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**Suggested Citation:**  
Introduction

This toolkit provides guidance for school threat assessment teams to encourage the reporting of concerning behavior that may threaten safety and security of schools. Part I (“Reporting School Violence Before it Happens”) provides an overview of the importance of reporting school violence, and outlines specific barriers to reporting among youth, school staff, and parents/guardians. Part II (“Developing and Implementing a Reporting Process”) provides guidance on important features of a reporting process for potential or actual violence and other safety concerns. Part III (“Special Considerations”) discusses three particular problems affecting school youth: suicide, bullying/cyberbullying, and dating-related violence and abusive relationships. Part IV provides links to helpful resources related to the topics discussed in this toolkit.

We also provide examples of material to use or adapt by your school to promote the understanding and use of a reporting system. Nebraska has developed the brand “Safe2Help” for use with reporting systems. We use “Help” instead of tell or report to let individuals know they are making a positive difference in someone’s life when they make a report.
Part I: Reporting School Violence Before it Happens

THE IMPORTANCE OF REPORTING

Studies have found that acts of targeted school violence are planned. They are not spontaneous or impulsive. The behaviors leading up to violence are often observable or even known to others. One study of premeditated school violence found that in 81% of incidents, someone else had prior knowledge of plans for violence. Additionally, 93% of those people were friends, classmates, or family.¹

Violence can be prevented when students, friends or family, school staff, and community members report concerning behavior. It should always be emphasized that reporting a concern that seems inconsequential is far better than not reporting something that leads to violence, whether that be forms of self-harm (suicide) or violence directed at others.

THE BYSTANDER EFFECT

“The bystander effect” is a phrase coined by social psychologists following the murder of Kitty Genovese in 1964. Ms. Genovese was stabbed to death outside a New York City apartment building. According to news reports, many people heard or witnessed the attack, but no one stopped to intervene or call police.²

Psychologists attribute this bystander effect to a combination of different concepts. The first is “diffusion of responsibility” – when witnesses don’t intervene or report a concern because they think someone else will. The second is personal security – when witnesses think intervening in a crisis situation will cause them trouble or inconvenience. Finally, there is the impact of social conformity – when people monitor others and choose to do nothing because no one else is doing anything.

Many researchers believe youth can be highly susceptible to the bystander effect. Peer behavior can strongly impact individual behavior, since social standing and the desire to fit in is very important for many children and young people. For example, in cases of bullying or cyberbullying, when friends or other students do not appear to be intervening, it can discourage others from stepping in. If other friends are joining in on the bullying, so will other students.

² Darley & Latané (1968).
Some researchers believe social media exacerbates the bystander effect among youth. Many teens spend hours each day online or with their phones, chatting, sharing, and taking photos and videos. Greater online activity, less person-to-person interaction, and the prestige of racking up social media likes and shares may lead to troubling outcomes. For example, there are many cases where witnesses chose to take video during moments of crisis to share on social media, rather than step in and help. In 2019, a young man was stabbed to death by other teens while dozens of students stood by and took videos to share on social media. In 2018, a disabled man drowned in a lake while a group of teens mocked and video recorded him. Among teens, this desire to conform to peer group behavior, underdeveloped ethical sensibilities, and the “thrill” of capturing and sharing sensational events on social media rather than intervening can be a major barrier to increase reporting. Understanding and addressing this bystander effect is an important starting point to educate and encourage people to report troubling behavior.

**SPECIFIC BARRIERS TO REPORTING**

Some, but not all of barriers to reporting are related to “the Bystander Effect.” It is important to understand specific reasons why people may not report concerns of safety or security.

**Students/Peers**

There are a number of barriers specific to students or young people that should be considered, including:

- Lack of knowledge of concerning behavior: Students may lack basic guidance from adult authority figures on what kind of behaviors of concern to report.
- Peer pressure: Students may conform to a code of silence to protect friends and avoid being a “snitch.” This is a particular concern among high school age students, when peer acceptance and relationships are most important.
- Fear of retaliation: Students may believe that reporting someone may either get them in trouble with school staff or law enforcement, get the person of concern in trouble, or make them targets of the person they reported.
- Relationships with authority figures: Students may not have a trusting relationship with a teacher or other school-based adult. This can be problematic if a student has already had negative experiences with school administration, or the overall school climate does not support feelings of community and trust between students and staff.
- Language or cultural barriers: Students (or their families) who are recent immigrants may not communicate with school authorities because of language or cultural barriers.
- "It’s not my responsibility": Students may simply assume that someone else will report an issue or concern. For example, if multiple students know or hear of another student making a threat, they may all think someone else will report it. Or if an adult is

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present, they may assume that adult may take responsibility for reporting, even though that adult does not. This diffusion of responsibility may lead to no one reporting an incident.

• Unclear parameters for reporting: A student may not know if something should be reported if it occurs outside of school. For example, students may hesitate to report cyber-threats or bullying, or incidents occurring in the neighborhood or at a weekend party. Dating-related violence is a challenging problem because young people may not know behavioral norms for dating, and peers often think their friends’ romantic relationships are not their business.

• Fear of phone/technology limitations: Bullying and threats made online are increasingly common. However, young people may believe that reporting troubling things they encounter online may result in parents taking away their phones or computers. Although setting boundaries with technology is important, this fear may discourage teens from telling parents about the online activities of their friends or peers.

**School Staff**

Lack of disclosure from students is the main barrier for school staff to become aware of threats to safety and security. However, there may be other issues schools should address:

• Poor school climate: Research and guidance on best practices suggest that a positive school climate reinforces effective reporting. Reporting mechanisms work well in environments where there is a sense of school community, safety, and respect. On the other hand, school environments where bullying, teasing, disconnects between students and staff, and overly punitive policies occur regularly do not encourage student reporting.

• Lack of training: School staff may misunderstand procedures to report concerning behavior and follow-through on reporting. In some school environments, training about threats or reporting may be limited to a few people. Paraprofessionals, bus drivers, custodians, or non-teaching staff like secretaries may not receive adequate training to observe and report behaviors of concern. This is important because often bullying or other concerning behavior occurs outside of classrooms (e.g., on the bus, in school cafeterias, between class periods).

• Cultural or linguistic barriers: Some students may not feel comfortable reporting concerns with adult staff who do not share similar cultural or linguistic characteristics. This is problematic because studies show that racial/ethnic minorities, immigrants, and English-language learners may be frequent targets of school bullying, for example.
Parents/Guardians

Parents, siblings, or guardians also play a key role in reporting and preventing violence. But unlike teachers or students, parents may have the least day-to-day connections with schools, and lack even basic information about school policies. Particular barriers to reporting by parents include lack of knowledge or resources, not knowing warning signs, and most importantly – lack of communication between parents and children. There are two major barriers to reporting for parents.

- Lack of disclosure from children: Youth may often not tell their parents about experiences with being bullied, threatened, or problems involving friends. Young people may hide these experiences from parents because of shame, fear of punishment, or to protect friends. Lack of frequent communication between parents and children is related to other issues that impair reporting. For example, parents or guardians may lack cyber literacy and be unaware of their children’s online activities. They may not know how to recognize behavior that indicates their child may be experiencing bullying, or that they may be the bully. These issues may be tied to dysfunctional dynamics at home, or they may be addressed by providing parents with tips about having regular, respectful, and non-judgmental conversations with children about violence.

- Fear of consequences: Parents or guardians may hesitate to report a child’s concerning behavior for any number of reasons. They may feel embarrassed or ashamed, believe that their children may be punished or kicked out of school, or fear legal consequences for their children or themselves. This concern is heightened if parents do not understand that reporting is meant to help people in need, rather than punish.

REPORTING CONTRIBUTES TO A WHOLE PICTURE

Genuine concerns about safety or violence should always be reported regardless of how much is known. An individual may have some piecemeal information about a situation that, in itself, may not seem crucial to safety or violence. However, when all the information is looked at together, it may indicate a much more compelling need to intervene and help the person of concern. Thus, it is always important to emphasize reporting anything of genuine concern – no matter how small it may seem – because it can contribute to a more complete understanding of a potential threat to safety.
Part II: Developing and Implementing a Reporting Process

A SAFE SCHOOL CLIMATE FOUNDATION FOR REPORTING

Positive school climates support effective reporting processes. Positive school climates are those in which safety, respect, and healthy personal relationships are the norm. There is a connection between overall school climate and willingness to report. Research suggests that in environments characterized by disruption and poor behavior, students may believe that asking for help in the face of bullying or threats may be pointless. On the other hand, students who feel respected and connected to a trusted adult are more likely to ask them for help.⁵

Many schools have adopted social-emotional programming for students, promote positive student-teacher-parent interaction, and encourage a sense of community in their mission statements. These approaches allow schools to focus on learning, but also play an important role in developing positive social norms among students and decrease at-risk behavior. Students’ perceptions that they are valued, included, and respected at school facilitate the likelihood that they will report an apparent safety concern.

CHARACTERISTICS OF AN EFFECTIVE REPORTING SYSTEM

Addressing violence and safety at school should be a collaborative, community-wide effort. However, having a sound reporting structure in place for people to use is the responsibility of schools. Several school districts and states have developed robust reporting processes that show widespread usage and promising results.

For example, following the Columbine High School shooting in 1999, the state of Colorado developed a statewide reporting program for schools called Safe2Tell (safe2tell.org). The Columbine perpetrators planned their attack over a year in advance. There were many notable warning signs that people were aware of, but did not report. It was not until after the shooting that authorities realized how significant the trail of clues were, and no one had pieced them together to intervene.⁶ Safe2Tell received 16,000 tips during the 2017-18 school year.

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year about suicide, bullying, and other concerns, and it is believed that less than 3% of them were pranks.\(^7\) Having a well-structured reporting process works.

The successful reporting rates of Safe2Tell and similar programs suggest several important elements of effective reporting processes. These include:

- **Anonymity:** Anonymous reporting is critical so students and others feel comfortable reporting a concern. Calling 911 or communicating directly with school staff is not anonymous, and may be intimidating for young people. Many programs provide for anonymous reporting through a phone number, email address or web form, phone application, or paper report form that can be placed in a drop-off box. The identity of a reporting person should not be required or even asked for unless it is volunteered. Ideally, anonymity should be guaranteed through official policy. For example, anonymous reporting in Colorado’s Safe2Tell system is required by state law.\(^8\)

- **Report to help, not punish:** People are more likely to report concerns if they know it will help someone, rather than get them in trouble. This is particularly the case with young people who feel a sense of loyalty to friends. A person contemplating violence or suicide is usually experiencing some form of deep personal crisis. Helping that person with support and resources should be emphasized as the goal of reporting, and appeals to peoples’ sense of compassion.

- **Multiple options for reporting:** Schools should implement different ways for students or family members to report concerns. Some of the strongest reporting systems provide for multiple ways to leave tips 24 hours a day, 7 days a week, through phone, e-mail, web forms, or written notes. Again, anonymity is critical to encouraging reports, but some individuals may prefer direct communications with a teacher or principal. Regardless, a range of easy options should be promoted so people can choose to report a concern in the way they feel most comfortable. Ideally, there should be a 24-hour/7-day-a-week reporting option that is appropriately monitored.

- **Simplicity:** Making a report should never be burdensome or complicated. Whether through a single phone call, e-mail, or written note or form, reporting should be an easy process, and instructions should be clear and simply communicated. Contents of a report should be reduced to a basic who, what, where, and when approach.

- **Thorough and consistent promotion with students and parents:** People are more likely to report concerning behavior if they know and understand the reporting system, its purpose, and the responsibilities and roles of the entire school community. Educational sessions with students should absolutely address how the “code of silence” is a barrier to preventing violence, the emphasis on helping and not punishing people in need, discussion of warning signs, as well as reporting options and instructions. Educational sessions can be paired with discussion of real life situations, or held in conjunction with school safety drills. Promotional materials like posters or magnets can be displayed throughout school environments during the year and via social media as a constant

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\(^7\) Wingerter (2019, July 8).
\(^8\) Colorado Revised Statutes 24-31-606. Safe2tell program – creation – duties.
reminder, and school webpage space should be devoted to explaining the reporting system as well. Parents and guardians should be sent informational letters about school reporting options and encouraged to discuss and learn about reporting during school-wide meetings and parent-teacher conferences.

- Procedural structure: A reporting system will only be effective with sufficient procedures to review and address received tips. Threat assessment teams should establish clear and consistent procedures that drive post-reporting decision-making. This may include:
  - A standard written protocol to promptly evaluate reports, assess threats, and determine what follow-up or escalation is necessary.
  - Common understandings among team members about roles and responsibilities of post-reporting actions.
  - A system for documentation.
  - The capacity to track reported incidents to ensure all reports are properly investigated.

- All-staff training: Although only specific staff members may actively serve on threat assessment teams, all adults within the school environment should understand the reporting process and their responsibilities. Bullying or threats can often occur in unstructured school settings, like on the bus or during recess periods. Training should not be limited to administration and teaching staff, but include paraprofessionals, custodians, bus drivers, and others. This should include education about warning signs, cyber-literacy, and effective methods to engage and communicate with students about concerns.
Part III: Special Considerations

YOUTH SUICIDE

According to the U.S. Centers for Disease Control, approximately 32% of high school students reported feeling sad or hopeless every day for two or more weeks, 17% seriously considered suicide, 14% made a suicide plan, and 7% actually attempted suicide.\(^9\) Suicide is one of the leading causes of death among school-age youth in the nation.

Like other forms of violence, suicide can be prevented through reporting, education, and collaboration. Many of the measures schools take to address bullying, mental well-being, alcohol/substance use, and other behavioral issues contribute to a positive school climate that can reduce suicide risk. Consider again that a good foundation to increase reporting within school communities is fostering a sense of connectedness and trust, so students know there are adults at school who care about their well-being in addition to their learning. With younger school-aged children in particular, teachers may find it difficult to have frank discussions about suicide. This increases the importance of encouraging young students to talk to an adult about emotional or life problems they are having.

Reporting warning signs of suicide is extremely important. When a young person talks about suicide directly (“I should just kill myself”) or indirectly (“You may not see me around much longer”), such statements must be taken seriously and the person should receive immediate help. Behavior like mood changes, suddenly losing interest in favorite activities, withdrawal from friends, or abrupt changes in physical appearance may be behavioral signs of depression, or part of a “normal” expression of teen life. Piecing together the whole picture from multiple reports is critical to assessing a person’s state of mind and well-being. It is always better to report a concern, even if it turns out to be harmless, than not report something that could save a life.

Common risk factors associated with youth suicide include:

- Mental health conditions: Untreated depression, anxiety, mood disorders, and other psychiatric conditions are major risk factors. Alcohol and drug abuse worsen mental health conditions and can contribute to poor judgment.
- Psychosocial difficulties: Sustained feelings of low self-esteem, hopelessness, social alienation, and loneliness. Social relationships and status in school can be very important for young people. Studies show that bullying which results in social isolation

\(^9\) U.S. Centers for Disease Control and Prevention (2018b).
is clearly related to suicide risk. Falling out with friends or a romantic break-up may also be very difficult for some young people to deal with.

- Previous suicide/suicide attempt: A previous suicide attempt by an individual is a very serious warning sign. Studies have shown that previous attempts are highly predictive of another attempt. Likewise, a family history of suicide is also a major risk factor. Schools also need to be aware of the possibility of a “suicide cluster,” when one suicide sparks suicidal ideation or behavior among others in the same community – a phenomenon that is particularly prevalent with young people. It is believed that a mix of impulses can result in suicide clusters, possibly related to sensationalist or overdramatic media reporting, or depiction of suicide as an “escape” from problems. It is also believed that suicide clustering can be initiated from the suicide of a celebrity, or even a fictional character from television or online.

- Coming out: Studies have shown that LGBTQ youth are at a higher suicide risk than heterosexual youth. Disproportionately higher rates among LGBTQ youth could be due to the consequences of bullying or social marginalization at school, non-supportive family environments, or anxieties related to acknowledging or publicly coming out about one’s sexuality or gender identity.

- Home environment: Stresses from home and family, such as conflict, domestic violence, physical/sexual/emotional abuse or neglect, and alcohol and drug abuse, are all linked to youth suicide risk. A family hardship such as a death or divorce, financial instability, or move to a different community can also be difficult. A family history of suicide or untreated mental illness are also major risk factors. Also, the availability of lethal items at home (unsecured guns, medication) allow for the means to suicide, especially because studies have shown that many decisions to commit suicide are impulsive in nature.

**BULLYING**

From a reporting standpoint, bullying warrants special attention for several reasons:

- Bullying is common: The National Center for Education Statistics estimates that 20% of school children experience bullying at some point. According to the U.S. Centers for Disease Control, in 2017 approximately 19% of high school students reported being bullied on school property, with rates being higher for girls (22%) than boys (16%). Studies have shown that frequent victims of bullying are people who are perceived as being “different” because of their race/ethnicity, sexuality, socio-economic status, national origin, religion, disabilities, weight, or physical appearance. But students may also be targeted for their personal interests, family characteristics, academic achievements, clothing/hair style, or any number of reasons.

10 Carroll, Metcalfe & Gunnell (2014).
13 National Center for Education Statistics (2016).
14 U.S. Centers for Disease Control and Prevention (2018a).
• Bullying can be hidden in plain sight: Some forms of bullying involve overt physical actions or violence, such as name-calling, pushing, hitting, or stealing or vandalizing a student’s personal items. Other forms of bullying may be harder to detect, and is often described as “relational” or “social” bullying. This may include spreading rumors, excluding people from activities, and micro-aggressions (e.g. dismissive comments, eye-rolling). Studies have found that boys are more likely to engage in overt, physical types of bullying, whereas girls tend to use relational bullying.\textsuperscript{15}

• Cyberbullying: Detection of cyberbullying is very difficult for school staff or parents/guardians when they are unaware of young people’s online activities. According to the U.S. Centers for Disease Control, in 2017 approximately 15% of high school students reported being cyber-bullied, with rates for girls (20%) double that of boys (10%).\textsuperscript{16} Cyberbullying refers to any number of ways the internet or personal technology can be used to threaten, embarrass, marginalize, or shame people. The majority of teenagers own or use a personal mobile phone, and cyberbullying often involves creation of anonymous accounts that make it easy to bully people online rather than in person. Common forms of cyberbullying include:
  o Sharing potentially embarrassing information, photos, or videos of people without their permission, or threatening to do so.
  o "Baiting” or tricking people into embarrassing situations to video record them, and sharing the video.
  o Creating and sharing altered images of someone to humiliate them.
  o Impersonating someone by creating a fake social media or email account, blog, or webpage with embarrassing or false information.
  o Impersonating someone online to lure a victim into a “friendship” in order to gather intimate information.
  o Posting someone’s personal contact information online to embarrass or endanger them.

• Detecting cyberbullying can be very difficult. Children as young as 12-13 are likely to be much more cyber-literate than parents, especially in terms of online communities and activities they participate in. Children or teens often hide their online activity or just avoid talking about it generally. Many young people may avoid talking about being victims of cyberbullying, or witnessing it, because they fear that parents may take away access to their phones or computers.

• Bullying is harmful: Many studies show that bullying can lead to poor school performance, social isolation, low self-esteem, depression, rage, or suicidal thoughts among victims. School staff, family, and even students themselves can and should learn to detect signs of bullying and its consequences.

\textsuperscript{15} Wang, Iannotti & Nansel (2009).
\textsuperscript{16} U.S. Centers for Disease Control and Prevention (2018a).
TEEN DATING VIOLENCE

According to the U.S. Centers for Disease Control, approximately 8% of high school students (among 69% who reported going on dates) experienced physical dating violence, and 7% experienced forced sexual violence.\(^{17}\) Dating violence among teens is highly gendered. One in 9 females and 1 in 36 male high school students report experiencing sexual dating violence, such as forced and unwanted sexual acts or contact.\(^{18}\) Teen dating violence typically emerges from a pattern of negative actions, where one partner gradually increases intimidating or high-pressure behavior to control the other. A once healthy relationship based on mutual respect can develop into an emotionally, physically, or sexually abusive one.

Like cyberbullying, technology can extend abusive emotional and psychological behavior.\(^{19}\) This might include demanding access to a partner’s social media accounts or mobile phone, sending explicit sexual materials or encouraging a partner to do so, or threatening to publicly expose a partner’s private information online.

Like other forms of violence, teen dating violence and abuse often goes unreported due to embarrassment, shame, or fear of consequences. Unlike other forms of violence, however, teen dating violence can be tied to an inability or unwillingness to interpret a partner’s behavior as abusive. Young people often lack sophisticated problem-solving skills, or experiences with emotional-romantic relationships. The lack of reporting by victims of teen dating violence may be due to not knowing healthy relationship norms, or a fear that reaching out to others will result in either worsening the behavior or ending the relationship. Because of the intimate nature of romantic relationships, there may be few or no witnesses to poor relationship dynamics without victim disclosure.

\(^{17}\) U.S. Centers for Disease Control and Prevention (2018a).
\(^{18}\) U.S. Centers for Disease Control and Prevention (2019).
\(^{19}\) Van Ouysel, Walrave, Ponnet & Temple (2016).
Part IV: Resources

SCHOOL CLIMATE AND VIOLENCE

- Center for Research on School Safety, School Climate, and Classroom Management: schoolsafety.education.gsu.edu
- Educator’s School Safety Network. Violent threats and incidents in school: eschoolsafety.org/violence
- National PTA. School safety: www.pta.org/home/family-resources/safety/School-Safety
- National School Climate Center. School climate: www.schoolclimate.org/school-climate
- Nebraska Department of Education. Nebraska school safety: www.education.ne.gov/safety
- Youth.gov. School climate: youth.gov/youth-topics/school-climate

REPORTING SYSTEMS

- OK2SAY reporting system (Michigan): www.michigan.gov/ok2say
- Safe2Say Something (Pennsylvania): www.safe2saypa.org
- Safe2Tell reporting system (Colorado): safe2tell.org
- Say Something reporting system (National): www.sandyhookpromise.org/saysomethingresources
- Safe Voice Nevada: safevoicenv.org
YOUTH SUICIDE

▶ The Jason Foundation. Parent Resource Program:  
prp.jasonfoundation.com/facts/youth-suicide-statistics

▶ National Association of School Psychologists. Preventing youth suicide:  

▶ Nebraska Youth Suicide Prevention:  
www.suicideprevention.nebraska.edu

▶ Suicide Prevention Resource Center:  
www.sprc.org/populations/adolescents

▶ Youth.gov. Suicide prevention:  
youth.gov/youth-topics/youth-suicide-prevention

BULLYING / CYBERBULLYING

▶ Online MSW Programs. Cyberbullying: A resource for school social workers:  
www.onlinemswprograms.com/resources/social-issues/cyberbullying

▶ OnlineSchools.org. Understanding bullying and cyberbullying:  
www.onlineschools.org/student-bullying-guide

▶ Pacer’s National Bullying Prevention Center:  
www.pacer.org/bullying/resources/parents/working-with-school.asp

▶ Scholastic – Cyberbullying: What teachers and schools can do:  

▶ Stopbullying.gov:  
www.stopbullying.gov

▶ U.S. Centers for Disease Control. Preventing bullying:  
www.cdc.gov/violenceprevention/youthviolence/bullyingresearch/fastfact.html

▶ U.S. Department of Health & Human Services. Adolescent bullying basics:  
www.hhs.gov/ash/oah/adolescent-development/healthy-relationships/bullying/index.html
TEEN DATING VIOLENCE

- Break the Cycle. Learn about dating abuse: www.breakthecycle.org/learn-about-dating-abuse
- Love Is Respect: www.loveisrespect.org/#
- U.S. Department of Justice. Teen dating violence: nij.ojp.gov/topics/articles/teen-dating-violence

References


Colorado Revised Statutes 24-31-606. Safe2tell program – creation – duties.


