



STATE OF MINNESOTA

JUN 27 1990

DISTRICT COURT, SECOND JUDICIAL DISTRICT

JOANNE M. SMITH
CHIEF JUDGE

June 26, 1990

Nils Hasselmo
President
University of Minnesota
202 Morrill Hall
100 Church St. S.E.
Minneapolis, Minnesota 55455

Dear President Hasselmo,

Enclosed please find the Report of the Task Force on Sexual Violence and Campus Security.

On behalf of the Task Force we thank you for the opportunity to serve the University of Minnesota . If we can be of any further assistance, please contact us accordingly.

Sincerely,

Joanne M. Smith
Tom Johnson
Co-Chairs

**TASK FORCE ON SEXUAL VIOLENCE
AND CAMPUS SECURITY**

Report to President Nils Hasselmo

June 26, 1990

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Inquiries regarding compliance may be directed to Patricia A. Mullen, Director, Office of Equal Opportunity and Affirmative Action, 419 Morrill Hall, 100 Church Street.S.E., University of Minnesota, Minneapolis, MN 55455 (612/624-9547); or to the Director of the Office of Civil Rights, Department of Education, Washington, D.C. 20202; or to the Director of the Office of Federal Contract Compliance Programs, Department of Labor, Washington, D.C. 20210.

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Task Force on Sexual Violence and Campus Security

Members:

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EXECUTIVE SUMMARY

TASK FORCE REPORT ON SEXUAL VIOLENCE AND CAMPUS SECURITY

This Report presents an opportunity for the University of Minnesota to launch a comprehensive Initiative Against Sexual Violence.

University President Nils Hasselmo set the stage for such action by establishing the Task Force on Sexual Violence and Campus Security on March 12, 1990. The Task Force has now fulfilled the President's request "to review all aspects of the University's past response, current plans, and future steps and to make independent recommendations on actions that we should take..." to strengthen the University's response to sexual violence.

Sexual violence is a complex issue; one the Task Force examined through testimony, documentation and deliberation. The organization for this Report developed naturally when the Task Force moved beyond direct services for victims and questions to examine the values and attitudes which underlie sexual violence. Such an examination is consistent with and essential to the University's mission to educate and serve all its members. Sexual violence or the threat of sexual violence should not be a fact of life for any member of the University community.

Definition and Scope of the Problem

The search for a definition of sexual violence is an instructive process. Many definitions exist -- statutory, programmatic, experiential. The Task Force adopted the following definition:

"Any sexual behavior between two or more people to which one person does not or cannot consent."

This definition includes all forms of sexual violence, including sexual harassment, and facilitates the creation of an Initiative truly designed to address the whole problem of sexual violence.

Even with an expanded definition, incidence reports and data do not adequately reflect the occurrence of sexual violence at the University of Minnesota. Only after the systemic and attitudinal change recommended in this Report will the data ever reflect more than shadows of the reality which exists.

Extrapolating from national studies and University demography, approximately 4,000 incidents of sexual violence can be anticipated annually.

Institutional and Systemic Change

At the core of the Initiative are recommendations for institutional and systemic change which will provide the foundation on which more immediate structures can be built. Such change needs to start with a recognition of the connections between the attitudes that foster sexual violence and other attitudes of assumed superiority, whether by race or ethnicity, sexual identity, or physical ability. The recommended changes are vast and deep, requiring efforts at all levels, with consistent leadership from presidential and University policies, administrative tools to enable as well as assess long term success, and coordination to facilitate implementation and accountability.

The creation of central and representational committees, the attention to language in policies and studies, the practice of equitable leadership, and the active fostering of diversity are essential to the Initiative.

Sexual Violence Program

Creating a climate that repudiates sexual violence will reduce its occurrence in the future. The University must also provide services for current victims, and a vehicle for community action and change. The Task Force recommends a Sexual Violence Program as a vital part of the Initiative. This includes direct victim/survivor services, with a 24-hour crisis line and peer counseling, and extensive education programs, training, advocacy, outreach to unserved and underserved populations, and coordination with other agencies and organizations both on and off campus.

Adequate staffing, both paid and volunteer, is critical to the effectiveness of this program. Stable and sufficient funding must be provided. An extensive effort must be made to incorporate diversity at all levels of programming. Autonomy is essential to ensure philosophical and programmatic integrity.

Campus Security

The University of Minnesota has been involved in making changes in its physical environment with an emphasis on safety. Sexual violence, and other crimes of violence, will never be eliminated through merely a focus on physical vulnerability, but such a focus can enhance the efforts of this Initiative as a whole.

Creating a secure campus will also require awareness and sensitivity of those charged with implementing and responding, and to that end this Task

Force recommends the establishment of a coordinating body for Campus Security.

Recommendations:

- 1. Creation and communication of a University-wide Presidential policy opposing sexual violence in all its forms which recognizes the connection between violence and the attitudes, values, and behaviors within large institutions as well as the subordination of people outside of traditional power structures;**
- 2. Creation of a policy of administrative accountability, e.g., giving all University administrators specific and appropriate responsibility for creating a climate respectful of diversity and free of sexual violence through job descriptions, regular performance reviews, and merit-based salary reviews;**
- 3. Provision of sufficient financial commitment to and administrative support for a Sexual Violence Program having all the component parts recommended in this Report;**
- 4. Development of a means for measuring the health of the University in terms of respect accorded to all its members, and attention to such health equal to the attention given to national excellence in research or to levels of outside funding;**
- 5. Development and implementation of orientation materials and activities for all new members of the University concerning their rights and responsibilities for sexual and other forms of harassment, violence and abuse;**
- 6. Support and direction for curricular changes aimed at integrating information on sexual violence and the abuse of power in order to heighten the University community's awareness;**
- 7. Adoption of changes to "A Mission and Policy Statement for the University of Minnesota," July 1980;**
- 8. Adoption of changes and revisions to the Student Conduct Code;**
- 9. Designation of the Provost as responsible for addressing all aspects of the sexual violence problem on the Twin Cities campus, and for implementing the University-Wide Initiative Against Sexual Violence called for by this Report;**

10. Formation of a Provost's Advisory Council;
11. Operation of a sufficiently funded University of Minnesota Sexual Violence Program that provides services to students, faculty, and staff throughout the campus, including direct victim/survivor services with a 24-hour crisis line and peer counseling program, an extensive education program, training, outreach to unserved and underserved populations, and linkages with other agencies, organizations, and individuals;
12. Provision by the Sexual Violence Program of comprehensive services for the University of Minnesota community;
13. Provision of adequate lighting in intensity as well as location to remedy dark alleys and stairwells. Classroom lights could remain illuminated in areas where they might result in more exterior light and where safety lighting has yet to be installed;
14. Availability of phones, well marked, well illuminated, and handicapped accessible, including volume controls throughout the interior and exterior of the campus;
15. Provision of a 24-hour escort service;
16. Requirement of multicultural and multiethnic awareness trainings; requirement of sexual violence awareness trainings for police officers;
17. Creation of a system of security utilizing the surveillance cameras and audio security systems;
18. Establishment of a Campus Security Committee which would be diversely representative of the University community, and composed of staff, students, faculty, police;
19. Distribution of safety information available and in effect at the University to all members of the University community.

The Task Force appreciates the opportunity to serve the University of Minnesota through responding to President Hasselmo's request. Our proposed Initiative is a bold undertaking. But bold action is critical to respond appropriately to sexual violence. It is imperative for the well-being of victims, of the University community as a whole, and to the mission of the University itself.

* * *

“Where, after all, do universal human rights begin? In small places, close to home...the neighborhood, the school or college, the factory, farm or office. Such are the places where every man, woman, and child seeks equal justice, equal dignity without discrimination. Unless these rights have meaning there, they have little meaning anywhere.”

-- Eleanor Roosevelt, 1958

* * * * *

Introduction

The Task Force on Sexual Violence and Campus Security was appointed by University of Minnesota President Nils Hasselmo on March 12, 1990. Charged by President Hasselmo “to review all aspects of the University’s past response, current plans and future steps and to make independent recommendations on actions that we should take,” the Task Force was primarily created in response to controversy surrounding the University’s Sexual Violence Program.

Specifically, President Hasselmo asked the Task Force to address sexual violence and campus security focusing on the following:

- 1) The proper role of the Sexual Violence Program in maintaining a crisis hotline, providing peer counseling and conducting prevention education activities;
- 2) The programmatic relationships of the Sexual Violence Program, the University Counseling Service, Boynton Health Service, and other related services provided by public and private organizations in the Twin Cities metropolitan area;
- 3) The reporting of sexual violence and other crimes of violence by University units;
- 4) The hours and staffing of the campus Escort Service and related services of the University of Minnesota Police Department;
- 5) The University’s efforts to enhance security through campus lighting, telephones, and other physical improvements;
- 6) The Student Conduct Code, particularly whether its provisions adequately address these issues.

The Task Force also decided that it would go beyond specific services and examine the mission, design and components of a comprehensive sexual violence initiative at the University of Minnesota. As part of this broader examination, the Task Force looked at the vital element of institutional climate and its relationship to sexual violence at the University.

The Task Force received and reviewed the following written materials: Minnesota Public Interest Research Group (MPIRG) report regarding the Sexual Violence Program's (SVP) formation, 1985-86 and the program's restructure, 1989-90; newspaper articles regarding the Sexual Violence Program; statements made by volunteers of the Sexual Violence Program and by representatives of Restore Sexual Violence Program; University of Illinois at Urbana-Champaign report of the Campus Task Force on Sexual Assault, Abuse, and Violence, 1990; numerous articles and studies dealing with sexual violence; the Student Conduct Code and the University of Minnesota's Mission Statement.

The Task Force identified and invited certain individuals to share their historical perspectives about the initial development and evolution of the Sexual Violence Program. The Task Force heard from the Acting Associate Vice President for Student Affairs, representatives from the Minnesota Public Interest Research Group, the Sexual Violence Program volunteers, Restore the Sexual Violence Program and the Director of the Minnesota Women's Center.

In addition, the Task Force thought it would be beneficial to hear from an "expert" in the area of sexual violence who had not been involved in the controversy surrounding the Sexual Violence Program. The Assistant Director, Sexual Offense Services of Ramsey County, defined sexual violence and described her vision of an ideal sexual violence program.

Following this background work, the Task Force held a public hearing on May 8, 1990. More than one thousand notices went out to individuals and organizations such as campus organizations, community organizations, multi-cultural organizations, and individuals who had expressed an interest in this issue in the past. Notice of the hearing was also published in the University of Minnesota newspaper on two separate occasions.

Persons testifying were asked to respond to the following questions:

- 1) What is your sense of the scope of the sexual violence problem at the University of Minnesota?

- 2) In the following areas, what should be the appropriate response of the University as it relates to sexual violence :
- a) education
 - b) victim/survivor services
 - c) coordination of victim/survivor services
 - d) campus security
 - e) disciplinary action against perpetrators
 - f) publicizing knowledge of sexual violence
- 3) Which groups, organizations or offices of the University and the outside community should have the administrative responsibility, decision-making authority, funding responsibility and advisory role in relation to a sexual violence program at the University?
- 4) What are the most important parts or components of a sexual violence program?
- 5) What are the possibilities of bringing a complaint about sexual violence against someone in a position of authority at the University?
- 6) What specific need do you or your organization have for a sexual violence program and how can such a program work with your organization?
- 7) How should an educational component of a sexual violence program be structured? What should be its function? Who should fund it?
- 8) Should a sexual violence program include peer support counseling? If so, why? If not, why not?
- 9) What role, if any, should volunteers play in a sexual violence program as it relates to the following areas:
- a) education
 - b) peer support counseling
 - c) crisis services - walk-in counseling, 24 hour hot line
 - d) systemic social change
- 10) Should the Student Conduct Code be changed to address sexual violence problems at the University? If so, in what way?

11) How do you rate the adequacy of campus lighting, accessibility of telephones, and escort services at the University?

12) What should the University of Minnesota do on all levels to transform the values and attitudes that are conducive to or trivialize sexual harassment and other forms of sexual violence?

13) How best can the needs of a multi-cultural University community be met by a sexual violence program?

Seventeen individuals testified at the public hearing and responded to questions asked by members of the Task Force. Numerous campus organizations and campus entities were represented. Individuals who testified confirmed the need for the University of Minnesota to actively support a sexual violence program; many stated that the former sexual violence programming should be expanded to ensure accessibility and responsiveness to staff, faculty and multi-cultural students. Others identified needed improvement of campus security, particularly lighting and telephones.

The Task Force met first on April 12, 1990 and met once a week until June 20, 1990. Individual Task Force members drafted segments of the Report and consulted and collaborated with the entire Task Force through its revisions. The Task Force's final Report was submitted to President Hasselmo on June 26, 1990.

Members of the Task Force are hopeful that the University of Minnesota will act forthwith on the following recommendations and launch an aggressive University-wide campus initiative against sexual violence. The message that must be: Sexual violence in any form will not be tolerated.

* * *

“It is little wonder that rape is one of the least reported crimes. perhaps it is the only crime in which the victim becomes the accused and, in reality, it is she who must prove her good reputation, her mental soundness, her impeccable propriety.”

-- Freda Adler, 1975

* * * * *

Definition and Scope of the Problem

The Task Force adopted the following definition of sexual violence:

“Any sexual behavior between two or more people to which one person does not or cannot consent.”

This definition includes acquaintance rape, date rape, incest, stranger rape and sexual harassment. The harassment can be verbal, visual or physical. This definition is broad, and these examples are instructive, not exclusive.

Accurate data concerning sexual violence on the University of Minnesota campuses is very difficult to obtain. Testimony indicated that there is disagreement concerning the incidence of sexual violence on campus. Testimony also revealed a perception that the University does not fully disclose information about assault incidents in order to avoid negatively affecting the University's image, thereby communicating to victims/survivors, rapists, and to the community that image is more important than the safety of individuals.

The underreporting of sexual violence and the under response of college and university administration to the problem is not unique to the University of Minnesota. A summary of several surveys of college campuses across the United States was supplied to the Task Force by the Sexual Violence Center of Hennepin County. This summary clearly indicates that sexual violence is widespread on American campuses but rarely reported to authorities.

In perhaps the largest study to date, a survey of approximately 6,000 students at 32 postsecondary institutions found that one in six females reported having been a victim/survivor of rape or attempted rape during the previous twelve months. One in every 15 males reported committing rape or attempting to commit rape during that same period (Koss, Gidycz, and Wisniewski, 1987).

In another large survey, 20% of the 3,000 female undergraduates reported they had experienced sexual intercourse without their consent or against their will. Only four of these 600 victims/survivors of sexual violence had reported to the police (Rapaport and Burkhardt, 1984).

Using the survey findings noted above, the University could estimate what a similar finding would mean for this campus. The Twin Cities campus is a community of approximately 60,000 people with an estimated 23,000 female students. If 18% of these women are likely to be victims/survivors of sexual violence or attempted sexual violence in a one year period, we would expect to find approximately 4,000 incidents. This number would not include assaults against male students or against staff or faculty.

The Task Force received information from the University that in 1989 there were 12 incidents of felony sexual assault and 26 non-felony sexual offenses on University of Minnesota (Twin Cities) property that were reported to police. This excludes all incidents committed off-campus against students, staff and faculty. During 1989 the University's escort service answered 3,233 calls; the Sexual Violence Program reported individual counseling provided to 81 persons, 32 for sexual violence, 30 for verbal sexual assaults and 19 who had concerns not related to specific incidents. The Director of the University Counseling Services released figures indicating that 121 people were counseled for sexual violence during fiscal year 1987-88. Additionally, the University's Office of Equal Opportunity and Affirmative Action reported that from July 1, 1988 to June 30, 1989 a total of 135 formal and informal complaints of sexual harassment were received. Clearly, there exists a discrepancy between numbers predicted by national studies and the level of violence indicated by existing University of Minnesota data alone.

Underreporting is not accidental. Survivors of all forms of sexual violence require a safe and supportive, open and accessible community in which to report. This is paradoxical: the very environmental factors which foster sexual violence also make it improbable, if not impossible, to report the crime.

An additional factor in underreporting is the disparity between the pervasive stereotype of rape and the reality. A survey of 430 college students found that a total of 90% of the victims/survivors of sexual violence were acquainted with or dating the person who assaulted them. Only 10% reported being raped by a complete stranger (Koss, 1988). Society believes that real rape is stranger rape; the closer the relationship between victim/survivor and offender, the more difficult it seems for society to believe that a rape has occurred. It therefore becomes unlikely that the vast majority of crimes of

sexual violence will ever come to light in a climate of unchanged beliefs. Much work needs to be done before statistics ever reflect the reality of sexual violence on the University of Minnesota campuses, or elsewhere.

* * *

“It is not good enough to talk about evil abstractly while lending implicit support to traditional images that legitimate specific social evils.”

-- Mary Daly, 1973

* * * * *

Institutional and Systemic Change

To effectively address and change the behavior of individuals in regard to sexual violence, it is first necessary to change the climate of which it is a part. Not only does the current climate fail to protect, punish and support appropriately, but it trivializes, denies, and at least tacitly condones sexual violence and other forms of behavior that tell some members of this community that they are not meant to be full participants. It is this climate at the University and throughout society that needs to be changed.

The words inscribed over Northrop Auditorium invoke the “Faith that Men are Ennobled by Understanding” and tell us that the University is “Devoted to the Instruction of Youth.” In 1980 the University adopted a statement of mission which points out that those words should read “Men and Women” and should acknowledge that not all students are “Youth.” But women still find professors and texts that treat men as generic and women as Other, and older students still find their experiences and perspectives devalued in the classroom. Despite significant advances in research and teaching, European and Euro-American cultures are still at the center, the majority of the world’s people still at the margins, and students of color still feel like visitors on pass.

Power and privilege based on race, sex, sexual orientation, and physical/cognitive/sensory ability are the structure which rests at the core of a rape-prone culture. So long as any institution promotes or condones such a structure, it will bear a heavy measure of responsibility for attacks against those who are not privileged. Although this burden is vast, the opportunity for solution is also vast and far-reaching.

Commitment to changes as deep and fundamental as this Task Force is urging is the real work of preventing sexual violence. It is safe to assume that the values which will bring this about are not shared by all. It is necessary to recognize that norms of respect and equality for women, for people of color, ethnic and religious minorities, gays, lesbians, disabled people and others are not

yet part of the wider culture and that such norms need to be clearly communicated both to those who might violate them and to those who might need to be assured that they have effective recourse if they are the victims/survivors of such violations.

Violence, harassment, and abuse directed against those who are perceived as differing from the norms of privilege do not come from thin air. Leaders of the University must express outrage when such incidents occur, but more importantly, as a community, we must earn our outrage. No amount of protection, punishment, or support directed against such behavior and its results will address the deeper issues -- the need to change the basic values of the University itself. Only by conscientiously working for such change will that outrage be more than empty words.

Such change, to a climate of active respect for diversity and the safety and resources necessary for that diversity to flourish, needs to occur at all levels, but it needs to be articulated, modeled, mandated, and monitored from the top, from the Board of Regents, the President, and the Provost.

Recommendations for a University-wide campus Initiative:

- 1) **Creation and communication of a University-wide Presidential policy opposing sexual violence in all its forms which recognizes the connection between violence and the attitudes, values, and behaviors within large institutions as well as the subordination of people outside of traditional power structures;**
- 2) **Creation of a policy of administrative accountability, e.g., giving all University administrators specific and appropriate responsibility for creating a climate respectful of diversity and free of sexual violence through job descriptions, regular performance reviews, and merit-based salary reviews;**
- 3) **Provision of sufficient financial commitment to and administrative support for a Sexual Violence Program having all the component parts recommended in this Report;**
- 4) **Development of a means for measuring the health of the University in terms of respect accorded to all its members, and attention to such health equal to the attention given to national excellence in research or to levels of outside funding;**

5) Development and implementation of orientation materials and activities for all new members of the University concerning their rights and responsibilities for sexual and other forms of harassment, violence and abuse;

6) Support and direction for curricular changes aimed at integrating information on sexual violence and the abuse of power in order to heighten the University community's awareness;

Additionally, in order to ensure communication of such beliefs to the entire University community, the Task Force recommends:

7) Adoption of changes to "A Mission and Policy Statement for the University of Minnesota," July 1980:

- Under "Service" insert in paragraph two after "environmental protection,": racial and gender equity, disability rights,
- Under "IV. Policies of the University," at the end of #5 add: Safety includes reasonable protection against assault, including sexual assault, and the University is committed to making the campus a safe place, both through the improvement of features of the physical plant operations such as lighting and emergency telephones, and through the promotion of healthy and respectful attitudes toward all people.

8) Adoption of changes and revisions to the Student Conduct Code, adapted from the report Sexual Assault on Campus by Aileen Adams and Gail Abarbanel, 1987. We recommend inclusion of specific language prohibiting sexual assault, a definition of sexual assault with specific examples, a statement of victims' rights during the disciplinary proceedings, and provisions to establish an immediate hearing process to modify living or learning arrangements if the victim/survivor and the accused live in the same dormitory or attend the same class. It needs to be emphasized that an official response to assault on the part of the University may be appropriate and necessary even if for various reasons, legal proceedings are not pursued.

The Task Force believes that language in the Student Conduct Code prohibiting sexual violence will emphasize to students the seriousness of these offenses and the commitment of the University of Minnesota to take action against offenders through the disciplinary process. A definition of sexual assault and examples would be informative and serve to broaden the narrow definition held by many. Developing a statement of rights of victims/survivors would encourage reporting assaults and move to ensure fairness. The Task Force believes an immediate hearing would be absolutely necessary when both the victim/survivor and the accused live in the same dormitory or attend the same class. The purpose of this hearing would be to determine alternative living or learning arrangements, and could be facilitated by counseling the individuals involved. The formal hearing process would likely take several days longer. The appropriate standard of proof is whether there is reason to believe that an assault was attempted or committed against the victim/survivor by the accused.

Likewise, when the accused is a faculty or staff member, the victim/survivor shall be provided with options, such as transferring to another job or cancelling a class without financial repercussions in order to facilitate alternate work or learning environments.

No individual or groups of individuals will be exempt from these rules.

A University-Wide Initiative will not be successfully implemented without the responsibility for its implementation being clearly defined. Responsibility must also rest with a single University official having University-wide authority. This is not now the case.

Instead, the Task Force found that the responsibility for addressing sexual violence was splintered within the University. The Sexual Violence Program, when it was fully operational, provided advocacy, counseling to victims/survivors, and education on sexual violence to the University community outside of the formal academic program. Sexual harassment is addressed by the Office of Equal Opportunity and Affirmative Action. Physical security on campus is addressed by the Physical Plant Operations. Formal University courses on sexual violence, though not offered extensively, are the responsibility of the individual departments. No one, the Task Force found, has overall responsibility to see that a comprehensive effort to combat sexual violence is in place or functioning well. To that end, and recognizing that the transformation of the values of the University is a long and complex process, one that needs the energy, imagination, and goodwill of all its members and many members of the wider community, the Task Force recommends:

9) Designation of the Provost as responsible for addressing all aspects of the sexual violence problem on the Twin Cities campus, and for implementing the University-Wide Initiative Against Sexual Violence called for by this Report;

10) Formation of a Provost's Advisory Council

- to be appointed by the Provost, diversely representative of the University community and the wider community. Members need to be committed to diversity and equity and especially knowledgeable about sexual assault and other forms of harassment and violence directed against members of targeted communities. For continuity, the committee should initially include some members of the present Task Force;
- to be responsible for making and advocating systemic policy recommendations regarding sexual violence, designing and advocating for University initiatives that will enhance a climate of safety for women and others on campus, and monitoring the implementation of the Sexual Violence Program and the initiatives of the Campus Security Committee;
- to be available to consult with the Board of Regents and the President, in addition to the Provost;
- to have a representative serve as a full and permanent member of the President's Cabinet.

While the Advisory Council should first focus on assisting the Provost in the implementing the recommendations of this Report, the Task Force recommends that the Advisory Council be concerned with all issues concerning diversity, equity, oppression, safety and security underlying the problem of sexual violence. The Council should also seek to develop strategies to extend the Initiative Against Sexual Violence to all other campuses of the University.

* * *

“...the inner spirit, the inner voice; the human compulsion when deeply distressed to seek healing counsel within ourselves, and the capacity within ourselves both to create this counsel and receive it.”

-- Alice Walker, 1981

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Sexual Violence Program

This Task Force was charged by President Hasselmo to address the proper roles of the Sexual Violence Program in provision of victim/survivor services, education of the University community, and in coordination of services with other University departments. The Task Force educated itself about the Sexual Violence Program by eliciting the professional opinions of service providers and the concerns of members of the University community.

In July 1986, the University of Minnesota Sexual Violence Program was established. Until recently, it provided a range of victim/survivor services including a crisis line, peer counseling, advocacy, support groups, information and referral, and accompaniment to medical, legal and other community services. Volunteer sexual assault counselors provided these components after successfully completing more than 40 hours of training certified by the Minnesota Department of Corrections, and taught by the program director, utilizing community resources and community professionals. The Sexual Violence Program also had a speaker's bureau that offered educational programs, trainings, and workshops throughout the campus and for surrounding colleges and universities as requested.

The University administration in 1989 suspended the crisis line and peer counseling components. This action met with objections from various segments of the University community and from the wider community. The components were started up again when the Task Force was appointed, but not to the previous level.

The following is a summary of the programming and services which the Task Force concluded were essential to the Sexual Violence Program. In order to be responsive to the University community, it is imperative that the components be provided for and by the University community. The Task Force offers these sections in considerable detail since there was confusion as to the

definition and rationale for each of these services initially provided by the Sexual Violence Program.

Peer counseling is support counseling that is provided initially on a one-to-one basis and is important to assist the victim/survivor in regaining control over her or his life, as well as to provide options available to assist in decision making. Peer counseling differs from long-term therapy in its purpose: to address the immediate issues that have arisen from the sexual assault whether it happened recently or in the past. Therapy exists to assist persons with long-term considerations and fundamental change. When therapy is appropriate, the role of peer counseling is to offer clear and supportive referrals.

There are many advantages to providing a peer counseling program. Most victims/survivors do not need long-term treatment and the mere existence of peer counseling challenges the widely held belief that victims/survivors of sexual violence are “sick” and require treatment. It instead provides a victim/survivor with a trained peer to listen and understand from a nonjudgmental environment. Representatives from sexual violence centers made it clear that most successful sexual assault programs state- and nationwide use trained volunteers to provide peer counseling as an integral component of their programs. An important factor in a successful peer counseling program is the recruitment, training, screening, and supervision of the volunteers.

Advocacy is the active participation with victims/survivors if they are involved in reporting, seeking medical attention, or other contact within the University system or the wider community. Advocacy training provides knowledge about sexual assault processes and procedures as well as victims’ rights. This service is offered to make the process less confusing and frightening to a person in crisis and is designed to complement, not duplicate, the roles of other professionals.

A 24-hour crisis line is essential to any sexual violence program; of the reported sexual assaults, most do not occur during normal business hours and like all services should be determined by the needs of, and provided by, the community itself. Crisis intervention includes providing factual information, support in dealing with intense feelings, options and reassurance.

Peer support groups are an important component of a program. These give victims/survivors the opportunity to discuss their feelings with other victims/survivors and to learn from each other. The ability to see similar reactions, responses, and experiences can only help to break down the isolation which a victim/survivor of sexual violence feels.

Volunteers play a critical role in most sexual assault programs, not only in the direct provision of services, most of which could not otherwise be made available because of limited funding, but also the visibility of the issue in the community as well. The recruitment and outreach of a volunteer program is an educational program in the finest sense; the diverse communities approached learn of the issue, but perhaps more importantly, input about the needs and desires of each community can be communicated. It is currently possible to receive educational credits for the volunteer training if a student qualifies. Formalizing this process for students who would be interested should be explored. Volunteers, as the backbone of both the service provision and policy making of a sexual violence program, provide the opportunity to create a climate that is responsive and sensitive to the needs of the general University community, especially to people of color, disabled people, gays and lesbians, and other underserved and often unrepresented communities.

Community education is essential to the eradication of sexual violence. The myths surrounding sexual assault are commonly held and serve to encourage sexual violence. These myths act as a barrier to the successful delivery of services to the victims/survivors, dissuade many from seeking help, and prohibit concerned persons from offering the support needed. An education program is needed in the University community to provide information on sexual assault, dispel the myths, and to acquaint the community with the services available. A concerted effort should be made to integrate education on sexual violence into all aspects of University life. Public events, such as rallies and speakouts, are an appropriate and desirable part of a Campus Awareness Program.

Gathering and disseminating information is important to the design of services and in the development of safety programs. The data collection process should be much farther reaching than relying on reports made to the police or school officials; the crime of rape will remain vastly underreported until we change the very environment in which we live. Officials to whom victims/survivors might informally report an assault -- in counseling programs, in residence halls, to advisors, to department heads -- should be asked to keep track of important statistics. Information concerning the type of sexual assault, the relationship of the victim/survivor to the offender, the location, and the circumstances of the assault would be helpful. These reports would be statistical only; it is vital both practically and ethically to maintain the confidentiality of the victim/survivor.

Professional training is another necessary component of the Sexual Violence Program. Such training should be provided to the wide variety of

campus personnel who may and will interact with victims/survivors of sexual violence and would clearly need to be knowledgeable about victim/survivor needs, protocol, services available, and aware of their own personal biases in relation to sexual violence. This would also enable professionals on campus to familiarize themselves with the Sexual Violence Program.

Coordination and cooperation between agencies on campus is essential to the efficient delivery of services. An active interagency network ensures that: 1) communication barriers between agencies are alleviated; 2) unnecessary duplication of services is avoided; 3) an understanding of the roles and responsibilities of each professional group in the care of the victim/survivor is developed; 4) procedures between agencies are standardized; 5) available resources are advertised; and 6) support and feedback are offered. A concerted effort toward coordinating and establishing linkages is a way to ensure that services are being provided to the broadest number of people on campus. In addition to networking with the professionals who interact with victims/survivors, it is important that relationships be established with faculty, student, and staff organizations.

Social change is a vital component of any sexual violence program. A commitment to being vocal about the institutional and social changes necessary to the eradication of sexual violence requires active University support and program autonomy for the Sexual Violence Program.

Adequate staffing of the Sexual Violence Program is necessary to ensure consistency in providing services to the University community. A qualified full-time Executive Director should be hired as soon as possible. Primary requirements for this position would be experience with a sexual violence program, thorough knowledge of victim/survivor issues, the demonstrated ability to run a volunteer program, and the ability to work within a large institution. Academic degrees need not be required. The Executive Director's functions include supervision, outreach and coordination with other University programs and with the wider community as well, fundraising, overseeing educational efforts, and advocacy for social change. A full-time paid Volunteer Coordinator would be needed to ensure the recruitment, training, supervision, and scheduling of volunteers. Also, paid positions for support staff, work study students, and project interns are essential to the provision of services at the University of Minnesota.

Recommendations for design and services of the Sexual Violence Program:

11) Operation of a sufficiently funded University of Minnesota Sexual Violence Program that provides services to students,

faculty, and staff throughout the campus, including direct victim/survivor services with a 24-hour crisis line and peer counseling program, an extensive education program, training, outreach to unserved and underserved populations, and linkages with other agencies, organizations, and individuals.

A) The Sexual Violence Program should be an autonomous unit located in a place that is central but private and handicapped accessible, available during both day and evening hours. The Task Force recommends Coffman Union on the Minneapolis campus and the St. Paul Student Center on the St. Paul campus.

B) A Sexual Violence Program Advisory Committee should be established. The committee will be composed of students, faculty, staff, and volunteers of the Sexual Violence Program and will reflect the diversity essential to serving the entire University community.

C) The Executive Director of the Sexual Violence Program would be hired and supervised by the Provost's Advisory Council and will be advised by the Sexual Violence Program Advisory Committee.

D) The adoption of the following mission statement by the Sexual Violence Program:

“The University of Minnesota Sexual Violence Program is committed to the belief that all women and men have the right to live free of violence and of the fear of violence. We recognize that sexual assault and sexual harassment are not isolated incidents, but rather are the expression of a pervasive attitude in which violence and control are acted out in a sexual manner. We believe that sexual violence can best be addressed through social action, education, and counseling. The Sexual Violence Program is formed to:

...Ensure the delivery of quality services to all segments of the University of Minnesota community by

the Sexual Violence Program and other offices that the victim/survivor may need to contact for assistance;

...Ensure the inclusion of the wide diversity of people of the University as staff, volunteers, and constituents of the Sexual Violence Program;

...Ensure effective communication between the Sexual Violence Program and other people who are concerned about sexual violence;

...Eliminate, eradicate, or in the very least, identify and reduce the existence of violence against women and other forms of oppression at the University of Minnesota and of the community as a whole.”

12) Provision by the Sexual Violence Program of comprehensive services for the University of Minnesota community.

Direct Services:

A) Operation of a 24-hour crisis line that is staffed by University volunteers and using a professional answering service to reach on-call volunteers when the office is not staffed;

B) Provision of peer counseling and advocacy by volunteers who have successfully completed at least 40 hours of sexual assault training certified by the Minnesota Department of Corrections;

C) Development of a volunteer program that includes the recruitment and training on campus of students, faculty, and staff to provide services to victims/survivors and to provide educational programs. Special efforts should be made to recruit volunteers from diverse populations of the University including people of color and international students, disabled students, gays and lesbians. Training needs to address issues of bias and stereotyping with regard to members of these communities, as well as issues of cultural differences;

D) Establishment of support groups for victims/survivors and concerned persons;

E) Development of referral resources for long-term therapy and other services not offered directly by the program;

Community Education:

F) Development of a comprehensive educational program that addresses the nature and scope of sexual assault, attitudes and myths, cultural differences and stereotypes concerning appropriate behavior, and services available;

G) Continuation of/and further development of the speaker's bureau, including multicultural groups of students to address diverse campus groups, especially ones that have not been previously targeted and on which such issues may not be usually discussed;

H) Requirement of graduate and undergraduate student orientation meetings regarding sexual assault. Orientation programs should be developed and implemented in cooperation with groups such as the cultural centers, MISA, EEOC, and the Office for Disabled Students;

I) Requirement of faculty and staff in all units to attend programs about sexual assault, programs to be developed as in H;

J) Provision of informational sessions on sexual violence at meetings of dormitory residents, fraternities, sororities, student groups, unions and for coaches and players on athletic teams;

K) Requirement of sexual violence awareness programs for groups applying to become registered student organizations;

L) Encouragement of faculty to introduce information on sexual violence into their course material;

M) Creation of additional programs and courses that address the special needs of the University's diverse populations;

Other Recommendations:

- N) Implementation of a public relations campaign that addresses the issues of sexual violence and the services available, including programs, pamphlets, articles and advertisements in the Daily, and billboards, with adequate funding similar to other public relations or advertising campaigns of the University;**
- O) Provision of training of all personnel who may interact with sexual assault victims/survivors including faculty, administrative, residential and housing personnel, police, security officers, health and mental health providers, and escort service providers;**
- P) Development of a comprehensive data collections system with protection of the confidentiality of the victim/survivor being primary;**
- Q) Development of a system that promotes interagency coordination and communication;**
- R) Establishment of an extensive outreach program that creates linkages with a broad base of the University community;**
- S) On-going vigilance and commitment to social change necessary to eliminate sexual violence at the University of Minnesota and in the wider community. Vigils, speakouts, rallies and demonstrations play an important role in bringing about such change.**

*** * ***

“However confused the scene of our lives appears,
however torn we may be who now face that scene, it can
be faced, and we can go on to be whole.”

-- Muriel Rukeyser, 1949

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Campus Security

A part of the direction to this committee given by President Hasselmo included the three following charges to address: 1) the reporting of sexual violence and other crimes of violence by University units; 2) the hours and staffing of the campus Escort Service and related services of the University of Minnesota Police Department; 3) the University's efforts to enhance security through campus lighting, telephones, and other physical improvements. Since a separate committee is also investigating some of these issues, this Task Force's recommendations will be brief.

The Task Force recommends the following on campus security:

13) Provision of adequate lighting in intensity as well as location to remedy dark alleys and stairwells. Classroom lights could remain illuminated in areas where they might result in more exterior light and where safety lighting has yet to be installed;

14) Availability of phones, well marked, well illuminated, and handicapped accessible, including volume controls throughout the interior and exterior of the campus. Currently for emergencies, some phones have the capability of 911 dialing and some require dialing 133; it is imperative that all phones have the 911 dialing capability. Location of phones needs to be advertised so that everyone, including visually handicapped people, will know in advance of needing one where they are;

15) Provision of 24-hour escort service; escorts would be paid, and while not providing escort service, they could be patrolling identified higher risk areas at higher risk times; escorts would be trained by the police and equipped with whistles, badges and two-way radios, as well as keeping an extensive log of activity.

The Task Force did not decide whether this service should be part of the Sexual Violence Program or remain with the University Police Department. Therefore, the Task Force recommends that the Provost's Advisory Council examine this issue.

16) Requirement of multicultural and multiethnic awareness trainings; requirement of sexual violence awareness trainings for police officers, ideally provided by a female police officer who is an expert in this field with input from the University community; provision of choice to victims/survivors wishing to report as to the gender of the responding trained officer;

17) Creation of a system of security utilizing the surveillance cameras and audio security systems being installed currently in ramps; creation or enhancement of security in all University buildings, utilizing a system of I.D. card screening by personnel or by electronic means for entrance into any academic, athletic, or residential facility after 11:00 p.m.; investigation into the use of personal electronic transmitters (P.E.T.) as security when alone in buildings;

18) Establishment of a Campus Security Committee which would be diversely representative of the University community, and composed of staff, students, faculty, police; meeting at least once a month, it would deal with:

- a) the review of all violent crime;
- b) the review of current security services;
- c) the development of a University policy which preserves the confidentiality of the reports of violence yet releases the maximal amount of information for campus wide dissemination;
- d) the regular distribution of statistics regarding the incidence of sexual assaults and other violent crimes on campus.

The chair of the Campus Security Committee would serve on the Provost's Advisory Council.

19) Distribution of safety information available and in effect at the University to all members of the University community.

*** * ***

It is with utmost respect and fervent hope that the Task Force on Sexual Violence and Campus Security presents its findings and recommendations. As we conclude this part of our mission, we believe it is imperative to the safety and humanity of the University of Minnesota that these words become action, and that the entire University community become the national leader in addressing the problem of sexual violence.

APPENDIX 1. Materials Reviewed by Task Force on Sexual Violence and Campus Security

1. Restore the Sexual Violence Program (RSVP) demands with appendices A & B.
2. Chronology of events relating to University of Minnesota Sexual Violence Program and Program Volunteers.
3. RSVP Chronology.
4. Documents indicating the change in emphasis in the SVP and the process involved in trying to discuss the changes --June 1989-September 1989.
5. SVP Annual Report - 1988-89.
6. SVP workshop evaluations - 1988-89.
7. Minnesota Public Interest Research Group (MPIRG) report regarding the formation of the Sexual Violence Program, 1985-86 including:
 - a. original program proposal
 - b. administrative correspondence
 - c. supportive letters
 - d. SVP petition
 - e. media
8. Minnesota Public Interest Research Group (MPIRG) report regarding the restructure of the Sexual Violence Program, 1989-90 including:
 - a) administrative correspondence
 - b) supportive letters
 - c) SVP petition
 - d) media
 - e) new SVP proposal
 - f) Minnesota Student Association resolution
9. Sexual Assault information from MPIRG - 1985-90 including:
 - a) SVP fact sheet
 - b) other Campus' programs

10. Campus Task Force on Sexual Assault, Abuse and Violence-Final Report - January 1990, University of Illinois, Urbana, Champaign.
11. Minnesota Attorney General's Office Sexual Harassment/Sexual Assault/Date Rape Questionnaire.
12. Sexual Assault Bibliography compiled by the Minnesota Women's Center.
13. "Responses to Student Bodies Presidential Committee on Sexual Violence Issues Survey" by Dr. Elizabeth Wales.
14. University of Minnesota Services dealing with sexual assault.
15. Selected community services dealing with sexual assault.
16. Discussion Draft of University of Minnesota Senate Resolution on Diversity.
17. Material from Minnesota Women's Center.
18. Materials from Hennepin County Sexual Violence Center.
19. Individuals and organizations notified and invited to testify at May 8, 1990 public hearing.
20. "The Problem of Rape on Campus" by the Project on the Status and Education of Women.
21. "Campus Rape - What is Institution's Liability?" by Leonard Territo, January-February 1984.
22. Materials from Minnesota Department of Corrections regarding Minnesota Program for victims of sexual assault.
23. "Student Body President's Committee on Sexual Violence Issues at the University of Minnesota-1989."
24. Sexual Violence Issues Survey - Responses, 1990.
25. "Hidden Rape: Incidence and Prevalence of Sexual Aggression and Victimization in a National Sample of Students in Higher Education" - Koss, Gidycz and Wisniewski, Kent State University.
26. University of Minnesota Mission Statement.

27. University of Minnesota Student Conduct Code.
28. Sexual Assault on Campus: What Colleges Can Do by Aileen Adams and Gail Abarbanel, 1987.
29. Proposal for an Anti-Violence Center from Anne Truax and Jane Gilgun.

**APPENDIX 2. Guests Invited to Task Force Meetings to Provide
an Historical Perspective**

Jeanne Lupton, Acting Associate Vice President for Student Affairs
Peggy Miller, Assistant Director, Ramsey County Sexual Offense Services
Dave Anderson, Representative from Minnesota Public Interest Research Group
Susan Heineman, Representative from Sexual Violence Program
Kristen Pfaff, Representative from Restore Sexual Violence Program
Anne Truax, Director, Minnesota Women's Center

**APPENDIX 3. Those Who Testified at the May 8 Public Hearing
of the Task Force**

Dan Larson, Physician, Boynton Health Service Mental Health Clinic
Rae Eden Frank, Sexual Violence Program Volunteer
Jane Gilgun, Assistant Professor, School of Social Work
Stacy Sorenson
Nancy Biele, Executive Director, Sexual Violence Center of Hennepin County
Lora Pollari
Anne Truax, Director, Minnesota Women's Center
Kristen Pfaff, Restore Sexual Violence Program
Lucia Sommer
Sheri Scott
Kathy Nielsen, University YW
Steve Boland, Minnesota Student Association
Jill Varga, Progressive Student Organization
Peg Pfab, United Ministries in Higher Education
Paul Lawyer, President, Inter Fraternity and Panhellenic Council
Mary Keepers
Selina Renninger

Those Who Made Recommendations on the Draft of the Report:

Sue Kroeger, Director, Office for Students with Disabilities
Carolyn Nayematsu, Director, Asian/Pacific American Learning Resource
Center
Esther Reese, Director, Student Advocate Service; Board Member, La Raza

APPENDIX 4. Proposed Organizational Chart for the Initiative Against Sexual Violence

