was obtained to reproduce it, which is presented here because it reflects the classic case of bullying:

Parent: My son is 14 and going into the eighth grade. He has faced a lot of bullying issues this year. Although the school has a no-tolerance policy, we found that the school does not stick to its own policies and rules. When my son reported mistreatment, the incident was minimized. He was told, "They didn't mean it or they were just fooling around. You all are all friends." I called the Department of Education, which said that if the school was not following its own rules, I could file a complaint. However, I found that when I called the school, I was told, "Another boy bumped into your son. He did not hit him. Middle school is a difficult time." We finally told the school that we would go to the police and file charges if the bullying did not stop. I don't understand this. It's a very stressful environment for my son to learn in. Yes, he does go to a psychologist and also to an advocate for his learning disabilities. My son says the students know who "snitches." They chant to him, "Snitches are bitches, and bitches get stitches." He said students will do and say anything in classes or in the hallways and teachers won't do anything about it. How is this acceptable? What can he do, and what would you suggest for the next year?

Sylvia Rimm, Ph.D., noted child psychologist, replied: Bullying is at its worst during the middle school years, but for a school that has a no-tolerance policy, it's important to communicate about your son's victimization, and that shouldn't be considered "snitching." In light of the real violence that has taken place in schools by students who have been bullied, schools recognize the damage that bullying creates. Schools that have anti-bullying programs are successful in reducing, but not eradicating bullying. There are two ways to approach your son's problem. Both should take place simultaneously. One is by identifying the leader of the bullying, if there is one. Counseling with that leader may be able to help your son and others. The other approach is to teach you son appropriate responses; when to ignore, when to give back a smart response, and how to find friends so he can feel supported. It's possible from your description that your son is overreacting and reporting minor teasing, but I doubt that. Your role as a parent is to remind him that he is a good person and bullies often have problems of their own and sometimes end up in jail. You need to keep him busy with extracurricular and family activities.[3]

[2] *The Bully Action Guide* by Edward F. Dragan, Palgrove Macmillan Publishers, 2010.

[3] Newspaper Article, *Cape Cod Times,* March 15, 2014. Permission obtained from author to reproduce.

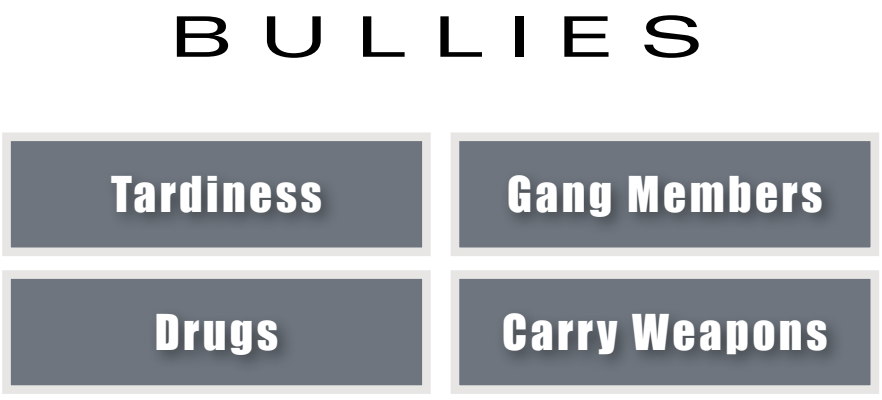
Bullying has two key components: Repeated harmful acts and an imbalance of power. It involves repeated physical, verbal, or psychological attacks or intimidation directed against a victim who cannot properly defend him or herself because of size or strength, or because the victim is outnumbered or less psychologically resilient.[4]

Bullying includes assault, tripping, intimidation, rumor-spreading and isolation, demands for money, destruction of property, theft of valued possessions, destruction of another's work, and name-calling. In the United States, several other school behaviors (some of which are illegal) are recognized as forms of bullying, such as

- sexual harassment (e.g., repeated exhibitionism, voyeurism, sexual propositioning, and sexual abuse involving unwanted physical contact)
- ostracism based on perceived sexual orientation
- hazing (e.g., upper-level high school athletes' imposing painfully embarrassing initiation rituals on their new freshmen teammates)

Not all manner of taunting, teasing or fighting among school children constitutes bullying. Two persons of approximately the same strength (physical or psychological) fighting or quarreling is not bullying. Rather, bullying entails repeated acts by someone perceived as physically or psychologically more powerful.

The following is how one school defines it in their program: Bullying in the Students' Rights and Responsibilities section of the Student Handbook is defined as, "any aggressive and unwanted behavior that is intended to harm, intimidate, or humiliate the victim; involves a real or perceived power imbalance between the aggressor or aggressors and victim; and is repeated over time or causes severe emotional trauma. Bullying includes cyber-bullying. Bullying does not include ordinary teasing, horseplay, argument, or peer conflict."



The Troublemakers

According to Professor James Q. Wilson, five to six percent of the teenagers and young boys commit half or more of all serious crimes, so the troublemakers should be watched. The table above represents what to look for with troublemakers in your school.

[4] *Bullying, Handbook for School Safety & Security, K to 12.* Elsevier Publisher, 2014. Part III. Lawrence J. Fennelly and Marianna Perry, CPP, editors.

When bullying is reported, school administrators are directed to take immediate action to investigate and respond.

- Contact parents and/or guardians.
- The principal or leading supervisory authority will assign a consequence ranging from in-person conference to expulsion.
- Incidents involving substantial threats or assault will also be reported to the police.
- When a student with a disability is involved in a bullying incident, a referral can be made to the individualized education program (IEP) team to consider additional intervention.
- In addition to the disciplinary consequence for the specific behavior, school administrators, counselors, psychologists, or social workers will work with all involved students and intervene with the student who engaged in the bullying behavior, with the target of that behavior, and with the bystanders who witnessed the behavior. The primary goals of these interventions are:
    1. To ensure the student who bullied understands such behaviors are unacceptable and understands the potential harm and impact of the behaviors.
    2. The safety of the target will be ensured. The target will feel safe, supported, and learn some positive approaches to dealing with this type of behavior.
    3. The bystanders will learn that they have a responsibility to report such behavior to adults, and will learn effective strategies for intervening when they see bullying behavior in the future.

In some cases, the administrator may invite students and parents and/or guardians to participate in a restorative justice conference in an attempt to give the students a deeper understanding of the impact of their behavior, to develop empathy, and to provide an opportunity for the student to take responsibility for the harm caused and work on a way to restore the damaged relationship. Parents and/or guardians and students meet first with a trained facilitator to gain an understanding of the process, and are given an opportunity to decide whether or not to participate. (Participation is always voluntary.) With support and trained facilitation, the target of the bullying and his or her parents and/or guardians are given an opportunity to explain the impact of the bullying in a safe environment. In this way, the underlying issues can be resolved with a less likelihood of resurfacing.

Cyber-Bullying

Cyber-bullying by definition is the use of electronic technology to bully another person and can include a number of recognizable actions such as stalking, sending threatening and/or demeaning messages, and distributing embarrassing and/or doctered images with the intent to harass or intimidate. Believe it or not, it is big problem and more prevalent than you might think. Why? Because every kid today has a cell phone, a computer at home or some Internet-connected device, and parents do not have the time, awareness and sometimes even access privileges to their children's accounts needed to monitor this activity.[5] Social media sites such as Facebook and Twitter, emails, text/video messaging and chat rooms are available to those who act to bully. This is where aggressive, intentional acts of cruelty are carried out by an individual or a group against a target who has difficulty defending himself or herself.

[5] The Federal Bureau of Investigation has an informative introduction on the online risks any child might encounter. Titled *A Parent's Guide to Internet Safety*, this document is located at http://www.fbi.gov/stats-services/publications/parent-guide

Schools were asked how many incidents of cyber-bullying occurred at their school during the 2012–2013 school year. They were to include incidents that were sent or received/viewed on school property or at school-related functions. Also included were incidents where students passed around printouts of online activity such as chats or photos in school.

- More than half of the schools (54%) reported there were no known incidents of cyber-bullying at their school.
- 20% of schools reported one or two incidents, and 19% of schools reported between three and ten incidents.
- 5% of schools reported between 11 and 20 incidents, and 2% of schools reported between 21 and 50 incidents of cyber-bullying at their school.
- There were only six schools statewide that reported between 51 and 100 incidents, and only two schools reported over 100 cyber-bullying incidents.

Cell Phones and Social Networking

Schools were asked if their school prohibits use of cell phones and text messaging devices during school hours.

- 86% of schools reported that they prohibit the use of cell phones and text messaging devices during school hours.
- This percentage was significantly lower among high schools as a group (61%).

Schools were also asked if they limit access to social networking websites (e.g., Facebook, Twitter, Instagram, etc.) from school computers.

- 98% of schools reported that they limit access to social networking websites from school computers.
- This percentage was consistent across all school types and can possibly reach 100%.[6]

[6] 2013 Virginia School Safety Audit Survey Results. p. 23.

Virginia General Assembly
Code of Virginia

Title 18.2 - Crimes and Offenses Generally. Chapter 4 - Crimes Against the Person

§ 18.2-56. Hazing unlawful; civil and criminal liability; duty of school, etc., officials; penalty.

It shall be unlawful to haze so as to cause bodily injury to any student at any school, college, or university.

Any person found guilty thereof shall be guilty of a Class 1 misdemeanor.

Any person receiving bodily injury by hazing shall have a right to sue, civilly, the person or persons guilty thereof, whether adults or infants.

The president or other presiding official of any school, college or university receiving appropriations from the state treasury shall, upon satisfactory proof of the guilt of any student hazing another student, sanction and discipline such student in accordance with the institution's policies and procedures. The institution's policies and procedures shall provide for expulsions or other appropriate discipline based on the facts and circumstances of each case. The president or other presiding official of any school, college or university receiving appropriations from the state treasury shall report hazing which causes bodily injury to the attorney for the Commonwealth of the county or city in which such school, college or university is, who shall take such action as he deems appropriate.

For the purposes of this section, "hazing" means to recklessly or intentionally endanger the health or safety of student(s) by inflicting bodily injury on the student(s) in connection with or for the purpose of initiation, admission into, affiliation with or as a condition for continued membership in a club, organization, association, fraternity, sorority, or student body; regardless of whether the student(s) so endangered or injured participated voluntarily in the activity.

(Code 1950, § 18.1-71; 1960, c. 358; 1975, cc. 14, 15; 2003, cc. 62, 67; 2014, c. 627.)

Above: State of Virginia Anti-Hazing Law

https://leg1.state.va.us/cgi-bin/legp504.exe?000+cod+18.2-56

A Teacher's Point of View

by Peter Hasenfuss

As the years have gone by, bullying has become more prevalent. Parents are not doing their jobs. That is something on both sides of the bullying spectrum. Parents that do not discipline their children are as much at fault as those parents that do not tell their children to stand up for themselves. A long time ago, I realized the subject taught in school is not nearly as important as making sure the students are with you. In other words, the students must come first. Every year, teachers will give each student a clean slate to prove that they aren't the same person they were the previous year. But some do come with baggage, so you are very aware of the possibilities that might come about.

Whether bully or bullied, as the authority between them, you bring them together by letting them know that you know there is a problem, and you're going to do something about it. Even if you don't know who the possible combatants are, you let them know you're on to them. Being a teacher is a little like being a drill sergeant. If you are doing the job properly, you are mother, father, friend and confidant. You are nonjudgmental and will look at both sides either together or separately, and neither side will be treated differently. Some sort of resolution must be an outcome. Done properly, bullies see the error of their ways and how damaging it was for the person being bullied.

A recently published report stated that bullying starts at home between siblings and then carries over into the school setting. The bullied person usually remains silent unless it is blatant and another student mentions it to staff. The fact that there have been so many suicides due to bullying is hard to believe. We are not taking the proper steps to have our children deal with unpleasantness. We are not attentive enough to the alerts made of what is going on. Bullying-related suicides are the third leading cause of death among young people. This results in about 4,400 deaths per year, according to the CDC. 14% of high school students have considered suicide, and almost 7% have attempted it. Girls from the ages 10 to 14 are at higher risk for suicide, according to the same study.

"Bullying related suicides is the third leading cause of death among young people. This results in about 4,400 deaths per year, according to the CDC."

Last year (2013) at Concord-Carlisle High School, a former female student sued the school department and three school officials for two million dollars in damages. Her litigation claimed it was due to the fact that she was bullied and harassed so severely that she had to finish her senior year at another program within the confines of another building on campus.

In 2010, the U.S. Department of Education became widely involved in the matter of bullying by working with school districts to help them develop programs to prevent bullying, such as by providing education and awareness training to students, parents, faculty and staff. There are two different approaches which have been used to address the problem of bullying: Either a law enforcement approach or a mental health approach. Both approaches are utilized throughout the country. Proponents, however, all agree that a successful anti-bullying program requires not only for the school environment to improve but improvements to the home environment must occur as well. Schools are a dominant fixture in the lives of children. Many parents still demand that schools be held responsible if bullying occurs at the school, outside of school hours and also in cyberspace. But it takes a collaborative approach involving both the school and the parents to effectively address this problem.

Hazing Facts

Hazing is a plague in our society. With incidents on the rise, particularly among young kids committing increasingly more violent acts, some alarming statistics are being revealed:

- 1.5 million high school students are hazed each year; 47% of students came to college already having experienced hazing.
- 55% of college students involved in clubs, teams and organizations experience hazing.
- Alcohol consumption, humiliation, isolation, sleep deprivation, and sexual acts are hazing practices common across all types of student groups.
- 40% of athletes who reported being involved in hazing behaviors report that a coach or advisor was aware of the activity; 22% report that the coach was involved.
- 2 in 5 students say they are aware of hazing taking place on their campus. More than 1 in 5 report that they witnessed hazing personally.
- In 95% of cases where students identified their experience as hazing, they did not report the events to campus officials.
- Nine out of ten students who have experienced hazing behavior in college do not consider themselves to have been hazed.
- 36% of students say they would not report hazing primarily because "there's no one to tell," and 27% feel that adults won't handle it right.
- As of February 12, 2010, the number of recorded hazing/pledging/rushing-related deaths in fraternities and sororities stands at 96 (90 males and 6 females.)
- 82% of deaths from hazing involve alcohol.

Data cited from the national study Hazing in View: Students at Risk conducted by Elizabeth Allan, Ph.D. and Mary Madden, Ph.D. from the University of Maine. The full report of both the pilot and complete national study are available.[7]

National Collaborative
FOR HAZING RESEARCH AND PREVENTION
RESEARCH TO PRACTICE

Massachusetts Law on Harassment and Hazing

Every state has a law on their books which addresses Harassment and Hazing. We select Massachusetts law as a means of making our point.

Criminal Harassment MGL 265s.43A

Elements: The suspect willfully and maliciously engaged; In a pattern of conduct or series of acts (at least 3 incidents); which were directed as a specific person and constituted harassment (because a reasonable person would suffer substantial emotional distress).

Hazing MGL 269s 17

It is illegal to conduct an initiation into a student organization that willfully or recklessly endangers the physical or mental health or a person. This includes activities such as "forced calisthenics, consumption of food or alcohol, or any other brutal treatment."

[8] Hazing Facts, National Collaborative for Hazing Research and Prevention, 2014.

Zero Tolerance versus Guidelines for Criminal Behavior

While industry professionals and federal officials have steered away from zero tolerance policies for a variety of reasons, we strongly urge school administrators to establish well promulgated policies and disciplinary guidelines that include potential consequences for infractions, and further outline the adjudication process to be followed when infractions are reported. Understanding that there is no "one size fits all solution" moving away from "zero tolerance" allows for each infraction to be evaluated based on the totality of circumstances and merits of the evidence presented.

These policies, procedures and processes should not only be well promulgated to staff and students, but also to parents and guardians. Having an informed parental community and educating others why certain policies and/or consequences exist not only demonstrates transparency, but also provides a forum to receive constructive feedback and gives constituents a sense of ownership in the process. This can increase the likelihood of community support, accountability and compliance.

One way schools foster an environment of safety and compliance is by providing staff, students, parents and others with the ability to report infractions or concerning behavior to school administrators anonymously. Incident reporting and surveys can be effective tools to allay what we often hear are fears or concerns of retribution for "tattling" or making things worse. There are many ways to facilitate feedback such as dedicated telephone contact numbers, websites for anonymous reporting, email or text messaging, and more recently mobile phone apps. School administrators should review and investigate each complaint as outlined by the Office of Civil Rights 'Dear Colleague' letters and internal policy, and seek the advice of counsel when necessary.

At a minimum, schools should establish and enforce policies that prohibit, limit or determine unacceptable behaviors and consequences of the following:

- weapons possession/use
- drug possession/use
- alcohol/tobacco possession/use
- bullying/harassment
- hazing
- cyber-bullying/harassment/stalking
- sexual assault/misconduct/harassment
- bias crimes
- use of cell phone and personal computing devices
- social media standards
- any criminal acts

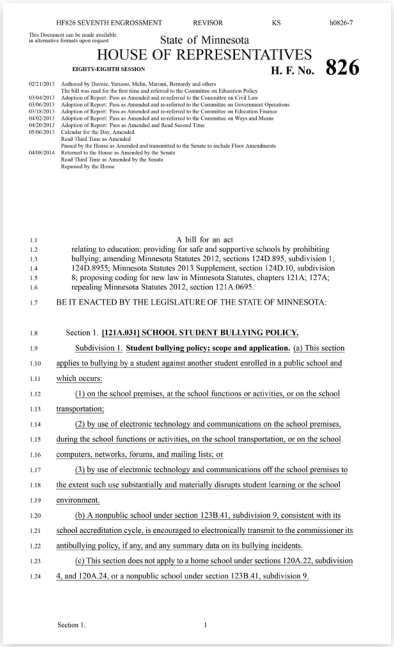
It is critical for school administrators to understand that even though we stress the value of policies and administrative guidelines as essential, they alone do not address the multi-faceted and often unique disciplinary challenges facing our schools and administrators. They are, in fact, critical ingredients of a larger recipe for developing a culture or awareness, civility and compliance in our schools.

One of the difficulties schools have dealing with bullying and related issues centers on the process used to define bullying, which would in turn identify when an incident has occurred (to distinguish between teasing among friends versus harassment). The other issue has to do with the process used to investigate complaints and issue sanctions. Zero tolerance suggests that there is little or no process: If you violate the policy, you are guilty. The only sanction is immediate suspension/dismissal. This white paper asks for a process (procedural due process) or examples from security professionals from school districts that have gravitated away from zero tolerance policies and incorporate that information into their guidelines.

Appendix A

Minnesota recently passed a new Bullying Bill, HF 826, that I am attaching below because there might be a chance that someone who is reading this is also considering similar legislation, and I have some other thoughts to add to the definition. It will be effective at the start of the 2014-2015 school year. There is much debate about this as well as some action and inaction.

Inge Sebyan Black, CPP



HF826 SEVENTH ENGROSSMENT REVISOR KS h0826-7

This Document can be made available in alternative formats upon request

State of Minnesota

HOUSE OF REPRESENTATIVES

EIGHTY-EIGHTH SESSION

H. F. No. 826

02/21/2013 Authored by Dawnie, Yarusso, Melin, Mariani, Bernardy and others
The bill was read for the first time and referred to the Committee on Education Policy
03/04/2013 Adoption of Report: Pass as Amended and re-referred to the Committee on Civil Law
03/06/2013 Adoption of Report: Pass as Amended and re-referred to the Committee on Government Operations
03/18/2013 Adoption of Report: Pass as Amended and re-referred to the Committee on Education Finance
04/02/2013 Adoption of Report: Pass as Amended and re-referred to the Committee on Ways and Means
04/20/2013 Adoption of Report: Pass as Amended and Read Second Time
05/06/2013 Calendar for the Day, Amended
Read Third Time as Amended
Passed by the House as Amended and transmitted to the Senate to include Floor Amendments
04/08/2014 Returned to the House as Amended by the Senate
Read Third Time as Amended by the Senate
Repassed by the House

A bill for an act

relating to education; providing for safe and supportive schools by prohibiting bullying; amending Minnesota Statutes 2012, sections 124D.895, subdivision 1; 124D.8955; Minnesota Statutes 2013 Supplement, section 124D.10, subdivision 8; proposing coding for new law in Minnesota Statutes, chapters 121A; 127A; repealing Minnesota Statutes 2012, section 121A.0695.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

Section 1. **[121A.031] SCHOOL STUDENT BULLYING POLICY.**

Subdivision 1. **Student bullying policy; scope and application.** (a) This section applies to bullying by a student against another student enrolled in a public school and which occurs:

(1) on the school premises, at the school functions or activities, or on the school transportation;

(2) by use of electronic technology and communications on the school premises, during the school functions or activities, on the school transportation, or on the school computers, networks, forums, and mailing lists; or

(3) by use of electronic technology and communications off the school premises to the extent such use substantially and materially disrupts student learning or the school environment.

(b) A nonpublic school under section 123B.41, subdivision 9, consistent with its school accreditation cycle, is encouraged to electronically transmit to the commissioner its antibullying policy, if any, and any summary data on its bullying incidents.

(c) This section does not apply to a home school under sections 120A.22, subdivision 4, and 120A.24, or a nonpublic school under section 123B.41, subdivision 9.

Section 1. 1

7th Engrossment - 88th Legislature (2013 - 2014)
Official current bill
https://www.revisor.mn.gov/bills/text.php?number=HF826&version=7&session=ls88&session_year=2013&session_number=0
(click on the image above to launch attached PDF)

Appendix B

Michigan Tech University Policies

Michigan Tech has a Hazing Policy in place, found in the Student Code of Community Conduct. The Code of Community Conduct spells out the judicial process for just about anything a student could find themselves involved in. A Sexual/Relationship Misconduct Policy which incorporates harassment is also defined within the Code of Community Conduct. The online copies of both policies have been reproduced in this appendix.

Students can encounter harassment in various areas while attending a university, with fellow students, intimate relationships, working, with faculty, with staff, etc. Sexual harassment is strictly prohibited and taken very seriously at Michigan Tech.

Like anything, the best way to stop bad behavior such as bullying, hazing and harassment is with knowledge. Prior to coming to school, first year students are expected to take an online interactive course which addresses stalking, harassment, alcohol, drugs, and bystander intervention. The first year students also attend "Staying Safe at Tech" during orientation week.

Sometimes people don't know when they are bullying someone. It's the same with harassment. A person might not realize their behavior is harassment. The issue must be addressed through intervention.

Michigan Tech

OFFICE OF ACADEMIC AND COMMUNITY CONDUCT

Hazing Policy

All forms of hazing by any student and/or student organization, group team, etc. are strictly forbidden at all times on and off the campus of Michigan Technological University. Hazing is defined as any action taken or situation created intentionally, knowingly, and/or recklessly to produce mental or physical discomfort, embarrassment, harassment, ridicule, or possibly cause mental or physical harm or injury, regardless of the harmed party's willingness to participate.

Hazing activities can be categorized as subtle, harassing, or violent. Subtle hazing typically includes a power differential between new and senior members of the organization or team. Behaviors are viewed to be "harmless", however they clearly violate mutual respect, and serve to embarrass or humiliate those targeted. Harassing hazing causes an emotional and physical discomfort on the victim. Violent hazing actually causes physical, emotional and/or psychological harm.

If hazing occurs within a student organization/ group/team, it will be presumed the officers have knowledge of, and condone, such activity(s). Disciplinary action may be taken against the leadership of the student organization/group/team, as well as against the student organization/group/team itself.

Students and/or student organizations/groups/teams charged and found responsible with a violation of the Hazing Policy can receive a sanction ranging from disciplinary probation to expulsion. Criminal prosecution may also be pursued. Please refer to the **Code of Community Conduct** for more information regarding the University's administrative judicial process

Office of Academic and Community Conduct
Administration Building 310
1400 Townsend Drive
Houghton, MI 49931

Ph: 906-487-2951
Email: studentconduct@mtu.edu

Sexual and/or Relationship Misconduct Policy For Students of Michigan Technological University

POLICY SECTIONS

Policy

Procedures

Appendix A:
Options and FAQs

Appendix B:
Illustrative Examples

Guiding Principles

Sexual and/or relationship misconduct have been identified as national problems that significantly impact college and university students. Federal and state laws place requirements upon colleges and universities to address issues of sexual and/or relationship misconduct. The University is committed to educating students, faculty, and staff about this topic; and to working with the surrounding communities to offer as great a variety of services as possible. The University's Student Code of Community Conduct expressly prohibits sexual and relationship misconduct. Sexual and relationship misconduct includes sexual harassment; sexual assault; sexual exploitation; domestic violence; dating violence and stalking. These terms are defined in Paragraph II of this policy to be consistent with federal and state laws.

This policy is supported by the Procedure for Addressing Sexual and/or Relationship Misconduct Allegations Against Students.

Prohibited Conduct

Sexual Harassment—includes unwelcome sexual advances, requests for sexual favors and other verbal, nonverbal or physical conduct of a sexual nature. Sexual harassment creates a hostile environment if the harassing conduct is sufficiently serious to deny or limit the student's ability to participate in or benefit from an educational program.

Sexual Violence—any offense classified as a forcible or nonforcible sex offense under the uniform crime reporting system of the Federal Bureau of Investigation. It includes any sexual intercourse (anal, oral or vaginal); or any sexual touching (including disrobing or exposure); without effective consent.

Dating Violence—means violence committed by a person:

1. Who is or has been in a social relationship of a romantic or intimate nature with the victim; and
2. Where the existence of such a relationship shall be determined based on a consideration of the following factors:
    a. The length of the relationship.
    b. The type of relationship.
    c. The frequency of interaction between the persons involved in the relationship.

Domestic Violence—includes felony or misdemeanor crimes of violence committed by a current or former spouse of the victim, by a person with whom the victim shares a child in common, by a person who is cohabitating with or has cohabitated with the victim as a spouse, by a person similarly situated to a spouse of the victim under the domestic or family violence laws of Michigan, or by any other person against an adult or youth victim who is protected from that person's acts under the domestic or family violence laws of Michigan.

Stalking—means engaging in a course of conduct directed at a specific person that would cause a reasonable person to:

1. Fear for his or her safety or the safety of others; or
2. Suffer substantial emotional distress

Sexual Exploitation—Taking nonconsensual, unjust or abusive advantage of another in a sexual or intimate context, including without limitation: prostituting another person, engaging in, permitting or facilitating nonconsensual viewing, photographing, videotaping, audio taping, or posting to the internet sexual or intimate activity (such as dressing, showering and similar activity of oneself or others), knowingly infecting another person with HIV or other sexually transmitted diseases and/or inducing incapacitation of another person with the intent to facilitate nonconsensual sexual intercourse or contact with that person.

Definitions

Effective consent: informed consent, freely and actively given, with mutually understandable words or actions which indicate a willingness to participate in mutually agreed upon activity.

1. In the absence of mutually understandable words or actions (a meeting of the minds on what is to be done, where, with whom, and in what way), it is the responsibility of the initiator, or the person who wants to engage in the specific sexual activity to make sure that they have consent from their partner(s).
2. Mutually understandable consent is a subjective standard. Consent is mutually understandable when a reasonable person would consider the words or actions of the parties to have manifested a mutually understandable agreement between them to do the same thing, in the same way, at the same time, with each other.
3. Consent which is obtained through the use of fraud or force whether that force be physical force, threats, intimidation, or coercion, is ineffective consent;
4. Effective consent may never be given by minors to legal adults (statutory rape), by mentally disabled persons, or by physically incapacitated persons. One who is physically incapacitated as a result of alcohol or other drug consumption (voluntary and involuntary), or who is unconscious, unaware, or otherwise physically helpless, is also incapable of giving effective consent. One may not engage in sexual activity with another who one knows or should reasonably have known is physically incapacitated. Incapacitation means being in a state where a person lacks the capacity to appreciate the fact that the situation is sexual or cannot appreciate (rationally and reasonably) the nature and/or extent of that situation.

Intercourse: vaginal or anal penetration by a penis, object, tongue or finger; and oral copulation (mouth to genital contact or genital to mouth contact).

Sexual Contact: any intentional or reckless contact with the breasts, buttocks, groin, mouth, or genitals, or touching another with any of these body parts, or making another touch you or themselves with or on any of these body parts.

Interpretive Rules for Sexual and Relationship Misconduct Charges

1. The person who is the object of sexual and/or relationship misconduct is not required to physically or otherwise resist a sexual aggressor.
2. Silence, previous sexual relationships, and/or current relationship with the alleged perpetrator (or anyone else) may not, in themselves, be taken to imply consent. A type of clothing cannot imply consent, by attending a party or going to a person's room.
3. Intentional use of alcohol/drugs by the student accused of sexual and/or relationship misconduct is not an excuse for violation of the sexual and relationship misconduct policy.

4. A student who deliberately drugs or attempts to persuade another to consume alcohol or drugs for the purpose of rendering that person incapacitated or sexually submissive/passive commits a violation of the sexual and relationship misconduct policy.
5. Effective consent to sexual activity may be withdrawn at any time, as long as the withdrawal is communicated clearly (because you cannot be expected to read the mind of your sexual partner(s)), and all sexual activity must cease.
6. An "intent to rape" is not required under this policy. The requisite intent for rape is demonstrated by engaging in the act of intercourse intentionally.
7. Effective consent has an expiration date. Effective consent lasts for a reasonable time, depending on the circumstances. Effective consent must be contemporaneous with the sexual activity involved.
8. Nonconsensual sexual contact or exploitation is not limited to strangers and can include acquaintances.

Jurisdiction

The jurisdiction of the University over sexual and/or relationship misconduct incidents is broad. The University will investigate and resolve, using the Interim Procedures for Sexual and/or Relationship Misconduct, all complaints of sexual and relationship misconduct:

1. Regardless of the location of the incident,
2. Regardless of the incident occurring during the course of a semester or during a semester break,
3. As long as the person who is charged with sexual and relationship misconduct is a currently enrolled student, or was at the time of the incident,
4. Regardless of the enrollment status of the alleged victim,
5. If the impact of the sexual and relationship misconduct incident is likely to have a substantial effect on campus life or activities of the alleged student victim or alleged student assailant,
6. If the incident poses a threat of danger to other students.

When allegations arise after a student has graduated regarding incidents that occurred before the student graduated, the University maintains the right to investigate and resolve such complaints. If found to be responsible, a student could face revocation of his or her degree or other sanctions.

Statement of Intent Regarding Medical Emergency

The welfare of students in the University community is of paramount importance. At times, students and other individuals may need medical assistance. The University encourages students to offer assistance to others in need, and also for students to seek assistance for themselves. Sometimes students may be hesitant to seek or offer assistance due to concerns that their behavior violates University rules, or that a student in a *medical emergency* will be charged with a rule violation.

The University intends to give significant consideration to limited immunity from a finding of responsibility under the Student Code of Community Conduct in *medical emergencies* as defined in this policy for a student providing assistance, as well as for a student receiving assistance in cases of a *medical emergency*. Educational conditions may be imposed rather than disciplinary sanctions if appropriate based on the professional judgment of the Dean of Students or designee.

A *"medical emergency"* is defined as any situation where an individual's physical and/or psychological health is at serious risk and immediate action must be taken to protect the individual or others.

This statement of intent applies only to administrative enforcement of the Student Code of Community Conduct and does not provide immunity/amnesty from arrest or criminal prosecution.

Attempts and Enhancements

Attempts to commit prohibited conduct may be punished to the same extent as completed violations. Repeated or aggravated acts of prohibited conduct may result in enhanced sanctions. Repeated or intentional failure to comply with imposed sanctions may result in enhanced sanctions. Conduct violations that are motivated by the offender's bias due to race, religion or cultural identity, disability, sexual orientation, gender or gender-identity, ethnicity/national origin, and/or other legally protected status may result in enhanced sanctions.

Interpretation

The list of prohibited conduct is neither complete nor all-inclusive. The University reserves the right to impose necessary and appropriate interim actions and the full range of sanctions in response to inappropriate student conduct which threatens the safety and security of the University community.

Non-Waiver

For the avoidance of doubt, the University does not waive any claim, cause of action or charge the University or any member of the University Community may have against a student who violates the Sexual and/or Relationship Misconduct Policy. Furthermore, the remedies herein are non-exclusive—a student's conduct may violate more than one example of prohibited conduct and the University may impose cumulative and additive sanctions based upon a single action or inaction that violates more than one example of prohibited conduct.

Process

The Procedures for Addressing Sexual and/or Relationship Misconduct provide a detailed explanation of the process that will be followed for complaints filed under the Sexual and/or Relationship misconduct policy. Under most circumstances, the investigation and final determination of a complaint will be completed within 60 days of the date on which the University receives notice of an alleged incident. The possible sanctions under the sexual and/or Relationship Misconduct policy are enumerated in the Procedures for Addressing Sexual and/or Relationship Misconduct Allegations. In the final determination of an investigation of a case of sexual and/or relationship misconduct, the range of sanctions are from written warning to expulsion.

History: Revised August 1, 2005; August 1, 2006; August 1, 2007; August 1; 2008; August 1, 2009; August 1, 2010; September 3, 2013; August 1, 2014

Appendix C

Rick Shaw is a member of the ASIS International School Safety & Security Council. He and his company, Awareity, conducted a student survey of nearly 5,000 students across schools in 19 different states in 2013. The survey focused on topics of Bullying, Cyber-Bullying, Incident Reporting, Concerning Behaviors, and more. Awareity is continuing the student survey in 2014 and below are his findings and conclusions from the 2013 student survey results.

When students were asked if they were impacted by bullying, the results revealed:

Key Findings

85% of students surveyed witness and/or experience bullying at school

Bullying can have serious and devastating short-term and long-term effects on students.

- Depression
- Low Self-Esteem/Confidence
- Increased Anxiety/Stress
- Fear
- Truancy
- Poor Student Achievement
- Violence
- Suicide/Self-Harm

32% of students witness/experience bullying at school one or more times per day

27% multiple times a week

33% multiple times a month

How many students must be impacted by bullying for school administrators to believe their school has a problem?

When we ask school officials if their school has a bullying problem, many will say no. These school officials are shocked by their student survey results showing between 82% and 88% of their students are witnessing/experiencing bullying in their schools. This is one of many disconnects the student survey exposes. Due to the tragic consequences bullying can lead to, school officials must take immediate actions to proactively prevent and address bullying behaviors in their schools.

Not seeing bullying doesn't mean it doesn't exist!

Turning a blind eye is not acceptable. Federal OCR requirements* state that if a school knows or reasonably should know about bullying or harassment, they are required to investigate the incident and take immediate action to stop the harassment and prevent its recurrence.

When students were asked where bullying occurs, the results revealed that bullying most often occurs in plain sight.

Key Findings

The ways students bully and attack others vary, making the behaviors sometimes difficult to identify. The survey results reveal students are most commonly attacked verbally, called names or made fun of and/or laughed at for their appearance. In fact, over 70% of students have been called names they did not like at school.

Where is bullying happening? It occurs most often in school hallways, with almost 3/4 of students witnessing the behavior. Almost half of all students are also witnessing bullying on the school bus, in the lunch room and in classrooms—all in plain sight.

Connecting the Dots with Bullying Results

These results help explain why school officials were shocked when they saw that between 82% and 88% of their students are witnessing/experiencing bullying in their school. **Students are attacking their peers most often when adults are not around or when there is a limited number of adults present.**

School officials should assess how they are currently monitoring areas where students can wander, such as hallways and lunchrooms. Are there teachers in the hallway before and after class? Do hallway monitors report incidents or just deal with them and move on?

If bullies can continue to get away with their actions, things do not get better. School officials should use these survey results (or conduct their own student surveys) to increase the number of monitoring adults in identified problem locations, equipping everyone with a means to report any negative incident immediately and ongoingly.

Classroom bullying should not be overlooked. Teachers may feel they are handling or stopping bullying within the classroom, but they may not be aware of bigger problems brewing outside the classroom door. It is important for teachers to report student safety incidents and concerning behaviors so school officials can connect the dots and proactively prevent.

A student's perception is their reality. Therefore, teachers, bus drivers, coaches, lunch room monitors, nurses, counselors and others should also be trained on how to identify and report all bullying-related behaviors. When all bullying-related incidents are documented, all related reports can be connected and investigated to ensure bullies and targets are monitored effectively. This will allow schools to proactively and successfully intervene and prevent ongoing bullying and related student safety issues.

When students were asked about cyber-Bullying, the results revealed:

Key Findings

83% of middle school youth have their own cell phones-a direct connection to the online world and the risks it can bring.

50% of youth have an account on Facebook and/or other social media sites.

59% of students surveyed have witnessed or experienced cyber-bullying in the last year.

Connecting the Dots with Cyber-Bullying Results

Much like bullying, cyber-bullying occurs when the adults are not looking. Adults therefore are not aware when it is occurring or how prevalent it is. Most school officials and parents do not actively participate in or monitor constantly changing social media websites where students are socializing and sharing information, pictures, videos, etc. Realistically, school officials and parents may never be able to keep up with student social media activities. Equipping students to report concerning online behaviors is thus critical.

Would any caring adult allow a sixteen-year old operate an automobile without making sure first they know how to drive safely on streets and highways?

So why are school officials and parents giving students "smart tablets" (Internet vehicles), but not making sure they know how to safely navigate the Internet super highway. Most youth learn how to drive from their parents. When it comes to the Internet, however, most parents do not have the experience to teach their children about online risks. Cyber-bullying is one of the fastest growing risks for students, so school officials must utilize better tools to ensure students are aware, accountable and responsible for their "online driving". Ongoing training to update students (and parents and school staff too!) on new and changing risks is very important, emphasizing the permanency and potential consequences of information shared and comments made online.

When students were asked about incident reporting, the results revealed dangerous gaps including:

Key Findings

With 94% of students saying they would or would consider using an online anonymous incident reporting option, school administrators must listen.

Attention School Administrators: Most students do not believe text messages, phone calls, and e-mails provide true anonymity. This may explain why these types of reporting options receive limited reports.

State governments have spent millions of dollars on statewide hotlines only to see a few calls coming in. Real anonymous reporting options empower students (and adults) to safely report bullying, suspicious activities, concerning behaviors, online threats and numerous other pre-incident indicators. A common fear is anonymous capabilities will lead to false reporting. Evidence shows these concerns are unwarranted, as schools with real anonymous options see very few false reports. Youth today are more likely to spread rumors on social media than to use an official, documented reporting system. Furthermore, these rare false reports are themselves often an indicator of potential problems, and enables the Threat Assessment Team to investigate and intervene before the issue escalates into a serious incident or tragedy.

When students were asked why they did not report bullying/cyber-bullying, the results revealed:

- **38% are scared to make it worse**
- **31% don't want to be involved**
- **29% don't believe reporting will help**
- **27% don't want to be a "snitch"**
- **22% are scared of what their peers will think/get made fun of**
- **20% don't know where to report it**

When students did come forward with information about bullying, they most often went to a teacher, their parents or a trusted adult at school.

- **37% spoke to a teacher**
- **31% spoke to a parent**
- **23% spoke to office personnel**
- **9% spoke to an SRO**

Connecting the Dots with Incident Reporting:

This student survey data revealed gaps that school officials most likely were not expecting. For example, students reporting incidents to teachers, office personnel and parents can be good news but only if the teachers, office personnel and parents do not become a "silo," meaning teachers know things, office personnel know things and parents know things, but threat assessment team members might never be notified. While one report on its own may not seem too alarming, if all information is connected, a more comprehensive picture of a student's behavior may develop and reveal a larger threat. Evidence from most post-incident reports reveal one or more individuals were aware of pre-incident indicators, but if information is not collected in a central secure platform, it is nearly impossible to prevent preventable incidents and tragedies.

School officials can still encourage students to tell a trusted adult, but schools must also equip all students, teachers, parents, office personnel, SROs, coaches, bus drivers, counselors, nurses and others to report incidents to a central location. Reporting is the first step in getting the right information to the right people so the right steps can be taken to follow up and proactively prevent bullying and other related incidents from escalating into something more serious or tragic.

It is also important for schools to remind students that even if they are scared, they should always report incidents. The school will be on their side and will do everything in its power to investigate and prevent it from happening again. It may be difficult for students to come forward with information about themselves or their peers, but it is important for school officials to encourage, empower and equip bystanders to do the right things. Teach students why they should take action to help others and about the potentially serious consequences a failure to report can have on their peers.

All reports from students, staff and others must be met with decisive action, an immediate investigation and fair consequences in order for kids not to lose confidence in the school's capacity to act. Once students see school officials are serious and are taking proactive actions to prevent bullying behaviors, the school climate will improve.

Student Survey Conclusion and Next Steps

The Student Safety Survey results made it very clear. Students definitely know things school administrators don't.

Evidence from past incidents, tragedies and lawsuits that follow is also clear. What school administrators don't know can hurt students, damage school reputation, and bring their community to distraught. No one wants to make a mistake when the lives of our sons and daughters are involved. There are no second chances in many cases, and the consequences can relate to depression, alcohol, drugs, abuse, suicidal ideations, reciprocal attacks and escalation, or other forms of violence and destruction. If you don't know about pre-incident indicators, you cannot prevent the preventable.

To help keep your students safe, please use the data from this report to take action and avoid common false perceptions. The following mistakes create dangerous and potentially tragic gaps and disconnects with significant long-term "costs" to students, faculty/staff and your community:

- We haven't seen anything, so we must not have any problems.
- We have security solutions, so we are safe.
- We have traditional incident reporting systems, so we are listening.
- We have policies, procedures, and handbooks, so everyone knows what to do.
- We have assemblies, pledges, and posters, so everyone is aware.

Remember: The best guidelines, the best policies, the best plans of action, the best intent written into our laws and legislation do not always guarantee good results. Just because you're handing out the perfect chocolate cake recipe, it doesn't mean people can make your cake—people need the right ingredients and the right tools. The same applies to building a safer school environment. Students, teachers, staff, principals, counselors, parents, and others involved need the right tools to make a safe learning environment for everyone. The evidence is overwhelming as most every school that experienced a tragedy or unwanted headline had lots of recipes (hard copy or online manuals, annual training programs, intranets, etc.) but they were without the right ingredients and the right tools to prevent the preventable incidents and tragedies.

Websites

Search "Hank Nuwer" on the Internet for more information about hazing.

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