S. 2860

To protect students from inappropriate seclusion and physical restraint, and for other purposes.

IN THE SENATE OF THE UNITED STATES

DECEMBER 9, 2009

Mr. Dodd introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

A BILL

To protect students from inappropriate seclusion and physical restraint, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Preventing Harmful
- 5 Restraint and Seclusion in Schools Act".
- 6 SEC. 2. FINDINGS.
- 7 Congress finds the following:
- 8 (1) Seclusion and physical restraint have re-
- 9 sulted in physical injury, psychological trauma, and
- death to children in public and private schools. Na-

- tional research shows children have been subjected to inappropriate seclusion and physical restraint in schools as a means of discipline, to force compliance, or as a substitute for appropriate educational support.
 - (2) Despite the widely recognized risks of seclusion and physical restraint, a substantial disparity exists between States and localities with regard to the protection and oversight of the rights of children to a safe learning environment.
 - (3) Children are protected from inappropriate physical restraint and seclusion in other settings, such as hospitals, health facilities, and non-medical community-based facilities. Similar protections are needed in schools, yet such protections must acknowledge the differences of the school environment.

(4) Research confirms that—

- (A) seclusion and physical restraint are not therapeutic; and
- (B) these practices are not effective means to calm or teach children and may have an opposite effect while simultaneously decreasing a child's ability to learn.
- (5) Children are subjected to seclusion and physical restraint at higher rates than adults, and

- are at greater risk of injury. Physical restraint that restricts air flow to the lungs, as well as seclusion in the absence of continuous face-to-face monitoring, have resulted in the deaths of children in schools.
 - (6) Behavioral interventions for children must promote the right of all children to be treated with dignity. All children have the right to be free from physical or mental abuse, aversive behavioral interventions that compromise health and safety, and any physical restraint or seclusion imposed for purposes of discipline or convenience.
 - (7) Safe, effective, evidence-based strategies are available to support children who display challenging behaviors in school settings. Staff training focused on the dangers of seclusion and physical restraint, as well as training in evidence-based positive behavioral interventions and supports, de-escalation techniques, and seclusion and physical restraint prevention, can reduce injury, trauma, and death.
 - (8) School personnel have the right to work in a safe environment and should be provided training and support to prevent injury and trauma to themselves and others.
 - (9) The effective implementation of school-wide positive behavior supports is linked to greater aca-

1	demic achievement, significantly fewer disciplinary
2	problems, increased instruction time, and staff per-
3	ception of a safer teaching environment.
4	(10) Perspectives of relevant community and
5	advocacy organizations, including those run by indi-
6	viduals with disabilities, are important when devel-
7	oping and implementing strategies, policies, and pro-
8	cedures to prevent or reduce seclusion and physical
9	restraint in schools.
10	SEC. 3. PURPOSES.
11	The purposes of this Act are to—
12	(1) prevent and reduce the use of seclusion and
13	physical restraint;
14	(2) ensure the safety of all students and per-
15	sonnel in schools and promote a positive school cul-
16	ture and climate;
17	(3) protect students from—
18	(A) physical or mental abuse;
19	(B) aversive behavioral interventions that
20	compromise health and safety; and
21	(C) any physical restraint or seclusion im-
22	posed for purposes of discipline or convenience;
23	(4) ensure that seclusion and physical restraint
24	are imposed in school only when a student's behavior

1	poses an imminent danger of physical injury to the
2	student, school personnel, or others; and
3	(5) assist States, local educational agencies
4	and schools in—
5	(A) establishing policies and procedures to
6	keep all students and school personnel safe, in-
7	cluding students with the most complex and in-
8	tensive behavioral needs;
9	(B) providing school personnel with the
10	necessary tools, training, and support to ensure
11	the safety of all students and promoting a posi-
12	tive school culture and climate;
13	(C) collecting and analyzing data on seclu-
14	sion and physical restraint in schools as a
15	means to reduce such incidents; and
16	(D) identifying and implementing effective
17	evidence-based models to prevent and reduce se-
18	clusion and physical restraint in schools.
19	SEC. 4. DEFINITIONS.
20	In this Act:
21	(1) ESEA DEFINITIONS.—The terms "edu-
22	cational service agency", "elementary school", "local
23	educational agency", "parent", "secondary school"
24	and "State" have the meanings given such terms in

- section 9101 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 7801).
 - (2) Public Health Service act definitions.—The terms "mechanical restraint", "physical escort", "physical restraint", "seclusion", and "time out" have the meanings given such terms in section 595(d) of the Public Health Service Act (42 U.S.C. 290jj(d)), except that the meanings of such terms shall be applied by substituting "student" or "student's" for "resident" or "resident's", respectively.
 - (3) APPLICABLE PROGRAM.—The term "applicable program" has the meaning given the term in section 400(c) of the General Education Provisions Act (20 U.S.C. 1221(c)).
 - (4) CHEMICAL RESTRAINT.—The term "chemical restraint" means a drug or medication used on a student to control behavior or restrict freedom of movement that is not—
 - (A) prescribed by a licensed physician for standard treatment of the student's medical or psychiatric condition; and
 - (B) administered for that purpose.
- 24 (5) Positive behavior supports.—The term 25 "positive behavior supports" means a systematic ap-

1 proach to embed evidence-based practices and data-2 driven decisionmaking to improve school climate and 3 culture, including a range of systemic and individ-4 ualized strategies to reinforce desired behaviors and 5 diminish reoccurrence of problem behaviors, in order 6 to achieve improved academic and social outcomes 7 and increase learning for all students, including 8 those with the most complex and intensive behav-9 ioral needs.

- (6) Protection and advocacy system.—The term "protection and advocacy system" means a protection and advocacy system established under section 143 of the Developmental Disabilities Assistance and Bill of Rights Act of 2000 (42 U.S.C. 15043).
- (7) School.—The term "school" means an entity that—
- 18 (A) is—

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- (i) a public or private day or residential elementary school or secondary school;
 or
- 22 (ii) an early childhood, elementary 23 school, or secondary school program that is 24 under the jurisdiction of a school, edu-

1	cational service agency, or other edu-
2	cational institution or program; and
3	(B) receives, or serves students who re-
4	ceive, support in any form from any program
5	supported in whole or in part, directly or indi-
6	rectly, with funds appropriated to the Depart-
7	ment of Education.
8	(8) SCHOOL PERSONNEL.—The term "school
9	personnel" means school personnel and school re-
10	source officers, as such terms are defined in section
11	4151 of the Elementary and Secondary Education
12	Act of 1965 (20 U.S.C. 7161).
13	(9) Secretary.—The term "Secretary" means
14	the Secretary of Education.
15	(10) State-approved training program.—
16	The term "State-approved training program" means
17	a training program approved by a State that, at a
18	minimum, provides—
19	(A) evidence-based techniques shown to be
20	effective in the prevention, and safe use, of se-
21	clusion and physical restraint;
22	(B) evidence-based skills training that is
23	related to positive behavior supports, conflict
24	prevention, de-escalation, and conflict manage-
25	ment;

1	(C) first aid and cardiopulmonary resus-
2	citation; and
3	(D) certification for school personnel in the
4	techniques and skills described in subpara-
5	graphs (A) through (C), which shall be required
6	to be renewed on a periodic basis.
7	(11) STATE EDUCATIONAL AGENCY.—The term
8	"State educational agency" means a State edu-
9	cational agency, as defined in section 9101 of the
10	Elementary and Secondary Education Act of 1965
11	(20 U.S.C. 7801), that receives support in any form
12	from an applicable program.
13	(12) Student.—The term "student" means a
14	student—
15	(A) who is enrolled in a school; and
16	(B) in the case of a student enrolled in a
17	private school, who receives support in any form
18	from any applicable program or any program
19	supported in whole, in part, directly, or indi-
20	rectly with funds appropriated to the Depart-
21	ment of Education or under the Head Start Act
22	(42 U.S.C. 9831 et seq.).
23	SEC. 5. MINIMUM STANDARDS; RULE OF CONSTRUCTION.
24	(a) Minimum Standards.—Not later than 180 days
25	after the date of enactment of this Act, the Secretary shall

1	prescribe regulations to protect each student from physical
2	or mental abuse, aversive behavioral interventions that
3	compromise student health and safety, or any physical re-
4	straint or seclusion imposed for purposes of discipline or
5	convenience or in a manner otherwise inconsistent with
6	this Act. Such regulations shall, at a minimum, include
7	regulations for the following standards:
8	(1) School personnel shall be prohibited from
9	imposing on any student the following:
10	(A) Mechanical restraint.
11	(B) Chemical restraint.
12	(C) Physical restraint that restricts air
13	flow to the lungs.
14	(D) Aversive behavioral intervention that
15	compromises health and safety.
16	(2) School personnel shall be prohibited from
17	imposing physical restraint or seclusion on a student
18	unless—
19	(A) the student's behavior poses an immi-
20	nent danger of physical injury to the student
21	school personnel, or others; and
22	(B) less restrictive interventions would be
23	ineffective in stopping such imminent danger of
24	physical injury.

1	(3) In the event physical restraint or seclusion
2	is imposed upon a student, such physical restraint or
3	seclusion shall—
4	(A) end upon the cessation of the condi-
5	tions described in paragraph (2);
6	(B) be imposed by school personnel who—
7	(i) continuously monitor the student
8	face-to-face; or
9	(ii) if school personnel safety is sig-
10	nificantly compromised by such face-to-face
11	monitoring, are in continuous direct visual
12	contact with the student; and
13	(C) be imposed by—
14	(i) school personnel trained and cer-
15	tified by a State-approved training pro-
16	gram that is approved by the Secretary; or
17	(ii) other school personnel in the case
18	of a rare and clearly unavoidable emer-
19	gency circumstance when school personnel
20	trained and certified as described in clause
21	(i) are not immediately available due to the
22	unforeseeable nature of the emergency cir-
23	cumstance.
24	(4) Each State and local educational agency
25	shall ensure that a sufficient number of school per-

- sonnel are trained and certified by a State-approved training program to meet the needs of the specific student population in each school in the State or served by the local educational agency, respectively.
 - (5) The use of physical restraint or seclusion as a planned intervention shall not be written into a student's education plan, individual safety plan, behavioral plan, or individualized education program (as defined in section 614(d) of the Individuals with Disabilities Education Act (20 U.S.C. 1414(d))).
 - (6) Within 72 hours after the imposition of physical restraint or seclusion upon a student, all school personnel involved in the physical restraint or seclusion and appropriate supervisory and administrative staff shall participate in a debriefing session, which shall include—
 - (A) documentation of antecedents to the physical restraint or seclusion; and
 - (B) prevention planning.
 - (7) Each school shall establish procedures to be followed after each incident involving the imposition of physical restraint or seclusion upon a student, including—

1	(A) procedures to provide to the parent of
2	the student, with respect to each such inci-
3	dent—
4	(i) a documented, reasonable attempt
5	to provide immediate verbal or electronic
6	communication on the same day as each
7	such incident;
8	(ii) within 24 hours of each such inci-
9	dent, written notification; and
10	(iii) advance notice of the debriefing
11	session described in paragraph (6) that will
12	be held regarding such incident and an op-
13	portunity to attend the debriefing session;
14	and
15	(B) in a case where serious bodily injury
16	(as defined in section 1365(h) of title 18,
17	United States Code) or death of a student of
18	the school occurs from the use of seclusion or
19	physical restraint, procedures to notify, in writ-
20	ing, the State protection and advocacy system
21	within 24 hours after such incident occurs.
22	(b) Rule of Construction.—Nothing in this sec-
23	tion shall be construed to authorize the Secretary to pro-
24	mulgate regulations prohibiting the use of—
25	(1) time out; and

1	(2) devices implemented by a trained school
2	personnel, or utilized by a student, for the specific
3	and approved therapeutic or safety purposes for
4	which such devices were designed, and, if applicable,
5	prescribed, including—
6	(A) restraints for medical immobilization;
7	(B) adaptive devices or mechanical sup-
8	ports used to achieve proper body position, bal-
9	ance, or alignment to allow greater freedom of
10	mobility than would be possible without the use
11	of such a mechanical support; or
12	(C) vehicle safety restraints when used as
13	intended during the transport of a student in a
14	moving vehicle.
15	SEC. 6. STATE PLAN AND DATA COLLECTION REQUIRE-
16	MENTS AND ENFORCEMENT.
17	(a) State Plan.—Not later than 2 years after the
18	date of enactment of this Act, and each year thereafter,
19	each State educational agency shall submit to the Sec-
20	retary a State plan that provides—
21	(1) assurances to the Secretary that the State
22	has in effect—
23	(A) State policies and procedures that
24	meet the minimum standards required by the

- regulations prescribed by the Secretary pursuant to section 5(a); and
 - (B) a State mechanism to effectively monitor and enforce the minimum standards;
 - (2) a description of the State policies and procedures described in paragraph (1)(A); and
 - (3) a description of the plans to ensure school personnel and parents are aware of the State policies and procedures.

(b) Reporting.—

(1) Reporting requirements.—Not later than 2 years after the date the Secretary promulgates regulations pursuant to section 5(a), and each year thereafter, each State educational agency shall (in compliance with the requirements of section 444 of the General Education Provisions Act (commonly known as the "Family Educational Rights and Privacy Act of 1974") (20 U.S.C. 1232g)) prepare and submit to the Secretary, and make available to the public, a report with respect to each local educational agency, and each school not under the jurisdiction of a local educational agency, located in the same State as such State educational agency, that includes the information described in paragraph (2).

(2) Information requirements.—

1	(A) General information require-
2	MENTS.—The report described in paragraph (1)
3	shall include information on—
4	(i) the total number of incidents in
5	the preceding full academic year in which
6	physical restraint was imposed upon a stu-
7	dent; and
8	(ii) the total number of incidents in
9	the preceding full academic year in which
10	seclusion was imposed upon a student.
11	(B) DISAGGREGATION.—
12	(i) General disaggregation re-
13	QUIREMENTS.—The information described
14	in subparagraph (A) shall be disaggregated
15	by—
16	(I) the total number of incidents
17	in which physical restraint or seclu-
18	sion was imposed upon a student—
19	(aa) that resulted in injury;
20	(bb) that resulted in death;
21	and
22	(ce) in which the school per-
23	sonnel imposing physical re-
24	straint or seclusion were not

1	trained and certified as described
2	in section $5(a)(3)(C)(i)$; and
3	(II) the demographic characteris-
4	tics of all students upon whom phys-
5	ical restraint or seclusion was im-
6	posed, including—
7	(aa) the categories described
8	in section $1111(h)(1)(C)(i)$ of the
9	Elementary and Secondary Edu-
10	cation Act of 1965 (20 U.S.C.
11	6311(h)(1)(C)(i));
12	(bb) age; and
13	(cc) disability status, which
14	has the meaning given the term
15	"individual with a disability" in
16	paragraph (20) (except for sub-
17	paragraph (A) of section 7 of the
18	Rehabilitation Act of 1973) (29
19	U.S.C. 705(20)).
20	(ii) Unduplicated count; excep-
21	TION.—The disaggregation required under
22	clause (i) shall—
23	(I) be carried out in a manner to
24	ensure an unduplicated count of the—

1	(aa) total number of inci-
2	dents in the preceding full-aca-
3	demic year in which physical re-
4	straint was imposed upon a stu-
5	dent; and
6	(bb) total number of inci-
7	dents in the preceding full-aca-
8	demic year in which seclusion
9	was imposed upon a student; and
10	(II) not be required in a case in
11	which the number of students in a
12	category would reveal personally iden-
13	tifiable information about an indi-
14	vidual student.
15	(c) Enforcement.—
16	(1) In general.—
17	(A) Use of remedies.—If a State edu-
18	cational agency fails to comply with subsection
19	(a) or (b)(2), the Secretary shall—
20	(i) withhold from the State edu-
21	cational agency, in whole or in part, fur-
22	ther payments under an applicable pro-
23	gram in accordance with section 455 of the
24	General Education Provisions Act (20
25	U.S.C. 1234d);

1	(ii) require the State educational
2	agency to submit and implement, not later
3	than 1 year after the State's failure to
4	comply, a corrective plan of action, which
5	may include redirection of funds received
6	under an applicable program after the date
7	of enactment of this Act; or

- (iii) issue a complaint to compel compliance of the State educational agency through a cease and desist order, in the same manner the Secretary is authorized to take such action under section 456 of the General Education Provisions Act (20 U.S.C. 1234e).
- (B) CESSATION OF WITHHOLDING OF FUNDS.—Whenever the Secretary determines (whether by certification or other appropriate evidence) that a State educational agency that is subject to the withholding of payments under subparagraph (A)(i) has cured the failure providing the basis for the withholding of payments, the Secretary shall cease the withholding of payments with respect to the State educational agency under such subparagraph.

1 (2) Rule of Construction.—Nothing in this 2 subsection shall be construed to limit the Secretary's 3 authority under the General Education Provisions 4 Act (20 U.S.C. 1221 et seq.). SEC. 7. GRANT AUTHORITY. 6 (a) In General.—From the amount appropriated under section 12, the Secretary may award grants to State 8 educational agencies to assist the State educational agen-9 cies in— 10 (1) establishing, implementing, and enforcing 11 the policies and procedures to meet the minimum 12 standards required by regulations prescribed by the 13 Secretary pursuant to section 5(a); and (2) improving school climate and culture by im-14 15 plementing school-wide positive behavior support ap-16 proaches. 17 (b) DURATION OF GRANT.—A grant under this section shall be awarded to a State educational agency for 18 19 a 3-year period. 20 (c) APPLICATION.—Each State educational agency 21 desiring a grant under this section shall submit an appli-22 cation to the Secretary at such time, in such manner, and 23 accompanied by such information as the Secretary may

require, including information on how the State edu-

cational agency will target resources to schools and local

- 1 educational agencies in need of assistance related to pre-
- 2 venting and reducing physical restraint and seclusion.
- 3 (d) AUTHORITY TO MAKE SUBGRANTS.—
- (1) IN GENERAL.—A State educational agency receiving a grant under this section may carry out the activities described in subsections (e) and (f), as required under the grant, by awarding subgrants, on a competitive basis, to local educational agencies.
- 9 (2) APPLICATION.—A local educational agency 10 desiring to receive a subgrant under paragraph (1) 11 shall submit an application to the applicable State 12 educational agency at such time, in such manner, 13 and containing such information as the State edu-14 cational agency may require.
- 15 (e) REQUIRED ACTIVITIES.—A State educational 16 agency receiving a grant under this section shall use such 17 grant funds to carry out all of the following:
- 18 (1) Researching, developing, implementing, and 19 evaluating strategies, policies, and procedures to re-20 duce or eliminate seclusion and physical restraint in 21 schools, consistent with the minimum standards re-22 quired by regulations prescribed by the Secretary 23 pursuant to section 5(a).

- 1 (2) Providing professional development, train-2 ing, and certification for school personnel to meet 3 such standards.
- 4 (3) Carrying out the reporting requirements 5 under section 6(b) and analyzing the information in-6 cluded in a report prepared under such section to 7 identify student, school personnel, and school needs 8 related to use of physical restraint and seclusion.
- 9 (f) AUTHORIZED ACTIVITIES.—A State educational 10 agency receiving a grant under this section may use such 11 grant funds for one or more of the following:
 - (1) Developing and implementing high-quality professional development and training programs to implement evidence-based systematic approaches to school-wide positive behavior supports, including improving coaching, facilitation, and training capacity for administrators, teachers, specialized instructional support personnel, and other staff.
 - (2) Providing technical assistance to develop and implement evidence-based systematic approaches to school-wide positive behavior supports, including technical assistance for data-driven decisionmaking related to behavioral supports and interventions in the classroom.

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1	(3) Researching, evaluating, and disseminating
2	high-quality evidence-based programs and activities
3	that implement school-wide positive behavior sup-
4	ports with fidelity.
5	(g) EVALUATION AND REPORT.—Each State edu-
6	cational agency receiving a grant under this section shall,
7	at the end of the grant period—
8	(1) evaluate the State's progress toward the re-
9	duction and elimination of seclusion and physical re-
10	straint in the schools located in the State, consistent
11	with the minimum standards required by regulations
12	prescribed by the Secretary pursuant to section 5(a);
13	and
14	(2) submit to the Secretary a report on such
15	progress.
16	SEC. 8. NATIONAL ASSESSMENT.
17	(a) National Assessment.—The Secretary shall
18	carry out a national assessment to determine the effective-
19	ness of this Act, which shall include—
20	(1) collecting and analyzing data related to se-
21	clusion, physical restraint, and aversive behavioral
22	interventions in schools;
23	(2) analyzing the effectiveness of Federal,
24	State, and local efforts to reduce the number of se-
25	clusion and physical restraint incidents in schools;

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1	(3) identifying the types of programs and serv-
2	ices that have demonstrated the greatest effective-
3	ness in preventing and reducing the number of phys-
4	ical restraint and seclusion incidents in schools; and
5	(4) identifying personnel training models with
6	demonstrated success in reducing the number of se-
7	clusion and physical restraint incidents in schools
8	including models that emphasize positive behavior
9	supports and de-escalation techniques over physical
10	intervention.
11	(b) Report.—The Secretary shall submit to the
12	Committee on Education and Labor of the House of Rep-
13	resentatives and the Committee on Health, Education
14	Labor, and Pensions of the Senate—
15	(1) an interim report that summarizes the pre-
16	liminary findings of the assessment described in sub-
17	section (a) not later than 3 years after the date of
18	enactment of this Act; and
19	(2) a final report of the findings of the assess-
20	ment not later than 5 years after the date of the en-
21	actment of this Act.

22 SEC. 9. PROTECTION AND ADVOCACY SYSTEMS.

Protection and advocacy systems shall have the authority provided under section 143 of the Developmental Disabilities Assistance and Bill of Rights Act of 2000 (42)

- 1 U.S.C. 15043) to investigate, monitor, and enforce protec-
- 2 tions provided for students under this Act.
- 3 SEC. 10. HEAD START PROGRAMS.
- 4 (a) Regulations.—The Secretary of Health and
- 5 Human Services, in consultation with the Secretary of
- 6 Education, shall promulgate regulations with respect to
- 7 Head Start agencies administering Head Start programs
- 8 under the Head Start Act (42 U.S.C. 9801 et seq.) that
- 9 establish requirements consistent with—
- 10 (1) the requirements established by regulations
- promulgated pursuant to section 5(a); and
- 12 (2) the reporting and enforcement requirements
- described in subsections (b) and (c) of section 6.
- 14 (b) Grant Authority.—From the amount appro-
- 15 priated under section 12, the Secretary of Education may
- 16 allocate funds to the Secretary of Health and Human
- 17 Services to assist the Head Start agencies in establishing,
- 18 implementing, and enforcing policies and procedures to
- 19 meet the requirements established by regulations promul-
- 20 gated pursuant to subsection (a).
- 21 SEC. 11. LIMITATION OF AUTHORITY.
- Nothing in this Act shall be construed to restrict or
- 23 limit, or allow the Secretary to restrict or limit, any other
- 24 rights or remedies otherwise available to students or the
- 25 families of students under Federal or State law.

1 SEC. 12. AUTHORIZATION OF APPROPRIATIONS.

- 2 There are authorized to be appropriated to carry out
- 3 this Act such sums as may be necessary for fiscal year

4 2011 and each of the 4 succeeding fiscal years.

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